



सत्यमेव जयते

Government of India

**Report of the  
Seventh Central Pay Commission**

November, 2015

**Report of the  
Seventh Central Pay Commission**

  
सत्यमेव जयते

# भारत का राजपत्र

## The Gazette of India

असाधारण

EXTRAORDINARY

भाग I—खण्ड 1

PART I—Section 1

प्राधिकार से प्रकाशित

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वित्त मंत्रालय

(व्यय विभाग)

संकल्प

नई दिल्ली, 28 फरवरी, 2014

सं. 1/1/2013-ई.III(ए).—भारत सरकार ने सातवें केन्द्रीय वेतन आयोग का गठन करने का निर्णय लिया है जो इस प्रकार है:—

- |    |         |   |                                   |
|----|---------|---|-----------------------------------|
| 1. | अध्यक्ष | - | न्यायमूर्ति श्री अशोक कुमार माथुर |
| 2. | सदस्य   | - | श्री विवेक राय                    |
| 3. | सदस्य   | - | डॉ. रथिन रॉय                      |
| 4. | सचिव    | - | श्रीमती मीना अग्रवाल              |

2. आयोग के विचारार्थ विषय निम्नलिखित होंगे:

(क) कर्मचारियों की निम्नलिखित श्रेणियों के संबंध में उन सिद्धांतों के लिए वांछनीय एवं व्यवहार्य परिवर्तनों की जांच करना, समीक्षा करना, विकास करना और सिफारिश करना जिनसे परिलब्धियों की संरचना, वेतन, भत्ते एवं नकद अथवा वस्तु रूप में अन्य सुविधाएं लाभ शासित होने चाहिए; और ऐसा करते हुए इन सिफारिशों के यौक्तिकीकरण और सरलीकरण के साथ-साथ विभिन्न विभागों, एजेंसियों एवं सेवाओं की विशेषीकृत आवश्यकताओं को ध्यान में रखा गया हो:-

- (i) केन्द्र सरकार के कर्मचारी - औद्योगिक एवं गैर-औद्योगिक;
  - (ii) अखिल भारतीय सेवाओं से संबंधित कार्मिक;
  - (iii) संघ राज्य क्षेत्रों के कार्मिक;
  - (iv) भारतीय लेखापरीक्षा एवं लेखा विभाग के अधिकारी और कर्मचारी;
  - (v) संसद के अधिनियमों के तहत गठित नियामक निकायों (आरबीआई को छोड़कर) के सदस्य; और
  - (vi) उच्चतम न्यायालय के अधिकारी और कर्मचारी
- (ख) उन सिद्धांतों के लिए वांछनीय एवं व्यवहार्य परिवर्तनों की जांच करना, समीक्षा करना, विकास करना और सिफारिश करना जिनसे रक्षा बलों के कार्मिकों की परिलब्धियों की संरचना, रियायतें एवं नकद अथवा वस्तु रूप में सुविधाएं/लाभ तथा सेवानिवृत्ति लाभ शासित होने चाहिए और ऐसा करते हुए इन कार्मिकों के विशिष्ट पक्षों पर उपयुक्त बल देते हुए इन बलों की ऐतिहासिक एवं पारंपरिक समानताओं को ध्यान में रखा गया हो।
- (ग) सरकारी सेवा के लिए सर्वाधिक उपयुक्त प्रतिभाओं को आकर्षित करने, कार्य संस्कृति में सक्षमता, जबाबदेही एवं जिम्मेदारी की भावना को प्रोत्साहन देने और आधुनिक प्रशासन की जटिल चुनौतियों के साथ-साथ राजनीतिक, सामाजिक, आर्थिक एवं प्रौद्योगिकीय परिवर्तनों का मुकाबला करने की दृष्टि से लोक प्रशासन तंत्र में उत्कृष्टता को पुष्ट करने की आवश्यकता से संबद्ध परिलब्धि संरचना का ढांचा तैयार करना जिसमें हितधारियों की अपेक्षाओं पर उचित ध्यान दिया गया हो; साथ ही, दक्षता आधारित विन्यास के माध्यम से समुचित प्रशिक्षण एवं दक्षता निर्माण के उपाय सुझाना।
- (घ) बोनस की विद्यमान स्कीमों की जांच, अन्य बातों के साथ-साथ, कार्यनिष्पादन एवं उत्पादकता पर इसके प्रभाव को ध्यान में रखते हुए करना और उत्पादकता, कार्यनिष्पादन एवं सत्यनिष्ठा में उत्कृष्टता को पुरस्कृत करने के लिए उपयुक्त प्रोत्साहन स्कीम हेतु सामान्य सिद्धांतों, वित्तीय मापदंडों एवं शर्तों के संबंध में सिफारिशें करना।
- (ङ.) कर्मचारियों को, वर्तमान में वेतन के अतिरिक्त उपलब्ध विभिन्न प्रकार के विद्यमान भत्तों की समीक्षा करना और यह सुनिश्चित करने की दृष्टि से उनके यौक्तिकीकरण एवं सरलीकरण का सुझाव देना कि वेतन संरचना तैयार करते समय इनको ध्यान में रखा गया है।
- (च) उन सिद्धांतों की जांच करना जिनसे पेंशन एवं अन्य सेवानिवृत्ति लाभों की संरचना शासित होनी चाहिए, और इसमें इस तथ्य को ध्यान में रखते हुए कि 01.01.2004 को अथवा उसके बाद नियुक्त केन्द्र सरकार के सभी कर्मचारियों के सेवानिवृत्ति लाभ 'नई पेंशन योजना' के दायरे में आते हैं, उन कर्मचारियों की पेंशन में संशोधन भी शामिल है जो इन सिफारिशों के प्रभावी होने की तारीख से पहले सेवानिवृत्त हो जाएंगे।
- (छ) निम्नलिखित को ध्यान में रखते हुए उपर्युक्त के संबंध में सिफारिशें करना:
- (i) देश की आर्थिक स्थिति और राजकोषीय विवेक की आवश्यकता;
  - (ii) यह सुनिश्चित करने की आवश्यकता कि विकासात्मक व्यय एवं कल्याणकारी उपायों के लिए पर्याप्त संसाधन उपलब्ध रहें;

- (iii) उन राज्य सरकारों जो साधारणतः कुछ संशोधनों के साथ इन सिफारिशों को अंगीकार करते हैं, की वित्त व्यवस्था पर इन सिफारिशों के संभावित प्रभाव;
- (iv) केन्द्रीय सार्वजनिक क्षेत्र के उपक्रमों के कर्मचारियों के लिए उपलब्ध प्रचलित परिलब्धि संरचना और सेवानिवृत्ति लाभ; और
- (v) सर्वश्रेष्ठ वैश्विक पद्धतियां एवं भारतीय परिस्थितियों में इनकी स्वीकार्यता तथा प्रासंगिकता।

(ज) उपर्युक्त सभी बिंदुओं के बारे में अपनी सिफारिशों के प्रभावी होने की तारीख की संस्तुति करना।

3. यह आयोग अपनी कार्यप्रणाली स्वयं विकसित करेगा और ऐसे सलाहकारों, सांस्थानिक परामर्शदाताओं और विशेषज्ञों को नियुक्त कर सकता है जिन्हें यह आयोग किसी प्रयोजन विशेष के लिए आवश्यक समझे। यह आयोग ऐसी सूचना और ऐसे साक्ष्य जिन्हें यह आवश्यक समझे, ले सकता है। भारत सरकार के मंत्रालय और विभाग आयोग द्वारा मांगी जाने वाली कोई सूचना और दस्तावेज तथा अन्य सहायता उपलब्ध कराएंगे। भारत सरकार का यह विश्वास है कि राज्य सरकारें, सेवा संघ तथा अन्य संबंधित पक्ष, आयोग को अपना संपूर्ण सहयोग और सहायता प्रदान करेंगे।

4. आयोग का मुख्यालय दिल्ली में होगा।

5. आयोग, अपने गठन की तारीख से 18 माह की समयावधि के अंदर अपनी सिफारिशें देगा। आयोग, सिफारिशों को अंतिम रूप दिए जाने के पश्चात् किसी भी मामले पर आवश्यकता पड़ने पर अंतरिम रिपोर्ट भेजने पर विचार कर सकता है।

रतन पी वातल, सचिव

**MINISTRY OF FINANCE**  
(Department of Expenditure)  
**RESOLUTION**

New Delhi, the 28th February, 2014

**No.1/1/2013-E.III(A).**—The Government of India have decided to appoint the Seventh Central Pay Commission comprising of the following:—

- |    |           |   |                                 |
|----|-----------|---|---------------------------------|
| 1. | Chairman  | - | Justice Shri Ashok Kumar Mathur |
| 2. | Member    | - | Shri Vivek Rae                  |
| 3. | Member    | - | Dr. Rathin Roy                  |
| 4. | Secretary | - | Smt. Meena Agarwal              |

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

(a) To examine, review, evolve and recommend changes that are desirable and feasible regarding the principles that should govern the emoluments structure including pay, allowances and other facilities/benefits, in cash or kind, having regard to rationalization and simplification therein as well as the specialized needs of various Departments, agencies and services, in respect of the following categories of employees:—

- (i) Central Government employees—industrial and non-industrial;
- (ii) Personnel belonging to the All India Services;
- (iii) Personnel of the Union Territories;
- (iv) Officers and employees of the Indian Audit and Accounts Department;
- (v) Members of the regulatory bodies (excluding the RBI) set up under the Acts of Parliament; and
- (vi) Officers and employees of the Supreme Court

- (b) To examine, review, evolve and recommend changes that are desirable and feasible regarding the principles that should govern the emoluments structure, concessions and facilities/benefits, in cash or kind, as well as the retirement benefits of the personnel belonging to the Defence Forces, having regard to the historical and traditional parities, with due emphasis on the aspects unique to these personnel,
- (c) To work out the framework for an emoluments structure linked with the need to attract the most suitable talent to Government service, promote efficiency, accountability and responsibility in the work culture, and foster excellence in the public governance system to respond to the complex challenges of modern administration and the rapid political, social, economic and technological changes, with due regard to expectations of stakeholders, and to recommend appropriate training and capacity building through a competency based framework,
- (d) To examine the existing schemes of payment of bonus, keeping in view, inter-alia, its bearing upon performance and productivity and make recommendations on the general principles, financial parameters and conditions for an appropriate Incentive Scheme to reward excellence in productivity, performance and integrity,
- (e) To review the variety of existing allowances presently available to employees in addition to pay and suggest their rationalization and simplification with a view to ensuring that the pay structure is so designed as to take these into account,
- (f) To examine the principles which should govern the structure of pension and other retirement benefits, including revision of pension in the case of employees who have retired prior to the date of effect of these recommendations, keeping in view that retirement benefits of all Central Government employees appointed on and after 01.01.2004 are covered by the New Pension Scheme (NPS),
- (g) To make recommendations on the above, keeping in view:
  - i. the economic conditions in the country and the need for fiscal prudence;
  - ii. the need to ensure that adequate resources are available for developmental expenditures and welfare measures;
  - iii. the likely impact of the recommendations on the finances of the State Governments, which usually adopt the recommendations with some modifications;
  - iv. the prevailing emolument structure and retirement benefits available to employees of Central Public Sector Undertakings; and
  - v. the best global practices and their adaptability and relevance in Indian conditions.
- (h) To recommend the date of effect of its recommendations on all the above,

3. The Commission will devise its own procedure and may appoint such Advisors, 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 Government of India shall furnish such information and documents and other assistance as may be required by the Commission. The Government of India trusts that State Governments, Service Associations and others concerned will extend to the Commission their fullest cooperation and assistance.

4. The Commission will have its Headquarters in Delhi.

5. The Commission will make its recommendations within 18 months of the date of its constitution. It may consider, if necessary, sending interim reports on any of the matters as and when the recommendations are finalized.

RATAN P. WATAL, Secy.

  
भारत का राजपत्र  
The Gazette of India

असाधारण

EXTRAORDINARY

भाग I—खण्ड 1

PART I—Section 1

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वित्त मंत्रालय

(व्यय विभाग)

संकल्प

नई दिल्ली, 8 सितम्बर, 2015

**सं. 1/1/2013-ई. III(क).**—भारत सरकार ने यह निर्णय लिया है कि इस मंत्रालय के दिनांक 28.02.2014 के संकल्प सं. 1/1/2013-ई. III(क) का पैरा 5 निम्न प्रकार से संशोधित किया जाएगा:—

“आयोग अपनी सिफारिशें 31 दिसम्बर, 2015 तक प्रस्तुत करेगा। आयोग, यदि आवश्यक हो, सिफारिशों को अंतिम रूप दे दिए जाने पर किसी भी मामले में रिपोर्ट भेजने पर विचार कर सकता है।”

रतन पी. वातल, वित्त सचिव

MINISTRY OF FINANCE

(Department of Expenditure)

RESOLUTION

New Delhi, the 8<sup>th</sup> September, 2015

**No. 1/1/2013-E. III(A).**—The Government of India have decided that the Para 5 of this Ministry's Resolution No. 1/1/2013-E.III(A) dated 28.2.2014 shall be modified as under :—

“The Commission will make its recommendations by 31<sup>st</sup> December, 2015. It may consider, if necessary, sending reports on any of the matters as and when the recommendations are finalized.”

RATAN P. WATAL, Finance Secy.

## **Seventh Central Pay Commission**

**The Government of India, vide notification No.1/1/2013-E.III(A) of 28.02.2014, appointed the Seventh Central Pay Commission with specified Terms of Reference. The Commission, after due deliberations, submits its report to the Government of India on this 19<sup>th</sup> day of November, 2015.**

Sd./-  
**Ashok Kumar Mathur**  
**(Chairman)**

Sd./-  
**Vivek Rae**  
**(Member)**

Sd./-  
**Rathin Roy**  
**(Member)**

## Organisation

### Commission

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1. Justice Shri Ashok Kumar Mathur, Chairman
2. Shri Vivek Rae, Member
3. Dr. Rathin Roy, Member
4. Smt. Meena Agarwal, Secretary

### Secretariat

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- |                                    |                                     |
|------------------------------------|-------------------------------------|
| 1. Shri Jayant Sinha, JS           | 10. Shri Khub Ram, PPS              |
| 2. Shri Samir Kumar Sinha, JS      | 11. Shri Ajay Kumar Jain, DDO       |
| 3. Shri Rajiv Mishra, Adviser      | 12. Smt. Promila Rajvanshi, PS      |
| 4. Smt. Yashashri Shukla, Director | 13. Shri I.G. Baines, SO            |
| 5. Shri Mudit Mittal, Director     | 14. Shri K.R. Devarajan, SO         |
| 6. Shri D.K. Rai, Director         | 15. Shri A.K. Das, SO               |
| 7. Shri Sudhir Sharma, US          | 16. Smt. Uma Vijayan, SO            |
| 8. Shri B.R. Desi Reddy, US        | 17. Shri Radhe Shyam Singh, SO      |
| 9. Shri Sukadev Sarangi, Sr.PPS    | 18. Shri Bijendra Prasad, Assistant |

### Consultants

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- |                          |                         |
|--------------------------|-------------------------|
| 1. Shri Dev Raj          | 9. Shri Rattan Singh    |
| 2. Shri M.K. Malhotra    | 10. Shri K. Srinivasan  |
| 3. Smt. Sneha P. Madan   | 11. Shri J.K. Ahuja     |
| 4. Shri P.R. Das         | 12. Shri C.L. Zaroo     |
| 5. Shri Mahendra Singh   | 13. Shri A.C. Vadhera   |
| 6. Shri T.K. Chakravarty | 14. Shri Balbir Singh   |
| 7. Shri K.K. Funda       | 15. Shri P.R. Rana      |
| 8. Shri H.K. Bhatt       | 16. Smt. Sunita Guglani |

### Others

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- |                                |                         |
|--------------------------------|-------------------------|
| 1. Shri B.B.Jena, MTS          | 5. Shri Raj Kumar, SCD  |
| 2. Shri P.K.Jha, MTS           | 6. Bhajan Singh, SCD    |
| 3. Shri Vinod Singh Khera, SCD | 7. Inder Lal Singh, SCD |
| 4. Shri Ram Bharosa, SCD       |                         |

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## Acknowledgement

I record my appreciation for the useful cooperation provided by Member Shri Vivek Rae and Shri Ratin Roy. Shri Vivek Rae has long administrative experience to his credit. His useful guidance and advice was an asset to Commission and helped in solving intricate problems of Pay determination. He, with his robust knowledge and gentle behaviour, has earned the heart of all of us who were associated with this Commission. I shall be failing in my duty if I do not record his useful contribution in accomplishing the task of Commission in record time.

I am equally grateful to Dr. Rathin Roy, a great young economist of the country who with his great scholarly knowledge provided an economic input to the completion of this task. He is a very amiable and cheerful person. He was always available for the economic and financial advice in accomplishing this task.

The main moving force behind this Commission was Smt. Meena Agarwal who with her long administrative experience has rendered a great service to this Commission in completion of task. If she had not been there, perhaps the Commission would not have successfully completed task in the record time. It is her statesmanship that she could procure the accommodation and staff in time. She had knack to pick the right kind of colleagues. Smt. Meena Agarwal was the heart and soul of this Commission and because of her hard labour, devotion and commitment, this Commission could accomplish its task. I record my great appreciation of her service rendered to this Commission. I wish her great prosperity and good health post retirement.

Shri Jayant Sinha, a man of great rectitude and devoted person who had keen eye like an able auditor to see things through in its proper perspective. The contribution provided by him in accomplishing the task of the Commission is immense and I record my great appreciation for his unflinching contribution to this Commission.

Shri Samir Kumar Sinha is a young and energetic upcoming member of Indian Administrative Service. He holds a bright future before him. He has made the immense contribution in successfully accomplishing task before this Commission. He holds a long and rich experience of administrative matters. I have no doubt that he will make outstanding career in times to come. I wish him great success in his life.

Shri Rajiv Mishra, another young economist who has very ably assisted this Commission with his thorough knowledge of economics and left a great imprint. He has made a tremendous contribution and I wish him a great success in his career.

Smt. Yashashri Shukla, a young officer from the Indian P&T Accounts and Finance Service has made extraordinary contribution in accomplishing the task given to her, especially in determination of the pay structure. She has all round experience and has not spared any efforts in completing the work of this Commission successfully. She is a devoted and conscientious

worker and has displayed great stamina. She holds a bright future and I am sure by her positive attitude towards the life, she will make a mark in her career. I wish her great success in her life.

Shri Mudit Mittal, a man from the Indian Railway Accounts Service had a great hold on various aspects of the administration. Though essentially he is a man from Finance, but his grip over all other matters is excellent. He has worked tenaciously and made tremendous contribution in accomplishing the task. He also holds a great future before him. He has a long way to go in his life and I wish him great success.

Shri D.K. Rai, a young officer from Accounts and Finance stream who had a deep insight into the financial matters especially, the defence. His knowledge about defence finance has been of great help to this Commission in determining the pay structure for the defence forces. He is a young man and hold a long career before him and his insight into the financial intricacies of the pay structure of the defence service will take him to great height. I wish him great success, a bright future awaits him.

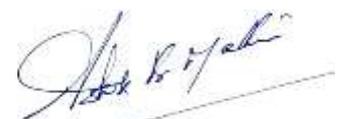
Shri Sudhir Sharma, Under Secretary, on deputation from the C&AG department has contributed greatly to the considerable logistics efforts involved in making the various interactions of the Commission, both in Delhi and outstations, extremely efficient and hassle-free.

The contribution made by Smt. Promila Rajvanshi, PS is worthy of special mention. She has undertaken the exacting task of preparation of the Report document.

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I also record my appreciation for all other staff of the Commission who have contributed one way or the other in accomplishing the task of the Commission successfully. I record my gratitude for all of them who had assisted this Commission faithfully and devoted their time usefully in completing the task of this Commission.



(A.K.Mathur)  
Chairman, 7<sup>th</sup> CPC

## List of Abbreviations

<b>Abbreviation used</b>	<b>Stands for</b>
B.E.	Bachelor of Engineering
B.Tech.	Bachelor of Technology
CAPF	Central Armed Police Force
CGHS	Central Government Health Scheme
CPC	Central Pay Commission
CSS	Central Secretariat Service
CSSS	Central Secretariat Stenographers' Service
DA	Dearness Allowance
DoPT	Department of Personnel and Training
GDP	Gross Domestic Product
GP 5400 (PB-3)	Grade Pay of ₹5400 in Pay Band 3
HAG	Higher Administrative Grade
IIMA	Indian Institute of Management, Ahmedabad
IIMC	Indian Institute of Management, Kolkata
JCM-Staff Side	Joint Consultative Machinery (National Council) – Staff Side
JCOs/ORs	Junior Commissioned Officers/Other Ranks
LDCE	Limited Departmental Competitive Examination
M.Tech.	Masters of Technology
MACP	Modified Assured Career Progression
MHA	Ministry of Home Affairs
MNS	Military Nursing Service
MSP	Military Service Pay
MTS	Multi-Tasking Staff
NFU	Non-functional Upgrade
NPS	National Pension System
pa	per annum
PBORs	Persons Below Officer's Rank
pm	per month
PRIS	Performance Related Incentive Scheme
SAG	Senior Administrative Grade
UPSC	Union Public Service Commission
w.e.f.	with effect from

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## Foreword

1.1 India is a vast country measuring 3,214 km from north to south, 2,933 km from east to west, with an area running to 3.3 million square km. It has a land frontier of 15,200 km and a coastline of 7,517 km. It shares borders with the neighbouring countries of China, Pakistan, Bangladesh, Bhutan, Nepal, Myanmar, Afghanistan and Maldives. We also share maritime borders with Malaysia, Sri Lanka and Thailand. The longest borders are with China and Pakistan, measuring 3488 km and 3,323 km respectively. Apart from its physical size India has a large population of about 1.2 billion. To govern such a vast country, India needs a strong civil and non-civil work force.

1.2 Our country also has immense diversity in its culture, caste, religion, customs, languages that give it uniqueness. Keeping in view these features, our forefathers conceived a Constitution which captures all its unique features. The Indian Constitution is unitary as well as federal in character. The Preamble of the Indian Constitution reads as under:

WE, THE PEOPLE OF INDIA, having solemnly resolved to constitute India into a SOVEREIGN SOCIALIST SECULAR DEMOCRATIC REPUBLIC and to secure to all its citizens:

JUSTICE,	social, economic and political;
LIBERTY	of thought, expression, belief, faith and worship;
EQUALITY	of status and of opportunity;
	and to promote among them all
FRATERNITY	assuring the dignity of the individual and the unity and integrity of the Nation;

IN OUR CONSTITUENT ASSEMBLY this twenty-sixth day of November, 1949, do HEREBY ADOPT, ENACT AND GIVE TO OURSELVES THIS CONSTITUTION.

1.3 The basic feature of Indian Constitution is that it has three pillars—Legislature, Executive and Judiciary. Laws are framed by the Legislature. They are executed by the Executive machinery of the government. The Judiciary works as a watchdog so that both, the Legislature and Executive, shall not overstep the framework of the Constitution. Laws made by the Legislature are implemented by the Executive. Therefore, the Constitution conceived Civil Services like the All India Services and Central Services. Since the Indian Constitution is federal as well as unitary in character, each state has its own legislature i.e., State Assemblies. The Central Government legislates through Parliament i.e., Lok Sabha and Rajya Sabha. Under Indian Constitution power to legislate has been demarcated in the VII Schedule of Constitution. There are three lists, List-I enumerates subjects on which the Central Government will legislate, List-II enumerates subjects on which states shall legislate, List-III, on which both, the Centre and the States shall have concurrent power to legislate.

1.4 This is reflected in Article 309 of the Constitution which empowers the Parliament and the State to legislate frame an Act to lay down the service conditions of the respective services. There is a proviso to Article 309 of the Constitution of India as per that, till the Parliament or

the State Legislature frames an Act, Rules can be framed by the Central Government or State Government to regulate the service conditions of employees. The amended Article 312 also contemplates creation of All India Services common to the Union as well as the States. This is brief legal background that how service condition of the government servants are regulated under the Indian Constitution.

1.5 Since the laws are laid down by the Parliament and the Executive has to implement those laws, the Executive consists of political elected representatives as well as the bureaucracy. So far as political elected representatives are concerned, they are elected by the people, but the bureaucracy is recruited under the Rules framed under the Constitution. The elected political elected representatives and duly recruited bureaucracy together govern the country.

1.6 What should be the norms for governance? This has been a moot point through ages and the norms of the governance have changed from time to time. If we go to the past history of ancient India, we have many scriptures which have dealt with issues of governance and those norms are also relevant in the present time. Bhagwat Gita tackles many management issues at the grassroot level and offers feasible solutions on the principles of value-based ethics, enlightened leadership and human quality development. It says:

| | यद् यद् आचरति श्रेष्ठम् |  
| तत् तद् ऐवेतरो जनः |  
| स यत् प्रमाणम् कुरुते |  
| लोकस् तद् अनुवर्तते | |

(Ch. III Karmayoga Shloka 21)

It means whatever action a great man performs, common men follow and whatever standards he sets by exemplary acts, all the world pursues. It is further stated in the Gita “यथो धर्मः तथो जयः” meaning “where there is Dharma there is victory” or, in other words, success goes hand in hand with righteousness.

1.7 Chanakya also, in his celebrated discourse “Arthashashtra,” emphasized that the Dharma Sukti is applicable to both, a ruler and the common man. It is necessary to follow Dharma in all walks of human life.

1.8 Therefore, if we have a dedicated bureaucracy, then they will provide a good leadership and good governance.

1.9 It is unfortunate that we have lost sight of relevant principles enshrined in our scriptures, and this has led to a steep decline of our administrative machinery. It needs to be resuscitated by infusing the norms of righteousness.

1.10 During the Mughal period, there was an evolution of administrative system that was further improved by the British rulers for our country, they framed elaborate norms to govern the country and created an administrative framework, which was adopted and formalised under the Indian Constitution.

1.11 To get a competent workforce, the government has laid down recruitment rules for recruiting persons who are efficient and competent. To improve efficiency, the government

has from time to time constituted Administrative Reforms Commissions to suggest ways and means to improve efficiency in administration. The Government of India has also, from time to time, set up various Pay Commissions for improving the pay structure of its employees so that they can attract better talent to public service. In this 21<sup>st</sup> century, the global economy has undergone a vast change and it has seriously impacted the living conditions of the salaried class. The economic value of the salaries paid to them earlier has diminished. The economy has become more and more consumer economy. Therefore, to keep the salary structure of the employees viable, it has become necessary to improve the pay structure of their employees so that better, more competent and talented people could be attracted for governance.

1.12 In this background, the Seventh Central Pay Commission was constituted and the government framed certain Terms of Reference for this Commission. The salient features of the terms are to examine and review the existing pay structure and to recommend changes in the pay, allowances and other facilities as are desirable and feasible for civil employees as well as for the Defence Forces, having due regard to the historical and traditional parities. The framework should be linked with the need to attract the most suitable talented candidate to the government service and promote efficiency, accountability and responsibility in the work culture. In addition, it is to review the norms of bonus, keeping in view performance and productivity, as also examine the existing pension scheme and other retirement benefits. The terms of reference enjoin that the recommendations should be made keeping in view the economic conditions and available resources of the country and also the likely impact on the State Governments. The Terms of Reference also mandated the Commission to make the recommendations keeping the best global practices and their adaptability and relevance in Indian conditions. A closer look at the terms of reference reveals, thus, that there are many newer elements which have broadened the remit of this Commission.

1.13 The approach adopted by the Commission was to reach out to all stakeholders and seek their inputs in various forms. To start with, a website was set up giving all updated information about the working of the Commission. An exhaustive questionnaire was prepared, capturing, inter alia, all the important facets of the terms of reference, for seeking suggestions from the stakeholders. We wrote to ministries/departments seeking various data on pay and allowances, staff position, age profile, recruitment rules of cadres etc.

1.14 The Commission received a large number of representations from various recognised and unrecognised bodies. The Commission also permitted oral submissions through the representatives of these organisations. Visits to remote areas like the border areas in the North, Leh, Arunachal Pradesh, Rann of Kutch and Rajasthan, and to distant parts of the country such as the north-eastern region and Andaman and Nicobar Islands were undertaken. The main objective of the visits was to have a first-hand experience of the working conditions and difficulties attached to various jobs. The Commission visited metros with significant presence of Central Government employees such as Bengaluru, Vishakhapatnam, Mumbai and Kolkata. After taking oral as well as documentary evidence, the Commission discussed all the issues which were raised by these representatives, keeping in view the terms of reference. As per our ToR, we have to capture the global best practices. Pursuant to this, we interacted with the Governments of Australia and New Zealand.

1.15 To gain insight into the principles of emoluments, workshops were organised in association with IIM, Bangalore, Administrative Staff College of India, Hyderabad and SVP National Police Academy, Hyderabad. The local country office of the World Bank was requested to provide inputs on best global practices in remuneration. The World Bank team made several presentations on relevant subjects, viz., international trends in public sector pay, allowances, pension etc.

1.16 The key expectation of employees at all levels is that there should be a significant increase in their pay and improvement in other facilities. Representatives of some of the recognised organisations have staked their claims for grant of a pay structure comparable to that of the private sector. At the core of this demand is the economic development the country has witnessed in recent times, resulting in the avenues for talented young persons having opened up; several of them are being hired by the private sector for emoluments much higher than in the government sector.

1.17 The Commission bestowed its best of consideration and has dealt with all the issues in appropriate chapters. It may be observed at the outset that government service is not merely a contract service, it provides a status in society which cannot be monetised in terms of money value. The focus for the Commission was that emoluments should be such which attract the right kind of talent by a transparent method, keeping in mind the financial limitations of the government. The attempt has been to provide wages commensurate with comfortable living. The pay structure should also need to address any significant deterioration in real value of emoluments as a consequence of inflation. One should get proper and adequate compensation for his merit. The increase in pay structure cannot keep pace with the market forces, at the same time it should not be so unattractive that talent is not attracted to government service. Therefore, we have attempted a pay structure which has as its basis the Aykroyd formula, which reflects the basic average cost of living in the country. The attempt has been to arrive at a proper pay package so that the essentials of life can be availed comfortably.

1.18 While finalizing the levels of salaries, allowances and other perquisites of compensation structure, we have tried to take a holistic approach. We also commissioned three studies by expert bodies towards this end:

1. Study by IIM, Ahmedabad to understand the nature and quantum of total compensation of select job profiles in the government sector vis-à-vis similarly placed profiles in the CPSUs and the private sector
2. Study by Institute of Defence Studies and Analyses on nature, quantum and components of defence expenditure and defence pension;
3. Study by IIM, Kolkata on fiscal implications of implementation of the V and VI CPC on the finances of the Union and State Governments.

1.19 The new pay structure has been laid out by and large broadly as an open ended, layered matrix, for civilians as well as for the armed forces personnel. It has been kept in view that a person should not stagnate but should have fair opportunity to progress by dint of merit and secure better emoluments so that frustration does not set in. The prevailing rate of increment is considered quite satisfactory and has been retained. The concept of separate grade pay has been done away with and the grade pay at all levels has been subsumed into the pay matrix.

The Modified Assured Career Progression (MACP) scheme has been further modified. It is expected that the present formulation will address the widespread dissatisfaction prevailing in the earlier system, in which the gain or progression through the MACP was considered inadequate. The remuneration package is such that employees would feel that they are valued and they are fairly paid and their remuneration is not less than a person who is similarly situated in another organisation. While addressing this aspirational need, we are also conscious of the fact that such employees who have outlived their utility, their services need not be continued, and the continuance of such persons in the system should be discouraged.

1.20 Separate pay matrices for Civilian employees, Defence Forces personnel and those of the Military Nursing Service (MNS) have been prepared, cell by cell, after due diligence and deliberations. The structure, which essentially is the same for all segments, has been simplified so that each employee can find his or her place in the proposed matrix. All the employees belonging to various services will proceed according to their respective service conditions by earning increment on the basis of merit. Any disturbance of the matrix structure will have a serious repercussion on the inter se positioning of various levels in the hierarchy, all of which have been extensively deliberated upon, along with the service conditions of all the employees serving in Government of India. Therefore, the importance of not altering **any portion of the three matrices** cannot be emphasised enough, as doing so will disturb the parity of the services and create anomalous situations.

1.21 Furthermore, the Commission's interaction with various unions/associations has revealed that there is a significant lack of standardization across cadres as far as their entry level qualifications (ELQ), pay scales, nomenclature and promotional avenues are concerned. The approach of this Commission is to bring about uniformity in the ELQs and pay scales while dealing with cadres with similar job content and responsibility across organisations.

**1.22 It is also recommended that the matrix may be reviewed periodically without waiting for the long period of ten years. It can be reviewed and revised on the basis of the Aykroyd formula which takes into consideration the changes prices of the commodities that constitute a common man's basket, which the Labour Bureau at Shimla reviews periodically.** It is suggested that this should be made the basis for revision of that matrix periodically without waiting for another Pay Commission.

1.23 We have also revised a large number of allowances and made them more relevant and rational. Those which have outlived their utility have been discontinued. **We also recommend that each allowance should be placed in public domain as a step towards greater transparency in governance and ease of administration.**

1.24 We have also kept in view the needs of the pensioners under the old pension system, (employees who joined before 01.01.2004) and suggested some measures to alleviate their plight. They should also not be left in straitened circumstances. We have suggested their proper fixation in the new pay matrix which will provide them a respectable living. Almost the whole lot of government employees appointed on after 01.01.2004 were unhappy with the new pension scheme. While the National Pension System does not form a part of our Terms of

Reference, we have recorded the sentiments of the affected employees. The government should take a call and step in to look into their complaints.

1.25 Great dissatisfaction has been expressed with regard to medical facilities by in-service employees as well as retired personnel. We have suggested certain measures in the appropriate chapter, to take care of medical facilities to serving as well as retired government employees. The best answer appears to be medical insurance, which will not only reduce financial liability of the government, but, if well structured, provide quality medical services to all. We have been informed by the Health Ministry that this is being actively explored by them.

1.26 A serious grievance has been made by all services that cadre reviews have not taken place for years together, which has resulted in great anguish and frustration among the services. Though it is essentially an administrative matter, it has a serious impact on the status and emolument of employees. On account of delay in cadre reviews, many Central Services lag behind and that gives rise to frustration and ultimately affects governance. We have tried to cover this issue in the appropriate chapter in this report. A great resentment and anguish has been expressed by Central Civil Service officers that they are not getting their legitimate due vis-à-vis All India Services. Therefore, the government should take a call and give them a proper representation in the government.

1.27 A number of grievances or so called anomalies have been placed before the Commission. Many have their roots not in the recommendations made by the VI CPC, but in the subsequent modifications made by the government and the resultant orders issued by it. Often these resulted in anomalies, many of which could not be rectified till date. Wherever possible we have tried to remove these anomalies. We also suggest that an appropriate body may be created to look into anomalies, if any arising out of the implementation of the recommendations of the Seventh CPC. The body so created may be in position for a period of six months at least so that if any anomaly arises in implementation of the recommendation of this Commission, it can be immediately attended to and the affected persons need not wait for another decade.

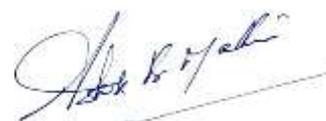
1.28 The terms of reference place emphasis on productivity, accountability and performance. This brings into focus the concept of Performance Related Pay, which has emerged over the past three Central Pay Commissions. The VI CPC recommended a framework for performance pay. In furtherance of this, guidelines were drawn up based on the performance measurement methodology of the Results Framework Document (RFD). However, at that time, the RFD system was still being put in place and many departments were in the process of adopting this system. As a result, the scheme on performance pay could not take off. RFD system has taken firm roots now. We are recommending introduction of Performance Related Pay for all categories of Central Government employees, based on RFD, Annual Performance Appraisal Reports and some broad guidelines. We are also of the view that there should not be automatic payment of bonus and all existing schemes of payment of bonuses should be linked to productivity. There is no blueprint for enhancing efficiency and productivity in the government. The organization systems in the government are generally large, multi-layered and complex. Improvement of efficiency and productivity in such a setting depends on a whole range of extrinsic and intrinsic factors. A large number of issues that were placed before this Commission by various Cadres/Associations related to cadre matters, issues of administrative

nature, organizational structure etc. The broader issues of efficiency, productivity, excellence and service delivery should ideally be dealt with administratively by a body such as the Administrative Reforms Commission or Civil Service Reforms Commission.

1.29 As we have mentioned above, government service is not a contract. It is a status. The employees expect a fair treatment from the government. The States should play role model for the services. In this connection, it will be useful to quote the observations in the case of **Bhupendra Nath Hazarika and another vs. State of Assam and others** (reported in 2013(2)Sec 516) wherein the Apex Court has observed as follows: “..... *It should always be borne in mind that legitimate aspirations of the employees are not guillotined and a situation is not created where hopes end in despair. Hope for everyone is gloriously precious and that a model employer should not convert it to be deceitful and treacherous by playing a game of chess with their seniority. A sense of calm sensibility and concerned sincerity should be reflected in every step. An atmosphere of trust has to prevail and when the employees are absolutely sure that their trust shall not be betrayed and they shall be treated with dignified fairness then only the concept of good governance can be concretized. We say no more.*”

1.30 Lastly, we must emphasize that the government should inspire confidence in mind of civil servants that they will not be hounded by unnecessary harassment by investigation agencies. The recent trend of hounding civil servants as criminals for the failure of bona fide decisions is not a happy one. This will discourage the bureaucracy to take bold decisions in fear of being hounded if such a decision misfires. Any misadventure should not be looked upon with suspicion unless it has definite criminal intent to benefit either himself or someone else. If this trend is not checked it will lead to disastrous consequences.

1.31 The sole consideration with the Commission was to ensure that employees do not suffer economic hardship so that they can deliver and render the best possible service to the country and make the governance vibrant and effective.



(A.K.Mathur)  
Chairman, 7<sup>th</sup> CPC

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## General Economic Situation and Financial Resources of the Central Government Chapter 2.1

### Section-I

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2.1.1 This Commission is required by its Terms of Reference to make its recommendations keeping in view, inter alia:

- i. the economic conditions in the country and the need for fiscal prudence;
- ii. the need to ensure that adequate resources are available for development expenditures and welfare measures;
- iii. the likely impact of the recommendations on the finances of the State Governments, which usually adopt the recommendations with some modifications.

2.1.2 The Government of India (GoI), Economic Survey 2014-15 is optimistic and bullish about the future: *“a political mandate for reform and a benign external environment have created a historic moment of opportunity to propel India onto a double-digit growth trajectory. Decisive shifts in policies controlled by the Centre combined with a persistent, encompassing, and creative incrementalism in other areas could cumulate to Big Bang reforms....”* The survey also clarifies that *“...macroeconomic fundamentals have dramatically improved for the better, reflected in both temporal and cross-country comparisons...”* This improvement in macroeconomic performance is expected to impact the fortunes of the economy, principally through a sustained higher rate of growth of GDP.

2.1.3 In this context the two implications of the positive future growth and macroeconomic scenario that are of direct interest to this Commission are:

1. The incremental fiscal space that will be secured through such improved macro performance.
2. The constraints imposed by the macro fiscal framework that government will adopt through to 2017-18 which will be underpinned by its FRBM legislation.

2.1.4 The government has two instruments to secure resources for the expenditures that they must undertake:

- a. Revenue Mobilisation
- b. Borrowing

2.1.5 Government spending (like for all other economic agents) can be divided into consumption (revenue) and investment spending. The fiscal deficit<sup>1</sup> (FD) conceptually measures the difference between total government spending and total non debt receipts thereby indicating the total amount the government needs to borrow to finance its projected

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<sup>1</sup> Conceptually, as is the practice in India, fiscal deficit may measure the difference between total expenditure and total revenue plus non debt capital receipts.

expenditure. The revenue deficit (RD) measures the difference between government's total revenues and its consumption (revenue) expenditure. The core focus of this Commission is on Pay, Allowances and Pensions (PAP), which is fully revenue expenditure.

**Table 1: Macro Fiscal Position of the Centre**

As % of GDP	2013-14	2014-15 BE	2014-15 RE	2015-16 BE	2016-17#	2017-18#
Revenue Deficit	3.1	2.9	2.9	2.8	2.4	2.0
Fiscal Deficit	4.4	4.1	4.1	3.9	3.5	3.0
Revenue Expenditure	12.1	12.2	11.8	10.9		
Capital Expenditure	1.7	1.8	1.5	1.7		

Source: *Budget at a glance, Union Budget of Government of India 2014-15 and 2015-16.*

# Rolling Targets presented in Medium Term Fiscal Policy Statement 2015-16.

BE=Budget Estimates, RE=Revised Estimates.

2.1.6 Table 1 expresses these key fiscal aggregates as a percentage of GDP. We can see from this table that the GoI intends to reduce its overall borrowing for both revenue and capital expenditure from 4.1 percent in 2014-15 to 3 percent in 2017-18. Almost the entire reduction in fiscal deficit is to be secured by a corresponding reduction in the revenue deficit. This reduction is sought to be attained largely through containing the growth of revenue expenditure, expressed as a percentage of GDP. Thus, in the current (2015-16) budget, revenue expenditure expressed as a percentage of GDP is expected to fall by 0.9 percent. Such a drop will need to be maintained (if not increased) if the government's medium term revenue and fiscal expenditure targets as expressed in the medium term fiscal policy statement of the Union Budget 2015-16 (Table 1) are to be met. The impact of not meeting or revising these targets will be negative for India's economic growth and it is for this reason that the government has repeatedly stressed its commitment to medium term fiscal prudence with the medium term targets as the basis and backed by the Fiscal Responsibility and Budget Management (FRBM) Legislation.

2.1.7 The macroeconomic aspiration to deliver double digit growth in the medium term is underpinned by a concrete commitment to immediately secure real GDP growth of at least 7.5 percent. In addition the government and the Reserve Bank of India are committed to bringing down inflation to 6 percent by January 2016 and to a formal long term target of 4 percent<sup>2</sup>.

The implications of the above are:

2.1.8 The size of the government sector in the total economy, expressed as a proportion of GDP, will stay roughly constant over the medium term. This is because the increase in the size of government (expressed as a percentage of GDP) can only be financed through an increase in the revenue-GDP ratio and/or an increase in the FD-GDP ratio. The latter ought not to happen; indeed the government is committed to reducing the FD-GDP ratio over the medium term as discussed above. If the Revenue-GDP ratio is increased then:

<sup>2</sup>Source: <http://finmin.nic.in/reports/MPFAGreement28022015.pdf>

- a. The additional resources will be used to reduce the RD.
- b. Following the recommendations of the Fourteenth Finance Commission (FFC) the Centre will get a lower share in the divisible pool of taxes than in the past i.e., 58 percent in 2015-16 to 2019-20 as compared to 68 percent in the period 2010-11 to 2014-15. This further limits the possibility of a significant increase in net revenue receipts of the Centre.

2.1.9 At the same time the government has emphatically indicated key government spending priorities that will involve substantial financing of both current and capital expenditures over the medium term to fulfil government's core obligation to provide public as well as merit goods and services. Hence, equally it cannot be assumed that there will be a reduction in the size of the government.

2.1.10 Since PAP is entirely revenue expenditure and since revenue-GDP ratio increases will first be deployed to reduce the revenue deficit, it follows that there is no fiscal space available to increase the share of the total spending on PAP other than that afforded by GDP growth. The share of PAP in total revenue expenditure will, at best, stay constant over the medium term.

2.1.11 It therefore follows that any increase in PAP that can be financed without jeopardising the government's macro fiscal parameters can, in the medium term, at most be equal to the growth rate of GDP. Of course, due to the peripatetic, decennial, occurrence of the Pay Commission recommendations this condition cannot be met in the initial year of award, as the award has to adjust for many cumulative factors that have negatively impacted the purchasing power of the PAP over the historical medium term. Even so it is important to ensure that the increase in the PAP-GDP ratio in the initial year of the award is moderate, so that it stabilizes over the medium term (provided growth is secured as planned).

## **Section-II**

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2.1.12 With the above framework in place we can now assess the extent to which the Seventh Central Pay Commission's recommendations address macroeconomic conditions, the need for fiscal prudence and availability of adequate resources for development and welfare expenditures. Table 2 presents different categories of PAP expenditures as percentages of GDP over time. It is clear from the table that pay and allowances as a proportion of GDP has remained fairly stable since 2010-11, i.e., in the range of 1.8 percent and 2.0 percent, as has the share of pensions, which has ranged between 0.9 percent and 1 percent of GDP.

2.1.13 The Seventh CPC recommendations can cause macroeconomic stress in two ways:

1. The awards of the previous Pay Commissions, both V as well as the VI, involved payment of arrears. If awards are made with an arrears component then the cumulative impact of arrears would temporarily increase government expenditure on PAP, thereby causing an appreciable shock, albeit for a short time. This shock impacts both fiscal stability and the price level through demand and supply channels. However, **the**

**Seventh CPC recommendations entail, at best, payments of marginal arrears and we do not therefore envisage any macroeconomic shock on this score.**

2. A pay commission award can cause a significant increase in the ratio of PAP to GDP in the year the award is implemented. This happens for two reasons:
  - a. Due to the fact that many allowances are not fully indexed to DA, and some allowances are not indexed at all, there is some increase in expenditure on PAP that happens when basic pay and DA are merged.
  - b. Total government spending on PAP increases due to an increase in the real value of PAP as a consequence of a pay commission award.

2.1.14 As we show in Table 2 the cumulative effect of these elements on the award of the VI CPC was of the order of 0.77 percent of GDP in 2009-10. This Commission is of the view that any macroeconomic impact that exceeded this number would not be fiscally prudent and would put undue pressure on the government in terms of discharging its development and welfare spending responsibilities. Table 2 shows the impact of the proposed recommendations of the Seventh CPC. In arriving at an assessment of the impact, three Scenarios have been considered. Scenario I represents a “business as usual” scenario i.e., a situation that we estimate would prevail in the absence of the pay commission award. Scenario II represents the net impact on the PAP-GDP ratio if the Commission were to only merge basic pay and DA. Scenario III represents the full impact of the Seventh CPC’s recommended award on the PAP-GDP ratio.

2.1.15 The merger of basic pay with DA would *need* to be effected in the sense that this merger is inevitably carried out when Pay Commissions submit their recommendations. The net increase as a consequence of the pay commission recommendations is therefore the difference between the PAP-GDP ratio in Scenario III and Scenario II i.e., 0.56 percent. **The Commission is of the view that this represents an extremely reasonable increase in the PAP-GDP ratio in the initial year of award. In future years this ratio will in fact decline, as GDP growth is expected to be faster than the growth rate of inflation in future years as projected by the government and as explained in Section-I above.**

2.1.16 **The total impact of the Commission’s recommended award is also less than that of the VI CPC.** As can be seen from Table 2, the increase in PAP-GDP ratio (excluding arrears) in the case of the VI CPC was 0.77 percent of GDP as compared to 0.65 percent (the difference between the PAP-GDP ratio in the year following the award period) in the case of the Seventh CPC’s recommendations.

2.1.17 In assessing the impact on the capacity of the government to maintain its expenditure on welfare and development commitments, it would be incorrect to simply look at the ratio of PAP to total revenue expenditure. This is because the railways are expected to meet their PAP commitments from their own internal resource generation and therefore it is not appropriate to include the railways component of PAP in our calculation. We have therefore calculated the increase in the share of PAP in total revenue expenditure (excluding railways) in the two years following the VI CPC award and compared this with our estimated increase in this ratio in the year following our award, if the Seventh CPC recommendations are accepted.

**Table 2: Impact of VI CPC and Seventh CPC Awards on Macro-fiscal Statement***(In percentage)*

Ratios	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15	2015-16	Scenario (2016-17)		
									I	II	III
Pay and Allowances/GDP	2.05	2.47	2.03	1.94	1.92	1.87	1.88	1.86	1.84	1.93	2.28
Pensions/GDP	0.84	1.20	1.00	0.94	0.95	0.92	0.92	0.91	0.91	0.91	1.12
PAP/GDP	2.89	3.67	3.04	2.87	2.86	2.79	2.81	2.77	2.75	2.84	3.40
<b>Increase in PAP/ GDP</b>		<b>0.77</b>								<b>0.09</b>	<b>0.65</b>
PAP/GDP (Excluding Railways)	2.03	2.65	2.22	2.10	2.10	2.03	2.04	2.02	1.95	2.02	2.41
<b>Increase in PAP/ GDP</b>		<b>0.62</b>								<b>0.07</b>	<b>0.46</b>
PAP/RE (Excluding Railways)	14.12	18.44	16.24	16.17	16.88	16.80	17.20	18.51	18.06	18.61	22.32
<b>Increase in PAP/RE</b>		<b>4.32</b>								<b>0.51</b>	<b>4.25</b>

2.1.18 We find (Table 2) that the rise in estimated share of PAP in total revenue expenditure (excluding Railways) as a consequence of the Seventh CPC recommended award will be 4.25 percent which is lower than the corresponding figure for the VI CPC award which is 4.32 percent (Table 2).

2.1.19 The Commission has not made any assumptions regarding efficiency savings, which will no doubt be effected as part of the overall government strategy for enhancing administrative efficiency, and following implementation of the report forthcoming from the Expenditure Management Commission. If these reforms are credible, one would expect efficiency gains to more than pay for these modest increase in the PAP-GDP and PAP (excluding railways)/RE ratios. **Thus, we feel that the macroeconomic impact of the recommendations is in conformance with the need for fiscal prudence and macroeconomic stability.**

## Assumptions

### *Gross Domestic Product*

2.1.20 The central statistical organization (CSO), Ministry of Statistics and Programme Implementation (MOSPI) has released the new series of GDP with base year 2011-12 with revisions in methodology of estimating national income<sup>3</sup>. However, at the time the calculations for this chapter were made, the CSO had not released the back series of GDP based on the new base year. The CSO, in its press release (see footnote below), stated, “...Improvements as noted above, especially incorporation of new datasets, have resulted in a correction in the level of GDP, which is likely to affect a wide range of indicators where it is used as a reference point:

<sup>3</sup> [http://mospi.nic.in/Mospi\\_New/upload/nad\\_press\\_release\\_30jan15.pdf](http://mospi.nic.in/Mospi_New/upload/nad_press_release_30jan15.pdf)

*for instance, trends in public expenditure, taxes and public sector debt that are conventionally analysed in terms of their ratios to nominal GDP. It may be noted that the level of revision in the present base revision is not large enough to affect any of these ratios significantly....”* In the annexure attached to the press release it indicates changes in GDP at the aggregate level.

2.1.21 After consultation with the Chief Statistician of India, MOSPI, we created the back series of GDP with new base year assuming that the gap between the two series at the new base year will remain at least constant for previous years. In addition, we also calculated the impact of Seventh CPC award with the old GDP series for the year 2015-16 and 2016-17 by using the nominal growth rate of the new series for these two years. The impact of pay and allowances on GDP under both series is thereby analysed and the difference between the estimates of two series is minimal.

2.1.22 Further, in case of new series, while projecting the GDP for 2016-17, we assumed that the real growth rate of GDP will be 7.5 percent and inflation will be 4 percent in 2016-17.

### ***Pay and Allowances***

2.1.23 The actual data from Finance Accounts of India for pay and allowances and pensions is available till 2013-14. We, therefore, projected the data from 2014-15 onwards with an annual growth rate of 11.07 percent (an average of PAP from 2011-12 to 2013-14).

### ***Pensions***

2.1.24 The share of pensions in total PAP has been stable since 2009-10. Thus, we maintained the same share while estimating the projections for pensions for 2016-17 and estimated the total pensions under different scenarios as in the case of pay and allowances.

### ***Expenditure***

2.1.25 To assess the impact of Seventh CPC award on Central finances, we considered the total expenditure and revenue expenditure projections made by FFC. We also analysed the impact using the Budget estimates for 2015-16. The budget estimates for 2016-17 were projected, using the projections made by FFC for 2016-17 over 2015-16.

## Financial Resources of the State Governments

## Chapter 2.2

### **Impact of Central Pay Commissions on State Finances**

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2.2.1 To address the question of implications of Seventh Central Pay Commission's recommendations on the States, it was necessary to ascertain the fiscal impact of the previous Commissions' awards on the states. To this end, Indian Institute of Management Calcutta (IIM, Kolkata) was asked to undertake a study on the subject for the Seventh CPC.

2.2.2 The broad conclusions of the study indicated that the states on the whole were able to manage their finances and absorb the fiscal shock caused by the VI CPC (relative to previous Pay Commissions) better, principally because of the implementation of the FRBM Act by the States.

2.2.3 The study finds that the macroeconomic impact on states depended on the speed and the extent to which individual states implemented their pay awards, which varied considerably. The empirical analysis conducted indicates that the macroeconomic impact on States' finances tends to taper off in two years in most cases. In this context, it is encouraging to note that States' finances continue to be reasonably sound at present.

2.2.4 It is clear from the study that a significant number of States follow the recommendations of the Central Pay Commission. Equally, there is significant plurality of States that design their own pay awards based on the recommendations of their own State Pay Commissions, which of course do consider the recommendations the Central Pay Commission and subsequent Government of India award.

2.2.5 The question then is the extent to which these findings continue to hold true at present. RBI (2015)<sup>4</sup> reports that the consolidated revenue deficit of all states (budget estimates) is expected to be (-)0.4 percent for the year 2014-15. Further, the Fourteenth Finance Commission has increased the ratio of States' share in the divisible pool of receipts to 42 percent from the 32 percent that obtained in the Thirteenth Finance Commission. States as a whole are expected to maintain this healthy trend, particularly since the macroeconomic outlook is now expected to be better than in the recent past. Ceterus paribus, one would expect this situation to remain, if not improve, in 2015-16. States' own revenues, as a percentage of Gross State Domestic Product (GSDP), are also stable at 7.7 percent for three years now.

2.2.6 Notwithstanding this commendable fiscal performance, it is important to see how states were able to cope with the award of the VI CPC and the impact of the award on the macro fiscal fortunes of the individual states

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<sup>4</sup> State Finances: A Study of Budgets, 2015, Reserve Bank of India.

2.2.7 In the case of Special Category States (SCS) it is generally recognised that these states would, because of their special circumstances, only secure fiscal consolidation if additional resources were made available to them over and above their share of revenues from the divisible pool. Central Governments do not, in normal cases, provide such assistance. Finance Commissions take account of this fact by providing such states with revenue deficit grants. Thus, both the 13<sup>th</sup> and 14<sup>th</sup> Finance Commission awarded revenue deficit grants to most of these special category states. In addition, these states also receive special purpose grants that take account their specific cost disabilities and low revenue base. These efforts have been broadly successful. The RBI (2015) clarifies that the special category states as a whole have not been incurring revenue deficit in recent times.

2.2.8 In the case of the General Category States (GCS), in recent times, only a few states have consistently faced revenue deficits. We find (Table 1) that some states that were normally in revenue surplus did incur revenue deficits following the implementation of their Pay Commission awards. However, these states were able to stabilise and return to revenue surplus within a reasonable period of time. Therefore, there is every reason to expect states that are currently structurally fiscally prudent and in compliance with FRBM to be able to cope with the consequences of increases in pay allowance and pension (PAP), as long as the level of fiscal prudence is broadly in line with that of the Seventh CPC recommendations.

**Table 1: Revenue Deficit of General Category States (GCS) (as % of GSDP)**

States	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15 (RE)	2015-16 (BE)
Andhra Pradesh*	0.0	-0.2	-0.3	-0.4	-0.5	-0.2	-0.04	2.7	1.3
Bihar	-4.1	-3.1	-1.8	-3.1	-1.9	-1.7	-1.8	1.1	2.6
Chhattisgarh	-3.8	-1.9	-0.9	-2.8	-2.3	-1.6	0.4	-1.1	-1.8
Goa	-0.8	-0.4	0.4	-2.0	-0.7	0.5	0.7	-0.1	-0.8
Gujarat	-0.7	0.0	1.6	1.0	-0.5	-0.8	-0.6	-0.7	-0.7
Haryana	-1.5	1.1	1.9	1.1	0.5	1.3	1.0	2.1	1.8
Jharkhand	1.8	-0.7	-2.6	-0.7	-1.1	-0.9	-1.6	-1.9	-2.1
Karnataka	-1.4	-0.5	-0.5	-1.0	-1.0	-0.4	-0.1	0.0	-0.1
Kerala	2.2	1.8	2.2	1.4	2.6	2.7	2.8	2.1	1.4
Madhya Pradesh	-3.2	-2.1	-2.4	-2.6	-3.2	-2.1	-1.4	-1.2	-1.0
Maharashtra	-2.2	-0.7	0.9	0.1	0.2	0.3	-0.3	-0.8	-0.2
Orissa	-3.3	-2.3	-0.7	-2.0	-2.5	-2.3	-1.2	-1.1	-1.5
Punjab	2.5	2.2	2.7	2.3	2.7	2.6	2.1	1.8	1.6
Rajasthan	-0.8	0.4	1.8	-0.3	-0.8	-0.8	0.2	0.7	-0.1
Tamil Nadu	-1.3	-0.4	0.7	0.5	-0.2	-0.2	-0.2	-0.4	-0.4
Uttar Pradesh	-0.9	-0.4	-1.3	-0.6	-1.0	-0.7	-1.1	-3.3	-3.2
West Bengal	2.7	4.3	5.4	3.7	2.8	2.3	2.7	1.3	0.0

Source: State Finances- A Study of Budgets, Reserve Bank of India. The numbers for 2014-15 and 2015-16 are from states budget documents.

Note: “\*” Andhra Pradesh here refers to erstwhile Andhra Pradesh before Telangana was formed. Data for 2014-15 and 2015-16 is related to the new State of Andhra Pradesh.

2.2.9 In the case of States that have been in chronic revenue deficit there is no doubt that even the awards with the level of fiscal prudence of Seventh CPC will cause a fiscal strain to these states. These states must “cut their coat according to their cloth.” Therefore, just as in the case of all expenditures that states with chronic revenue deficits undertake, they will have to be more restrictive in their pay awards than states which have successfully secured fiscal consolidation.

2.2.10 The FFC has opined as follows, “....*the recommendations of the Seventh Central Pay Commission are likely to be made only by August 2015, and unlike the previous Finance Commissions, we would not have the benefit of having any material to base our assessments and projections and to specifically take the impact into account. We have, therefore, adopted the principle of overall sustainability based on past trends, which should realistically capture the overall fiscal needs of the States...*” Thus, account has been taken of the Commission’s recommendations at a macro-fiscal level by the FFC.

2.2.11 In this context, it should be borne in mind that the FFC has also provided revenue deficit grants to states to compensate for cost disabilities and shortfalls in their tax base. Such grants have been awarded to key states with chronic revenue deficits after a rigorous assessment of their revenue base and expenditure needs. Hence, these States have already secured additional resources from the divisible pool on this account and this should further enable them to administer pay awards consistent with fiscal prudence and allow them to persist in their path to fiscal consolidation.

2.2.12 It is also clear from the study by IIM, Kolkata that the pace and impact of implication of pay commission award varies quite substantially across the States. The States have deployed a number of options to deal with impact of their pay awards following the awards made by the Government of India based on the recommendations of the previous Central Pay Commissions. The states used the following options:

- deciding to award lower increases than the Centre,
- deciding on a date of implementation different from that of the Centre,
- staggering the payments of arrears suitably,
- generating additional tax and non-tax revenues, and
- compressing expenditures

2.2.13 On the basis of above analysis, we conclude that States which have successfully maintained fiscal consolidation will be able to absorb the impact of additional expenditure on PAP and the fiscal stress on them in so doing would not exceed that faced by the Government of India. This would require States to calibrate the speed and the extent of their own award. It is to be expected that the existing fiscal arrangements that govern the relation between the Centre and special category States would continue to hold. In the case of general category States undergoing long term fiscal stress, clearly further structural fiscal reforms are immediately and urgently required. In these circumstances calibration of pay awards in such states would need to be more prudent than other States.

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## Analysis of Central Government Personnel

## Chapter 3

3.1 The Seventh CPC has been mandated by its terms of reference to examine, review and recommend changes in the principles that govern the emoluments structure for a number of employees' categories viz., Central Government employees, those belonging to All India Services, personnel of Union Territories, officers and employees of the Indian Audit and Accounts Department, Members of Regulatory Bodies, Officers and employees of the Supreme Court and personnel belonging to the Defence Forces. The focus of the Commission is primarily on personnel serving the Central Government. Therefore an essential aspect of the work of the Commission involved obtaining a clear picture of the size, composition and profile of Central Government personnel.

### Background

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3.2 The III, IV and V CPCs undertook an analysis of the composition of Central Government personnel. The III CPC, in its Chapter titled 'Employment under Central Government,' analysed the distribution of posts among major departments; distribution of posts in terms of classes-I, II, III and IV (as was classified at that time); distribution of posts among permanent and temporary and distribution of employees according to pay ranges.

3.3 The IV CPC, in a separate Chapter titled 'Civil Employment under the Central Government,' analysed the strength of the civil Central Government broadly in terms of (a) distribution of posts in terms of major departments (b) distribution of posts in terms of groups- Group 'A', Group 'B', Group 'C' and Group 'D' (c) distribution of industrial workers in terms of major departments and (d) distribution of permanent and temporary posts by major departments.

3.4 The V CPC in its Chapter titled 'Size of employment under Central Government' analysed the strength of the civil Central Government broadly on the lines of the IV CPC, adding greater details. It concluded *inter alia* that the statistics did not provide pointers to whether "the bureaucracy as a whole is 'bloated' or not." It did however note that the rate of growth had been arrested and that the government, if it had the will, could reduce manpower. It also supported the trend towards an officer oriented administration.

3.5 The VI CPC Report did not carry a separate analysis of Central Government personnel.

### Approach of this Commission

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3.6 The Commission decided to elicit data relating to personnel from all ministries/departments so as to get a comprehensive view on personnel serving the government in terms of certain broad attributes. To do so data on personnel position over time was sought along with their age profile. Further, in the context of implementation of the National Pension System w.e.f.

01.01.2004, disaggregation in terms of those recruited before or after this event was sought. Information was also obtained regarding expenditure on pay and allowances of personnel working in the Central Government; extent of deployment of contractual staff and training and skill development of personnel. The data template in which information was sought is at Annex A, B, C, D1 and D2.

3.7 To ensure integrity of data the Commission validated the data on personnel with reference to other data sources in the government on personnel viz., - (a) Expenditure Budget, Volume 1, Annex 7 of the Ministry of Finance and (b) Census of government employees prepared by the Directorate General of Employment and Training, Ministry of Labour and Employment. While undertaking this exercise infirmities in data as and where noticed were reconciled in consultation with the ministries/departments. With regard to expenditure on personnel the ministries/departments were requested to furnish this data after having it vetted by their Chief Controller of Accounts.

### Scope of Analysis

3.8 Based on the data received, an analysis has been undertaken by the Commission to bring out the existing position on Central Government civilian personnel and the pointers it provides to policy makers in the government.

Personnel who are included-those in	Personnel who are excluded-those	
	Within the remit of 7 <sup>th</sup> CPC	Outside the Remit of 7 <sup>th</sup> CPC
<ul style="list-style-type: none"> <li>✓ Ministries/Departments</li> <li>✓ Attached Offices</li> <li>✓ Subordinate Offices</li> </ul>	<ul style="list-style-type: none"> <li>▪ Defence Forces</li> </ul>	<ul style="list-style-type: none"> <li>✗ Autonomous Bodies/Societies</li> <li>✗ Bodies receiving grants from the Consolidated Fund of India</li> <li>✗ Gramin Dak Sevaks in the Department of Posts</li> <li>✗ Public Sector Companies</li> </ul>

3.9 The Commission has obtained data regarding 33.02 lakh Central Government civil personnel, in Civil Ministries/Departments, Defence (Civilians), Posts and Railways<sup>5</sup>. The analysis includes 0.77 lakh personnel of Delhi Police, who are paid salaries from the Police grant of the Ministry of Home Affairs. A separate section has been added on contracted manpower in the government.

### Defining a Central Government Employee

3.10 The III CPC had attempted to define who is a Central Government employee. It stated that “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.”

<sup>5</sup> The Commission estimates that the data received by it covers over 99 percent of all Central Government civilian personnel.

3.11 The Commission is in broad agreement with what has been stated in the III CPC Report. **For the purposes of its work, the Commission defines Central Government employees as all persons in the civil services of the Central Government or holding civil posts under that government and paid Salaries out of the Consolidated Fund of India. This however, does not include such persons appointed to serve Parliament or the Union Judiciary.**

### **Views of Important Stakeholders on Central Government Personnel**

3.12 The Commission has received representations/memoranda on issues that broadly involve the strength, deployment and expenditure on Central Government personnel.

3.13 **Joint Consultative Machinery-Staff Side:** On the size and nature of government, the JCM-Staff Side has made the following submissions to the Commission:

- i. Majority of Central Government employees (88 percent) are either industrial or operational staff and therefore the contention that wage bill of the Central Government is for administrative purpose is ill conceived.
- ii. Existence of a large array of personnel employed by the government through contract, pushing a major segment of government functions into informal sector.
- iii. Expenditure on pay and allowances over the years as a percentage of revenue receipts and revenue expenditure has been falling.

### **Focus Areas of the Commission**

3.14 Based on the data provided by the ministries/departments the Commission has examined and analysed trends with regard to five focus area:

- 1. Size of government- Sanctioned Strength and Persons in Position**
- 2. Personnel in Position, in terms of categories**
- 3. Personnel in Position, recruited before and on or after 01.01.2004**
- 4. Age Profile of Central Government Personnel as on 01.01.2014**
- 5. Expenditure on Pay and Allowances of Central Government Personnel**

3.15 There is a separate Section devoted to **Contractual Manpower in the Central Government.**

3.16 To strike a balance between the two ends of aggregation and details, in addition to the broad totals, particulars of the nine largest ministries/departments plus others has been included in each Section. In addition, wherever appropriate, instances of some outliers in each category have been brought out.

### **Size of Government- Sanctioned Strength and Persons in Position**

3.17 The Commission has received data from ministries/departments on the strength of personnel in the government at three points of time viz., 01.01.2006, 01.01.2010 and 01.01.2014. The data on strength of personnel in government has been reviewed and material

from successive CPC Reports have been put together to bring out the position as has evolved over time.

### Sanctioned Strength of Government over time

3.18 The IV and V CPC Reports provide a picture on the size of the government starting from 1957. With the data available the Commission is able to present a picture on the sanctioned strength of the Central Government, spanning a 57 year time frame from 1957 to 2014.

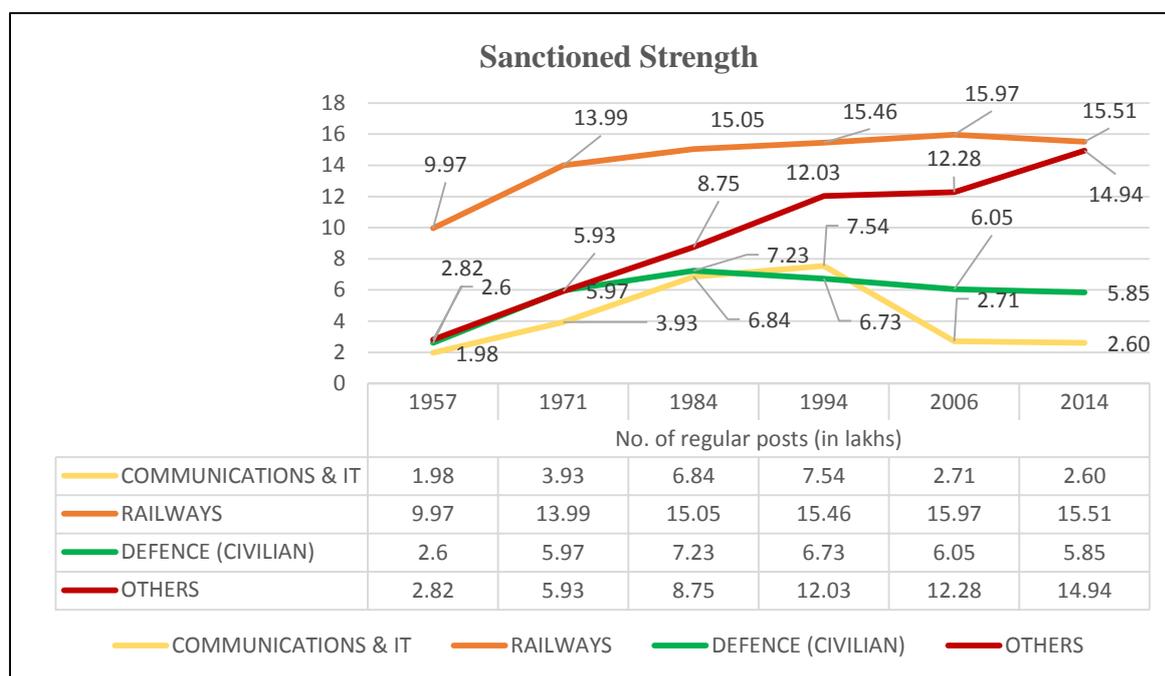
#### Total Sanctioned Strength

(in lakh)

1957	1971	1984	1994	2006	2014
17.37	29.82	37.87	41.76	37.01	38.90

3.19 Since the particulars of sanctioned strength available till 1994 excludes Union Territories (UTs), for purposes of consistency, the strength shown, in this paragraph, for the years 2006 and 2014 also excludes UTs.

3.20 The break-up of the total sanctioned strength of the Central Government personnel in terms of principal ministries/departments of the government during the period 1957 to 2014 is depicted in the graph below.



Notes: (i) Data upto 1994 from V CPC Report (ii) Data on 'Others' excludes personnel in Union Territories for purpose of consistency (iii) For the year 2006, in absence of data from Ministry of Health, data provided for the year 2014 has been adopted.

3.21 The data in the table/graph points to the following:

- i. **Steady increase till 1994:** The sanctioned strength of personnel in the Central Government increased significantly from 17.37 lakh in 1957 to 29.82 lakh in 1971. The

pace of growth slowed thereafter with the sanctioned strength increasing to 37.87 lakh in 1984 and 41.76 lakh in 1994.

- ii. **Corporatisation after 1994:** Some reduction in sanctioned strength of personnel has been witnessed after 1994- it came down to 37.01 lakh in 2006. The decline subsequent to 1994 has been on account of the corporatisation in the telecommunications sector and creation of the PSU Bharat Sanchar Nigam Limited.
- iii. **Decline in strength of Railways, Communications:** The personnel strength of the Railways, which accounted for 57 percent of total sanctioned strength in 1957, gradually declined to 40 percent in 2014. Defence Civilian and Communications segments have also witnessed decline in their share during the period.
- iv. **Sharp increase in 'Others':** The category 'Others' has witnessed a sharp growth in sanctioned strength from 2.82 lakh in 1957 to 14.94 lakh in 2014. The significant contributor to this growth has been increase in strength under the Ministry of Home Affairs from 3.25 lakh in 1984 to 9.72 lakh in 2014.

3.22 The Ministry wise particulars of sanctioned strength, persons in position and vacancies as on 01.01.2014 has been detailed in Annex-1.

### **Persons in Position with Reference to Sanctioned Strength**

3.23 The total number of regular civilian employees and their distribution in major departments of the Central Government (including Union Territories) in the years 2006, 2010 and 2014 is as follows:

**Table 1: Sanctioned Strength and Persons in Position**

(in lakh)

Sl. No.	Ministry/ Department	01.01.2006		01.01.2010		01.01.2014	
		Sanctioned Strength	Persons in Position	Sanctioned Strength	Persons in Position	Sanctioned Strength	Persons in Position
1.	Railways	15.97	14.12	15.65	13.71	15.51	13.16
2.	MHA incl. CAPF#	8.02	7.44	9.29	8.13	10.56	9.80
3.	Defence (Civil)	6.05	4.51	5.88	4.20	5.85	3.98
4.	Posts	2.60	2.18	2.55	1.96	2.50	1.90
5.	Revenue	1.34	1.05	1.35	1.03	1.76	0.96
6.	IA&AD#	0.66	0.49	0.67	0.45	0.68	0.48
7.	Urban Development	0.48	0.37	0.42	0.30	0.43	0.31
8.	Atomic Energy	0.36	0.33	0.37	0.32	0.37	0.32
9.	Health*	0.29	0.21	0.29	0.21	0.29	0.21
10.	Others	2.48	2.04	2.46	1.99	2.52	1.90
	<b>Total</b>	<b>38.25</b>	<b>32.74</b>	<b>38.92</b>	<b>32.31</b>	<b>40.49</b>	<b>33.02</b>

#MHA- Ministry of Home Affairs, IA&AD-Indian Audit and Accounts Department

\*Ministry of Health has provided data only for the year 2014. For consistency these figures have been adopted for the years 2006 and 2010.

3.24 One of the notable aspects of the present deployment of Central Government personnel is that security related entities (Ministry of Home Affairs/Police and Defence Civilians) form a large part of civilian employment at 13.78 lakh as on 01.01.2014. Railways and Posts performing a commercial function employ another 15.06 lakh personnel. The total Central Government employment other than those in security related or commercial departments, as on 01.01.2014 is 4.18 lakh. In fact the number of personnel working in the Secretariat of ministries/departments, after excluding independent/statutory entities, attached and subordinate offices will add up to less than thirty thousand<sup>6</sup>. The 'core' of the government, so to say, is actually very small for the Government of India, taken as a whole.

3.25 Table 1 further indicates the following:

- i. Persons in position as a percentage of sanctioned strength has fallen from 86 percent in 2006 to 83 percent in 2010 and to 82 percent in 2014.
- ii. During the period 2006 to 2014 every major ministry/department witnessed a decline in persons in position, with the exception of MHA/Police. The total strength of the Ministry of Home Affairs witnessed an increase from 7.44 lakh to 9.80 lakh constituting a growth of 32 percent.
- iii. Excluding Ministry of Home Affairs, the persons in position in the Central Government declined from 25.29 lakh in 2006 to 24.18 lakh in 2010 and further to 23.21 lakh in 2014.

3.26 The Ministry wise particulars of persons in position and changes thereon during the period 2006 to 2014 are detailed in Annex 2.

## **International Comparisons**

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3.27 The size of Central Government across countries is not readily available on a comparable basis. One large country which has a federal structure for which comparable information is available is the USA.

### ***Size and Deployment of Personnel: USA and India***

3.28 Available literature indicates that the size of the non-postal civilian workforce for the US Federal Government in the year 2012 was 21.30 lakh<sup>7</sup>. This includes civilians working in US defence establishments. The corresponding persons in position in India for the Central Government in 2014 was 17.96 lakh<sup>8</sup>. The total number of federal/Central Government personnel per lakh of population in India and the US works out to 139 and 668 respectively<sup>9</sup>.

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<sup>6</sup> The strength of CSS (Directors, Under Secretaries, Section Officers, Assistants), CSSS (PPS, PS, Stenographers), CSCS (LDC and UDC) etc. in September 2015 was 23,860. Added to it would be about 1500 officers in the posts of Secretaries/Additional Secretaries/Joint Secretaries, Directors and Deputy Secretaries under the Central Staffing Scheme. Some technical posts also exist in a few ministries/departments.

<sup>7</sup> Report of the Government Accountability Office (GAO) on Federal Workforce- Recent Trends in Federal Civilian Employment and Compensation, January 2014.

<sup>8</sup> Strength of Railways and Posts have been reduced from the total PIP of 33.02 lakh.

<sup>9</sup> As per the World Bank data, in 2014 the population of India and the USA was 129.50 crore and 31.89 crore respectively.

3.29 Data from the US Office of Personnel Management, indicates that a few departments accounted for a large percentage of non-postal civilian employment in the US Federal Government. The Department of Defence, Department of Veterans Affairs, Department of Homeland Security and Department of Treasury accounted for 34, 15, 9 and 5 percent respectively of US federal non-postal civilian workforce.

3.30 Deployment of Central Government personnel (excluding Railways and Posts) in India, showed an even more pronounced concentration. Three departments namely Ministry of Home Affairs, Defence Civilians and Revenue accounted for 55, 22 and 5 percent respectively of the total persons in position as on 01.01.2014.

### ***Growth over an Eight Year Period***

3.31 In case of USA, during the eight year period 2004 through 2012 the non-postal civilian work force grew by 2.5 lakh from 18.8 lakh to 21.3 lakh, representing an increase of 13 percent. In case of India, we have considered an eight year period 2006 to 2014 and it has been observed that non-postal/non-Railways workforce grew from 16.4 lakh to 18 lakh, representing an increase of 10 percent.

3.32 In the US, three Agencies, namely (i) Department of Defence (ii) Department of Homeland Security and (iii) Department of Veteran Affairs accounted for 94 percent of the growth in the federal workforce during the period 2004-2012. In India, the growth of Central Government personnel from 16.4 lakh to 18 lakh during period from 2006-2014 was under the Ministry of Home Affairs, essentially increase in Police.

### ***Summary***

3.33 The above points to the following:

- a. The size of the Central Government in India, in terms of personnel per lakh of population at 139 was much lower than the US where the corresponding figure is 668.
- b. In the US as well as in India, there is a concentration of personnel in a handful of departments, more so in India.

### **Reasons for Steady Decline in PIP in Recent Years**

3.34 The primary reason for the steady decline in the personnel strength of the Central Government, other than in Ministry of Home Affairs/Police, are the guidelines issued by the Department of Personnel and Training in May 2001 on optimisation of direct recruitment to civilian posts, which were in operation from May 2001 to March 2009. As per these guidelines fresh recruitment was to be restricted to one percent of total civilian staff strength and with three percent of staff retiring each year the manpower reduced by two percent per annum. The objective was to achieve a reduction of 10 percent in staff strength in five years.

3.35 The impact of the instructions on optimisation of direct recruitment to civilian posts was reviewed in the Report of the VI CPC. It made the following recommendations in para 6.3.10 of its report: “*The Commission has recommended multiskilling of the government employees which would increase their operational efficiency while simultaneously optimising the staff*”

strength. It is, however, noted that while rightsizing in government is necessary given the changes in work process due to technology and consequent reduction of layers, a blanket ban on filling of vacant posts across the board can impact effective functioning. More flexibility is required in this policy for effective service delivery and care has to be taken that administrative delivery structures do not become hollow or thin in critical areas. It is, therefore, essential that the government revise the Annual Direct Recruitment Plan (ADRP) in terms of which only one third of the vacancies can be filled up. This instruction has resulted in an aging bureaucracy which does not easily adapt itself to technology. An active and younger profile in government employment is the need of the hour. Further, strengthening of the cutting edge for efficient delivery is required. New guidelines, where reduction in manpower and levels of fresh manpower intake would be assessed and prioritized by the individual ministry or department keeping its work processes, service delivery and functional requirements and budgetary savings at centre stage should, therefore, be issued.”

3.36 Based on this the government decided, in 2009, not to extend the Optimisation Scheme.

### **Quantum of Recruitment**

3.37 The Commission has reviewed the recruitment levels in the Central Government during the period 01.01.2006 to 01.01.2014 and the summary position of this review is as under:

**Table 2: Post 01.01.2004 Recruitment**

Sl. No.	Name of Ministry/ Department	As on 01.01.2006	As on 01.01.2010	As on 01.01.2014	Recruitment between 2006-2010	Recruitment between 2010-2014	Recruitment between 2006-2014
1	Railways	65,288	1,55,917	3,96,260	90,629	2,40,343	3,30,972
2	MHA including Police	1,02,773	2,42,799	4,65,959	1,40,026	2,23,160	3,63,186
3	Defence (Civil)	38,853	62,094	1,02,303	23,241	40,209	63,450
4	Posts	21,220	29,679	52,263	8,459	22,584	31,043
5	Revenue	6,281	17,913	31,350	11,632	13,438	25,070
6	IA&AD	781	2,417	12,297	1,636	9,880	11,516
7	Urban Development	272	807	3,980	535	3,173	3,708
8	Atomic Energy	3,211	6,681	9,999	3,470	3,318	6,788
9	Health	NA	NA	NA	NA	NA	NA
	Total of Major ministries/departments	2,38,679	5,18,307	10,74,411	2,79,625	5,56,104	8,35,733
10	Others	16,886	24,197	38,917	7,314	14,721	22,031
	Grand Total	2,55,565	5,42,504	11,13,328	2,86,939	5,70,825	8,57,764

3.38 From Table 2 it is evident that the recruitment of civil Central Government personnel rose sharply from 2.87 lakh in the four year period 2006-2010 to 5.71 lakh in the four year period 2010 to 2014. Railways and Police with a total recruitment of 4.63 lakh during the period 2010 to 2014 accounted for 81 percent of all new civilian recruits in the Central Government. While

no causality can be established between recruitment during the period 01.01.2010 and 01.01.2014 compared to the period 01.01.2006 and 01.01.2010 and the withdrawal of orders on the Optimisation Scheme, it is notable that recruitment in the period after 01.01.2010 has been significantly higher.

3.39 The Commission notes that on an average the intake of new civilian recruits in the Central Government during the period 2006 to 2014 has been slightly over a lakh each year. The Report of the 'Working Group on Labour Force and Employment Projections' constituted for the Eleventh Five Year Plan estimated that during the period 2012-17 the labour force is projected to increase by 4.46 crore, which translates to an average increase each year of over 89 lakh. This suggests that the Central Government is at best a marginal source for employment generation. The quantum of intake of fresh personnel by the Central Government is an insignificant percentage of the total entrants in India's labour force.

3.40 **Recruiting Agencies:** The data from ministries/departments with regard to recruitments on or after 01.01.2004 suggests that certain departments which undertake recruitment through their own dedicated Boards/Agencies have shown recruitments of larger numbers. Examples include Railways, Departments of Posts, Atomic Energy, Space etc.

3.41 **The Commission has not obtained data on the skill profile of Central Government employees. It, however, notes that based on the medium term goals and priorities of the government, a determination of skills and competencies required to meet them, needs to be made across Central Government ministries/departments. This will have implications both for recruitment policy as well as the size and composition of the government.**

### **Variation in Persons in Position as per Sources Reporting Data on Personnel**

3.42 The V CPC, in its Chapter titled 'Size of employment under Central Government,' pointed to the varied sources that reported on size of the civilian Central Government employees together with the fact that "*these sources were often dated, not sufficiently comprehensive, incognate and yield conflicting results.*" The examination by this Commission of the existing data sources confirms the conclusions arrived at by the V CPC.

3.43 The data received from ministries/departments on the strength of personnel was validated with reference to two sources of data in the government on personnel- (a) Expenditure Budget, Volume 1, Annex 7 of the Ministry of Finance and (b) Census of government employees prepared by the Directorate General of Employment and Training (DGET), Ministry of Labour and Employment. The examination of data confirms the view of the V CPC regarding the quality of data. As an illustration, the position in respect of some ministries/departments where the variation is substantial has been brought out below together with the reasons, arrived at, after review of the numbers.

**Table 3: Variation in Reported Data**

Sl. No.	Ministry/ Department	As per Expenditure Budget (Actuals for 2014)	As per DGET (2011)	As per data obtained by 7 <sup>th</sup> CPC (01.01.2014)	Remarks
1	Ministry of Defence (Civil)	34,483	3,75,309	<b>3,98,422</b>	Expenditure Budget data widely understates the actual numbers
2	Department of Posts	4,59,948	2,09,047	<b>1,89,771</b>	Expenditure Budget data included data on Gramin Dak Sevaks and hence not a like comparison.
3	Ministry of External Affairs	10,433	6,398	<b>3,037</b>	Expenditure Budget data overstated on account of inclusion of personnel in Autonomous Bodies
4	Ministry of Commerce and Industry	9,223	5,345	<b>3,771</b>	Expenditure Budget data overstated on account of inclusion of personnel in Autonomous Bodies and PSUs.

3.44 While the data of Directorate General of Employment and Training is a closer approximation of the actuals of personnel as obtained and verified by the Commission, it is dated. In the case of data on personnel in the Expenditure Budget, available each year, the variation in numbers with the actuals as obtained by the Commission is substantial, as Table 3 testifies.

**3.45 To ensure integrity and availability of consistent data on personnel in the government, the Commission is of the view that the database on personnel needs to be standardised on an IT platform, across all civil ministries/departments. This will facilitate ease in compilation, aggregation and make reliable data readily available to concerned stakeholders.**

### **Persons in Position in Terms of Categories: Groups A, B and C**

3.46 All Central Government civil posts of the Union are categorised under the Central Civil Services (Classification, Control and Appeal) Rules, 1965. There are currently three categories of Central Government personnel—Group `A`, Group `B` and Group `C`. This categorisation is made by the government based on the pay band and grade pay or the pay scales as applicable.

3.47 The data provided by the ministries/departments is consolidated in terms of the three categories of personnel as per Table 4.

**Table 4: Groupwise Distribution of Personnel**

Sl. No	Ministry/ Department	Persons in Position as on 01.01.2014	Group `A`	Group `B`	Group `C`
1.	Railways	13,15,688	8,493	7,283	12,99,912
			( <b>&lt;1</b> )	( <b>&lt;1</b> )	( <b>99</b> )
2.	MHA incl. CAPFs	9,80,114	16,090	60,162	9,03,862
			( <b>2</b> )	( <b>6</b> )	( <b>92</b> )
3.	Defence (Civil)	3,98,422	17,160	59,415	3,21,847
			( <b>4</b> )	( <b>15</b> )	( <b>81</b> )
4.	Posts	1,89,771	527	6,826	1,82,418
			( <b>&lt;1</b> )	( <b>4</b> )	( <b>96</b> )
5.	Revenue	95,812	5827	40,907	49,078
			( <b>6</b> )	( <b>43</b> )	( <b>51</b> )
6.	IA&AD	48,164	605	32,105	15,454
			( <b>1</b> )	( <b>67</b> )	( <b>32</b> )
7.	Urban Development	30,665	<b>1539</b>	<b>6967</b>	<b>22159</b>
			( <b>5</b> )	( <b>23</b> )	( <b>72</b> )
8.	Atomic Energy	32,330	8,515	12,404	11,411
			( <b>27</b> )	( <b>38</b> )	( <b>35</b> )
9.	Health	21,061	2997	4972	13092
			( <b>14</b> )	( <b>24</b> )	( <b>62</b> )
10.	Others	1,89,509	29,748	49,851	1,09,910
	<b>Total</b>	<b>33,01,536</b>	<b>91,501</b>	<b>2,80,892</b>	<b>29,29,143</b>

3.48 The five ministries/departments with largest percentage in Group `A` are listed in the Table 5. These ministries/departments are not depicted individually in Table 4.

**Table 5: Largest Population in Group A**

Name of Ministry/ Department	Total in Group `A`	Total Personnel in Position (PIP)	%age of PIP in Group `A`
Space	8555	15011	57
Electronics and IT	5260	3004	57
New and Renewable Energy	80	187	43
Civil Aviation	396	977	41
External Affairs	1130	3037	37

3.49 Tables 4 and 5 bring out the following:

- Of the total 33.02 lakh civilian workforce 89 percent are in Group `C`, 8 percent are in Group `B` and 3 percent are in Group `A`.
- While 89 percent of civilian Central Government personnel are in Group `C`, the Railways, Department of Posts and MHA have a significantly higher proportion in Group `C` at 99 percent, 96 percent and 92 percent respectively.
- Scientific and technical focused ministries/departments have a high percentage of Group `A` Officers.

3.50 The Ministry-wise particulars of composition of personnel in terms of Group `A`, `B` and `C` are detailed in Annex 4.

3.51 The Commission notes that in addition to details on composition of personnel in terms of the Group `A', `B' and `C' it would be useful, both for purposes of management information and decision making, if reliable data on personnel in terms of job families is collected.

#### **Personnel in Position, Recruited Before or on or After 01.01.2004**

3.52 About a decade back the government notified the defined contribution National Pension System which became effective for all employees entering Central Government on or after 01.01.2004, except those in the three defence forces. Thus, as on date, there are two categories of serving civil Central Government personnel - those covered by the earlier defined benefits scheme- viz., pre 01.01.2004 appointees and those covered by the defined contribution scheme viz., those appointed on or after 01.01.2004 (post 01.01.2004 recruits).

3.53 The data provided by the ministries/departments, consolidated in terms of pre and post 01.01.2004 personnel, is indicated in Table 6. (This does not include personnel of the three defence forces)

**Table 6: Post 01.01.2004 Recruits**

Sl. No.	Ministry/ Department	Persons in Position as on 01.01.2014 (in lakh)	Pre 01.01.2004 recruits (in lakh)	Post 01.01.2004 recruits (in lakh)	Post 01.01.2004 recruits as a %age of PIP
1.	Railways	13.16	9.20	3.96	30
2.	MHA incl. CAPFs	9.80	5.14	4.66	48
3.	Defence (Civil)	3.98	2.96	1.02	26
4.	Posts	1.90	1.38	0.52	27
5.	Revenue	0.96	0.65	0.31	32
6.	IA&AD	0.48	0.36	0.12	25
7.	Urban Development	0.31	0.27	0.04	13
8.	Atomic Energy	0.32	0.22	0.10	31
9.	Health	0.21	0.20	0.01	5
10.	Others	1.90	1.50	0.40	21
	<b>Total</b>	<b>33.02</b>	<b>21.88</b>	<b>11.14</b>	<b>34</b>

- i. Of the total 11.14 lakh post 01.01.2004 recruits, Ministry of Home Affairs, Railways, Defence (Civilians) and Posts accounted for 10.16 lakh recruits.
- ii. All other departments accounted for 0.98 lakh new recruits- about 9 percent of all new recruits.

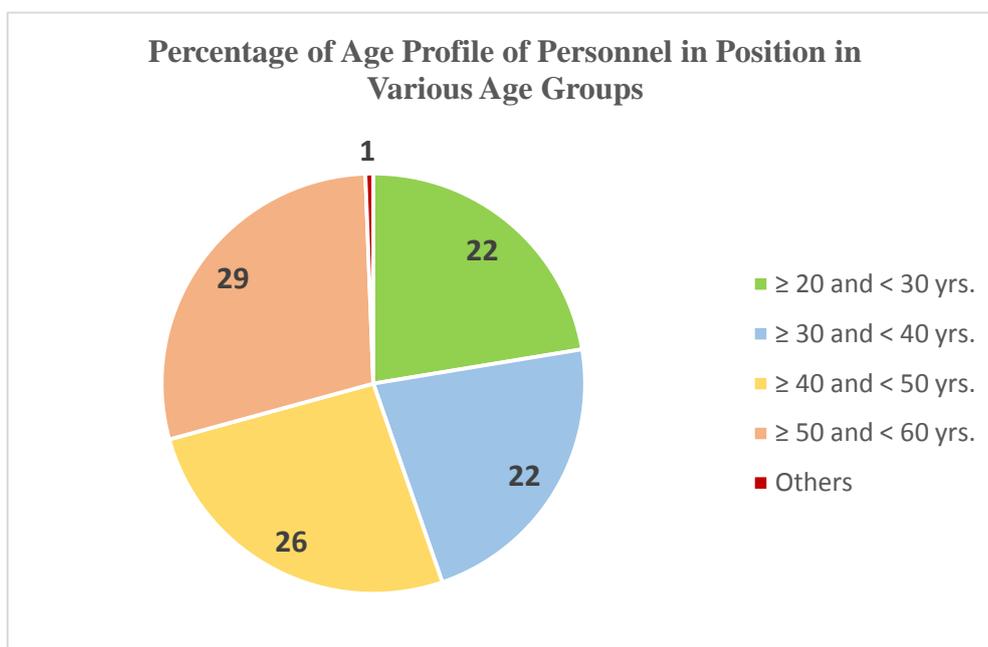
3.54 **Post 01.01.2004 Recruits and Defined Contribution Pension:** For all civil recruits in the Central Government recruited on or after 01.01.2004, the government and the employee each make a ten percent contribution of the basic pay and dearness allowance towards the pension

fund accumulation of the employee. The government contribution<sup>10</sup> for the defined contribution pension scheme has been ₹924 crore in 2011-12, ₹1,200 crore in 2012-13 and ₹1,600 crore in 2013-14 respectively.

### **Age Profile of Central Government Personnel as on 01.01.2014**

3.55 With a view to determining the age profile of personnel serving in the Central Government, this Commission obtained data of its personnel from each ministry/department in terms of distinct age groups viz., those less than 20 years, 20-30 years, 30-40 years, 40 to 50 years, 50-60 years and over 60 years.

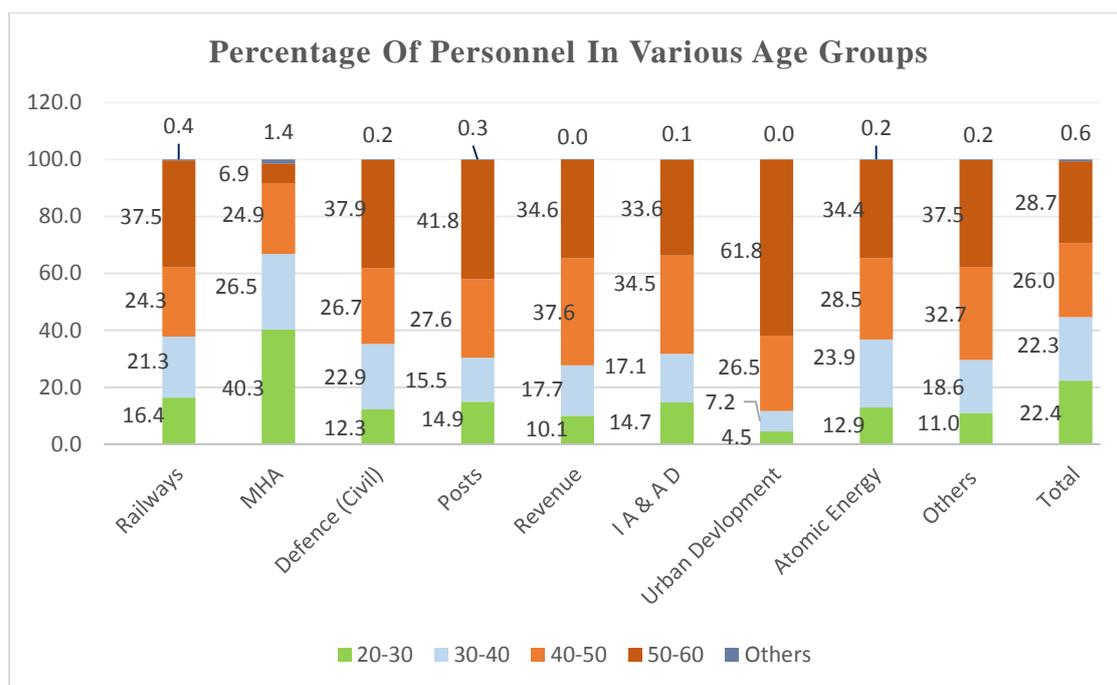
3.56 **Aggregate Position:** Of the total 33.02 lakh persons in position as on 01.01.2014, the break up in various age groups is indicated in the pie chart below.



*Note: 'Others' accounts for those below 20 years and over 60 years of age.*

3.57 **Disaggregate Position:** While at an aggregate level, which covers all persons in position in the government, the distribution of personnel in various age groups is quite even, this picture changes significantly when the data is analysed at a disaggregate level. In terms of the breakup of personnel amongst the largest ministries/departments in terms of age the graph below brings out the position.

<sup>10</sup> Excluding Railways.



# In the age groups, Others includes those below 20 years and over 60 years of age.

- i. The composition of personnel in the age groups 20-30 years and 30-40 years is very substantial amongst personnel in MHA.
- ii. Larger departments like Railways, MHA (Police), Posts and IA&AD had relatively larger percentages in the 20-30 years age group compared to other ministries which comprise the rest of the smaller ministries/departments of the government.

**3.58 Pattern with regard to smaller ministries/departments:** On an analysis of the age composition of personnel, the Commission noted a discernible pattern as regards ministries/departments which were comparatively smaller. A review of all ministries/departments with persons in positions (PIP) less than 500 was undertaken. The findings pointed to the fact that in most of these ministries/departments the percentage of personnel in the age group 20-30 years was significantly lower than in the larger departments in the government.

**Table 7: Percentage of Personnel in Various Age Groups<sup>11</sup>**

Ministry/Department	Total PIP	(Age Groups)			
		20-30	30-40	40-50	50-60
Drinking Water and Sanitation	78	14.1	17.9	29.5	38.5
Panchayati Raj	82	3.7	26.8	31.7	37.8
Food Processing Industries	114	3.5	11.4	37.7	47.4
Overseas Indian Affairs	118	4.2	17.8	30.5	47.5
Parliamentary Affairs	123	7.3	21.1	32.5	35.0
Minority Affairs	148	7.4	16.9	32.4	37.8
AYUSH	164	6.1	12.2	30.5	51.2

<sup>11</sup> Those below 20 years and above 60 years of age are not included.

Ministry/Department	Total PIP	(Age Groups)			
		20-30	30-40	40-50	50-60
New and Renewable Energy	187	<b>7.0</b>	12.8	28.3	51.9
Tribal Affairs	197	<b>7.6</b>	19.3	32.0	41.1
Steel	210	<b>2.4</b>	23.8	38.1	35.7
Petroleum and Natural Gas	230	<b>1.7</b>	12.2	26.1	60.0
Central Vigilance Commission	232	<b>10.8</b>	25.9	40.5	22.8
Heavy Industries and Public Enterprises	246	<b>4.1</b>	9.8	30.1	56.1
Development of NER	259	<b>9.3</b>	15.4	30.5	43.6
Youth Affairs and Sports	281	<b>5.7</b>	28.8	18.9	44.1
Coal	305	<b>3.6</b>	6.5	25.6	64.3
Rural Development	476	<b>3.8</b>	13.4	38.7	44.1
Social Justice and Empowerment	492	<b>6.1</b>	26.6	28.4	38.6
Tourism	500	<b>2.8</b>	14.4	65.2	17.6

3.59 **Personnel in Age Group of 50 to 60:** With a view to ascertaining the retirements that would take place in the coming few years the Commission reviewed the data for all ministries/departments in the age group of 50 to 60 years. Of the total 33.02 lakh persons in position, as on 01.01.2014, 9.48 lakh persons, constituting about 29 percent of personnel were in the age group of 50 to 60 years.

3.60 Table 8 brings out the position in this regard amongst the largest ministries/departments.

**Table 8: Proportion of Personnel in 50-60 Age Group**

Sl. No.	Ministry/Department	PIP as on 01.01.2014 (in lakh)	PIP in the age group of 50-60 (in lakh)	%age of 50-60 age group in PIP
1.	Railways	13.16	4.94	38
2.	MHA incl. CAPFs	9.80	0.68	7
3.	Defence (Civil)	3.98	1.51	38
4.	Posts	1.90	0.79	42
5.	Revenue	0.96	0.33	34
6.	IA&AD	0.48	0.16	33
7.	Urban Development	0.31	0.19	62
8.	Atomic Energy	0.32	0.11	34
9.	Health	0.21	0.07	33
10.	Others	1.86	0.70	38
	<b>Total<sup>12</sup></b>	<b>32.98</b>	<b>9.48</b>	<b>29</b>

<sup>12</sup> Total of PIP in Table 8 is marginally different from PIP in other tables since data on age groups was not furnished by a few ministries/departments.

3.61 Data provided to the Commission indicates an unusually large percentage of personnel in the 50-60 years age group in certain ministries/departments- 75 percent in Textiles, 64 percent in Coal, 62 percent in Urban Development, 60 percent in Petroleum and Natural Gas, 57 percent in Science and Technology, 56 percent in Heavy Industry, 52 percent in New and Renewable Energy, 51 percent in AYUSH and 50 percent in Power. This is a ready pointer to the number of retirements that would take place in the next ten years.

3.62 The Ministry wise particulars of age profile of personnel as on 01.01.2014 is detailed in Annex 5.

**3.63 The Commission notes that losing experienced high level personnel entails unquantifiable costs as new recruits will require training and on the job skills. At the same time it presents ministries/departments the opportunity to align their personnel requirement in line with their current and future challenges.**

### **Expenditure on Pay and Allowances on Central Government Personnel**

3.64 Expenditure on pay and allowances of Central Government personnel is specifically budgeted and accounted for in the books of the government under the head 'Salaries' in the case of all civil ministries/departments. To ensure integrity of data on expenditure, all ministries/departments were requested to ensure that the data being provided was vetted by their Chief Controller of Accounts.

3.65 The total expenditure on pay and allowances for civil personnel of Central Government in the recent years is brought out in Table 9.

**Table 9: Expenditure on Pay and Allowances**

	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13
Amount (₹ crore)	51,664	80,110	1,07,402	1,07,550	1,17,565	1,29,599
As a percent of GDP <sup>13</sup>	1.04	1.42	1.66	1.38	1.33	1.30

The Commission has obtained details of expenditure from each ministry/department for up to FY 2012-13. Of the total expenditure on pay and allowances of ₹1,29,599 crore for the financial year 2012-13 the break up in terms of the principal ministries/departments is brought out in Table 10.

<sup>13</sup> GDP for FY 2011-12 and 2012-13 are based on New Series Estimates.

**Table 10: Per Capita Expenditure of Pay and Allowances**

Sl. No.	Ministry/ Department	PIP as on 01.01.2014 (in lakh)	Total Expenditure on Pay and Allowances in FY 2012-13 (₹ crore)	Per Capita Expenditure on Pay and Allowances in FY 2012-13 (₹ lakh)	Percentage of PIP- Group wise		
					A	B	C
1.	Railways	13.16	55,038	4.18	<1	<1	99
2.	MHA incl. CAPFs	9.80	29,076	2.97	2	6	92
3.	Defence (Civil)	3.98	12,888	3.24	4	15	81
4.	Posts	1.90	7,730	4.07	<1	4	96
5.	Revenue	0.96	4,894	5.10	6	43	51
6.	IA&AD	0.48	2,317	4.83	1	67	32
7.	Urban Development	0.31	1,112	3.59	5	23	72
8.	Atomic Energy	0.32	2,107	6.58	27	38	35
9.	Health	0.21	1,414	6.73	14	24	62
10.	Others	1.90	13,023	6.85	16	26	58
	<b>Total</b>	<b>33.02</b>	<b>1,29,599</b>	<b>3.92</b>	<b>3</b>	<b>9</b>	<b>88</b>

3.66 The expenditure per capita on pay and allowances for civil Central Government personnel for FY 2012-13 was ₹3.92<sup>14</sup> lakh per annum.

3.67 Five ministries/departments with highest per capita expenditure on Pay and Allowances.

**Table 11: Ministries with Highest Per Capita Expenditure on Pay and Allowances**

	Ministry/ Department	Persons in Position as on 01.01.2014	Total Expenditure on Pay and Allowances in FY 2012-13 (₹ crore)	Per Capita Expenditure on Pay and Allowances in FY 2012-13 (₹ lakh)	Percentage in Groups		
					A	B	C
1.	External Affairs#	3,037	1061.45	34.95	37	38	25
2.	New and Renewable Energy	187	19.91	10.65	43	19	38
3.	Food Processing	114	9.46	8.29	37	26	37
4.	Electronics and IT	5,260	404.31	7.70	57	27	16
5.	Power	1,044	77.49	7.42	31	30	39

# Inclusive of salaries and allowances paid abroad hence distinct from others.

3.68 Data on expenditure on pay and allowances for personnel clearly points to a positive relationship between ministries/departments with most of workforce in Group 'A' and the per capita expenditure on pay and allowances.

<sup>14</sup> Per capita expenditure figure will be marginally lower since, as per the Commission's estimate, the coverage of personnel is around 99 percent.

### ***Expenditure on Pay and Allowances: Issues for Review***

3.69 With regard to expenditure on pay and allowances for personnel in the Central Government two issues merit specific mention and the Commission is recommending review of existing arrangements in this regard.

3.70 ***Gramin Dak Sevaks:*** Examination of the existing classification of expenditure provisions of the Department of Posts reveals that expenditure on personnel in respect of pay and allowances of regular Central Government personnel serving in the department as well as that of Gramin Dak Sevaks are clubbed together under the head ‘Salaries.’ Since Gramin Dak Sevaks are not reckoned as Central Government personnel, expenditure on pay and allowances of this category of personnel should be distinct from regular Central Government personnel. **The Commission accordingly recommends that the Department of Posts budget and account for remuneration of Gramin Dak Sevaks under a head distinct from ‘Salaries,’ as they are not reckoned as Central Government employees.**

3.71 ***Expenditure on Allowances:*** At present substantial amount of expenditure is being incurred by the Central Government on payment of Allowances to its personnel. Allowances however are not being separately budgeted or accounted for in the books of the Central Government- they are subsumed in the head “Salaries.” This applies to Civil Ministries, Railways, Defence Services and Posts. Hence the expenditure on Allowances as is available in some documents like the Expenditure Budget or in publications of the Pay Research Unit (PRU) is at best an approximation. There is a need for transparent and reliable data on Allowances to be available in public domain. **For the purposes of transparency and availability of information in the public domain, the Commission recommends that a separate Object head may be created to capture expenditure on Allowances- in Civil, Defence, Railways and Posts.**

### **Contractual Manpower in Government**

3.72 The General Financial Rules provide for outsourcing of services in the interest of economy and efficiency. Broad guidance is provided in the Rules on identification of contractors and the tendering process.

There are three kinds of contractual appointments:

- i. Tasks of a routine nature, typically those relating to housekeeping, maintenance, related activities, data entry, driving, and so on, which are normally bundled and entrusted to agencies. These agencies then depute the necessary persons to carry out these tasks.
- ii. The VI CPC had recommended introduction of contractual appointments for selected posts, particularly those requiring high professional skills. Under this, suitable persons from outside could be inducted in the government on negotiated salaries/emoluments.
- iii. The third category relates to retirees from government, whose skills, expertise, knowledge that was acquired while in government service is found to be useful to government, and therefore the services of such persons are taken on a contractual basis for varying lengths of time.

3.73 The Commission had through its Questionnaire sought the views of all stakeholders regarding their experience with outsourcing at various levels in the government and whether there existed a case for streamlining it. The Commission also sought to ascertain if there existed a clear identification of jobs that can be outsourced.

**3.74 *Response of Ministries on Contractual Manpower:*** The response received by the Commission on the issue of outsourcing from ministries/departments has been a mixed one. The Department of Personnel and Training has stated that with the removal of the category of Group D employees, those existing therein were to be moved up to Group 'C' cadre through a process of training. Therefore unskilled functions in the government sector would be contracted from outsources. The Ministry of Defence stated that the experience of outsourcing in conservancy services and transport had been quite good. The Department of Atomic Energy while supporting outsourcing, recommended that a standard operating procedure may be introduced through legislative means to enable outsourcing for routine activities like maintenance, transport services, canteen services etc. through professional agencies so as to avoid legal complications and exploitation of persons who have been taken on contract. The Central Board of Direct Taxes (CBDT) also supported outsourcing, though it felt the need for effecting some streamlining. The Ministry of AYUSH also supported outsourcing of routine administrative works.

3.75 On the other hand, there were a number of ministries/departments whose support for outsourcing was qualified. The Department of Posts stated that outsourcing in core operation was not suitable since outsourced manpower keep on changing frequently and it is difficult to train them. They were, however, not against outsourcing for housekeeping, maintenance related activities, driving staff and secretarial assistance. The Department of Economic Affairs was strongly against outsourcing and stated that it should be used in the rarest of rare case for duties of a peripheral nature. They were clearly against outsourcing of data processing. They, however, did feel that in the more commonplace functions the experience of outsourcing has been good. The Ministry of Power stated that outsourcing could only temporarily supplement the requirements of government. They noted their concerns with regard to confidentiality and accountability of outsourced personnel. However, jobs of drivers, multi-level tasking staff and DEO could be outsourced on need basis. The National Informatics Centre (NIC) was also against outsourcing stating that it entailed duplication of work done by regular employees.

**3.76 *Views of JCM-Staff Side:*** The JCM-Staff Side has, in its memorandum to the Commission, strongly opposed outsourcing stating that the existence of a large array of personnel employed by the government through contractors is pushing a major segment of government functions into the informal sector.

**3.77 *Nature of Deployment:*** The Commission had sought from all ministries/departments information with regard to remuneration levels of contacted manpower to ascertain the level of work being assigned to them. In most ministries/departments that have provided information, it is evident that the nature of jobs being contracted out were of a routine nature, involving a low level of remuneration. However Department of Electronics and Information Technology did engage a fair number of contractual personnel at higher levels of

remuneration<sup>15</sup>. Railways and Ministry of Home Affairs also reported deployment of some contract personnel with higher remuneration.

**3.78 Expenditure on Contractual Manpower:** The Commission also sought information from all ministries/departments on expenditure towards engagement of contractual manpower. The information provided is brought out in Table 12.

**Table 12: Annual Expenditure on Contractual Manpower**

(₹ in crore)

Sl. No.	Name of Ministry/ Departments	Annual Expenditure on Contractual Manpower
		(F.Y. 2012-13)
1	Railways	34.94
2	Police incl. CAPFs	25.72
3	Posts	19.55
4	IA&AD	28.47
5	Urban Development	0.99
6	Atomic Energy	9.93
7	Health	26.90
8	Others	153.99
	<b>Total</b>	<b>300.49</b>

3.79 While the expenditure incurred on contractual manpower is relatively small compared to expenditure on Salaries of personnel serving in the government, they are in their own right significant and also likely to increase in the coming years. This warrants streamlining the existing regime governing outsourcing of contracted manpower, as has also been suggested by some ministries.

3.80 The responses and data received by the Commission suggests that there is a general consensus that routine administrative jobs in the government can continue to be outsourced. **In this regard the Commission is of the view that a clear guidance from the government on jobs that can and should be contracted out would be appropriate. While doing so the concerns of confidentiality and accountability may be kept in view. Further, to bring about continuity and to address the concerns regarding exploitation of contractual manpower, uniform guidelines/model contract agreements may be devised by the government.**

3.81 Earlier in this chapter the fact that in a number of ministries/departments a large percentage of personnel will be retiring in the near future has been brought out. Loss of experienced high level personnel can entail unquantifiable costs as new recruits will require investment in terms of training, mentoring etc. In this light utilisation of retiring personnel with suitable skill sets can also be considered.

<sup>15</sup> Remuneration of over ₹50,000 per month per person.

3.82 The Commission is also of the view that a database should be available with the government which can enable it to draw upon high level retiring personnel, who have the required capabilities to be utilised through contractual appointments.

### Conclusions and Recommendations

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3.83 The following are the conclusions and recommendations:

- i. The Commission notes that based on the medium term goals and priorities of the government, a determination of skills and competencies required to meet them, needs to be made across Central Government ministries/departments. This will have implications both for recruitment policy as well as the size and composition of the government.
- ii. To ensure integrity and availability of consistent data on personnel in the government, the Commission is of the view that the database on personnel needs to be standardised on an IT platform, across all civil ministries/departments. This will facilitate ease in compilation, aggregation and make reliable data readily available to concerned stakeholders.
- iii. The Commission notes that in addition to details on composition of personnel in terms of the Group `A`, `B` and `C` it would be useful both for purposes of management information and decision making if reliable data on personnel in terms of job families is collected.
- iv. Retiring personnel in a number of ministries/departments are substantial and this presents two sets of implications. At one level losing experienced high level personnel entails unquantifiable costs as new recruits will require training and on the job skills. At the same time it presents ministries/departments the opportunity to align their personnel requirement in line with their current and future challenges.
- v. The Commission recommends that the Department of Posts budget and account for remuneration of Gramin Dak Sevaks under a head distinct from Salaries, as they are not reckoned as Central Government employees.
- vi. For the purposes of transparency and availability of information in the public domain, it is recommended that a separate Object head may be created to capture expenditure on Allowances in Civil, Defence, Railways and Posts.
- vii. The Commission is of the view that a clear guidance from the government on jobs that can and should be contracted out would be appropriate. While doing so the concerns of confidentiality and accountability may be kept in view. Further, to bring about continuity and to address the concerns regarding exploitation of contractual manpower, uniform guidelines/model contract agreements may be devised by the government.
- viii. The Commission is also of the view that a database should be available with the government which can enable it to draw upon high level retiring personnel, who have subject matter knowledge, experience and skills to be utilised through contractual appointments.

## Annex 1: Sanctioned Strength, Persons in Position and Vacancies as on 01.01.2014

Sl. No.	Name of Ministry/Department	Sanctioned Strength as on 01.01.2014	Persons in Position (PIP) as on 01.01.2014	Vacancies as on 01.01.2014	Vacancies as a percent of Sanctioned Strength
1	Ministry of Agriculture	9,561	7,679	1,882	20
2	Department of Atomic Energy	36,806	32,330	4,476	12
3	Ministry of AYUSH	275	162	113	41
4	Ministry of Chemicals and Fertilizers	737	570	167	23
5	Ministry of Civil Aviation	1,757	977	780	44
6	Ministry of Coal	415	305	110	27
7	Ministries of Commerce and Industry	5,187	3,771	1,416	27
8	Ministry of Communications and Information Technology	2,60,488	1,97,872	62,616	24
	<i>of which Department of Posts</i>	<i>2,49,588</i>	<i>1,89,771</i>	<i>59,817</i>	<i>24</i>
9	Ministry of Consumer Affairs, Food and Public Distribution	2,584	1,775	809	31
10	Ministry of Corporate Affairs	2,361	1,411	950	40
11	Ministry of Culture	11,193	7,979	3,214	29
12	Ministry of Defence (Civil)	5,85,476	3,98,422	1,87,054	32
13	Ministry of Development of North Eastern Region	341	259	82	24
14	Ministry of Drinking Water and Sanitation	125	78	47	38
15	Ministry of Earth Sciences	7,398	5,214	2,184	30
16	Ministry of Environment, Forests and Climate Change	4,871	3,083	1,788	37
17	Ministry of External Affairs	4,577	3,037	1,540	34
18	Ministry of Finance	1,76,260	95,863	80,397	46
	<i>of which</i>				
	<i>Central Board of Direct Taxes</i>	<i>78,544</i>	<i>42,069</i>	<i>36,475</i>	<i>46</i>
	<i>Central Board of Excise and Customs</i>	<i>73,853</i>	<i>50,912</i>	<i>22,941</i>	<i>31</i>
19	Ministry of Food Processing Industries	149	114	35	23
20	Ministry of Health and Family Welfare	29,463	21,061	8,402	29
21	Ministry of Heavy Industries and Public Enterprises	372	246	126	34
22	Ministry of Home Affairs	9,71,875	9,02,631	69,244	7
23	Ministry of Human Resources Development	1,909	1,246	663	35
24	Ministry of Information and Broadcasting	6,696	4,485	2,211	33
25	Ministry of Labour and Employment	6,816	4,953	1,863	27
26	Ministry of Law and Justice	2,018	1,416	602	30
27	Ministry of Micro, Small and Medium Enterprises	2,692	1,880	812	30
28	Ministry of Mines	14,069	9,116	4,953	35
29	Ministry of Minority Affairs	249	148	101	41
30	Ministry of New and Renewable Energy	300	187	113	38
31	Ministry of Overseas Indian Affairs	188	118	70	37
32	Ministry of Panchayati Raj	114	82	32	28
33	Ministry of Parliamentary Affairs	159	123	36	23
34	Ministry of Personnel Public Grievances and Pensions (including CVC)	8,776	7,449	1,327	15
35	Ministry of Petroleum and Natural Gas	301	230	71	24
36	NITI Aayog	1,836	1,279	557	30
37	Ministry of Power	1,895	1,044	851	45
38	Ministry of Road, Transport and Highways	1,999	1,706	293	15

Sl. No.	Name of Ministry/Department	Sanctioned Strength as on 01.01.2014	Persons in Position (PIP) as on 01.01.2014	Vacancies as on 01.01.2014	Vacancies as a percent of Sanctioned Strength
39	Ministry of Rural Development	653	476	177	27
40	Ministry of Science and Technology	12,503	6,680	5,823	47
41	Ministry of Shipping	2,934	1,885	1,049	36
42	Ministry of Social Justice and Empowerment	645	492	153	24
43	Department of Space	18,412	15,011	3,401	18
44	Ministry of Statistics and Programme Implementation	5,987	4,198	1,789	30
45	Ministry of Steel	263	210	53	20
46	Ministry of Textiles	3,789	3,095	694	18
47	Ministry of Tourism	583	500	83	14
48	Ministry of Tribal Affairs	307	197	110	36
49	*Ministry of Urban Development (including Housing and Urban Poverty Alleviation)	42,675	30,665	12,010	28
50	Ministry of Water Resources, River Development and Ganga Rejuvenation	15,697	11,051	4,646	30
51	Ministry of Women and Child Development	698	519	179	26
52	Ministry of Youth Affairs and Sports	458	281	177	39
53	Ministry of Railways	15,51,215	13,15,688	2,35,527	15
54	Union Public Service Commission	1,990	1,464	526	26
55	Indian Audit and Accounts Department	68,374	48,164	20,210	30
56	Election Commission	641	365	276	43
	<b>Total (excluding UTs and Delhi Police)</b>	<b>38,90,112</b>	<b>31,61,242</b>	<b>7,28,870</b>	<b>19</b>
	Andaman and Nicobar Islands	29,915	27,516	2,399	8
	Chandigarh	31,153	25,200	5,953	19
	Dadra Nagar Haveli	3,761	3,025	736	20
	Daman and Diu	3,465	2,316	1,149	33
	Lakshadweep	5,765	4,754	1,011	18
	Delhi Police	84536	77483	7,053	8
	<b>Grand Total</b>	<b>40,48,707</b>	<b>33,01,536</b>	<b>7,47,171</b>	<b>18</b>

(i) Departments, within Ministries, with larger than one percent of total Person in Position(PIP) of Central Government have been distinctly included in Annex 1 to 5.

(ii) \*Ministry of Urban Development is also the Cadre Controlling Ministry in respect of Personnel in the Ministry of Housing and Poverty Alleviation (HUPA).

## Annex 2: Persons in Position over the Years

Sl. No.	Name of Ministry/Department	Persons in Position as on 01.01.2006	Persons in Position as on 01.01.2010	Change between 2006-2010	Persons in Position as on 01.01.2014	Change between 2010-2014
1	Ministry of Agriculture	9,517	8,388	-1,129	7,679	-709
2	Department of Atomic Energy	32,964	32,170	-794	32,330	160
3	Ministry of AYUSH	162	162	0	162	0
4	Ministry of Chemicals and Fertilizers	745	631	-114	570	-61
5	Ministry of Civil Aviation	1,322	1,272	-50	977	-295
6	Ministry of Coal	331	321	-10	305	-16
7	Ministry of Commerce and Industry	4,680	4,180	-500	3,771	-409
8	Ministry of Communications and Information Technology	2,25,418	2,03,251	-22,167	1,97,872	-5,379
	<i>of which Department of Posts</i>	<i>2,17,808</i>	<i>1,95,883</i>	<i>-21,925</i>	<i>1,89,771</i>	<i>-6,112</i>
9	Ministry of Consumer Affairs, Food and Public Distribution	2,211	2,015	-196	1,775	-240
10	Ministry of Corporate Affairs	1,519	1,443	-76	1,411	-32
11	Ministry of Culture	7,993	8,084	91	7,979	-105
12	Ministry of Defence (Civil)	4,51,163	4,19,943	-31,220	3,98,422	-21,521
13	Ministry of Development of North Eastern Region	232	258	26	259	1
14	Ministry of Drinking Water and Sanitation	0	67	67	78	11
15	Ministry of Earth Sciences	6,732	6,062	-670	5,214	-848
16	Ministry of Environment, Forests and Climate Change	4,350	5,081	731	3,083	-1,998
17	Ministry of External Affairs	1,806	2,792	986	3,037	245
18	Ministry of Finance	1,05,193	1,02,957	-2,236	95,863	-7,094
	<i>of which</i>					
	<i>Central Board of Direct Taxes</i>	<i>43,157</i>	<i>42,346</i>	<i>-811</i>	<i>42,069</i>	<i>-277</i>
	<i>Central Board of Excise and Customs</i>	<i>58,338</i>	<i>57,315</i>	<i>-1,023</i>	<i>50,912</i>	<i>-6,403</i>
19	Ministry of Food Processing Industries	229	111	-118	114	3
20	Ministry of Health and Family Welfare #	21,061	21,061	0	21,061	0
21	Ministry of Heavy Industries and Public Enterprises	284	299	15	246	-53
22	Ministry of Home Affairs (including Delhi Police)	7,44,067	8,13,051	68,984	9,80,114	1,67,063
23	Ministry of Human Resource Development	1,640	1,460	-180	1,246	-214
24	Ministry of Information and Broadcasting	5,528	5,013	-515	4,485	-528
25	Ministry of Labour And Employment	6,001	5,183	-818	4,953	-230
26	Ministry of Law and Justice	1,683	1,544	-139	1,416	-128
27	Ministry of Micro, Small And Medium Enterprises	1,933	1,927	-6	1,880	-47
28	Ministry of Mines	12,214	10,081	-2,133	9,116	-965
29	Ministry of Minority Affairs	186	163	-23	148	-15
30	Ministry of New And Renewable Energy	256	262	6	187	-75
31	Ministry of Overseas Indian Affairs	146	146	0	118	-28
32	Ministry of Panchayati Raj	52	78	26	82	4
33	Ministry of Parliamentary Affairs	149	129	-20	123	-6
34	Ministry of Personnel, Public Grievances and Pensions (including CVC)	6,663	6,988	325	7,449	461

Sl. No.	Name of Ministry/Department	Persons in Position as on 01.01.2006	Persons in Position as on 01.01.2010	Change between 2006-2010	Persons in Position as on 01.01.2014	Change between 2010-2014
35	Ministry of Petroleum and Natural Gas	269	264	-5	230	-34
36	NITI Aayog	1,496	1,362	-134	1,279	-83
37	Ministry of Power	1,768	1,343	-425	1,044	-299
38	Ministry of Road, Transport and Highways	3,265	1,334	-1,931	1,706	372
39	Ministry of Rural Development	599	510	-89	476	-34
40	Ministry of Science and Technology	10,173	8,346	-1,827	6,680	-1,666
41	Ministry of Shipping	2,701	2,207	-494	1,885	-322
42	Ministry of Social Justice and Empowerment	536	516	-20	492	-24
43	Department of Space	14,679	14,780	101	15,011	231
44	Ministry of Statistics and Programme Implementation	4,619	4,077	-542	4,198	121
45	Ministry of Steel	199	250	51	210	-40
46	Ministry of Textiles	5,097	4,990	-107	3,095	-1,895
47	Ministry of Tourism	579	560	-19	500	-60
48	Ministry of Tribal Affairs	216	219	3	197	-22
49	Andaman and Nicobar Islands	23,661	26,377	2,716	27,516	1,139
50	Chandigarh	19,371	24,308	4,937	25,200	892
51	Dadra Nagar Haveli	2,860	3,266	406	3,025	-241
52	Daman and Diu	2,839	2,371	-468	2,316	-55
53	Lakshadweep	5,472	5,316	-156	4,754	-562
54	*Ministry of Urban Development (including Housing and Urban Poverty Alleviation)	36,517	29,970	-6,547	30,665	695
55	Ministry of Water Resources, River Development and Ganga Rejuvenation	14,164	12,500	-1,664	11,051	-1,449
56	Ministry of Women and Child Development	645	572	-73	519	-53
57	Ministry of Youth Affairs and Sports	350	337	-13	281	-56
58	Ministry of Railways	14,11,913	13,71,133	-40,780	13,15,688	-55,445
59	Union Public Service Commission	1,718	1,651	-67	1,464	-187
60	Indian Audit and Accounts Department	49,283	45,478	-3,805	48,164	2,686
61	Election Commission	327	319	-8	365	46
	<b>GRAND TOTAL</b>	<b>32,73,746</b>	<b>32,30,929</b>	<b>-42,817</b>	<b>33,01,536</b>	<b>70,607</b>

#Ministry of Health has provided data only for the year 2014. For consistency these figures have been adopted for the years 2006 and 2010.

\*Ministry of Urban Development is also the Cadre Controlling Ministry in respect of Personnel in the Ministry of Housing and Poverty Alleviation (HUPA).

## Annex 3: Post 01.01.2004 Recruitment over the Post 01.01.2004 Recruitment over the Years

Sl. No.	Name of Ministry/ Department	Post 01.01.2004 Recruits, as on 01.01.2006	Post 01.01.2004 Recruits, as on 01.01.2010	Recruitment between 2006-2010	Post 01.01.2004 Recruits, as on 01.01.2014	Recruitment between 2010-2014
1	Ministry of Agriculture	839	984	145	1,359	375
2	Department of Atomic Energy	3,211	6,681	3,470	9,999	3,318
3	Ministry of AYUSH	0	4	4	4	0
4	Ministry of Chemicals and Fertilizers	3	27	24	70	43
5	Ministry of Civil Aviation	9	23	14	49	26
6	Ministry of Coal	3	7	4	12	5
7	Ministry of Commerce and Industry	98	206	108	410	204
8	Ministry of Communications and Information Technology	21,320	30,315	8,995	53,586	23,271
	<i>of which Department of Posts</i>	<i>21,220</i>	<i>29,679</i>	<i>8,459</i>	<i>52,263</i>	<i>22,584</i>
9	Ministry of Consumer Affairs, Food and Public Distribution	35	148	113	293	145
10	Ministry of Corporate Affairs	90	117	27	335	218
11	Ministry of Culture	461	851	390	1,235	384
12	Defence (Civil)	38,853	62,094	23,241	1,02,303	40,209
13	Ministry of Development of North Eastern Region	13	21	8	44	23
14	Ministry of Drinking Water and Sanitation	0	67	67	78	11
15	Ministry of Earth Sciences	51	93	42	144	51
16	Ministry of Environment , Forests and Climate Change	97	394	297	875	481
17	Ministry of External Affairs	256	396	140	966	570
18	Ministry of Finance	6,281	17,913	11,632	31,351	13,438
	<i>of which</i>					
	<i>Central Board of Direct Taxes</i>	<i>2,398</i>	<i>7,058</i>	<i>4,660</i>	<i>11,686</i>	<i>4,628</i>
	<i>Central Board of Excise and Customs</i>	<i>3,740</i>	<i>10,577</i>	<i>6,837</i>	<i>19,069</i>	<i>8,492</i>
19	Ministry of Food Processing Industries	0	1	1	10	9
20	Ministry of Health and Family Welfare			0	699	699
21	Ministry of Heavy Industries and Public Enterprises	0	4	4	8	4
22	Ministry of Home Affairs (including Delhi Police)	1,02,773	2,42,799	1,40,026	4,65,959	2,23,160
23	Ministry of Human Resource Development	176	180	4	238	58
24	Ministry of Information and Broadcasting	1,231	1,211	-20	1,135	-76
25	Ministry of Labour And Employment	456	595	139	835	240
26	Ministry of Law and Justice	0	0	0	0	0
27	Ministry of Micro, Small And Medium Enterprises	183	79	-104	140	61
28	Ministry of Mines	288	764	476	2,404	1,640
29	Ministry of Minority Affairs	6	9	3	7	-2
30	Ministry of New and Renewable Energy	0	0	0	34	34
31	Ministry of Overseas Indian Affairs	0	19	19	18	-1
32	Ministry of Panchayati Raj	0	4	4	10	6

Sl. No.	Name of Ministry/ Department	Post 01.01.2004 Recruits, as on 01.01.2006	Post 01.01.2004 Recruits, as on 01.01.2010	Recruitment between 2006-2010	Post 01.01.2004 Recruits, as on 01.01.2014	Recruitment between 2010-2014
33	Ministry of Parliamentary Affairs	5	10	5	20	10
34	Ministry of Personnel, Public Grievances and Pensions (including CVC)	184	1,051	867	1,773	722
35	Ministry of Petroleum and Natural Gas	15	15	0	21	6
36	NITI Aayog	443	537	94	640	103
37	Ministry of Power	12	127	115	198	71
38	Ministry of Road Transport and Highways	1,541	221	-1,320	365	144
39	Ministry of Rural Development	4	27	23	66	39
40	Ministry of Science and Technology	495	717	222	700	-17
41	Ministry of Shipping	288	424	136	487	63
42	Ministry of Social Justice and Empowerment	1	5	4	74	69
43	Department of Space	1,676	3,617	1,941	5,696	2,079
44	Ministry of Statistics and Programme Implementation	771	1,059	288	1,692	633
45	Ministry of Steel	6	5	-1	7	2
46	Ministry of Textiles	159	225	66	364	139
47	Ministry of Tourism	0	0	0	85	85
48	Ministry of Tribal Affairs	48	51	3	29	-22
49	Andaman and Nicobar Islands	2,171	2,299	128	4,362	2,063
50	Chandigarh	620	2,033	1,413	2,743	710
51	Dadra Nagar Haveli	56	521	465	379	-142
52	Daman and Diu	1,786	1,467	-319	1,475	8
53	Lakshadweep	1,592	1,370	-222	1,831	461
54	Ministry of Urban Development (including Housing and Urban Poverty Alleviation)	272	807	535	3,980	3,173
55	*Ministry of Water Resources, River Development and Ganga Rejuvenation	541	1,387	846	2,722	1,335
56	Ministry of Women and Child Development	4	15	11	74	59
57	Ministry of Youth Affairs and Sports	1	3	2	19	16
58	Ministry of Railways	65,288	1,55,917	90,629	3,96,260	2,40,343
59	Union Public Service Commission	50	137	87	274	137
60	Indian Audit and Accounts Department	781	2,417	1,636	12,297	9,880
61	Election Commission	22	34	12	86	52
	<b>Grand Total</b>	<b>2,55,565</b>	<b>5,42,504</b>	<b>2,86,939</b>	<b>11,13,329</b>	<b>5,70,825</b>

\*Ministry of Urban Development is also the Cadre Controlling Ministry in respect of Personnel in the Ministry of Housing and Poverty Alleviation (HUPA)

**Annex 4: Composition of Personnel in various Groups ('A', 'B', 'C')**

Sl. No.	Name of Ministry/ Department	Persons in Position (PIP) as on 01.01.2014				Percentage of Total		
		Gr. A	Gr. B	Gr. C	Total	Gr. A	Gr. B	Gr. C
1	Ministry of Agriculture	606	2,123	4,950	<b>7,679</b>	8	28	64
2	Department of Atomic Energy	8,515	12,404	11,411	<b>32,330</b>	27	38	35
3	Ministry of AYUSH	59	42	61	<b>162</b>	36	26	38
4	Ministry of Chemicals and Fertilizers	91	191	288	<b>570</b>	16	34	51
5	Ministry of Civil Aviation	396	163	418	<b>977</b>	41	17	43
6	Ministry of Coal	40	102	163	<b>305</b>	13	33	53
7	Ministry of Commerce and Industry	802	1,171	1,798	<b>3,771</b>	21	31	48
8	Ministry of Communications and Information Technology	4,395	8,980	1,84,497	<b>1,97,872</b>	2	5	93
	<i>of which Department of Posts</i>	<i>527</i>	<i>6,826</i>	<i>1,82,418</i>	<i>1,89,771</i>	<i>0</i>	<i>4</i>	<i>96</i>
9	Ministry of Consumer Affairs, Food and Public Distribution	227	527	1,021	<b>1,775</b>	13	30	58
10	Ministry of Corporate Affairs	385	488	538	<b>1,411</b>	27	35	38
11	Ministry of Culture	241	872	6,866	<b>7,979</b>	3	11	86
12	Ministry of Defence(Civil)	17,160	59,415	3,21,847	<b>3,98,422</b>	4	15	81
13	Ministry of Development of North Eastern Region	54	86	119	<b>259</b>	21	33	46
14	Ministry of Drinking Water and Sanitation	19	40	19	<b>78</b>	24	51	24
15	Ministry of Earth Sciences	313	2,975	1,926	<b>5,214</b>	6	57	37
16	Ministry of Environment, Forests and Climate Change	665	707	1,711	<b>3,083</b>	22	23	55
17	Ministry of External Affairs	1,130	1,156	751	<b>3,037</b>	37	38	25
18	Ministry of Finance	5,847	40,925	49,091	<b>95,863</b>	6	43	51
	<i>of which</i>							
	<i>Central Board of Direct Taxes</i>	<i>3,375</i>	<i>5,765</i>	<i>32,929</i>	<i>42,069</i>	<i>8</i>	<i>14</i>	<i>78</i>
	<i>Central Board of Excise and Customs</i>	<i>2,056</i>	<i>34,150</i>	<i>14,706</i>	<i>50,912</i>	<i>4</i>	<i>67</i>	<i>29</i>
19	Ministry of Food Processing Industries	42	30	42	<b>114</b>	37	26	37
20	Ministry of Health and Family Welfare	2,997	4,972	13,092	<b>21,061</b>	14	24	62
21	Ministry of Heavy Industries and Public Enterprises	69	80	97	<b>246</b>	28	33	39
22	Ministry of Home Affairs (including Delhi Police)	16,090	60,162	9,03,862	<b>9,80,114</b>	2	6	92
23	Ministry of Human Resource Development	215	509	522	<b>1,246</b>	17	41	42

Sl. No.	Name of Ministry/ Department	Persons in Position (PIP) as on 01.01.2014				Percentage of Total		
		Gr. A	Gr. B	Gr. C	Total	Gr. A	Gr. B	Gr. C
24	Ministry of Information and Broadcasting	304	958	3,223	<b>4,485</b>	7	21	72
25	Ministry of Labour and Employment	826	895	3,232	<b>4,953</b>	17	18	65
26	Ministry of Law and Justice	190	412	814	<b>1,416</b>	13	29	58
27	Ministry of Micro, Small and Medium Enterprises	240	618	1,022	<b>1,880</b>	13	33	54
28	Ministry of Mines	2,483	692	5,941	<b>9,116</b>	27	8	65
29	Ministry of Minority Affairs	38	48	62	<b>148</b>	26	32	42
30	Ministry of New and Renewable Energy	80	35	72	<b>187</b>	43	19	39
31	Ministry of Overseas Indian Affairs	26	40	52	<b>118</b>	22	34	44
32	Ministry of Panchayati Raj	30	31	21	<b>82</b>	37	38	26
33	Ministry of Parliamentary Affairs	21	39	63	<b>123</b>	17	32	51
34	Ministry of Personnel, Public Grievances and Pensions (including CVC)	855	1,978	4,616	<b>7,449</b>	11	27	62
35	Ministry of Petroleum and Natural Gas	51	103	76	<b>230</b>	22	45	33
36	NITI Aayog	391	423	465	<b>1,279</b>	31	33	36
37	Ministry of Power	323	313	408	<b>1,044</b>	31	30	39
38	Ministry of Road Transport and Highways	303	438	965	<b>1,706</b>	18	26	57
39	Ministry of Rural Development	117	203	156	<b>476</b>	25	43	33
40	Ministry of Science and Technology	402	2,059	4,219	<b>6,680</b>	6	31	63
41	Ministry of Shipping	185	560	1,140	<b>1,885</b>	10	30	60
42	Ministry of Social Justice and Empowerment	83	163	246	<b>492</b>	17	33	50
43	Department of Space	8,555	3,416	3,040	<b>15,011</b>	57	23	20
44	Ministry of Statistics and Programme Implementation	393	2,842	963	<b>4,198</b>	9	68	23
45	Ministry of Steel	39	86	85	<b>210</b>	19	41	40
46	Ministry of Textiles	145	749	2,201	<b>3,095</b>	5	24	71
47	Ministry of Tourism	64	103	333	<b>500</b>	13	21	67
48	Ministry of Tribal Affairs	49	62	86	<b>197</b>	25	31	44
49	Andaman and Nicobar Islands	614	7,351	19,551	<b>27,516</b>	2	27	71
50	Chandigarh	1,975	3,925	19,300	<b>25,200</b>	8	16	77
51	Dadra Nagar Haveli	47	1,902	1,076	<b>3,025</b>	2	63	36
52	Daman and Diu	56	1,371	889	<b>2,316</b>	2	59	38
53	Lakshadweep	40	1,288	3,426	<b>4,754</b>	1	27	72
54	*Ministry of Urban Development (including Housing and Urban Poverty Alleviation)	1,539	6,967	22,159	<b>30,665</b>	5	23	72

Sl. No.	Name of Ministry/ Department	Persons in Position (PIP) as on 01.01.2014				Percentage of Total		
		Gr. A	Gr. B	Gr. C	Total	Gr. A	Gr. B	Gr. C
55	Ministry of Water Resources, River Development and Ganga Rejuvenation	1,237	2,391	7,423	<b>11,051</b>	11	22	67
56	Ministry of Women and Child Development	82	154	283	<b>519</b>	16	30	55
57	Ministry of Youth Affairs and Sports	35	87	159	<b>281</b>	12	31	57
58	Ministry of Railways	8,493	7,283	12,99,912	<b>13,15,688</b>	<1	<1	99
59	Union Public Service Commission	157	527	780	<b>1,464</b>	11	36	53
60	Indian Audit and Accounts Department	605	32,105	15,454	<b>48,164</b>	1	67	32
61	Election Commission	70	155	140	<b>365</b>	19	42	38
	<b>GRAND TOTAL</b>	<b>91,501</b>	<b>2,80,892</b>	<b>29,29,143</b>	<b>33,01,536</b>	<b>3</b>	<b>9</b>	<b>89</b>

*\*Ministry of Urban Development is also the Cadre Controlling Ministry in respect of Personnel in the Ministry of Housing and Poverty Alleviation (HUPA)*

**Annex 5: Age Profile of Persons in Position as on 01.01.2014**

Sl. No.	Name of Ministry/ Department	≥ 20 and < 30 yrs.	≥ 30 and < 40 yrs.	≥ 40 and < 50 yrs.	≥ 50 and < 60 yrs.	Others	Total
1	Ministry of Agriculture	837	1,012	2,530	3,298	2	<b>7,679</b>
2	Department of Atomic Energy	4,177	7,735	9,228	11,136	54	<b>32,330</b>
3	Ministry of AYUSH	10	20	50	84	0	<b>164</b>
4	Ministry of Chemicals and Fertilizers	47	106	220	197	0	<b>570</b>
5	Ministry of Civil Aviation	161	88	288	439	1	<b>977</b>
6	Ministry of Coal	11	20	78	196	0	<b>305</b>
7	Ministry of Commerce and Industry	118	486	1,337	1,830	0	<b>3,771</b>
8	Ministry of Communications and Information Technology	28,833	30,140	54,632	80,933	493	<b>1,95,031</b>
	<i>of which Department of Posts</i>	<i>28,370</i>	<i>29,333</i>	<i>52,289</i>	<i>79,295</i>	<i>484</i>	<i>1,89,771</i>
9	Ministry of Consumer Affairs, Food and Public Distribution	197	247	515	817	0	<b>1,776</b>
10	Ministry of Corporate Affairs	161	337	499	411	3	<b>1,411</b>
11	Ministry of Culture	325	1,504	2,647	3,502	1	<b>7,979</b>
12	Ministry of Defence (Civil)	48,849	91,303	1,06,256	1,51,161	853	<b>3,98,422</b>
13	Ministry of Development of North Eastern Region	24	40	79	113	3	<b>259</b>
14	Ministry of Drinking Water and Sanitation	11	14	23	30	0	<b>78</b>
15	Ministry of Earth Sciences	309	370	2,274	2,258	3	<b>5,214</b>
16	Ministry of Environment, Forests and Climate Change	78	458	1,390	1,154	3	<b>3,083</b>
17	Ministry of External Affairs	282	495	1,060	1,200	0	<b>3,037</b>
18	Ministry of Finance	9,603	16,877	36,019	33,307	57	<b>95,863</b>
	<i>of which</i>						
	<i>Central Board of Direct Taxes</i>	<i>4,987</i>	<i>7,593</i>	<i>16,339</i>	<i>13,132</i>	<i>18</i>	<i>42,069</i>
	<i>Central Board of Excise and Customs</i>	<i>4,375</i>	<i>8,863</i>	<i>18,634</i>	<i>19,040</i>	<i>0</i>	<i>50,912</i>
19	Ministry of Food Processing Industries	4	13	43	54	0	<b>114</b>
20	Ministry of Health and Family Welfare	2,019	3,982	7,225	7,296	539	<b>21,061</b>
21	Ministry of Heavy Industries and Public Enterprises	10	24	74	138	0	<b>246</b>
22	Ministry of Home Affairs (including Delhi Police)	3,94,548	2,59,660	2,43,913	67,933	14,060	<b>9,80,114</b>
23	Ministry of Human Resource Development	77	138	405	626	0	<b>1,246</b>
24	Ministry of Information and Broadcasting	313	599	1,566	2,004	3	<b>4,485</b>
25	Ministry of Labour and Employment	342	962	1,671	1,948	30	<b>4,953</b>
26	Ministry of Law and Justice	83	337	459	513	24	<b>1,416</b>
27	Ministry of Micro, Small and Medium Enterprises	78	452	668	685	0	<b>1,883</b>
28	Ministry of Mines	1,069	1,327	2,495	4,223	2	<b>9,116</b>
29	Ministry of Minority Affairs	11	25	48	56	8	<b>148</b>
30	Ministry of New and Renewable Energy	13	24	53	97	0	<b>187</b>

31	Ministry of Overseas Indian Affairs	5	21	36	56	0	<b>118</b>
32	Ministry of Panchayati Raj	3	22	26	31	0	<b>82</b>
33	Ministry of Parliamentary Affairs	9	26	40	43	5	<b>123</b>
34	Ministry of Personnel, Public Grievances and Pensions (including CVC)	652	1,675	3,313	1,794	15	<b>7,449</b>
35	Ministry of Petroleum and Natural Gas	4	28	60	138	0	<b>230</b>
36	NITI Aayog						<b>1,279</b>
37	Ministry of Power	69	125	326	523	1	<b>1,044</b>
38	Ministry of Road, Transport and Highways	108	417	620	557	4	<b>1,706</b>
39	Ministry of Rural Development	18	64	184	210	0	<b>476</b>
40	Ministry of Science and Technology	212	1,050	1,628	3,787	3	<b>6,680</b>
41	Ministry of Shipping	119	291	796	679	0	<b>1,885</b>
42	Ministry of Social Justice and Empowerment	30	131	140	190	1	<b>492</b>
43	Department of Space	2,854	3,993	3,196	4,764	204	<b>15,011</b>
44	Ministry of Statistics and Programme Implementation	842	702	1,030	1,624	0	<b>4,198</b>
45	Ministry of Steel	5	50	80	75	0	<b>210</b>
46	Ministry of Textiles	61	258	448	2,328	0	<b>3,095</b>
47	Ministry of Tourism	14	72	326	88	0	<b>500</b>
48	Ministry of Tribal Affairs	15	38	63	81	0	<b>197</b>
49	Andaman and Nicobar Islands	3,074	7,196	10,113	7,101	32	<b>27,516</b>
50	Chandigarh	5,215	4,940	7,910	7,004	131	<b>25,200</b>
51	Dadra Nagar Haveli	220	522	1,207	1,070	6	<b>3,025</b>
52	Daman and Diu	451	674	845	346		<b>2,316</b>
53	Lakshadweep	519	1,166	1,451	1,618	0	<b>4,754</b>
54	*Ministry of Urban Development (including Housing and Urban Poverty Alleviation)	1,371	2,212	8,120	18,962	0	<b>30,665</b>
55	Ministry of Water Resources, River Development and Ganga Rejuvenation	724	1,077	3,239	6,011	0	<b>11,051</b>
56	Ministry of Women and Child Development	52	70	149	248	0	<b>519</b>
57	Ministry of Youth Affairs and Sports	16	81	53	124	7	<b>281</b>
58	Ministry of Railways	2,16,355	2,80,517	3,20,262	4,93,609	4,945	<b>13,15,688</b>
59	Union Public Service Commission	149	156	522	634	3	<b>1,464</b>
60	Indian Audit and Accounts Department	7,087	8,233	16,616	16,188	40	<b>48,164</b>
61	Election Commission	49	87	164	64	1	<b>365</b>
	<b>GRAND TOTAL</b>	<b>7,32,902</b>	<b>7,34,689</b>	<b>8,60,708</b>	<b>9,47,586</b>	<b>21,537</b>	<b>32,98,701</b>

*\*Ministry of Urban Development is also the Cadre Controlling Ministry in respect of Personnel in the Ministry of Housing and Poverty Alleviation (HUPA)*

**Annex A: Data Template for ministries/departments issued from 7th Central CPC (CPC)**

Data on Personnel				
Name of Ministry/ Department :				
<b>Personnel - Disaggregate:</b>				
Group	Particulars	01-01-2006 <sup>[1]</sup>	01-01-2010	01-01-2014
Group A	Sanctioned Strength			
Group A	Number in position			
Group A	Recruited prior to 01.01.2004			
Group A	Recruited on and after 01.01.2004			
Group A	Vacancy			
Group B	Sanctioned Strength			
Group B	Number in position			
Group B	Recruited prior to 01.01.2004			
Group B	Recruited on and after 01.01.2004			
Group B	Vacancy			
Group C	Sanctioned Strength			
Group C	Number in position	-	-	-
Group C	Recruited prior to 01.01.2004			
Group C	Recruited on and after 01.01.2004			
Group C	Vacancy	-	-	-
All Groups	Sanctioned Strength			
All Groups	Number in position			
All Groups	Recruited prior to 01.01.2004	-	-	-
All Groups	Recruited on and after 01.01.2004	-	-	-
All Groups	Vacancy	-	-	-
Note :- <sup>[1]</sup> For 1/1/2006 data on Group C and D may be clubbed together.				
<b><u>Age profile of employees (All Groups):-</u></b>				
Of the total number of personnel in position as on 1/1/2014 in the Table above*				
Those less than 20 years of age		:		
20 or more but less than 30 years of age		:		
30 or more but less than 40 years of age		:		
40 or more but less than 50 years of age		:		
50 or more but less than 60 years of age		:		
60 or more years of age		:		
Note:- * In case of mismatch between G30 and E38, indicate the reason for the same in the Remarks/ Clarifications box below.				
<b><u>Autonomous Bodies under the Ministry/ Department (As on 1/1/2014):</u></b>				
Number of Central Autonomous Bodies		:		
No of personnel in Central Autonomous Bodies		:		
<b><u>Remarks/Clarifications if any with regard to data in Annex A (50 words):</u></b>				

**Annex B: Data Template for Ministries/Departments Issued from Seventh Central Pay Commission**

<b>Data on Expenditure on Salaries and allowances:</b> <span style="float: right;">(in ₹ lakh)</span>			
<b>Particulars</b>	<b>FY 2010-11</b>	<b>FY 2011-12</b>	<b>FY 2012-13</b>
1. Total Plan expenditure			
2. Plan expenditure on Salaries and allowances			
3. Total Non Plan expenditure			
4. Non Plan expenditure on Salaries and allowances			
5. Total expenditure (1+3)			
6. Total expenditure on Salaries and allowances (2+4)			
7. Expenditure on Grants in aid Salaries			
<b><u>Autonomous Bodies</u></b>			
Grants in aid Salaries paid to Central Autonomous Bodies: <span style="float: right;">(in ₹ lakh)</span>			
<b>Particulars</b>	<b>FY 2010-11</b>	<b>FY 2011-12</b>	<b>FY 2012-13</b>
Grants in aid Salaries			
Note: 1. Salary data should be based on Object heads 'Salaries' and 'Grants in aid Salaries.' 2. Expenditure figures for Civil ministries should be based on figures provided by the concerned Principal CCA/ CCA			
<b><u>Remarks/Clarifications if any with regard to data in Annex B (50 words):</u></b>			

**Annex C: Data Template for Ministries/Departments Issued from Seventh Central Pay Commission**

<b>Data on Contractual Manpower:</b>			
Ministries/departments have, in the recent past, outsourced various services through manpower engaged on contractual basis. In this regard the following data is sought:			
<b>Data on Contractual Manpower</b>	<b>FY 2010-11</b>	<b>FY 2011-12</b>	<b>FY 2012-13</b>
1. Man months of deployment at various remuneration levels (a) to (d)			
1.(a) 10,000 and less per month#			
1.(b) From 10,001 to 20,000 per month#			
1.(c) From 20,001 to 50,000 per month#			
1.(d) Over 50,000 per month#			
2. Expenditure incurred on contract manpower (in lakh)			
Note: 1. # The remuneration figures should be exclusive of service tax. 2. Expenditure figures for Civil ministries should be based on figures provided by the concerned Principal CCA/ CCA. Object head to which expenditure on contractual manpower incurred : <span style="border: 1px solid black; display: inline-block; width: 200px; height: 20px; vertical-align: middle;"></span>			
<b><u>Remarks/Clarifications if any with regard to data in Annex C (50 words):</u></b>			

**Annex D1: Data Template for Ministries/Departments Issued from Seventh Central Pay Commission**

<b>Data on Training of Employees:</b>											
	Number in Position as on 01.01.2014		Number of posts identified for core competencies		Number of posts identified for specialised competencies		Numbers trained during 2012-13			Numbers trained during 2013-14	
							For core competencies	For specialised competencies		For core competencies	For specialised competencies
Group A											
Group B											
Group C											
<b>Total</b>	-	-	-	-	-	-	-	-	-	-	-
<b>Remarks/Clarifications if any with regard to data in Annex D1 (50 words):</b>											

**Annex D2: Data Template for Ministries/Departments Issued from Seventh Central Pay Commission**

<b>Statement providing details of Training (Category of Posts wise):</b>											
Training Budget for 2013-14 (where such budget exists) (₹ in lakh)									:		
Actual Budget utilisation for 2013-14 (₹ in lakh)									:		
Category of Posts	Formulation of Training Plans				Status of creation of training Infrastructure				Monitoring and evaluation		
	Training Plan (Y/N)	Annual Training Plan (Y/N)	Core competencies identified (Y/N)	Specialized competencies identified (Y/N)	Training cell created (Y/N)	Whether centralized Training Institute(s) exists (Y/N)	Physical infrastructure created Fully (F)/ Partially (P)/ Not yet (N)	No of In house faculty/ Master trainers/ Instructors	Database of personnel trained maintained (Y/N)	Evaluation of training done Annually (A)/ Half yearly (H)/ Quarterly (Q)/ Monthly (M)/ Not done (N)	Status of training objectives met fully (F)/ Partially(P)/ Not substantial (N)
-1	-2	-3	-4	-5	-6	-7	-8	-9	-10	-11	-12
<b>Remarks/Clarifications if any with regard to data in Annex D2 (50 words):</b>											

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## Principles of Pay Determination

## Chapter 4.1

**4.1.1 The Seventh CPC has been set up at a time of many noticeable changes on the governance front.** The principal role of the government as the prime facilitator has gained firm ground. E-Governance has made considerable progress, facilitating communication and improving coordination of authorities at different tiers of government. There is a specific emphasis on *Minimum Government and Maximum Governance*, harping on the concept of a leaner bureaucracy with more skilled people. There is also a definite need to harmonize the functioning of the Central Government with the demands of the emerging global economic scenario. This Commission had to keep all these factors while finalizing the compensation structure for the Central Government employees.

### **Compensation Structure in a Government Setting**

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**4.1.2 Employee compensation is an important element of government functioning.** In general, the level and structure of compensation should aim to achieve four objectives: (i) pay should be sufficient to attract and retain high quality staff; (ii) pay should motivate staff to work hard; (iii) pay policy should induce other human resource management reforms; and (iv) pay should be set at a level to ensure long term fiscal sustainability.

### **Our Terms of Reference (ToRs)**

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**4.1.3 The ToRs of the Seventh CPC broadly revolve around these objectives.** The Commission has been mandated to *‘examine, review, evolve and recommend changes that are desirable and feasible regarding the principles that should govern the emoluments structure including pay, allowances and other facilities/benefits, in cash or kind, having regard to rationalization and simplification therein as well as the specialized needs of various departments.’*

4.1.4 In carrying out the above, the remaining terms of reference laid down certain pointers. These include:

- *‘In so far as the defence forces are concerned the historical and traditional parities with due emphasis on aspects unique to defence personnel is required to be kept in mind.’*
- *‘The framework in the emoluments structure is required to be linked with the need to attract the most suitable talent to government service, promote efficiency, accountability and responsibility in the work culture, and foster excellence in the public governance system...’*
- The recommendations have to be made keeping in view *the economic conditions in the country and need for fiscal prudence*’ as also *‘the need to ensure that adequate resources are available for developmental expenditures and welfare measures.’*

- Also to be kept in view is *‘the prevailing emoluments structure and retirement benefits available to employees of the Central Public Sector Undertakings’* as also *‘the best global practices and their adaptability and relevance in Indian conditions.’*

### **Challenges before this Commission**

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4.1.5 The real challenge before this Commission is to provide a pay structure which is competitive yet affordable, attractive yet acceptable, forward looking yet adaptable, simple yet rational, and one which matches with the current socio-economic and political conditions as well as the changing perception of the overall administrative machinery and the public governance system.

4.1.6 **One of the peculiarities of the Indian civil structure and the pay structure that has been in vogue is the high degree of emphasis on uniformity and relativity.** In interacting with various associations, federations, heads of institutions, what has clearly come across is the prevalence of historical equations across the various cadres in government. Disturbances caused in any of these have an immediate and very vocal effect by way of strident demands in restoring earlier parities. Extensive litigation has come to be the norm. The second issue relates to ease of administration. A simple structure with rules of fixation that are easy to understand and apply would take away the possibility of either inadvertent errors or any element of arbitrariness. This Commission has, therefore set simplicity and complete transparency as a basic guiding principle.

4.1.7 **From the employees’ perspective, the upper most aspect is naturally that the emoluments should appropriately reflect the qualifications and the skill sets that each individual brings to this system.** Apart from being fair and adequate, what is crucial is that the pay structure should correctly reflect the relative positions in the hierarchy. In its deliberations, the Commission has found that the preponderance of grievances relates to the emoluments drawn by others as opposite to what is received by oneself. Due care, therefore, has been given to the aspect of equity.

4.1.8 **Over the years, due to downsizing of bureaucracy, issues relating to diminishing or in some cases non-existent promotional avenues have impacted the employees’ motivational levels.** To address this problem, various schemes of assured career progression have been introduced by previous Pay Commissions. It is now one of the major aspirational challenges spurring work efficiency and which needs to be acknowledged by the Pay Commission. The emoluments structure is now expected to provide scope for career advancement by way of financial upgradation at reasonable intervals so as to keep the workforce motivated.

### **Approach of this Commission**

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4.1.9 **The efforts of the Commission have been to devise a pay structure to address all the above listed issues and concerns. Special emphasis has been laid on designing a pay matrix which is simple, transparent, predictable and easily comprehensible.** During their interactions with the Commission, the stakeholders placed many demands, ranging from

common entry pay, rationalization of the existing grade pay structure, common treatment of like cadres, transparent pay structure as also increasing the frequency of the MACP. The new pay matrix incorporates all these features: subsuming the grade pay, the rationalized matrix presents the whole universe of pay levels in one simple chart. The levels have been rationalized too, displaying a logical pay progression. Employees would be able to see their pay level, where they fit in and how they are likely to progress over their career span. The Commission has also recommended simplified procedures for computation of pension.

**4.1.10 On the same pattern, the entire structure of Allowances has been reviewed, rationalized and simplified.** Inter-departmental and inter-Ministerial disparities regarding payment of various allowances have been sought to be removed as far as possible. An innovative Risk and Hardship Matrix has been proposed. Also, the Commission recommends that each allowance should be put in the public domain as a step towards greater transparency in governance.

**4.1.11 The pay matrix addresses the important issue of adequacy of the compensation structure.** The Commission observes that the purpose of pay is to compensate the employees for work done, to motivate them to perform well. The purposes also include **attracting talent to government service and also retaining them**, thus avoiding the need for expensive recruitment and training for replacement.

4.1.12 Ideally speaking, the compensation package should be a well defined function of prescribed educational and other entry level qualifications, job content, roles and responsibilities attached to the position etc. However, this is a difficult task, especially in a government setting, which has hundreds of organizations and plethora of job roles. **The Commission has, to the extent possible, while dealing with individual cadres, attempted to bring about uniformity in their qualification and pay structure.** This should ameliorate grievances of many 'common' cadres across organizations.

**4.1.13 The Commission has also analysed the important question of whether wages are sufficient to attract and retain qualified staff.** One way to address this question is to compare wages in government sector positions with wages for comparable positions in the private sector. This presumes that if wages in the government sector are too far below private sector wages, the government sector will have difficulty attracting and retaining the sort of staff it requires. In their presentations before the Commission, many associations brought out this aspect highlighting, inter alia, that the compensation pattern in the private sector is more remunerative. Although private sector wage comparators are difficult to obtain, the Commission feels that this could be the case in respect of only a few specialized segments. The results of the IIM, Ahmedabad study on comparing job families between the government and private/public sector has brought out the fact that while at lower levels salaries are much lower in the private sector as compared to government jobs, at the highest echelons of governance, the compensation in government is nowhere comparable to their counterparts in the private/public sector.

4.1.14 But a mere comparison of the salaries should not form the benchmark for remuneration, it is to be viewed keeping in mind the uniqueness inherent in the government in terms of

security of tenure, assured prospects of financial progression even when no promotional avenues exist, leave and pensionary privileges which are not available to their counterparts in the private/public sector.

4.1.15 Having said this, there is no denying that officers at higher level shoulder maximum responsibility and accountability and hence should be compensated accordingly. In light of this, the Commission has accorded slightly higher index of rationalisation at level of Senior Administrative Grade and above.

4.1.16 The Commission notes that government employees are entitled to a host of tangible and non tangible benefits - from job security, inflation indexed salary, assured prospects of financial progression- to name a few. It may be difficult to monetize some of these non-tangibles. That the government jobs retain their charm is evident from the increasing number of qualified candidates per advertised vacancy as well as from the low turnover rates among recent recruits.

**4.1.17 The Commission has adopted an innovative design to make the remuneration structure attractive.** It has adopted the need based minimum wage formula for designing the pay matrix. The rationalization of pay levels has been done keeping this minimum pay as the base for all calculations. It has been recommended that the minimum pay at each level will be the entry pay for direct recruits for those levels. Each level has been placed equidistantly. The various stages within a level moves upwards at the rate of 3 percent per annum. Owing to this rationalization, the quantum of increase in pay on promotion, either on regular basis or through the MACP, is likely to be substantial. This design will make the existing remuneration pattern in the government more attractive.

4.1.18 The basis for calculation of minimum and maximum pay, rate of pay progression across levels, basis for rationalisation and uniform approach towards fixation of pay have been clearly spelt out to leave no room for ambiguity or conjecture.

4.1.19 Historically, the qualification and skill set required as well as roles and responsibilities discharged at various levels in the overall hierarchy have been central to the basis for pay grading. The rationalisation index has been applied keeping this principle in mind.

4.1.20 There is uniformity in fixation of pay whether at entry level or on promotion or at the time of migrating from one pay regime to another. The new pay structure will bring out clearly what the total emoluments will be at a given point in time during one's career span. The rate of pay progression will also be stated upfront for existing as well as new entrants.

4.1.21 Since, substantial delayering had already been attempted by the previous Pay Commissions, this Commission is not removing any levels, but to simplify the pay structure, the grades pay have been subsumed in the pay band to form distinct levels. The new pay structure is a construct in the matrix format and provides open ended progression in pay at all levels.

**4.1.22 One recurrent theme in the representations of various associations relates to 'equity' or 'Equal Pay for Equal Work.'** Ideally, the remuneration package should establish horizontal equity: employees should feel that their pay is comparable with the remuneration structure of similarly placed positions outside their organization. The employees should also

feel that the pay structure shows linear progression pattern and thus the notion of vertical equity is also maintained. The Pay Matrix addresses these issues as well. The Commission has designed the pay structure in such a manner that the pay progression recognises the importance of vertical relativities and also assigns a reasonable basis to such progression. This has been done by assigning a uniform fitment factor of 2.57.

4.1.23 The Commission feels that there is strong need to create a culture of performance in government – from establishing standards of performance, to measuring, and promoting people based on performance. To emphasize on the culture of performance, the Commission has recommended that all the non-performers in the system should be phased out after 20 years. The Commission has recommended that Performance Related Pay should be introduced in the government and that all Bonus payments should necessarily be linked with productivity.

## Determination of Minimum Pay

## Chapter 4.2

### Introduction

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4.2.1 The estimation of minimum pay in government is the first step towards building its pay structure. In doing so, the approach is to ascertain, by using the most logical and acceptable methodology, what the lowest ranked staff in government needs to be paid to enable him to meet the minimum expenditure needs for himself and his family in a dignified manner.

### Minimum Pay Estimated by the V and VI CPC

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4.2.2 In making this assessment various methodologies are possible, and have been considered by different Pay Commissions. The V CPC adopted the 'Constant Relative Income Approach' to estimate the minimum pay. This approach is based on the principle that the real minimum pay must grow in tandem with real per capita income so that the compensation of government staff is not independent of the economic realities of the country. Accordingly the V CPC proceeded from the minimum pay of ₹750 estimated by the IV CPC as on 01.01.1986 and added to it the DA of ₹1,110 to arrive at the 'price protected' minimum pay of ₹1,860 as on 01.01.1996. To this a step up of 30.9 percent was applied, the percentage being the real increase in the per capita income (per capita net national product at factor cost) during the period 1986-95. After rounding off, the minimum pay was arrived at ₹2,440 as on 01.01.1996, which was subsequently increased to ₹2,550 at the implementation stage.

4.2.3 To estimate the minimum pay in the government, the VI CPC used the norms set by the 15<sup>th</sup> Indian Labor Conference (ILC) in 1957 to determine the need-based minimum wage for a single industrial worker. The norms set by the ILC are as below:

- i. A need-based minimum wage for a single worker should cover all the needs of a worker's family. The normative family is taken to consist of a spouse and two children below the age of 14. With the husband assigned 1 unit, wife, 0.8 unit and two children, 0.6 units each, the minimum wage needs to address 3 consumption units;
- ii. The food requirement per consumption unit is shown in the Annexure to this chapter. The specifications were derived from the recommendations of Dr. Wallace Aykroyd, the noted nutritionist, which stated that an average Indian adult engaged in moderate activity should, on a daily basis, consume 2,700 calories comprising 65 grams of protein and around 45-60 grams of fat. Dr Aykroyd had further pointed out that animal proteins, such as milk, eggs, fish, liver and meat, are biologically more efficient than vegetable proteins and suggested that they should form at least one-fifth of the total protein intake;
- iii. The clothing requirements should be based on per capita consumption of 18 yards per annum, which gives 72 yards per annum (5.5 meters per month) for the average worker's family. The 15<sup>th</sup> ILC also specified the associated consumption of detergents, which can be seen in the Annexure;

- iv. For housing, the rent corresponding to the minimum area provided under the government's industrial housing schemes is to be taken. The 15<sup>th</sup> ILC kept it at 7.5 percent of the total minimum wage;
- v. Fuel, lighting and other items of expenditure should constitute an additional 20 percent of the total minimum wage.

4.2.4 The VI CPC considered additional components of expenditure to cover for children's education, medical treatment, recreation, festivals and ceremonies. This followed from the Supreme Court's ruling in the *Raptakos Brett Vs Workmen* case of 1991 for determination of minimum wage of an industrial worker. The Supreme Court had prescribed this amount at 25 percent of the total minimum wage calculated from the first five components. However, in considering this additional component the VI CPC took note of the educational allowance and medical facilities being provided by the government. Based on its calculations the VI CPC arrived at a minimum wage of ₹5,479. This was enhanced by about 22 percent to ₹6,660, which was recommended as the minimum pay in the government. The enhancement quantified the skill factor that Group D staff would acquire through training, upon their merger into Group 'C'. Ultimately, at the implementation stage, the minimum pay was fixed at ₹7,000 per month on 01.01.2006.

#### **Demand made by JCM-Staff Side to the Commission**

4.2.5 In its representation the JCM-Staff Side has submitted that the Commission must determine a 'need-based minimum pay,' estimated entirely from the ILC norms and factoring in the 1991 ruling of the Supreme Court to provide for education, medical, recreation, festivals and ceremonies. In addition they have also sought the inclusion of a quantified skill factor on the lines of the VI CPC's approach for addressing the merger of the Group D staff into Group 'C'. They have further stated that unlike the previous CPCs, the Commission should not exclude any of the seven components (five ILS components + additional 25 percent provisioning + skill factor) on the apprehension that it would impose a heavy financial burden on the government.

4.2.6 Based on the various components of the ILC norms and the subsequent additions the JCM-Staff Side has reported that the minimum pay should be ₹26,000 per month, as on 01.01.2014, the date from which it wants the Commission's recommendations to be implemented. The prices used for the calculation are stated to be the retail prices prevailing in New Delhi, Mumbai, Chennai, Kolkata, Hyderabad, Bhubaneswar, Trivandrum and Bangalore, as on 01.01.2014. The JCM-Staff Side has argued that this estimation of minimum pay is still on the lower side. This is on the basis of their argument that the 15<sup>th</sup> ILC norms need to be revised for including old and dependent parents as additional consumption units.

#### **Approach of the Commission**

4.2.7 The 15<sup>th</sup> ILC norms were formulated in 1957. As such, the I CPC, which gave its recommendations in 1948, pre-dated the same. The II CPC did make an initial assessment using the ILC norms. However, it moderated the minimum pay so calculated in line with the then

prevailing per capita income. The III CPC adopted a modified version of the norms to calculate the minimum pay. The IV CPC estimated the minimum pay by applying the growth of total emoluments index on the minimum pay estimated by the III CPC. As already discussed, the V CPC estimated the minimum pay through the 'Constant Relative Income Approach' whilst the VI CPC adopted the 15<sup>th</sup> ILC norms to arrive at a base figure, to which was added additional 25 percent for various additional items plus the skill factor. The Commission has thus noted that directly or indirectly, the ILC norms have always been at the core of the minimum pay calculations made by the previous Pay Commissions. The Commission is also of the view that the ILC norms, along with other supplements (the entire set of seven components), are the best approach to estimating the minimum pay as it is a need-based wage calculation that directly costs the requirements, normatively prescribed to ensure a healthy and a dignified standard of living.

4.2.8 The Commission has estimated the minimum pay (the calculations for which have been tabulated in the Annexure) through the following steps:

**Step 1:** The food, clothing and detergent products listed and their respective quantities specified by the 15<sup>th</sup> ILC have been adopted. These quantities indicate the monthly consumption of the listed products by a family comprising three consumption units. [For e.g. for the product 'Dal' the quantity specified for daily consumption is 80 grams per consumption unit per day. The monthly consumption of Dal by a consumption unit thus works out to 2.4 kg (80 x 30). Accordingly the monthly consumption of Dal by a family comprising 3 units is 7.2 kgs (2.4 x 3).]

**Step 2:** The quantities have been multiplied by their respective product prices to arrive at product wise cost. The price adopted for each product is the average of prices of various items that are included in the product. The price of an item is the average of its prices prevailing in each month from July, 2014-June, 2015. [At monthly family consumption of 7.2 kg the Commission has estimated the monthly expenditure on Dal at ₹704.44 after calculating the price of Dal at ₹97.84 per kg. The price of Dal has been calculated as the average of prices of Toor, Urad and Moong Dal items specified under the product Dal and whose prices have been determined at ₹87.86, ₹109.66 and ₹96.00 respectively. The prices of these three Dal items are the twelve monthly average prices for the period July, 2014-June, 2015.]

The prices of all items have been sourced from Labor Bureau, Shimla. These prices are used in the calculation of the CPI (IW) and subsequently the calculation of Dearness Allowance. In the current exercise the prices of all items are for the period July 2014-June 2015 and have been used in the calculation of DA at 119 percent operative from 01.07.2015.

**Step 3:** The cost of food, clothing and detergent products obtained from Step 2 has been divided by 0.8 to arrive at a total, of which 20 percent provides for fuel and lighting expenses. This addresses the fifth component under para 4.2.3. The fourth component on housing under para 4.2.3 has not been addressed at this stage as its quantification at the final stage of pay estimation is considered more appropriate by the Commission.

**Step 4:** The cost estimated from Step 3 is divided by 0.85 to arrive at a total, of which 15 percent is towards recreation, ceremonies and festivities. The prescribed provision of

25 percent to cover education, recreation, ceremonies, festivals and medical expenses has been moderated to 15 percent because expenses on educational and medical necessities are being separately provided for through relevant allowances and facilities and thus need not be provided here. This partially addresses the first of the two components outside the 15<sup>th</sup> ILC norms.

**Step 5:** The cost estimated from Step 4 is increased by 25 percent to account for the skill factor, following the reasoning that there is no unskilled staff in the government after the merger of Group D staff in Group 'C'. This addresses the second of the two components outside the 15<sup>th</sup> ILC norms.

**Step 6:** The cost estimated from Step 5 is divided by 0.97 to arrive at a total, of which 3 percent provides for housing expenses. This is done in view of the observation that license fees for government accommodation is about 3 percent of the total pay. This addresses the fourth component stated under para 3 but partially so, as the 15<sup>th</sup> ILC norms had fixed the housing provision at 7.5 percent.

**Step 7:** The cost estimated from Step 6 is as on 1 July, 2015 when the DA was 119 percent. The DA is assumed to be 125 percent as on 1 January, 2016, the day from which the Commission expects its recommendations to be implemented by the government. Accordingly the cost estimated from Step 6 has been increased by 3 percent ( $2.25/2.19 = 1.027$  or nearly 3%).

4.2.9 The cost estimated from Step 7 is next rounded off to ₹18,000, which is the minimum pay being recommended by the Commission, operative from 01.01.2016. This is 2.57 times the minimum pay of ₹7,000 fixed by the government while implementing the VI CPC's recommendations from 01.01.2006. Accordingly, basic pay at any level on 01.01.2016 (pay in the pay band + grade pay) would need to be multiplied by 2.57 to fix the pay of an employee in the new pay structure. Of this multiple, 2.25 provides for merging of basic pay with DA, assumed at 125 percent on 01.01.2016, while the balance is the real increase being recommended by the Commission. The real increase works out to 14.2 percent ( $2.57 \div 2.25 = 1.1429$ ). The following table shows the real increase given by each CPC/Government over the previously set minimum pay:

*(in percent)*

II CPC	14.2
III CPC	20.6
IV CPC	27.6
V CPC	31.0
VI CPC	54.0
VII CPC	14.3

4.2.10 The real pay in government is protected by providing Dearness Allowance (DA), which is *that* percentage of pay by which the CPI (IW)<sup>16</sup> increases over a fixed base value.

<sup>16</sup> CPI (IW) is Consumer Price Index for Industrial Workers maintained by Labour Bureau, Shimla.

Consequently the absolute amount of DA keeps on *growing* with every point increase in CPI (IW). On the other hand the real value of the industrial minimum wage is protected by providing Variable Dearness Allowance (VDA), which is a *fixed* amount of money given per point increase in CPI (IW) as notified by the Chief Labour Commissioner (central sphere) from time to time. Consequently, over a period of time, the minimum pay + DA in government becomes larger than the minimum wage + VDA in the private sector even though the basic minimum wage in both the sectors is calculated on the basis of the 15<sup>th</sup> ILC norms. As on 01.01.2015 the minimum pay in government was ₹14,910 whereas minimum wage for a skilled worker was in the range of ₹9,000–₹11,000 per month.

4.2.11 Besides DA, government provides house rent, transport, location and function specific allowances besides Leave Travel Allowance (LTA) which, along with the basic pay, constitute the gross pay of a government employee. If one were to only take HRA at 30 percent of the basic pay and transport allowance at ₹400+DA, as are admissible in A1/A class cities, together with educational allowances for two children at the rate of ₹1,500 per month, the gross pay further increases to ₹20,870 (20870 = 14910 +2100+860+3000) as on 01.01.2015. In addition government gives a host of other benefits that can be measured under the CTG (Cost to Government of an employee) concept. From these numbers it is clear that benefits given to the lowest ranked government employees, whether monetized or not, are significantly higher than the minimum basic pay and also much higher than the emoluments of skilled industrial workers.

4.2.12 To obtain a comparative picture of the salaries paid in the government with that in the private sector enterprises the Commission engaged the Indian Institute of Management, Ahmedabad to conduct a study. According to the study the total emoluments of a General Helper, who is the lowest ranked employee in the government is ₹22,579, more than two times the emoluments of a General Helper in the private sector organizations surveyed at ₹8,000-₹9,500.

4.2.13 After considering all relevant factors the Commission is of the view that the minimum pay in government recommended at ₹18,000 per month, w.e.f. 01.01.2016, is fair and reasonable and one which, along with other allowances and facilities, would ensure a decent standard of living for the lowest ranked employee in the Central Government.

## Annexure to Chapter 4.2

Calculation of Minimum Pay as on 01.01.2016 by the Commission							
		Per day PCU	Unit	Per month 3 PCU	Unit	Price/ Unit (₹)	Expenses (₹)
1.	Rice/Wheat	475	gm	42.75	kg	25.93	1108.30
2.	Dal (Toor/Urad/Moong)	80	gm	7.20	kg	97.84	704.44
3.	Raw Vegetables	100	gm	9.00	kg	58.48	526.28
4.	Green Vegetables	125	gm	11.25	kg	38.12	428.85
5.	Other Vegetables	75	gm	6.75	kg	32.80	221.42
6.	Fruits	120	gm	10.80	kg	64.16	692.93
7.	Milk	200	ml	18.00	litre	37.74	679.26
8.	Sugar/Jaggery	56	gm	5.04	kg	37.40	188.48
9.	Edible Oil	40	gm	3.60	kg	114.02	410.46
10.	Fish			2.50	kg	268.38	670.95
11.	Meat			5.00	kg	400.90	2004.51
12.	Egg			90.00	no.	4.27	383.98
13.	Detergents etc			₹/month		291.31	291.31
14.	Clothing			5.50	meter	164.88	906.83
15.	<b>Total (1-14)</b>						<b>9217.99</b>
16.	Fuel, Electricity, Water Charges						2304.50
17.	<b>Total-(15) divided by 0.8</b>						<b>11522.49</b>
18.	Marriage, Recreation, Festivals, etc.						2033.38
19.	<b>Total-(17) divided by 0.85</b>						<b>13555.87</b>
20.	Provide for Skill by adding 25% to (19)						3388.97
21.	<b>Sum (19+20)</b>						<b>16944.84</b>
22.	Housing @						524.07
23.	<b>Total-Divide no.21 by 0.97</b>						17468.91
24.	Step up of 3% on No.23 as DA is projected at 125% on 01.01.2016						524.07
25.	Final Minimum Pay as on 01.01.2016 (23+24)						<b>17992.98</b>
26.	<b>Rounding off</b>						<b>18000</b>

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## Pay Structure (Civilian Employees)

## Chapter 5.1

### Historical Perspective on Pay: The Trends so far

5.1.1 The thrust of all the previous Pay Commissions has been to propose an improvement in the pay structure by way of ‘**simplification and rationalisation.**’ The most visible results of this exercise are evident in terms of reduction in number of pay scales as well as the compression ratio. Traditionally, compression ratio has been taken as a ratio of maximum salary drawn by the Secretary to Government of India to minimum salary drawn by the lowest functionary in the government. Table 1 below brings out the trend in pay structure in the government of India over the years:

**Table 1: Pay Structure**

Central Pay Commission (CPC)	Minimum Salary (₹)	Maximum Salary (₹)	Compression Ratio	Number of Pay Scales
I CPC (1946-47)	55	2000	1: 36.4	150 → 30
II CPC (1957-59)	80	3000	1: 37.5	500 → 140
III CPC (1972-73)	196	3500	1: 17.9	500 → 80
IV CPC (1983-86)	750	8000	1: 10.7	153 → 36
V CPC (1994-97)	2550	26000	1: 10.2	51 → 34
VI CPC (2006-08)	7000	80000	1: 11.4	35 → 19 [4 PBs with 15 GPs+ 4 distinct scales]

5.1.2 It can be seen from the table above that successive Pay Commissions have consciously tried to reduce the number of pay scales even though they tended to increase during the intervening period between any two Pay Commissions. There were, however, no significant changes in the pay structure per se until the IV CPC, when the concept of running pay scales was introduced in a limited way in respect of Defence forces. For others, individual pay scales continued till the V CPC. It was the VI CPC which recommended running pay bands for both Civilians as well as Defence forces. This was coupled with the introduction of the concept of Grade Pay as a level differentiator. Another new feature was the calculation of the annual increment on percentage basis. Prior to VI CPC, the increment was a flat sum, depending on the pay scale. The effort at compression of levels was carried forward by the VI CPC, which reduced the existing 35 levels to 19. Another radical measure was the doing away with ‘Group-D’ as a category and placement of ‘Group-D’ personnel in ‘Group-C’ after appropriate training whenever necessary. Hence, it can be seen that the simplification process set in motion by previous Pay Commissions acted as a precursor for progressive rationalisation by the subsequent Commissions.

## **Terms of Reference with regards to the Pay Structure before the Seventh CPC**

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5.1.3 One of the Terms of Reference (TOR) before this Commission is “*to examine, review, evolve and recommend changes that are desirable and feasible regarding the principles that should govern the emoluments structure including pay, allowances and other facilities and benefits in cash or kind having regard to rationalisation and simplification therein.*”

5.1.4 Further, it is expected that the recommendations on the pay structure should ensure that the framework for an emoluments structure is linked with “*the need to attract the most suitable talent to government service, promote efficiency, accountability and responsibility in the work culture, and foster excellence in the public governance system to respond to complex challenges of modern administration and rapid political, social, economic and technological changes, with due regard to expectations of stakeholders.*”

5.1.5 The Commission has endeavored to incorporate the above principles while devising the new pay structure. The approach of the Commission has been to ensure that the emolument structure is in consonance with the nature of work, role and responsibilities and accountability involved at various levels of the hierarchy in the Government of India. The value that individual employees are expected to bring to the job, by way of relevant educational qualifications, skill sets and experience are also important considerations. Internal equity, by way of salaries payable at comparable levels within the organization, are also important considerations.

## **Existing System**

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5.1.6 The new paradigm of running pay bands was brought in by the VI CPC primarily to address the problem of stagnation faced in the earlier regime. Until then the limited span of individual pay scales resulted in employees reaching the maximum of the scale and stagnating until their next regular promotion. To alleviate the situation, often new posts were created even when no functional justification existed. This led to proliferation of levels and unwarranted increase in financial liability. Frequent movement from one scale to another also led to problems in pay fixation of seniors who, in some cases, ended up drawing lesser pay than their juniors.

5.1.7 At the time of constitution of the VI CPC there were about 35 standard pay scales in existence. Many of these pre revised scales were merged by the VI CPC to arrive at 19 grades spread across four distinct Pay bands along with 4 distinct scales including one Apex scale (fixed) for Secretary/equivalent and one scale for Cabinet Secretary/equivalent (fixed). The concept of Grade pay was intended as a fitment benefit but it also served as a level determiner within a pay band.

5.1.8 Following implementation of the VI CPC recommendations, the pay structure in the Civilian set up consists of four pay bands with 15 levels of grade pay, along with four standalone scales viz., the HAG scale, HAG+ scale, Apex scale (fixed) and the scale of Cabinet Secretary (fixed) as shown below in Table 2:

**Table 2: Present Pay Structure (Civilian)\***

Pay Band 1 (5200- 20200)					
Grade Pay	1800	1900	2000	2400	2800
Pay Band 2 (9300-34800)					
Grade Pay	4200	4600	4800	5400	
Pay Band 3 (15600-39100)					
Grade Pay	5400	6600	7600		
Pay Band 4 (37400-67000)					
Grade Pay	8700	8900	10000		
HAG (67000-79000)					
HAG+ (75500-80000)					
Apex 80000 (fixed)					
Cabinet Secretary 90000 (fixed)					

*\*For the Defence Forces the structure is identical, with only minor variations with regard to certain grade pay levels.*

5.1.9 The pay structure as it stands today is fairly compact and manageable.

5.1.10 As has been mentioned earlier the VI CPC introduced several new features in the overall structure for determination of pay and allowances. In the course of implementation, while according approvals, the government, in some cases, departed from the recommendations of the Pay Commission.

5.1.11 Since the concept of running pay bands coupled with grade pays was novel, this Commission, at the outset, sought feedback from all stakeholders regarding the existing pay structure before deciding whether to continue with the existing pay structure or to devise a new pay model.

### **Key Demands Received**

5.1.12 Consequent to receipt of feedback from various stakeholders as part of the response to the questionnaire circulated by the Commission as well as memoranda submitted by various Association/Federations and during oral evidence, the major issues which have been brought to the notice of the Commission in respect of the pay structure are discussed below seriatim:-

- a. **Grade pay:** As mentioned earlier, the grade pay was in the nature of a fitment benefit and was computed at 40 percent of the maximum of pre-revised pay scale. This was also meant to delineate the hierarchy in any cadre. The issue raised by various groups of employees is that the methodology that was adopted in arriving at the grade pay values resulted in the difference in grade pay between adjacent levels not being uniform. This in itself has caused resentment particularly at the lower levels. The quantum of difference between successive grade pays varies within pay bands too. For example in Pay Band-1, the difference between successive Grade pays is ₹400 between

GP 2000 and GP 2400 and only ₹100 between GP 1800 and GP 1900. A large number of stakeholders have represented that the benefit accruing from progression either through MACP or from regular promotion was miniscule, especially in Pay Bands 1 and 2. As per the rules on pay fixation a promotion or financial upgrade by way of MACP fetches one increment plus the difference of grade pay and a low differential in grade pay presently results in only a nominal increase in pay. Consequently, there have been numerous demands for rationalisation of the grade pay structure.

- b. **Pay bands:** Employees have pointed out that while moving from one pay band to another the difference between successive pay bands is also not uniform and the variation is much more remarkable between Pay bands 3 and 4. This has led to significant difference in benefits accruing on account of fixation of pay (and of pension) for persons in adjacent pay bands. As a result, there have been demands from some quarters for going back to the system of individual pay scales and from some other to move towards an open ended pay structure.
- c. **Uniform Fitment factor:** The fitment recommended by the VI CPC was in the form of grade pay. Any inconsistency in the computation of grade pay or in the spacing between pay bands has a direct bearing on the quantum of fitment benefit. Therefore, these issues have also been raised by numerous stakeholders. It has been demanded by a majority of the stakeholders that there should be a single fitment factor which should be uniformly applied for all employees.
- d. **Entry Pay:** Entry to any pay band could either be through an upward movement from a lower pay band or through direct entry. While the pay of persons moving from a lower pay band to a higher one on promotion would be regulated by the pay fixation formulation prescribed (pay was fixed at the minimum of the pay band plus grade pay), the VI CPC had recommended a separate entry pay for new recruits, taking into account the length of qualifying service prescribed by Department of Personnel and Training (DoPT) for movement from the first grade in the pay band to the grade in which recruitment was being made. The resultant formulation was such that it led to many situations where direct recruits drew higher pay as compared to personnel who reached that stage through promotion. Demands have been received from many staff associations and employees for removal of this disparity.
- e. **MACP:** In almost all the memoranda received in the Commission, the inadequacy of the benefit accruing from the present MACP formulation has been underscored. As per the existing dispensation, upward movement in this scheme is through the grade pay hierarchy and the financial benefit as a result of this progression is equivalent to one increment plus the difference in grade pay between the existing and next level. It has been stated by employees that this amount is very meagre especially when the difference in grade pay is as low as ₹100. Further, progression through the MACP scheme can take place only when ten years have lapsed after the previous promotion/MACP upgrade, making the position even starker. Comparisons are also made of the MACP introduced post VI CPC with the ACP scheme introduced post V CPC. In the case of earlier ACP scheme, although it was available with lesser frequency i.e., after the passage of 12 and 24 years of service, the upgrade that was given was in the promotional hierarchy. Therefore the monetary benefit to the employee was sizeable

as compared to that under the present MACP. Numerous demands have therefore been received in the Commission to rationalize the progression of grade pay, to increase the frequency of administering MACP and to make the progression follow the promotional instead of the grade pay hierarchy.

### **New Pay Structure**

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5.1.13 Although the VI CPC had mentioned that grade pay would be equivalent to 40 percent of the maximum of the pre-revised scale and that the grade pay will constitute the actual fitment, yet the computation varied greatly. After the implementation of recommendations, the difference became more pronounced in Pay Band 4 as compared to the other three pay bands. This resulted in varying fitment factors for various levels and promotional benefits that were perceived to be rather differentiated. The same pattern was discernible in the pension fixation too.

5.1.14 After analysing the issues brought out by various stakeholders, this Commission is suggesting a new pay model that is expected to not only address the existing problems but will also establish a rationalised system which is transparent and simple to use.

5.1.15 To begin with, the system of Pay Bands and Grade Pay has been dispensed with and the new functional levels being proposed have been arrived at by merging the grade pay with the pay in the pay band. All of the existing levels have been subsumed in the new structure; no new level has been introduced nor has any existing level been dispensed with.

5.1.16 The pay structures in vogue, by way of pay scales or pay bands, indicate the definite boundaries within which the pay of an individual could lie. It is however difficult to ascertain the exact pay of an individual at any given point of time. Further, the way the pay progression would fan out over a period of time was also not evident. Since various cadres are designed differently the relative pay progression also varies. The Commission believes that any new entrant to a service would wish to be able to make a reasonable and informed assessment of how his/her career path would traverse and how the emoluments will progress alongside. The new pay structure has been devised in the form of a pay matrix to provide complete transparency regarding pay progression.

5.1.17 The Commission has designed the new pay matrix keeping in view the vast opportunities that have opened up outside government over the last three decades, generating greater competition for human resources and the need to attract and retain the best available talent in government services. The nomenclature being used in the new pay matrix assigns levels in place of erstwhile grade pay and Table 3 below brings out the new dispensation for various grades pay pertaining to Civil, Defence and MNS.

**Table 3: Levels as per the Pay Matrix**

Existing Pay Bands	Existing levels of Grade Pay	Available for*	New Levels
PB-1	1800	C	1
	1900	C	2
	2000	C,D	3
	2400	C	4
	2800	C,D	5
PB-2	3400	D	5A
	4200	C,D	6
	4600	C,D	7
	4800	C,D	8
	5400	C	9
PB-3	5400	C,D,M	10
	5700	M	10A
	6100	D	10B
	6100	M	10B
	6600	C,D,M	11
	7600	C	12
PB-4	7600	M	12
	8000	D	12A
	8400	M	12B
	8700	C	13
	8700	D	13
	8900	C	13A
	8900	D	13A
	9000	M	13B
10000		14	
HAG			15
HAG+			16
Apex			17
Cabinet Secretary, Defence Chiefs			18
*C: Civil; D: Defence; M: Military Nursing Service (MNS)			

5.1.18 Prior to VI CPC, there were Pay Scales. The VI CPC had recommended running Pay Bands with Grade Pay as status determiner. The Seventh CPC is recommending a Pay matrix with distinct Pay Levels. The Level would henceforth be the status determiner.

5.1.19 Since the existing pay bands cover specific groups of employees such as PB-1 for Group 'C' employees, PB-2 for Group 'B' employees and PB-3 onwards for Group 'A' employees, any promotion from one pay band to another is akin to movement from one group to the other. These are significant jumps in the career hierarchy in the Government of India. Rationalisation has been done to ensure that the quantum of jump, in financial terms, between these pay bands is reasonable. This has been achieved by applying 'index of rationalisation' from PB-2 onwards on the premise that with enhancement of levels from Pay Band 1 to 2, 2 to 3 and onwards, the role, responsibility and accountability increases at each step in the hierarchy. The proposed pay structure reflects the same principle. Hence, the existing entry pay at each level corresponding to successive grades pay in each pay band, from PB-2 onwards, has been enhanced by an 'index of rationalisation' as shown below in Table 4:

**Table 4: Rationalisation Applied in the Present Pay Structure**

Pay Band 1	(5200- 20200)				
Grade Pay	1800	1900	2000	2400	2800
Current Entry Pay	7000	7730	8460	9910	11360
Rationalised Entry Pay (2.57)	7000*(2.57) =18000	7730*(2.57) =19900	8460*(2.57) =21700	9910*(2.57) =25500	11360*(2.57) =29200
Pay Band 2	(9300-34800)				
Grade Pay	4200	4600	4800	5400	
Current Entry Pay	13500	17140	18150	20280 <sup>^</sup>	
Rationalised Entry Pay (2.62)	13500*(2.62) =35400	17140*(2.62) =44900	18150*(2.62) =47600	20280*(2.62) =53100	
Pay Band 3	(15600-39100)				
Grade Pay	5400	6600	7600		
Current Entry Pay	21000	25350	29500		
Rationalised Entry Pay (2.67)	21000*(2.67) =56100	25350*(2.67) =67700	29500*(2.67) =78800		
Pay Band 4	(37400-67000)				
Grade Pay	8700	8900	10000		
Current Entry Pay	46100	49100	53000		
Rationalised Entry Pay (2.57/2.67/2.72)	46100*(2.57) =118500	49100*(2.67) =131100	53000*(2.72) =144200		
HAG	(67000-79000)				
Current Entry Pay	67000				
Rationalised Entry Pay (2.72)	67000*(2.72) =182200				
HAG+	(75500-80000)				
Current Entry Pay	75500				
Rationalised Entry Pay (2.72)	75500 *(2.72) =205400				
Apex	80000 (fixed)				
Rationalised Pay (2.81)	80000*2.81 =225000				
Cabinet Secretary	90000 (fixed)				
Rationalised Pay (2.78)	90000*2.78 =250000				

<sup>^</sup> In the existing system no entry pay has been prescribed at the level of GP 5400 (PB-2). Therefore a logical figure has been interpolated here based on the fitment table issued by Government of India post VI CPC recommendations.

5.1.20 While a carefully calibrated gradation has been adopted as the levels progress upwards, it would be seen that two levels, corresponding to GP 8700 and GP 10000 witness a slight departure.

- i. In the existing system there is a disproportionate increase in entry pay at the level pertaining to GP 8700. To address this, the proposed increase at this level has been moderated.
- ii. In so far as GP 10000 is concerned, this represents the Senior Administrative Grade, which carries a significantly higher degree of responsibility and accountability. Further, the levels of SAG and above are those which are involved in policy formulation.
- iii. Hence, in recognition of the same, the entry pay pertaining to GP 10000 as well as that of HAG and HAG+ has been enhanced by a multiple of 2.72.

- iv. The Apex pay of Secretary/equivalent and pay of Cabinet Secretary/equivalent has been fixed by applying indices of 2.81 and 2.78 respectively. The rationalised entry pay so arrived has been used in devising the new pay matrix.

5.1.21 The pay matrix comprises two dimensions. It has a “**horizontal range**” in which each level corresponds to a ‘**functional role in the hierarchy**’ and has been assigned the numbers 1, 2, and 3 and so on till 18. The “**vertical range**” for each level denotes ‘**pay progression**’ within that level. These indicate the steps of annual financial progression of three percent within each level. The starting point of the matrix is the minimum pay which has been arrived based on 15<sup>th</sup> ILC norms or the Aykroyd formula. This has already been explained in Chapter 4.2.

5.1.22 On recruitment, an employee joins at a particular level and progresses within the level as per the vertical range. The movement is usually on an annual basis, based on annual increments till the time of their next promotion.

5.1.23 When the employee receives a promotion or a non-functional financial upgrade, he/she progresses one level ahead on the horizontal range.

5.1.24 The pay matrix will help chart out the likely path of pay progression along the career ladder of any employee. For example, it can be clearly made out that an employee who does not have any promotional prospects in his cadre will be able to traverse through **at least three levels** solely by means of assured financial progression or MACP, assuming a career span of 30 years or more.

5.1.25 The new pay matrix for civilian employees is brought out in Table 5:

**Table 5: Pay Matrix (Civilian Employees)**

Pay Band	5200-20200					9300-34800				15600-39100			37400-67000			67000-79000	75500-80000	80000	90000
	1800	1900	2000	2400	2800	4200	4600	4800	5400	5400	6600	7600	8700	8900	10000				
Grade Pay	1800	1900	2000	2400	2800	4200	4600	4800	5400	5400	6600	7600	8700	8900	10000				
Entry Pay (EP)	7000	7730	8460	9910	11360	13500	17140	18150	20280	21000	25350	29500	46100	49100	53000	67000	75500	80000	90000
Level	1	2	3	4	5	6	7	8	9	10	11	12	13	13A	14	15	16	17	18
Index	2.57	2.57	2.57	2.57	2.57	2.62	2.62	2.62	2.62	2.67	2.67	2.67	2.57	2.67	2.72	2.72	2.72	2.81	2.78
1	18000	19900	21700	25500	29200	35400	44900	47600	53100	56100	67700	78800	118500	131100	144200	182200	205400	225000	250000
2	18500	20500	22400	26300	30100	36500	46200	49000	54700	57800	69700	81200	122100	135000	148500	187700	211600		
3	19100	21100	23100	27100	31000	37600	47600	50500	56300	59500	71800	83600	125800	139100	153000	193300	217900		
4	19700	21700	23800	27900	31900	38700	49000	52000	58000	61300	74000	86100	129600	143300	157600	199100	224400		
5	20300	22400	24500	28700	32900	39900	50500	53600	59700	63100	76200	88700	133500	147600	162300	205100			
6	20900	23100	25200	29600	33900	41100	52000	55200	61500	65000	78500	91400	137500	152000	167200	211300			
7	21500	23800	26000	30500	34900	42300	53600	56900	63300	67000	80900	94100	141600	156600	172200	217600			
8	22100	24500	26800	31400	35900	43600	55200	58600	65200	69000	83300	96900	145800	161300	177400	224100			
9	22800	25200	27600	32300	37000	44900	56900	60400	67200	71100	85800	99800	150200	166100	182700				
10	23500	26000	28400	33300	38100	46200	58600	62200	69200	73200	88400	102800	154700	171100	188200				
11	24200	26800	29300	34300	39200	47600	60400	64100	71300	75400	91100	105900	159300	176200	193800				
12	24900	27600	30200	35300	40400	49000	62200	66000	73400	77700	93800	109100	164100	181500	199600				
13	25600	28400	31100	36400	41600	50500	64100	68000	75600	80000	96600	112400	169000	186900	205600				
14	26400	29300	32000	37500	42800	52000	66000	70000	77900	82400	99500	115800	174100	192500	211800				
15	27200	30200	33000	38600	44100	53600	68000	72100	80200	84900	102500	119300	179300	198300	218200				
16	28000	31100	34000	39800	45400	55200	70000	74300	82600	87400	105600	122900	184700	204200					
17	28800	32000	35000	41000	46800	56900	72100	76500	85100	90000	108800	126600	190200	210300					
18	29700	33000	36100	42200	48200	58600	74300	78800	87700	92700	112100	130400	195900	216600					
19	30600	34000	37200	43500	49600	60400	76500	81200	90300	95500	115500	134300	201800						
20	31500	35000	38300	44800	51100	62200	78800	83600	93000	98400	119000	138300	207900						
21	32400	36100	39400	46100	52600	64100	81200	86100	95800	101400	122600	142400	214100						
22	33400	37200	40600	47500	54200	66000	83600	88700	98700	104400	126300	146700							
23	34400	38300	41800	48900	55800	68000	86100	91400	101700	107500	130100	151100							
24	35400	39400	43100	50400	57500	70000	88700	94100	104800	110700	134000	155600							
25	36500	40600	44400	51900	59200	72100	91400	96900	107900	114000	138000	160300							
26	37600	41800	45700	53500	61000	74300	94100	99800	111100	117400	142100	165100							
27	38700	43100	47100	55100	62800	76500	96900	102800	114400	120900	146400	170100							
28	39900	44400	48500	56800	64700	78800	99800	105900	117800	124500	150800	175200							

Pay Band	5200-20200					9300-34800				15600-39100			37400-67000			67000-79000	75500-80000	80000	90000
	1800	1900	2000	2400	2800	4200	4600	4800	5400	5400	6600	7600	8700	8900	10000				
Grade Pay	1800	1900	2000	2400	2800	4200	4600	4800	5400	5400	6600	7600	8700	8900	10000				
Entry Pay (EP)	7000	7730	8460	9910	11360	13500	17140	18150	20280	21000	25350	29500	46100	49100	53000	67000	75500	80000	90000
Level	1	2	3	4	5	6	7	8	9	10	11	12	13	13A	14	15	16	17	18
Index	2.57	2.57	2.57	2.57	2.57	2.62	2.62	2.62	2.62	2.67	2.67	2.67	2.57	2.67	2.72	2.72	2.72	2.81	2.78
29	41100	45700	50000	58500	66600	81200	102800	109100	121300	128200	155300	180500							
30	42300	47100	51500	60300	68600	83600	105900	112400	124900	132000	160000	185900							
31	43600	48500	53000	62100	70700	86100	109100	115800	128600	136000	164800	191500							
32	44900	50000	54600	64000	72800	88700	112400	119300	132500	140100	169700	197200							
33	46200	51500	56200	65900	75000	91400	115800	122900	136500	144300	174800	203100							
34	47600	53000	57900	67900	77300	94100	119300	126600	140600	148600	180000	209200							
35	49000	54600	59600	69900	79600	96900	122900	130400	144800	153100	185400								
36	50500	56200	61400	72000	82000	99800	126600	134300	149100	157700	191000								
37	52000	57900	63200	74200	84500	102800	130400	138300	153600	162400	196700								
38	53600	59600	65100	76400	87000	105900	134300	142400	158200	167300	202600								
39	55200	61400	67100	78700	89600	109100	138300	146700	162900	172300	208700								
40	56900	63200	69100	81100	92300	112400	142400	151100	167800	177500									

## Minimum Pay

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5.1.26 The JCM-Staff Side, in their memorandum, have proposed that the minimum salary, at the lowest level, should be determined using a need based approach. They have proposed that the minimum wage for a single worker be based on the norms set by the 15<sup>th</sup> Indian Labour Conference, with certain additions to the same. The minimum pay as suggested in the memorandum is ₹26,000, which is around 3.7 times the existing minimum salary of ₹7,000. While the broad approach is similar, the specifics do vary and the Commission has, based on need-based minimum wage for a single worker with family as defined in the Aykroyd formula, computed the minimum pay at ₹18,000. Details on the computation of minimum pay have been brought out in Chapter 4.2.

## Fitment

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5.1.27 The starting point for the first level of the matrix has been set at ₹18,000. This corresponds to the starting pay of ₹7,000, which is the beginning of PB-1 viz., ₹5,200 + GP 1800, which prevailed on 01.01.2006, the date of implementation of the VI CPC recommendations. Hence the starting point now proposed is 2.57 times of what was prevailing on 01.01.2006. **This fitment factor of 2.57 is being proposed to be applied uniformly for all employees.** It includes a factor of 2.25 on account of DA neutralisation, assuming that the rate of Dearness Allowance would be 125 percent at the time of implementation of the new pay. Accordingly, the actual raise/fitment being recommended is 14.29 percent.

## Pay Fixation in the New Pay Structure

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5.1.28 The fitment of each employee in the new pay matrix is proposed to be done by multiplying his/her basic pay on the date of implementation by a factor of 2.57. The figure so arrived at is to be located in the new pay matrix, **in the level that corresponds to the employee's grade pay on the date of implementation, except in cases where the Commission has recommended a change in the existing grade pay.** If the identical figure is not available in the given level, the next higher figure closest to it would be the new pay of the concerned employee. A couple of examples are detailed below to make the process amply clear.

5.1.29 The pay in the new pay matrix is to be fixed in the following manner:

**Step 1:** Identify Basic Pay (Pay in the pay band plus Grade Pay) drawn by an employee as on the date of implementation. This figure is 'A'.

**Step 2:** Multiply 'A' with 2.57, round-off to the nearest rupee, and obtain result 'B'.

**Step 3:** The figure so arrived at, i.e., 'B' or the next higher figure closest to it in the Level assigned to his/her grade pay, will be the new pay in the new pay matrix. In case the value of 'B' is less than the starting pay of the Level, then the pay will be equal to the starting pay of that level.

Example I

- i. For example an employee **H** is presently drawing Basic Pay of ₹55,040 (Pay in the Pay Band ₹46340 + Grade Pay ₹8700 = ₹55040). After multiplying ₹55,040 with 2.57, a figure of ₹1,41,452.80 is arrived at. This is rounded off to ₹1,41,453.
- ii. The level corresponding to GP 8700 is level 13, as may be seen from Table 4, which gives the full correspondence between existing Grade Pay and the new Levels being proposed.
- iii. In the column for level 13, the figure closest to ₹1,41,453 is ₹1,41,600.
- iv. Hence the pay of employee **H** will be fixed at ₹1,41,600 in level 13 in the new pay matrix as shown below:

**Table 6: Pay Fixation**

<b>GP 8700</b>	<b>GP 8900</b>	<b>GP 10000</b>
<b>Level 13</b>	<b>Level 13A</b>	<b>Level 14</b>
118500	131100	144200
122100	135000	148500
125800	139100	153000
129600	143300	157600
133500	147600	162300
137500	152000	167200
<b>141600</b>	156600	172200
145800	161300	177400
150200	166100	182700

5.1.30 As part of its recommendations if Commission has recommended any upgradation or downgrade in the level of a particular post, the person would be placed in the level corresponding to the newly recommended grade pay.

Example II

- i. Take the case of an employee T in GP 4200, drawing pay of ₹20,000 in PB-2. The Basic Pay is ₹24,200 (20,000+4200). If there was to be no change in T's level the pay fixation would have been as explained in Example I above. After multiplying by 2.57, the amount fetched viz., ₹62,194 would have been located in Level 6 and T's pay would have been fixed in Level 6 at ₹62,200.
- ii. However, assuming that the Commission has recommended that the post occupied by T should be placed one level higher in GP 4600. T's basic pay would then be ₹24,600 (20000 + 4600). Multiplying this by 2.57 would fetch ₹63,222.
- iii. This value would have to be located in the matrix in Level 7 (the upgraded level of T).
- iv. In the column for Level 7 ₹63,222 lies between 62200 and 64100. Accordingly, the pay of T will be fixed in Level 7 at ₹64,100.

## Entry Pay

5.1.31 The Commission has received numerous representations on the issue of fixation of entry pay for direct recruits at a level higher than those promoted into the same level from below. In the existing system, the entry pay for new or direct recruits takes into consideration the weightage given to qualifying service prescribed by DoPT, whereas for those reaching the grade through promotion from lower grade, the entry pay is fixed at the minimum of the pay band plus grade pay corresponding to the new grade. The entry pay therefore varies, and is different for those entering a level directly and those getting promoted into it. There have been demands for a uniform entry pay for all.

5.1.32 In the new pay matrix, it is proposed that direct recruits start at the minimum pay corresponding to the level to which recruitment is made, which will be the first cell of each level. For example a person entering service as a direct recruit at level 3 will get a pay of ₹21,700, at level 8 of ₹47,600, at level 10 of ₹56,100 and so on.

5.1.33 For those who have been promoted from the previous level, the fixation of pay in the new level will depend on the pay they were already drawing in the previous level. For instance, if a person who was drawing ₹26,000 in level 3 gets a promotion to level 4, his pay fixation will be as shown in Table 7:

**Table 7: Entry Pay**

L3	L4	L5	L6	L7	L8
21700	25500	29200	35400	<b>44900</b>	47600
22400	26300	30100	36500	46200	49000
23100	<b>27100</b>	31000	37600	47600	50500
23800	27900	31900	38700	49000	52000
24500	28700	32900	39900	50500	53600
25200	29600	33900	41100	52000	55200
<b>26000</b>	30500	34900	42300	53600	56900
26800	31400	35900	43600	55200	58600
27600	32300	37000	44900	56900	60400
28400	33300	38100	46200	58600	62200
29300	34300	39200	47600	60400	64100
30200	35300	<b>40400</b>	49000	62200	66000
31100	36400	41600	50500	64100	68000

**Step 1:** After grant of one increment in level 3 the pay increases to ₹26,800 in level 3 itself.

**Step 2:** Locate the equal or next higher amount in level 4 which in this case will be ₹27,100. Hence the new pay on promotion from level level 3 to level 4 will be fixed at ₹27,100.

5.1.34 In case of a direct recruit to level L4 the entry pay will be fixed at the start of the level L4 i.e., at ₹25,500.

5.1.35 To take another example, if a person drawing Basic Pay of, say, ₹40,400 in level L5 is promoted to L7, the steps to arriving at his pay on promotion will be to first add one increment within level L5 to arrive at ₹41,600, and then fix the pay at ₹44,900 in level L7 as ₹44,900 is the nearest, next higher figure to ₹41,600 in the column of figures for level L7.

5.1.36 Although the rationalisation has been done with utmost care to ensure minimum bunching at most levels, however if situation does arise whenever more than two stages are bunched together, one additional increment equal to 3 percent may be given for every two stages bunched, and pay fixed in the subsequent cell in the pay matrix.

5.1.37 For instance, if two persons drawing pay of ₹53,000 and ₹54,590 in the GP 10000 are to be fitted in the new pay matrix, the person drawing pay of ₹53,000 on multiplication by a factor of 2.57 will expect a pay corresponding to ₹1,36,210 and the person drawing pay of ₹54,590 on multiplication by a factor of 2.57 will expect a pay corresponding to ₹1,40,296. Revised pay of both should ideally be fixed in the first cell of level 15 in the pay of ₹1,44,200 but to avoid bunching the person drawing pay of ₹54,590 will get fixed in second cell of level 15 in the pay of ₹1,48,500.

### **Annual Increment**

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5.1.38 The rate of annual increment is being retained at 3 percent.

### **Span of Each Level**

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5.1.39 In the true spirit of having open ended pay scales the span of levels 1 to 11 has been kept at 40 years. This has been done to ensure that no stagnation takes place. However, level 12 and beyond, the span of successive levels has been reduced so that the maximum at each level is lower than the maximum pay at the subsequent level. This has been done as a result of capping of maximum pay at HAG+ (level 16) at a lower stage as compared to the Apex pay at level 17. Since Apex pay at level 17 is fixed at ₹2,25,000, a person residing in the previous level (level 16) should not draw equivalent or more than the apex pay, the maximum pay has been restricted to ₹2,24,400. Similarly the process has been followed until level 11 keeping in mind the maximum pay drawn by the person in the next higher level. Accordingly, the span of levels beyond level 11 progressively reduces from 39 years at level 11 to 4 years at level 16. It is important to note that the end-points of any column **do not signify** the end points of any traditional pay scale. Hence in any kind of calculation which attempts to work with the “maximum pay of a particular pay scale” it would be inappropriate, even incorrect, to pick the last figure of the column to be so. As has been stated earlier in this paragraph the column spans have been kept at 40 to cater to persons who may enter a particular level at any stage and may

have resided in the level for a fair length of time. The end-points of the column, representing the possible highest and lowest pay in that level, **may not be treated as the maximum and minimum of any closed pay scale**, as used to prevail prior to the implementation of the VI CPC.

### **Compression Ratio**

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5.1.40 This Commission has felt that comparison of entry pay of the lowest functionary in the government with the highest pay drawn by the Secretary to Government of India is not appropriate. The comparison should be like to like while calculating the compression ratio. Accordingly, the lowest pay at entry level of Group 'C' should be compared with the entry pay of Group 'A' to arrive at the compression ratio. This Commission has recommended a minimum pay of ₹18,000 at entry level in Group 'C' and ₹56,100 as entry pay at Group 'A' level. **The compression ratio is thus arrived at 1: 3.12** which signifies that a Group 'A' officer entering the government on direct recruitment basis gets roughly three times the pay drawn by a Group 'C' level functionary at their entry level.

5.1.41 Similarly comparisons can be made between maximum pay (₹56,800) of any employee who has joined in level 1 and rendered 35 years of service and received pay progression solely by way of MACP with the maximum pay of ₹2,25,000 drawn by Group 'A' officer at Apex level (level 17), **the compression ratio works out to be 1:3.96**. Since the maximum pay drawn for different officials will depend on their age of entry, promotional prospects in their services/cadres and individual performance, the minimum pay at entry level is considered a better comparator.

### **Date of Effect**

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5.1.42 The various associations of the JCM-Staff Side have demanded that the recommendations of this Commission should be implemented w.e.f. 01.01.2014. Their argument is that there has been substantial erosion in the value of wages owing to non-merger of DA, which has crossed the 100 percent mark in January 2014. They have also demanded wage revision after every five years, instead of the present decennial exercise.

5.1.43 However, it is to be noted that this Commission was constituted in year 2014, well before the completion of ten years since the implementation of the VI CPC recommendations, which were made effective on 01.01.2006. As a result, its recommendations would be available for consideration before the ten year period gets over on 01.01.2016. The Commission does not agree with the demand of early implementation of revised pay structure and recommends that **the date of effect should be 01.01.2016**.

### **Modified Assured Career Progression (MACP)**

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5.1.44 Although a number of demands were received for increasing the frequency of MACP as well as to enhance the financial benefit accruing out of it, this Commission feels that the inherent issues in the existing pay structure owing to which there was widespread resentment have been set right by way of rationalisation of pay levels, abolition of pay band and grade pay

and introduction of a matrix based open pay structure. Hence, there is no justification for increasing the frequency of MACP and it will continue to be administered at 10, 20 and 30 years as before. In the new Pay matrix, the employees will move to the immediate next level in the hierarchy. Fixation of pay will follow the same principle as that for a regular promotion in the pay matrix. MACP will continue to be applicable to all employees up to HAG level except members of Organised Group 'A' Services where initial promotions up to NFSG are time bound and hence assured.

5.1.45 There is, however, one significant aspect where this Commission feels that a change is required. This is with regard to the benchmark for performance appraisal for MACP as well as for regular promotion. **The Commission recommends that this benchmark, in the interest of improving performance level, be enhanced from 'Good' to 'Very Good.'** In addition, introduction of more stringent criteria such as clearing of departmental examinations or mandatory training before grant of MACP can also be considered by the government.

### **Withholding Annual Increments of Non-performers after 20 Years**

5.1.46 There is a widespread perception that increments as well as upward movement in the hierarchy happen as a matter of course. The perception is that grant of MACP, although subject to the employee attaining the laid down threshold of performance, is taken for granted. This Commission believes that employees who do not meet the laid down performance criterion should not be allowed to earn future annual increments. The Commission is therefore proposing withholding of annual increments in the case of those employees who are not able to meet the benchmark either for MACP or a regular promotion within the first 20 years of their service. This will act as a deterrent for complacent and inefficient employees. However, since this is not a penalty, the norms for penal action in disciplinary cases involving withholding increments will not be applicable in such cases. This will be treated as an "efficiency bar". Additionally, for such employees there could be an option to leave service on similar terms and conditions as prescribed for voluntary retirement.

### **Benefits of Migrating to a New System**

5.1.47 The following benefits are expected to accrue by migrating to the new system:

- a. The issues raised by various stakeholders in respect of the existing pay structure have been addressed by subsuming of grade pay and pay bands into one composite level.
- b. The correction of variable spacing between adjacent grade pay and pay bands by way of rationalisation has been effected. The disparity between PB-3 and PB-4 has been set right by the process of normalisation. This will also help address the demands for upgradation of grade pay received in the Commission solely on grounds of disparity between various pay bands.
- c. The fixation of revised pay has been greatly simplified in the new pay matrix and will not involve further calculations. The basic pay being drawn by any person on the date of implementation is to be multiplied by a factor of 2.57 and the figure so obtained will

be matched for the closest figure in the level pertaining to his/her existing grade pay and fixed there.

- d. The issue of differential entry pay has been resolved.
- e. The employee can traverse both vertically within a level in the new pay matrix by way of annual progression, and horizontally across levels by way of MACP as well as on regular promotion. This will enable him/her to visualise the career path across levels and span of service.
- f. The new matrix will provide greater visibility and transparency with respect to actual pay drawn as compared to the earlier system of pay scales or pay bands. It will also depict the exact amount payable to a person in relation to number of years spent in service in each level.
- g. The new pay matrix is expected to be easy to administer.
- h. In line with the principle of greater transparency, the new pay matrix will provide an unambiguous and complete view of the pay system in the Government of India.
- i. The pay matrix can be gainfully analysed to provide crucial data on trends in pay progression, number of personnel populating each level, number of personnel entering and retiring at various levels, promotional trends of various cadres, financial outgo at various levels, and so on. Hence, it can act as a powerful tool to bring in financial management reforms.

5.1.48 Similar pay matrices have been designed for the personnel of defence forces and the MNS so as to ensure uniformity in pay structures.

5.1.49 The Commission, after its interaction with the authorities of Australia and New Zealand, feels that India should also have a permanent Remuneration Authority that should review the pay structure based on job roles evaluation, remuneration prevailing in the market for comparable job profiles, general working of the economy, etc. within a given budgetary outlay. With this, the pay structure could be revised periodically, at more regular intervals, say annually, without putting an undue burden on the public exchequer every ten years, as is the case now. Such a periodic review may have many possible fallouts: impact of revision of wages could be easily absorbed in each year's budget and quicker remediation of anomalies would take place, leading to greater employee satisfaction. In the backdrop of annual revisions, the present system of biannual revision of DA could also be dispensed with.

## Some Additional Illustrative Examples in Respect of Pay Fixation in the New Pay Matrix

### 5.1.50 Normal Fitment

<p>Ms. ABC is presently drawing a Basic Pay of ₹12,560 in GP 2400. For Normal Fitment, her Basic Pay will first be multiplied by a factor of 2.57 and then rounded-off to the nearest Rupee. In this case <math>12560 \times 2.57 = 32,279.20</math>, which will be rounded-off to ₹32,279. She will then be placed in the Pay Matrix in the Level corresponding to GP 2400 (Level 4 in this case) in a cell either equal to or next higher to ₹32,279. In this case, her salary will be fixed at ₹32,300.</p>	Pay Band	5200-20200				
	Grade Pay	1800	1900	2000	2400	2800
	Entry Pay (EP)	7000	7730	8460	9910	11360
	Levels	1	2	3	4	5
	Index	2.57	2.57	2.57	2.57	2.57
	1	18000	19900	21700	25500	29200
	2	18500	20500	22400	26300	30100
	3	19100	21100	23100	27100	31000
	4	19700	21700	23800	27900	31900
	5	20300	22400	24500	28700	32900
	6	20900	23100	25200	29600	33900
	7	21500	23800	26000	30500	34900
	8	22100	24500	26800	31400	35900
9	22800	25200	27600	<b>32300</b>	37000	
10	23500	26000	28400	33300	38100	
11	24200	26800	29300	34300	39200	

### 5.1.51 Upgraded by Seventh CPC

<p>Suppose, Ms. ABC, who is presently drawing a Basic Pay of ₹12,560 in GP 2400 (10160+2400), is upgraded to GP 2800 as a result of Seventh CPC's recommendations. Then the fitment will be in two steps:</p> <ol style="list-style-type: none"> <li>The new basic pay will be computed using the upgraded grade pay. The pay arrived will be as follows: Basic Pay: <math>10160+2800=12,960</math>.</li> <li>Then this value will be multiplied by a factor of 2.57 and then rounded-off to the nearest Rupee. In this case <math>12960 \times 2.57 = 33,307.20</math>, which will be rounded-off to ₹33,307. She will then be placed in the Pay Matrix in the Level corresponding to her upgraded Grade Pay, i.e. GP 2800 (Level 5 in this case) in a cell either equal to or next higher to ₹33,307. In this case, her salary will be fixed at ₹33,900.</li> </ol>	Pay Band	5200-20200				
	Grade Pay	1800	1900	2000	2400	2800
	Entry Pay (EP)	7000	7730	8460	9910	11360
	Levels	1	2	3	4	5
	Index	2.57	2.57	2.57	2.57	2.57
	1	18000	19900	21700	25500	29200
	2	18500	20500	22400	26300	30100
	3	19100	21100	23100	27100	31000
	4	19700	21700	23800	27900	31900
	5	20300	22400	24500	28700	32900
6	20900	23100	25200	29600	<b>33900</b>	
7	21500	23800	26000	30500	34900	

**5.1.52 Promotion/MACP**

<p>Suppose, Ms. ABC, who, after having been fixed in the Pay Matrix, is drawing a Basic Pay of ₹28,700 in Level 4. She is upgraded to Level 5 (either regular promotion or through MACP). Then her salary will be fixed in the following manner:</p> <ol style="list-style-type: none"> <li>1. She will first be given one increment in her current Level 4 (to ₹29,600 in this case).</li> <li>2. Then she will be placed in the Level 5 at a Level equal to or next higher compared to ₹29,600, which comes to ₹30,100 in this case.</li> </ol>	Pay Band	5200-20200				
	Grade Pay	1800	1900	2000	2400	2800
	Entry Pay (EP)	7000	7730	8460	9910	11360
	Levels	1	2	3	4	5
	Index	2.57	2.57	2.57	2.57	2.57
	1	18000	19900	21700	25500	29200
	2	18500	20500	22400	26300	<b>30100</b>
	3	19100	21100	23100	27100	31000
	4	19700	21700	23800	27900	31900
	5	20300	22400	24500	<b>28700</b>	32900
	6	20900	23100	25200	<b>29600</b>	33900
	7	21500	23800	26000	30500	34900

**5.1.53 Annual Increment**

<p>Suppose, Ms. ABC, who, after having been fixed in the Pay Matrix, is drawing a Basic Pay of ₹32,300 in Level 4. When she gets an annual increment on 1<sup>st</sup> of July, she will just move one stage down in the same Level. Hence, after increment, her pay will be ₹33,300.</p>	Pay Band	5200-20200				
	Grade Pay	1800	1900	2000	2400	2800
	Entry Pay (EP)	7000	7730	8460	9910	11360
	Levels	1	2	3	4	5
	Index	2.57	2.57	2.57	2.57	2.57
	1	18000	19900	21700	25500	29200
	2	18500	20500	22400	26300	30100
	3	19100	21100	23100	27100	31000
	4	19700	21700	23800	27900	31900
	5	20300	22400	24500	28700	32900
	6	20900	23100	25200	29600	33900
	7	21500	23800	26000	30500	34900
	8	22100	24500	26800	31400	35900
9	22800	25200	27600	<b>32300</b>	37000	
				↓		
10	23500	26000	28400	<b>33300</b>	38100	
11	24200	26800	29300	34300	39200	

## Pay Structure (Defence Forces Personnel)

## Chapter 5.2

5.2.1 The Defence Services in their Joint Services Memorandum have contended that the emoluments in the Defence Services should stand a fair comparison with what is available in the Civil Services, otherwise the Defence Services will be denied their legitimate share of the available talent pool.

5.2.2 The Commission has devised pay matrices for civil and defence forces personnel, after wide ranging feedback from multiple stakeholders. The common aspects of the two matrices and the unique elements in the defence pay matrix are outlined in the succeeding paragraphs.

### **General Approach to the Pay Matrices: Civil and Defence**

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5.2.3 Pay levels have been set out in a pay matrix, separately for civilian and defence forces personnel. The Commission has evolved a fresh approach by merging the grade pay and pay bands into distinct pay levels. The approach regarding the pay levels and pay matrix has been explained in Chapter 5.1. Some of the major points in the pay matrix which have a common bearing on civilian and defence forces personnel, are highlighted below.

5.2.4 **Pay Bands and Grade Pay:** Pay Bands and Grade Pays have been dispensed with and the new functional levels have been arrived at by merging the Grade Pay in the Pay Band. All the existing levels have been subsumed in the new structure.

5.2.5 **Entry Pay:** The entry pay for various ranks of defence forces personnel, other than MNS Offices, has been arrived at on the same premise, as has been done in the case of civilian. As an illustration, entry pay for a Captain has been arrived at as follows:

Entry pay in existing pay band + (Residency Period for promotion to Captain from Lieutenant x annual increment) + grade pay of the rank of Captain  
 = ₹15,600 + (2 x ₹630) + ₹6,100 = ₹22,960.

5.2.6 An exception to this approach has been made in the case of Brigadiers/equivalents where pay for the rank has been arrived at as per the fitment table notified by the Ministry of Defence through its Special Army Instructions of October 2008.

5.2.7 **Fitment:** The starting point of a Sepoy (and equivalent), the entry level personnel in the defence forces, has been fixed in the Defence Pay Matrix at ₹21,700. The starting point in the existing pay structure is ₹8,460 for a Sepoy/equivalent. The fitment in the new matrix is essentially a multiple factor of 2.57. This multiple is the ratio of the new minimum pay arrived at by the Commission (₹18,000) and the existing minimum pay (₹7,000). The fitment factor is being applied uniformly to all employees. It includes a factor of 2.25 to account for DA neutralisation, assuming that the rate of Dearness Allowance would be 125 percent at the time of implementation of the new pay as on 01.01.2016. The actual raise/fitment being

recommended by the Commission is 14.29 percent. An identical fitment of 2.57 has also been applied to the existing rates of Military Service Pay (MSP), applicable to defence forces personnel only.

**5.2.8 Rationalisation:** An 'index of rationalisation' has been applied while making enhancement of levels from Pay Band 1 to 2, 2 to 3 and 3 onwards on the premise that role, responsibility and accountability increases at each step in the hierarchy. At the existing PB-1, this index is 2.57, increasing to 2.62 for personnel in PB-2 and further to 2.67 from PB-3. Recognising the significantly higher degree of responsibility and accountability at levels corresponding to Senior Administrative Grade, the entry pay is recommended for enhancement by a multiple of 2.72. The same multiple is also being applied at the HAG and HAG+ levels. At the apex level the index applied is 2.81 and for the Service Chiefs/Cabinet Secretary the index has been fixed at 2.78.

**5.2.9** As noted in Chapter 5.1, dealing with the Civilian pay matrix, marked increase was accorded to directors in the GP 8700 at the stage of implementation of the VI CPC Report. Accordingly in the matrix the rationalisation index applied at this level has been fixed at 2.57, lower than the index of 2.67 applied to existing PB-3 officers. A similar formulation has necessarily to be applied to the defence pay matrix since the Lieutenant Colonels also received a marked increase in their pay level, post VI CPC recommendations. Since the defence services have an additional level in the existing PB-4 and there is a common pay level for SAG level officers in Defence and Civil, the Commission has applied the rationalisation index of 2.57 also to the officers in the rank of Colonel and Brigadier and their equivalent.

**5.2.10 MACP:** The Commission is not recommending an increase in the number of MACPs. For defence forces personnel this will continue to be administered at 8, 16 and 24 years as before. In the new pay matrix defence forces personnel will move to the immediate next pay level in the hierarchy. Fixation of pay will follow the same principle as that for a regular promotion in the pay matrix.

**5.2.11 Equivalence in Pay Levels for Certain Levels:** The starting pay level for officers at Group 'A' entry level is identical at ₹56,100 in the case of both civilian and defence service officers. Similarly the pay of the Major General and Joint Secretary and equivalent officers and those above [viz., Lieutenant General (in HAG, HAG+, Apex) and Chief of each defence service] has been kept identical with their civilian counterparts. Identical pay levels has been devised for JCO/ORs and their civilian counterparts corresponding to the existing pay bands and grade pay.

### **Defence Pay Matrix: Some Distinct Aspects**

**5.2.12** For defence forces personnel, there are two separate matrices, one for the Service Officers and JCO/ORs and another for the Military Nursing Officers. The existing ranks among Officers and JCO/ORs in the Defence Forces personnel has been kept in view while devising the matrix. There are a number of common strands in the Civil and Defence Pay Matrices, indeed the principles and philosophy on which they are based are identical. In the case of the pay matrix for Military Nursing Officers (MNS), the Commission has adopted an approach

that blends elements of the principles and philosophy adopted in devising the pay matrices with the existing uniqueness in the pay structure of MNS officers. Some of the unique elements that merit mention in the defence Pay Matrix have been outlined below:

**5.2.13 Commencement of Matrix:** The commencement of the Defence Pay Matrix for combatants corresponds to the existing GP 2000, which is the induction level for Sepoys and equivalent.

**5.2.14 More Compact:** The Pay Matrix designed for the defence forces personnel is more compact than the civil pay matrix keeping in view the number of levels, age and retirement profile of the service personnel. For example, the term of engagement of various ranks of JCOs/ORs are fixed and of shorter duration. Service Officers on the other hand are given time scale promotion upto the rank of Colonel and Equivalent and will therefore move, from one pay level to another, in accordance with the stipulated time frame.

**5.2.15 Pay Levels Unique to Defence Forces Personnel:** Pay levels corresponding to the existing GP 3400, GP 5700, GP 6100, GP 6600, GP 7600, GP 8000, GP 8400, GP 8700, GP 8900 and GP 9000 are unique to defence forces personnel. The minimum pay corresponding to each of these pay levels takes into account the normative residency period of the various ranks of officers.

**5.2.16** The Commission emphasises that the pay structure designed by it for the defence forces personnel has been done keeping in view (a) some of the aspects in their rank structure unique to them and (b) pay structure is not intended to determine the status of the personnel vis-à-vis their counterparts on the civil side.

### Pay Matrix (Defence Forces Personnel - Except MNS)

Pay Band	5200-20200			9300-34800					15600-39100			37400-67000				67000-79000	75500-80000	80000	90000
	2000	2400	2800	3400	4200	4600	4800	5400	5400	6100	6600	8000	8700	8900	10000				
Grade Pay	2000	2400	2800	3400	4200	4600	4800	5400	5400	6100	6600	8000	8700	8900	10000				
Entry Pay (EP)	8460	9910	11360	12700	13500	17140	18150	20280	21000	22960	25980	45400	48900	52290	53000	67000	75500	80000	90000
Level	3	4	5	5A	6	7	8	9	10	10B	11	12A	13	13A	14	15	16	17	18
Index	2.57	2.57	2.57	2.62	2.62	2.62	2.62	2.62	2.67	2.67	2.67	2.57	2.57	2.57	2.72	2.72	2.72	2.81	2.78
1	21700	25500	29200	33300	35400	44900	47600	53100	56100	61300	69400	116700	125700	134400	144200	182200	205400	225000	250000
2	22400	26300	30100	34300	36500	46200	49000	54700	57800	63100	71500	120200	129500	138400	148500	187700	211600		
3	23100	27100	31000	35300	37600	47600	50500	56300	59500	65000	73600	123800	133400	142600	153000	193300	217900		
4	23800	27900	31900	36400	38700	49000	52000	58000	61300	67000	75800	127500	137400	146900	157600	199100	224400		
5	24500	28700	32900	37500	39900	50500	53600	59700	63100	69000	78100	131300	141500	151300	162300	205100			
6	25200	29600	33900	38600	41100	52000	55200	61500	65000	71100	80400	135200	145700	155800	167200	211300			
7	26000	30500	34900	39800	42300	53600	56900	63300	67000	73200	82800	139300	150100	160500	172200	217600			
8	26800	31400	35900	41000	43600	55200	58600	65200	69000	75400	85300	143500	154600	165300	177400	224100			
9	27600	32300	37000	42200	44900	56900	60400	67200	71100	77700	87900	147800	159200	170300	182700				
10	28400	33300	38100	43500	46200	58600	62200	69200	73200	80000	90500	152200	164000	175400	188200				
11	29300	34300	39200	44800	47600	60400	64100	71300	75400	82400	93200	156800	168900	180700	193800				
12	30200	35300	40400	46100	49000	62200	66000	73400	77700	84900	96000	161500	174000	186100	199600				
13	31100	36400	41600	47500	50500	64100	68000	75600	80000	87400	98900	166300	179200	191700	205600				
14	32000	37500	42800	48900	52000	66000	70000	77900	82400	90000	101900	171300	184600	197500	211800				
15	33000	38600	44100	50400	53600	68000	72100	80200	84900	92700	105000	176400	190100	218200					
16	34000	39800	45400	51900	55200	70000	74300	82600	87400	95500	108200	181700	195800						
17	35000	41000	46800	53500	56900	72100	76500	85100	90000	98400	111400	187200							
18	36100	42200	48200	55100	58600	74300	78800	87700	92700	101400	114700	192800							
19	37200	43500	49600	56800	60400	76500	81200	90300	95500	104400	118100								
20	38300	44800	51100	58500	62200	78800	83600	93000	98400	107500	121600								
21	39400	46100	52600	60300	64100	81200	86100	95800	101400	110700	125200								
22	40600	47500	54200	62100	66000	83600	88700	98700	104400	114000	129000								
23	41800	48900	55800	64000	68000	86100	91400	101700	107500	117400	132900								
24	43100	50400	57500	65900	70000	88700	94100	104800	110700	120900	136900								

### Matrix for Military Nursing Service (MNS) Officers

5.2.17 In the design of the pay matrix for Military Nursing Service (MNS) Officers, the Commission has kept in view the approach followed by previous Pay Commissions as well as historical and traditional relativities between the Armed Forces Officers and Military Nursing Service Officers. In particular the pay scales/grade pay based on the V and VI CPC Reports were kept in view.

<b>Pay Structure of Defence Officers and Military Nursing Service Officers over time</b>				
<b>Rank</b>	<b>V CPC</b>		<b>VI CPC</b>	
	<b>Army</b>	<b>MNS</b>	<b>Army</b>	<b>MNS</b>
Lieutenant	8250-300-10050 RP=Nil	8000-300-9500 RP=Nil	GP 5400 (PB-3) MSP=₹6000	GP 5400 (PB-3) MSP=₹4200
Captain	9600-300-11400 RP=₹400	9400-300-12100 RP=Nil	GP 6100 MSP=₹6000	GP 5700 MSP=₹4200
Major	11600-325-14850 RP=₹1200	11200-300-14800 RP=Nil	GP 6600 MSP=₹6000	GP 6100 MSP=₹4200
Lieutenant Colonel	13500-400-17100 RP=₹1600	12800-300-15200 RP=Nil	GP 8000 MSP=₹6000	GP 6600 MSP=₹4200
Colonel	15100-450-17350 RP=₹2000	13400-300-15500 RP=Nil	GP 8700 MSP=₹6000	GP 7600 MSP=₹4200
Brigadier	16700-450-18050 RP=₹2400	14700-300-16200 RP=Nil	GP 8900 MSP=₹6000	GP 8400 MSP=₹4200
Major General	18400-500-22400 RP subsumed in Pay	16400-450-20000	GP 10000 MSP subsumed in Pay	GP 9000 MSP subsumed in Pay

RP- Rank Pay; MSP- Military Service Pay

### Military Nursing Service (MNS) Officers Pay Matrix

5.2.18 Accordingly, the following Pay matrix for Military Nursing Service (MNS) Officers is recommended by the Commission:

### Pay Matrix (MNS)

Pay Band	15600-39100				37400-67000		
Grade Pay	5400	5700	6100	6600	7600	8400	9000
Level	10	10A	10B	11	12	12B	13B
1	56100	59000	64100	96300	109800	119700	129800
2	57800	60800	69900	99200	112900	123300	133700
3	59500	62600	72000	102200	116300	127000	137700
4	61300	64500	74200	105300	119800	130800	141800
5	63100	66400	76400	108500	123400	134700	146100
6	65000	68400	78700	111800	127100	138700	150500
7	67000	70500	81100	115200	130900	142900	155000
8	69000	72600	83500	118700	134800	147200	159700
9	71100	74800	86000	122300	138800	151600	164500
10	73200	77000	88600	126000	143000	156100	169400
11	75400	79300	91300	129800	147300	160800	174500
12	77700	81700	94000	133700	151700	165600	179700
13	80000	84200	96800	137700	156300	170600	185100
14	82400	86700	99700	141800	161000	175700	190700
15	84900	89300	102700	146100	165800	181000	196400
16	87400	92000	105800	150500	170800		
17	90000	94800	109000	155000	175900		
18	92700	97600	112300	159700			
19	95500	100500	115700	164500			
20	98400	103500	119200	169400			
21	101400	106600	122800	174500			
22	104400	109800	126500				
23	107500	113100	130300				
24	110700	116500	134200				

5.2.19 As indicated earlier in the case of the Defence Pay Matrix, the Commission has adopted an approach that blends elements of the principles and philosophy adopted in devising the matrices for civil and defence forces personnel with the existing uniqueness in the pay structure of MNS officers.

5.2.20 Therefore while the minimum pay at the entry level for MNS officers is identical with their civil and defence counterparts, as is the application of the fitment in pay for officers migrating into the matrix, the Commission has had to adopt a different approach while determining minimum pay corresponding to the existing grade pays other than GP 5400 (PB-3). In doing so, the Commission has adopted a formulation as under:

$$\text{Minimum Pay for a Rank in MNS} = (\text{Minimum Pay for that Rank in Defence Pay Matrix}) \times (\text{Grade Pay of the Rank in MNS}) / (\text{Grade Pay of that Rank in the Services})$$

For example Minimum Pay for Colonel in MNS =  $(125,700) \times (7600) / (8700) = ₹1,09,807$ . This has been approximated to ₹1,09,800 in the Matrix.

5.2.21 While this formulation has been adopted for all ranks of MNS officers, two exceptions have been made for purposes of rationalising the pay structure:

- i. In the case of Captains, the Commission has moderated the minimum pay level upwards to ₹59,000<sup>17</sup>, to avoid bunching of minimum pay of MNS Lieutenant and Captain.
- ii. In the case of Brigadiers some moderation downwards from the figure arrived at by the formula (₹1,26,800) has been effected to provide suitable differential in the minimum of the pay level between Brigadier and Major General of MNS. Hence the mid-point of the minimum of the pay levels of Colonel and Major General viz., ₹1,19,700 has been taken as the minimum pay for the Brigadier of MNS.

### **Military Service Pay (MSP)**

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5.2.22 The defence forces personnel, in addition to their pay as per the Matrices above, will be entitled to payment of Military Service Pay for all ranks up to and inclusive of Brigadiers and their equivalents. The Commission recommends an MSP for the four categories of Defence forces personnel at ₹15,500 for the Service Officers, ₹10,800 for Nursing Officers, ₹5,200 for JCO/ORs, and ₹3,600 for Non Combatants (Enrolled) in the Air Force per month. MSP will continue to be reckoned as **Basic Pay for purposes of Dearness Allowance, as also in the computation of pension.** Military Service Pay will however not be counted for purposes of House Rent Allowance, Composite Transfer Grant and Annual Increment.

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<sup>17</sup> Without moderation upwards, by use of formula, the minimum pay for a Captain of MNS would be ₹57,280, which would be very close to ₹56,100 the minimum pay at the level of an MNS Lieutenant.

Annex to Chapter 5.2

<b>Annex: Levels as per the Pay Matrix</b>			
<b>Existing Pay Bands</b>	<b>Existing levels of Grade Pay</b>	<b>Available for*</b>	<b>New Levels</b>
PB-1	1800	C	1
	1900	C	2
	2000	C,D	3
	2400	C	4
	2800	C,D	5
PB-2	3400	D	5A
	4200	C,D	6
	4600	C,D	7
	4800	C,D	8
	5400	C	9
PB-3	5400	C,D,M	10
	5700	M	10A
	6100	D	10B
	6100	M	10B
	6600	C,D,M	11
	7600	C	12
PB-4	7600	M	12
	8000	D	12A
	8400	M	12B
	8700	C	13
	8700	D	13
	8900	C	13A
	8900	D	13A
	9000	M	13B
10000		14	
HAG			15
HAG+			16
Apex			17
Cabinet Secretary, Defence Chiefs			18

\*C: Civil; D: Defence; M: Military Nursing Service (MNS)

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## Background and Approach to Pay Related Issues of Defence Personnel

## Chapter 6.1

### General

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6.1.1 The role of Defence Forces in a representative democracy is rooted in the principle of civilian control of the armed forces and the supremacy of civilian institutions based on popular sovereignty. The Defence Forces in any democracy have responsibility for the defence of the country, performance of search and rescue missions, providing assistance in disasters/accidents, assisting civil authorities in case of emergencies and for internal security. As in any representative democracy, the defence forces in India are subject to parliamentary control and to judicial scrutiny in addition to external audit by the CAG.

### Historical Perspective on Pay Commissions

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#### *Terms of Reference through various Commissions*

6.1.2 The Seventh CPC has the distinctiveness of a separate term of reference for defence service personnel together with a wider mandate to review, evolve and recommend changes in the principles that should govern the emolument structure.

6.1.3 The remit of successive Pay Commissions with regard to pay related issues for the defence forces personnel has been varied in terms of its focus as brought out below.

- A separate term of reference for defence service personnel has been notified only in the case of the IV and Seventh CPCs.
- While the IV and V CPCs were to examine the “**structure**” of emoluments of defence forces personnel, the “**principles**” relating to structure of pay and allowances is the emphasis in the terms of reference of the VI and Seventh CPCs.
- The Seventh CPC has also been mandated to review the principles and structure of emoluments of defence service personnel “**having regard to the historical and traditional parities.**”

#### *Approach through Various Committees/Commissions*

6.1.4 The approaches adopted by successive Committees/Commissions with regard to the pay structure of defence service personnel are outlined in Table 1:

**Table 1: Approach followed by Successive Pay Commissions**

<b>Sl. No.</b>	<b>Committee/ Commission</b>	<b>Approach</b>
1	Post War Pay Committee	<p>a) The basic principle followed was one of “comparability” with civilian rates of pay under the government and of an ‘all inclusive nature of Pay.’</p> <p>b) For pay of Service officers, a broad relativity was established with Officers of Class I Central Services and the Indian Police Service.</p> <p>c) For devising pay of PBORs, a fully trained infantry soldier with three years’ service was equated to workers classified as ‘Semi Skilled’ by the Central Pay Commission.</p>
2	Raghuramaiah Committee	<p>a) It accepted the parallel between Defence Service Officers and Class I Service of the Central Government, particularly the Indian Police Service.</p> <p>b) For the infantry soldier it accepted the parallel with the semi-skilled industrial worker.</p>
3	III CPC	<p>a) It held that the relativities between servicemen and their civilian analogue can only be in broad terms because of the substantial differences in their roles and conditions of service.</p> <p>b) The Commission noted that there was no justification for continuance of the Special Disturbance Allowance. It did not, however, recommend total abolition of this allowance since it had existed for a long time; it instead recommended a higher starting salary for commissioned officers as compared to those in civilian Class I service.</p> <p>c) The Commission equated the pay of a fully trained Infantry soldier with three years of service with a civilian worker placed between ‘semi skilled’ and ‘skilled’ workman and added 5 percent of pay as X factor into it.</p>
4	IV CPC	<p>a) The Commission noted that the pay structure for the armed forces should provide a reasonable pay progression to Officers of Services. It recommended an integrated pay scale with Rank Pay, covering a span of 28 years for certain level of officers.</p> <p>b) The Commission noted that the duties and responsibilities of an infantry soldier are such that he cannot be compared with any other category of employees.</p>
5	V CPC	<p>a) The Commission observed that the pay structure is required to be evolved on the basis of broad comparability with civilian pay scales so as to ensure that the scheme of remuneration for these two categories is not very dissimilar.</p> <p>b) The Commission did not favour a separate dispensation for Armed Forces personnel and felt that a better method would be to provide explicit compensation in the regular pay scales. The Commission, accordingly, recommended abolition of integrated pay scales by regular pay scales with rank pay with progression in pay being provided by the mechanism of ACP Scheme.</p> <p>c) The Commission agreed with the approach of III CPC that an ‘all inclusive salary’ may not be workable in the Indian context and therefore recommended continuance of all existing concessions and an edge in starting scale to compensate for special features of military life.</p>

Sl. No.	Committee/ Commission	Approach
6	VI CPC	a) The Commission introduced running pay bands for defence forces personnel also at par with that for Civilians. This was to give effect to the recommendation regarding absorption of all Short Service Commissioned Officers (SSCOs) and JCOs/ORs at appropriate levels in the Central Armed Police Forces (CAPFs) and other Defence Civilian Organisations. b) The edge enjoyed by Defence forces over the civilian scales was given in the form of a separate element viz., Military Service Pay. c) Common pay scales were granted to JCOs/ORs by re-organising the existing three groups (X, Y and Z) into two groups (X and Y). X-Pay of ₹1,400 per month was granted for JCOs/ORs of X group.

### Procedure Adopted By the Seventh CPC

6.1.5 The Commission has examined the issues posed in relation to the defence forces personnel keeping in view the terms of reference as also the complexities of the sector.

6.1.6 The Defence Services submitted to the Commission a Joint Services Memorandum (JSM) in August 2014 and an Addendum to the JSM in May 2015. These contained proposals on pay, allowances, pensions and conditions of service in relation to defence forces personnel. The Commission obtained the views of the Ministry of Defence and Department of Ex-Servicemen Welfare on a range of issues contained in the JSM. A series of discussions were also held with the representatives of the Pay Commission Cell of the Services. The Commission benefited from exchanges and interactions with multiple stakeholders- the Ministry of Defence, the Defence Services, the Department of Ex-Servicemen Welfare, the Controller General of Defence Accounts etc. In addition, on issues of common interest, the views of the Department of Personnel and Training as also those of the Ministry of Home Affairs were obtained. The Commission thus was able to draw upon the views of the key stakeholders within the government with regard to issues posed by the Defence Services.

6.1.7 The Institute for Defence Studies and Analyses (IDSA) was also commissioned to undertake a study on the “**Nature, Quantum and Components of Defence Expenditure and Defence Pensions.**” The purpose of this engagement was to obtain an independent feedback from a nonpartisan body dedicated to research and policy in defence and security, with particular reference to pay, pension and defence expenditure in India and comparable countries.

6.1.8 In addition, the Commission sought to obtain a first-hand appreciation of the conditions under which the defence service personnel operate. It visited a number of locations in and around Leh, Vishakapatnam, Mumbai, Andaman and Nicobar Islands, Jodhpur and the North East. In the course of these visits the Commission interacted with all categories of defence forces personnel. The Commission was able to familiarise itself, first hand, with the working conditions unique to defence service personnel.

6.1.9 Chapters 5.2, 6.1 and 6.2 are devoted to issues relating to pay of defence forces personnel. Allowances and pensions of defence service personnel are covered in Chapter 8 and Chapter 10.2 of the Report respectively.

### **Overview of Defence Expenditure**

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6.1.10 Before approaching the subject of pay for defence forces personnel it would be useful to have a broad overview of defence expenditure, of which expenditure on pay and allowances of defence forces personnel is an important constituent. Provision of financial resources for the defence services, which is the single largest employer of Central Government personnel, is made under the Non Plan Budget of the Government of India. Defence currently ranks at third place in terms of expenditure of the Union Government following Interest Payments and Subsidies. In addition to provisions for the Army, Air Force and Navy, funds are also provided for meeting the capital needs of the Services and for research and development.

6.1.11 As mentioned earlier, the Seventh CPC had commissioned the IDSA to analyse, among other issues, the pattern of defence expenditure in India over the period 1995-96 to 2013-14 as also the pattern of defence expenditure in neighbouring countries.

#### ***Pattern of Defence Expenditure in India<sup>18</sup>***

6.1.12 An examination of the pattern of defence expenditure over the period covering the mid-nineties to FY 2012-13 reveals:

- a. Defence Expenditure as a percentage of GDP has declined from 2.19 percent in 1995-96 to 1.80 percent in 2012-13.
- b. As a percentage of Central Government expenditure defence expenditure has declined from 14.50 percent in 1995-96 to 12.89 percent in 2012-13.
- c. Defence capital expenditure as a percentage of total defence expenditure has shown an increase from around 25 percent in later half of the 1990s to over 40 percent in the recent years.
- d. The share of expenditure on defence modernisation, as a percentage of defence capital expenditure, in the period from 1995-96 to 2012-13, has been in the broad range of eighty to ninety percent.

#### ***Defence Expenditure in Select Countries***

6.1.13 IDSA has analysed defence expenditure across a selection of ten countries in terms of personnel expenditure, operations and maintenance expenditure and expenditure on procurement and infrastructure<sup>19</sup>. The break-up of defence expenditure in terms of these three components is brought out in Table 2:

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<sup>18</sup> Defence expenditure does not include expenditure on defence pensions.

<sup>19</sup> IDSA in its Report has stated that it has collected data from primary sources in the public domain.

**Table 2: Defence Expenditure In Selected Countries, Component – Wise  
As Percentage of Total Defence Expenditure**

Sl. No.	Country	Year	Personnel Expenditure (and rank#)	Operation and Maintenance Expenditure (and rank)	Equipment Procurement And Infrastructure/ Construction (and rank)
1	U.S.A.	2007	25.59 (10)	33.75(2)	40.66(2)
		2012	26.71(10)	37.56(2)	35.73(2)
2	UK	2007	39.00(5)	33.52(3)	27.30(6)
		2012	33.60(9)	38.20(1)	24.80(9)
3	France	2007	55.00(1)	18.98(10)	26.02(8)
		2012	49.10(2)	16.90(9)	34.00(3)
4	Germany	2007	55.00(1)	25.49(8)	19.05(10)
		2012	46.40(3)	31.30(4)	22.30(10)
5	Japan	2007	43.95(3)	31.81(5)	24.53(9)
		2012	44.56(4)	22.97(7)	33.24(5)
6	South Korea	2007	39.58(4)	33.15(4)	27.27(7)
		2010*	41.00(7)	28.21(5)	30.79(6)
7	Russia	2007	32.30(8)	30.50(6)	37.20(4)
		2012	52.20(1)	19.40(8)	28.40(8)
8	China	2007	33.76(7)	34.05(1)	32.19(5)
		2012	34.87(8)	31.88(3)	33.25(4)
9	Pakistan	2009*	36.61(6)	25.77(7)	37.62(3)
		2012	43.98(5)	25.69(6)	30.33(7)
10	India	2007	27.55(9)	25.21(9)	47.24(1)
		2012	41.12(6)	15.26(10)	43.62(1)

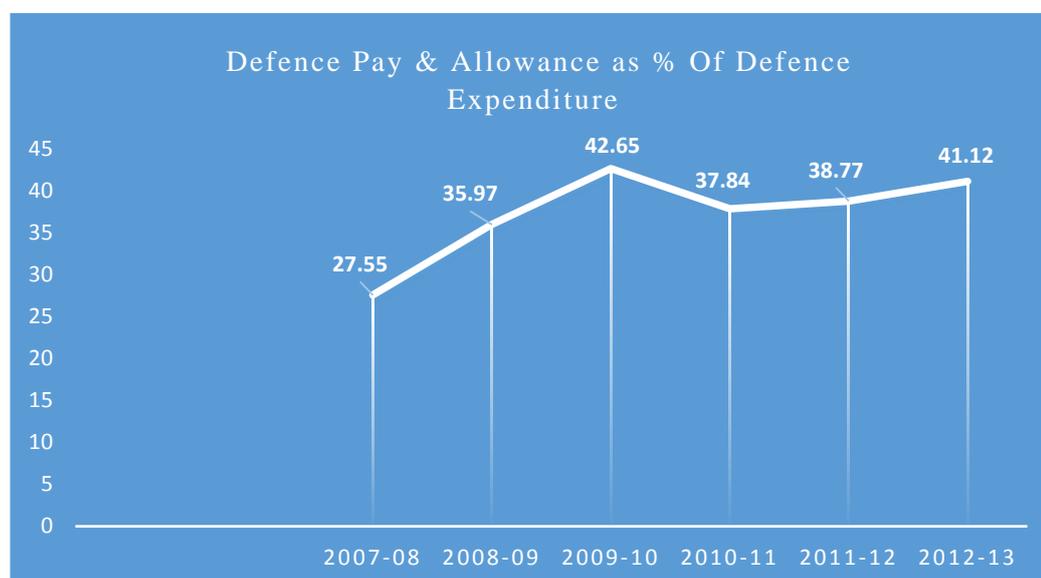
Note:

- i. # Rank inter-se of the ten countries for the concerned year, in paranthesis
- ii. \*In these countries data for the relevant years was not available
- iii. Data in the table is based on the Report of IDSA.

6.1.14 Notable from the data on the ten countries which IDSA has provided on component wise expenditure in defence is:

- a. India ranks at the first place among the ten countries in both years-2007 and 2012- on expenditure on procurement and infrastructure as percentage of defence expenditure.
- b. In so far as expenditure on operation and maintenance is concerned, India finds itself at low ninth place in 2007 and tenth place in 2012.
- c. Expenditure on personnel in the ten selected countries for which data was reported by the IDSA ranged from 25.59 percent to 55 percent in 2007 and from 26.71 percent and 52.20 percent in 2012 of the total defence expenditure.

- d. France and Germany, which had the largest expenditure on personnel as a percentage of defence expenditure in 2007, were able to effect reduction in their shares in 2012. On the other hand, Russia, India and Pakistan witnessed the sharpest increase in share of expenditure on personnel as a percentage of defence expenditure between 2007 and 2012.
- e. In India expenditure on personnel as a percentage of total defence expenditure witnessed a sharp increase from 27.55 percent in 2007 to 41.12 percent in 2012, reflecting the impact of implementation of the VI CPC Report. The conclusion that increased expenditure on personnel has been at the expense of operational and maintenance expenditure which declined from 25.21 percent in 2007 to 15.26 percent in 2012, is inescapable.



6.1.15 One of the explanations for the larger expenditure on personnel in India vis-à-vis others is the relative mix of the strength of the forces that constitute the Defence force of the country. The Army is a manpower intensive service while the Navy and the Air Force are weapon platform based services. They are capital intensive and the O&M expenditure in their case is higher.

6.1.16 IDSA has reported that the share of the Army in the total personnel strength of the Armed Forces in India is 85.25 percent while those in the US and UK are 39.3 percent and 58.92 percent respectively. This is confirmed when one views pay and allowances expenditure as a percentage of revenue expenditure separately for the Army, Air Force and Navy in India. For instance, in the case of Army, expenditure on pay and allowances FY 2012-13 was 65 percent of its revenue expenditure. The corresponding percentages for the Air Force and Navy were 46 percent and 43 percent respectively.

6.1.17 What is evident is that the Indian armed forces are manpower intensive and therefore the substantial increases in pay and allowances, based on the recommendations of the VI CPC, have translated into a sharp increase in expenditure on personnel as a percentage of total defence expenditure from 27.55 percent in 2007 to 41.12 percent in 2012.

**Expenditure on Defence Pay and Allowances**

6.1.18 As brought out in Table 2, expenditure on pay and allowances constitutes a significant proportion of total defence expenditure in India- its share is far larger than in countries like the US and UK. The growing percentage reflects the fact that it has had to absorb the impact of increases in them based on the recommendations of Pay Commissions. The Commission has had the pay and expenditure on defence forces personnel analysed for a twenty year time span.

**Impact of V and VI CPCs in Defence Revenue Expenditure**

6.1.19 The Pay Commission, in its assignment to IDSA, had sought an analysis of the impact of the implementation of the V and VI CPCs' recommendations on the pattern and composition of defence expenditure and the time frame in which it was absorbed.

6.1.20 The IDSA has worked out the share of expenditure on pay and allowance to defence revenue expenditure. This is brought out in Table 3:

**Table 3: Defence Revenue expenditure and share of Pay and Allowances**  
(₹ in crore)

Sl. No.	Year	Revenue Expenditure	Pay and Allowances	% Share of Pay and Allowances
1	2	3	4	5
2	2013-14	118730	68384	57.60
3	2012-13	106743	62981	59.00
4	2011-12	97355	55387	56.89
5	2010-11	86920	49098	56.49
6	2009-10	83827	50978	<b>60.81</b>
7	2008-09	67873	34407	<b>50.69</b>
8	2007-08	51357	21366	41.60
9	2006-07	49270	19823	40.23
10	2005-06	46185	18815	40.74
11	2004-05	42107	17812	42.30
12	2003-04	41012	16484	40.19
13	2002-03	39248	16128	41.09
14	2001-02	36608	15254	41.67
15	2000-01	35230	14742	41.84
16	1999-00	34232	13741	40.14
17	1998-99	28470	12709	<b>44.64</b>
18	1997-98	24468	11120	<b>45.45</b>
19	1996-97	20573	8397	40.81
20	1995-96	18664	7478	40.07

Note: In bold are years when recommendations of V and VI CPCs took effect.

- a. The implementation of the V CPC entailed payment of arrears. The first instalment of arrears was paid in 1997-98 and the second instalment in 1998-99.
- b. In these two years the share of Pay and Allowances, which was 40-41 percent of the revenue expenditure prior to the implementation of V CPC, increased to around 45 percent.
- c. In the subsequent years the share reverted to a range of 40 to 42 percent, and remained in this range till year 2007-08.
- d. Post the implementation of VI CPC this share of expenditure on personnel to total defence revenue expenditure has increased sharply from 41.6 percent in 2007-08 to as much as 60.81 percent in 2009-10.
- e. After falling marginally in 2010-11 and 2011-12, it has been observed that the share of expenditure on personnel has been in the region of 57-58 percent of total revenue expenditure.

6.1.21 As indicated in Table 2 the sharp increase in pay and allowance has been at expense of operational and maintenance expenditure, which is also of revenue nature. Further unlike what is observed after the V CPC recommendations were fully implemented, in the period after implementation of the VI CPC Report the relative share of expenditure on personnel has not witnessed any perceptible decline. There appears, in fact, to have been a structural shift in the composition of defence expenditure 2010-11 onwards. At the same time it may be mentioned the pace of growth of revenue expenditure by itself has been lower than growth in pay and allowances of defence personnel, particularly after FY 2007-08.

6.1.22 The findings of IDSA on the pattern of defence expenditure brings to fore the need to balance the requirements of the defence forces with the availability of resources. The Commission recognises the need to calibrate growth in expenditure on pay and allowances for defence forces personnel so as to ensure that the composition of defence expenditure - between capital and revenue and within revenue between pay and allowances and others is not skewed so as to adversely affect the operational and strategic objectives of the defence forces.

### **Proposals on Pay Determination**

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6.1.23 The Defence Services, in their Joint Services Memorandum, have contended that the emoluments in the Defence Services should stand a fair comparison with what is available in the Civil Services, otherwise the Defence Services will be denied their legitimate share of the available talent pool. In their view the two major pillars of any sound pay system are comprehensibility and adequacy.

6.1.24 The Defence Services have adopted a per capita income approach to arrive at a Minimum Wage of ₹28,000. With regard to the compression ratio, while noting that the existing ratio between the lowest paid government employee and the highest is 11.43, the Services have contended that this ratio should increase to a minimum of 1:14. The argument for this is that at present there are anomalies in higher bands with senior officers stagnating and junior officers drawing higher pay than their seniors. The decompression suggested is expected to iron this out.

## **Approach to Pay Determination for Defence Forces Personnel**

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6.1.25 The approach of the Seventh CPC on the determination of pay of Defence forces personnel has been guided by the terms of reference set out. The terms of reference, among others, required that the Seventh CPC: *“To examine, review, evolve and recommend changes that are desirable and feasible regarding the principles that should govern the emoluments structure, concessions and facilities/benefits, in cash or kind, as well as the retirement benefits of the personnel belonging to the Defence Forces, having regard to the historical and traditional parities, with due emphasis on the aspects unique to these personnel”* and *“To work out the framework for an emoluments structure linked with the need to attract the most suitable talent to government service, promote efficiency, accountability and responsibility in the work culture, and foster excellence in the public governance system to respond to the complex challenges of modern administration and the rapid political, social, economic and technological changes, with due regard to expectations of stakeholders, and to recommend appropriate training and capacity building through a competency based framework.”*

6.1.26 The Commission, in Chapter 4, has already set out the overarching principles for pay determination and the approach of the Seventh CPC in the matter. The basis for determination of minimum wage; minimum to maximum ratio; rate of annual increment have already been detailed in the relevant Chapters of the Report.

6.1.27 Within these broad contours, the approach for determination of pay and allowances for defence forces personnel rests on the following:

- i. Pay structure as evolved for the Defence Services should be broadly comparable with the civilian pay structure.
- ii. The edge in pay, to compensate the unique aspects of defence service, has been provided by way of the Military Service Pay, for personnel upto the level of Brigadier and equivalent.
- iii. Providing a relatively advantageous pay outgo for defence forces personnel by way of a defined benefit pension scheme, which entails no contribution as distinct from a defined contribution scheme which entails a monthly contribution by each official as applies to all other Central Government personnel.
- iv. Risk and hardship borne by defence service personnel, indeed for all categories, will be compensated by way of Allowances.
- v. Provide an emoluments framework for the Defence forces personnel, in particular JCOs/ORs, keeping in view their medium term skill requirements.

## **Military Service Pay**

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6.1.28 Taking note of the specific problems faced by Defence Forces personnel (viz., Army, Navy and Air Force) on account of rigours of military life, the VI CPC recommended an additional, separate element of pay for the Defence Forces called Military Service Pay (MSP). The VI CPC also intended, it was in fact so articulated, that the edge previously enjoyed by the Defence Forces, over the civilian scales would be replaced by the MSP.

6.1.29 Para 2.3.12 (page 76) of the VI CPC Report inter alia states: “*The edge enjoyed by the Defence Forces over the civilian scales will, after suitable enhancement to meet the genuine aspirations of the Defence Forces, be given as a separate element called Military Service Pay.*”

6.1.30 This Commission has received several requests from various entities, notably the CAPFs, for grant of a pay akin to the MSP. The Commission has taken note of these demands as also the contention of the Services. The very fact that various segments of government employees continue to raise this demand suggests that there is need to examine, re-assess and spell out conclusively what the Military Service Pay seeks to compensate.

**6.1.31 The Commission, after careful consideration of the matter, notes that there are exclusive elements that distinguish the Defence forces personnel from all other government employees. The intangible aspects linked to the special conditions of service experienced by them set them apart from civilian employees. Defence forces personnel are expected to conduct full spectrum operations in operational environments which are characterised by extreme complexity and may include force projection outside India’s territorial boundaries. Defence forces personnel are trained for war like situations with highly sophisticated war machinery. They have to keep themselves posted in modern warfare. The military institutions are a key symbol of national pride. Further, the superannuation of defence personnel, particularly Other Ranks (ORs) at a younger age, is also a factor that has been considered. The Commission has therefore taken a conscious decision that the Military Service Pay, which is a compensation for the various aspects described above and for the edge historically enjoyed by the Defence Forces over the civilian scales, will be admissible to the Defence Forces personnel only.**

## Cadres of Defence Forces Personnel

## Chapter 6.2

6.2.1 India shares land and maritime boundaries with eleven countries. It pursues a robust defence strategy which aims to address the wide spectrum of security challenges faced by the country. It is guided by the principle of building strength through strategic autonomy and self-reliance.

6.2.2 Defence forces personnel span the Army, Navy and Air Force. They are a distinct category from Defence Civilian personnel. The service wise and category wise (officers and Junior Commissioned Officers (JCOs) and Other Ranks (OR)) break-up of the defence forces personnel in position as on 01.01.2014 is indicated below:

	<b>Army</b>	<b>Air Force</b>	<b>Navy</b>	<b>Total</b>
Officers	44,727	12,241	9,722	66,690
JCOs/ORs	11,19,226	1,40,611	59,644	13,19,481
<b>Total</b>	<b>11,63,953</b>	<b>1,52,852</b>	<b>69,366</b>	<b>13,86,171</b>

6.2.3 Of the total Central Government manpower of around 47 lakh, personnel belonging to the defence forces form a significant proportion of nearly 29.49 percent. In fact, as on 01.01.2014 the defence service personnel, numbering 13.86 lakh, formed the single largest group of Central Government employees.

6.2.4 The Defence Services have highlighted the wide spectrum of threats ranging from the conventional to the asymmetric and the need for manpower suited to variations of warfare including net-centric warfare, information warfare, electronic warfare, space based warfare etc. They have brought out the need for higher technological threshold among the combatants and also the ability to absorb modern technology that is constantly evolving.

6.2.5 Keeping in view the size, importance and evolving manpower needs of the defence services and the remit of the Commission, the structure as also the pay related issues raised with regard to various cadres of defence forces personnel have been examined in this Chapter.

### **Analysis of the Officer Cadre**

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6.2.6 The cadre structure of the Defence Forces is highly command and rank oriented. The bulk of the officers are at the lower end of the pyramid, with significantly smaller numbers at the vertex.

6.2.7 In the Army, the officer cadre is an amalgam of the two functional branches viz., Arms and Services. The Arms branch comprises the combat element viz., Infantry, Armoured Corps, Artillery, etc. The Services comprise combat support providing the logistic and maintenance support viz., the Army Service Corps, Army Ordnance Corps, Corps of Electronics and Mechanical Engineers, etc. The Indian Navy Officers' cadre comprises officers from the Executive, Engineering, Electrical and Education branches. The officer cadre in the Indian Air

Force consists of Flying Branch and Ground Duties Branches (Technical and Non-Technical). The Army Medical Corps (AMC) and Army Dental Corps comprise Medical/Dental officers as well as Non-Technical officers. They are commissioned into the Army and seconded to the Navy and Air Force depending upon individual service requirements.

### ***Shortage of Officers***

6.2.8 The Services, in the Joint Services Memorandum, have contended that there exists a shortage of officers in the defence forces. From the data provided to the Commission, it is evident that the shortage with reference to the sanctioned strength of officers in the case of the Indian Air Force was negligible at under four percent. In the case of Navy the shortage was 17 percent and about 23 percent in the case of Army. The table below brings out the position of shortages of officers in the Army<sup>20</sup> over time.

	<b>Sanctioned Strength</b>	<b>In Position</b>	<b>Shortage</b>	<b>Shortage as %age of Sanctioned Strength</b>
As per V CPC Report	44,643 <sup>21</sup>	32,643 <sup>22</sup>	12,000 <sup>23</sup>	26.88
As on 01.06.2014	49,196	38,040	11,156	22.67

6.2.9 The Commission notes that in absolute terms the shortage in the officer cadre in the Army has remained relatively unchanged over this period of (nearly) two decades. As a **percentage of sanctioned strength, the shortage of officers in the Army has declined marginally from under 27 percent in the mid-nineties to less than 23 percent in June 2014.**

### ***Cadre Structure***

6.2.10 The Services have contended that there is an urgent requirement for the Defence Forces to undertake periodic cadre reviews to remain current in their manpower structuring, and to enable the forces to adapt to the changing operational scenario at all times, without affecting the pyramidal structure in the Services. The Commission recognises the importance of cadre reviews in aligning a service to the ever changing organisational needs and to maintain congruence between functional needs and legitimate aspirations of its officers.

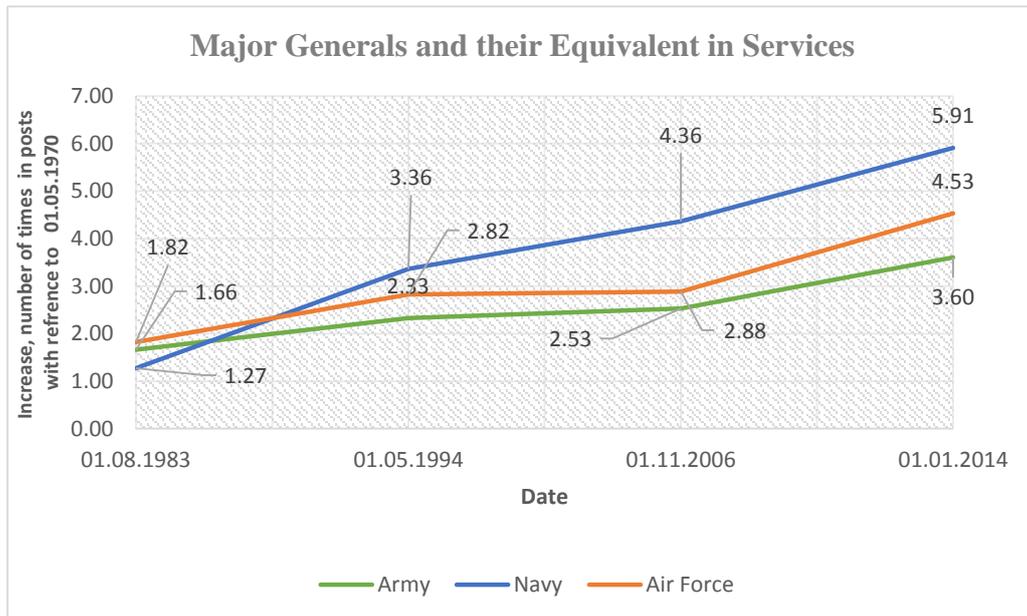
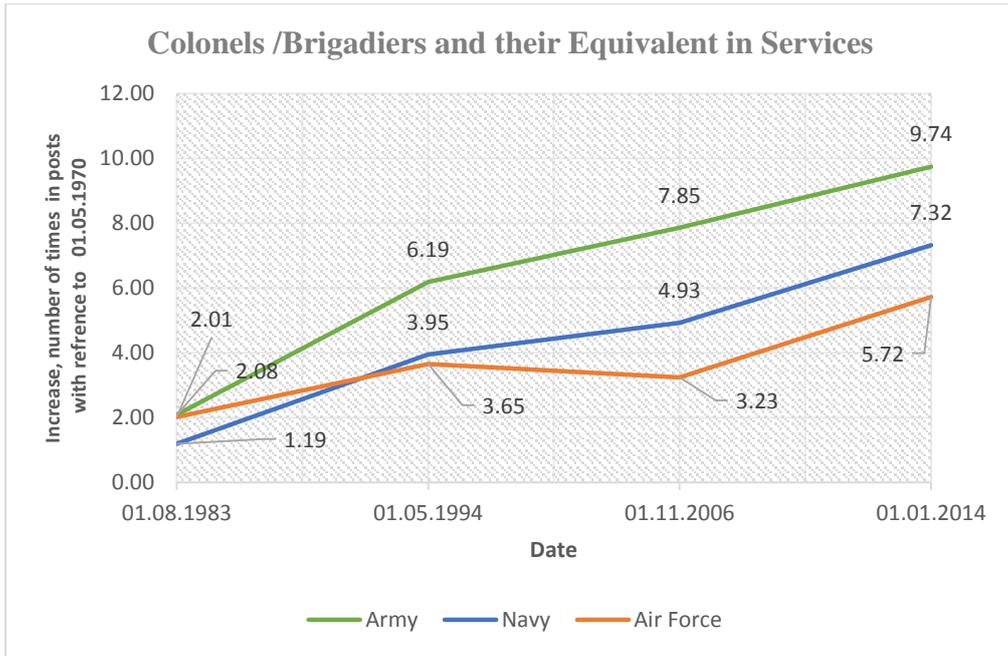
6.2.11 To ascertain the position with reference to middle and senior level positions in the three Services the Commission called for additional information in this regard. Based on examination of the data provided it is evident that the government has indeed been reviewing and sanctioning a large number of posts at the middle and senior level positions in the three Services. The graphs below bring out the growth in sanctioned posts for select ranks- at the level of Colonels and above in the Army, Air Force and Navy for the period 1970 to 2014.

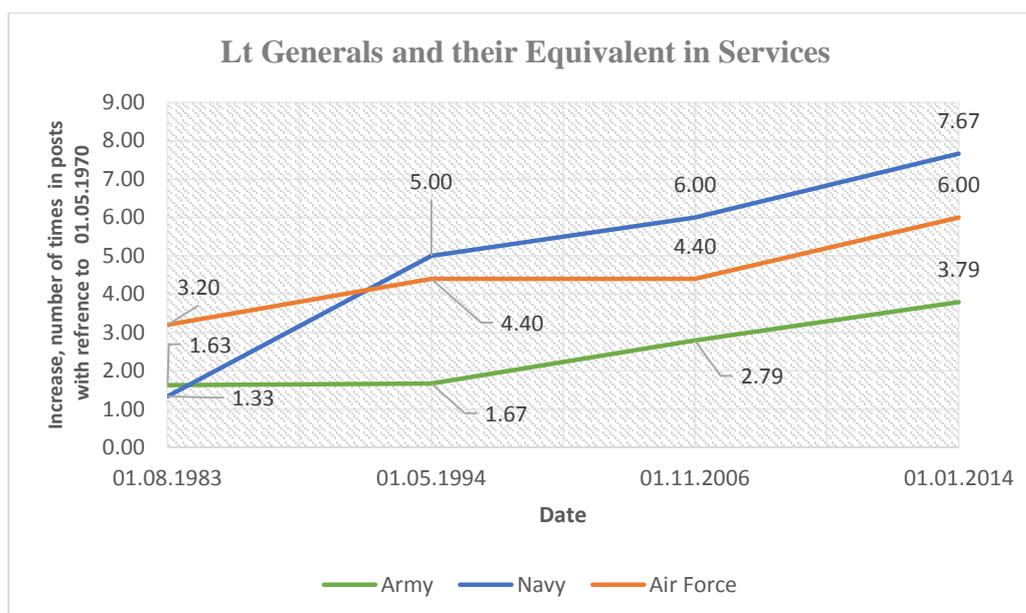
<sup>20</sup> Excludes officers in the Army Medical Corps (AMC) and Army Dental Corps (ADC).

<sup>21</sup> Para 147.2 of the V CPC Report.

<sup>22</sup> Derived from sanctioned strength and shortage figures.

<sup>23</sup> Para 144.2 of the V CPC Report.





6.2.12 The Army has witnessed an increase in the number of posts of Colonels and Brigadiers that is over nine times and in that of Major Generals and Lieutenant Generals that is nearly four times during the period 1970 to 2014. The growth in sanctioned posts at the level corresponding to Colonels and Brigadiers in the Air Force and Navy has also been substantial, though less pronounced than in the case of the Army. However, at the levels corresponding to Major General and Lieutenant General, the Air Force and Navy have witnessed sharper increases in sanctioned posts than the Army.

6.2.13 Thus, notwithstanding the cadre structure of the Defence Forces, which is highly command and rank oriented with a relatively smaller number of officers at the vertex, the **government has been augmenting middle and senior level positions in the Armed Forces, steadily over time.**

### **Pay Parity for Officers: A Review over Time**

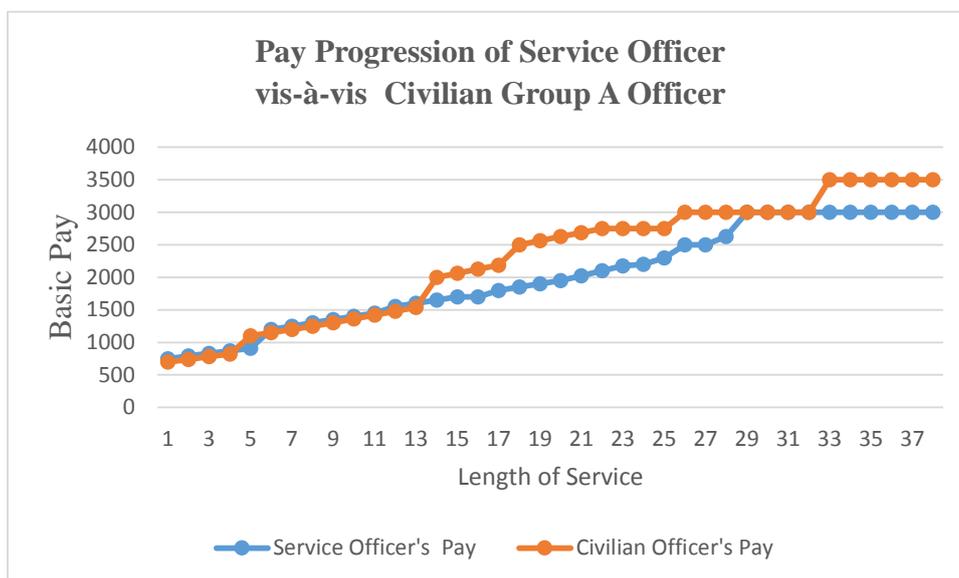
6.2.14 The terms of reference require the Commission to take due note of the historical and traditional parities in the emolument structure as far as the defence forces personnel are concerned.

6.2.15 The Services, in their Memorandum, have stated that they have always enjoyed an edge in pay in form of higher starting salary, ever since the III CPC. The emolument structure of civil service officers and defence officers, over a thirty eight year service period, has been analysed. A simulation of the pay progression based on normative residency for defence service<sup>24</sup> and civil service officers has been worked out. The total Pay in the case of Defence Service officers is inclusive of Rank Pay/Military Service Pay but exclusive of Dearness Allowance. Similarly for civilian officers total pay excludes dearness allowance. For each Pay Commission the pay structure used for the simulation is based on what has been *accepted* by

<sup>24</sup> Data on pay progression in case of Service Officers' pay has been provided by the Services Pay Cells.

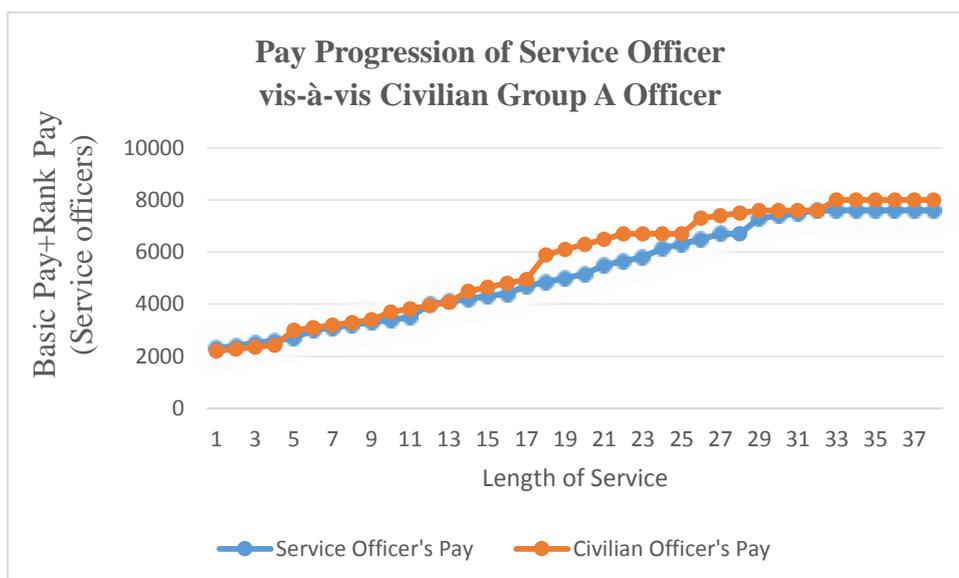
the government (as distinct to what was recommended). The graphs below bring out the pay trajectories for Defence and Civil Service Officers from the III to the VI CPCs.

### III CPC



6.2.16 Post III CPC, Service officers began their career with a slight edge over the civil service officers. From the fourteenth to twenty-eighth year of service, however, the civilian officers were substantially better placed in terms of their pay vis-à-vis their defence counterparts with similar number of years of service. Pay of civil service officers was higher- by as much as 14 to 35 percent in this period. Between the twenty-ninth and thirty-second year of service defence and civilian officers were identically placed; thereafter civilian officers edged past their defence counterparts.

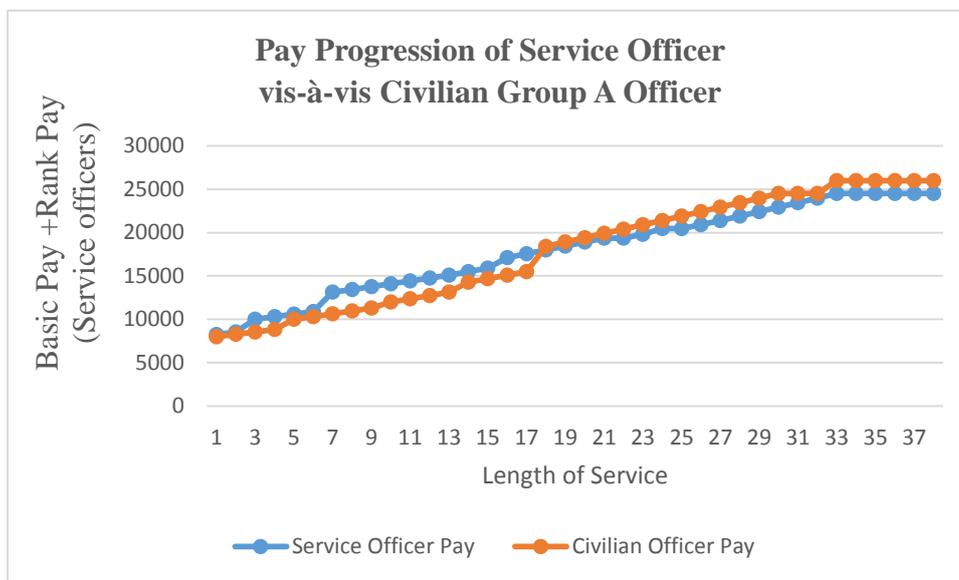
### IV CPC



6.2.17 Post the IV CPC, Service officers continued to begin their career with a slight edge over the civil service officers. Civil service officers, however, edged past defence service officers

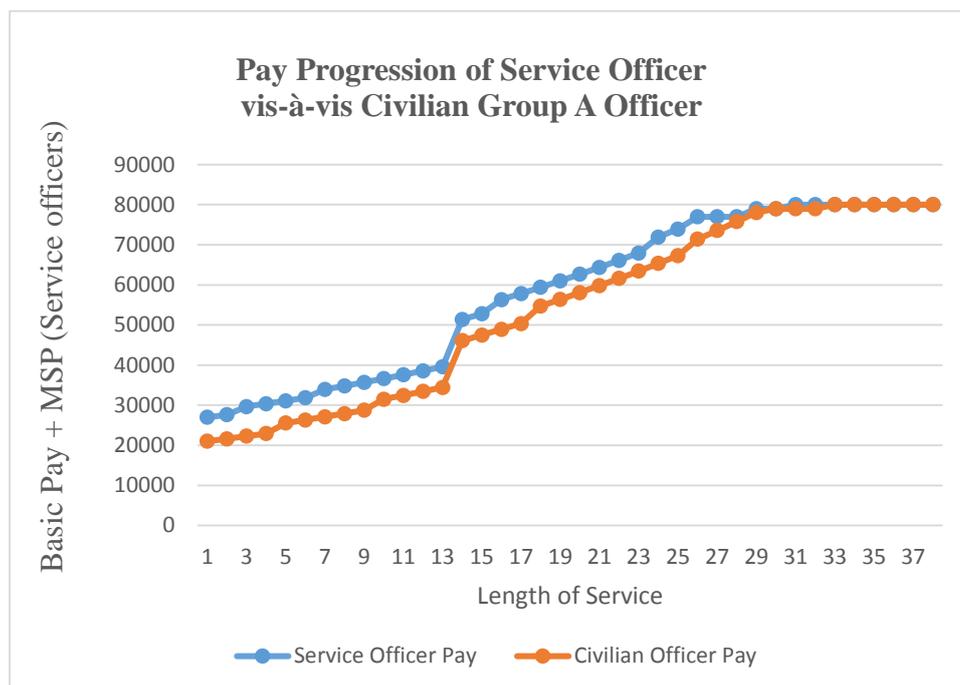
after the first few years of service, though the difference in pay, as a percentage, reduced after some years of service and, was in any case lower when compared with what it was in III CPC period. The civil service officer commanded a pay differential over their defence counterparts between the fourteenth and thirty-first year of service that ranged from 1 percent to 22 percent. The difference was most between the eighteenth and twenty years.

### V CPC



6.2.18 Post the V CPC, Service officers continued to begin their career with a slight edge over the civil service officers. However, the advantage that civil service officers enjoyed in terms of pay differential upto the IV CPC, now appears much later, only after the seventeenth year of service. Between the first and seventeenth year of service the defence service officers enjoyed an edge in pay that ranged from 3 to 23 percent over their civilian counterparts. Civilian officers edged past their defence counterparts from the eighteenth year of service.

## VI CPC



6.2.19 The post VI CPC pay structure marks a complete departure from the earlier Pay Commissions as far as the pay parity between civilian and defence service officers is concerned. Not only has the starting pay of a defence officers been placed substantially higher at 29 percent more than his/her civilian counterpart, this gap continues to remain wide at over 20 percent for the first nine years of service. **In fact the pay of defence service officers remains uninterruptedly higher for a thirty-two year period. Thereafter pay of defence and civil service officers are at par.**

6.2.20 **Benefits in cash and kind:** The analysis of pay parity of defence service and civil service officers has been undertaken with reference to Pay and Military Service Pay/Rank Pay. It does not take into account allowances, which are intended to compensate for specific hardships/risks that officers face in the discharge of their duties. The analysis of pay also does not account for other benefits in cash and kind admissible to defence service officers. These include (a) free rations or ration money allowance in lieu of free rations (b) tax concession available in Canteen Store Depots (c) military concession vouchers for travel in Railways and by air (d) free electricity upto 100 units each month (e) concessions on water charges.

6.2.21 **Summary:** The inter-temporal trends in pay of civil service and defence service officers may be summarised as below:

### 6.2.22 Initial years

- i. The edge in initial pay for defence service officers which was 7 percent post III CPC, fell marginally to 4 percent and 3 percent in the IV and V CPC respectively, has post VI CPC increased sharply to 29 percent.

- ii. For post 01.01.2004 recruits, not only has the edge increased very significantly in favour of Defence service Officers, they have also been placed at a relative advantage in terms of their net pay since they are not required to contribute for their pensionary benefits unlike their civilian counterparts. Taking this fact into account the pay differential increases from 29 percent to 43 percent.

### 6.2.23 Later years

- i. In the later years of service, civilian officers have tended to overtake the Defence Service officers and in the III CPC period the civilian edge was most pronounced as much as 35 percent in the eighteenth year. With successive Pay Commissions the overtaking happened later and later and the gap progressively reduced.
- ii. However, for post 01.01.2004 officers the differential in net pay for defence service officers, across the time horizon is effectively higher, in view of the fact that they are not required to contribute for their pensionary benefits unlike their civilian counterparts.

### Pay of Defence Forces Personnel in Select Countries

6.2.24 One of the terms of reference of the study assigned by the Commission to IDSA was to compare the salary structure of personnel in the Indian Defence Forces with that of similar personnel in other countries. IDSA, in its report, has been able to provide to the Commission pay related comparisons for three countries- India, UK and USA on purchasing power parity (PPP) basis. A comparative table indicating the monthly basic salary drawn by officers and JCO/ORs in the defence services in these countries is given below:

**Comparison Based on Purchasing Power Parity (PPP)**

Rank	Country		
	USA	UK	India <sup>8</sup>
General/ Equivalent <sup>1</sup>	15,125	22,489	11,710
Colonel/ Equivalent <sup>2</sup>	9,625	10,275	8,367
Lieutenant Colonel/ Equivalent <sup>3</sup>	7,500	8,176	6,866
Subedar Major/ Equivalent <sup>4</sup>	7,509	5,703	5,412 <sup>6</sup> 4,097 <sup>7</sup>
Sepoy/ Equivalent <sup>5</sup>	1,416	1,725	1,361

Notes:

<sup>1</sup> For Officers at Pay grade O-7 to O-10 in USA Defence Forces, basic pay is restricted to \$15,625 per month.

<sup>2</sup> Colonel/Equivalent in 21<sup>st</sup> year of service.

<sup>3</sup> Lieutenant Colonel/Equivalent in 14<sup>th</sup> year of service.

<sup>4</sup> The pay for Subedar Major/Equivalent is taken the maximum of PB-2 i.e. ₹34,800.

<sup>5</sup> The pay for Sepoy/Equivalent is taken the entry pay for Sepoy i.e. ₹6,460.

<sup>6 and 7</sup> For ₹34,800 the top of the band in PB-2, the PPP equivalent is \$5412. The highest stage actually reached was ₹23,770. Taking an additional increment due in 2015, the highest that a JCO in the Armed Forces may reach is ₹24,690 (\$4,097)

<sup>8</sup> The pay for India includes DA computed at 106 percent.

6.2.25 The GDP per capita in comparable purchasing power parity (PPP) terms, for the year 2014 as per the World Bank<sup>25</sup> for the three countries is indicated at Sl. No. 1 of the table below. Juxtaposed are the salaries of defence personnel on an annual basis for the three countries being compared. These are based on what has been reported by IDSA.

(in current international \$)

Sl. No.		USA	UK	India
1.	<b>Per capita per annum<sup>26</sup></b>	<b>54,630</b>	<b>39,137</b>	<b>5,833</b>
2.	General/ Equivalent	1,81,500	2,69,868	1,40,520
	Ratio of Salary to per capita income (Row 2/ Row 1)	3.32	6.90	24.09
3.	Colonel/ Equivalent	1,15,500	1,23,300	1,00,404
	Ratio of Salary to per capita income (Row 3/ Row 1)	2.11	3.15	17.21
4.	Lieutenant Colonel/ Equivalent	90,000	98,112	82,392
	Ratio of Salary to per capita income (Row 4/ Row 1)	1.65	2.51	14.13
5.	Subedar Major/ Equivalent	90,108	68,436	64,944/ 49,164
	Ratio of Salary to per capita income (Row 5/ Row 1)	1.65	1.75	11.13/ 8.43
6.	Sepoy/ Equivalent	16,992	20,700	16,332
	Ratio of Salary to per capita income (Row 6/ Row 1)	0.31	0.53	2.80

6.2.26 The tables above point to the fact that defence service officers and JCO/ORs in India, based on VI CPC pay scales, are placed quite well in terms of pay, even in relation to defence personnel in countries like US and UK, where the GDP per capita in PPP terms for the country as a whole is significantly higher than that of India- 9.4 times in the case of US and 6.7 times in the case of UK.

6.2.27 These conclusions are equally applicable to Civilian employees who are similarly placed.

6.2.28 The above analysis does not take into account the augmentation of pay being recommended by this Pay Commission.

### **Proposals with Regard to Pay Structure of Officers**

#### ***Re-Fixation of Grades/Pay Scales of Defence Services***

6.2.29 In the Joint Services Memorandum, the Services have contended that in the VI CPC recommendation the grade pay for certain ranks had been artificially depressed as Rank Pay was not been taken into consideration while determining the top of the pay scales of various ranks. Their contention therefore is that Grade Pays associated with Captain (₹6100), Major (₹6600), Lieutenant Colonel (₹8000), Colonel (₹8700) and Brigadier (₹8900) need upward

<sup>25</sup> Weblink: <http://data.worldbank.org/indicator/NY.GDP.PCAP.PP.CD>

<sup>26</sup> GDP per capita, PPP (current international \$)

revision. Accordingly, the Services have sought revision in the GPs to ₹6600 for Captain, ₹7600 for Major, ₹8700 for Lieutenant Colonel, ₹9000 for Colonel and ₹9500 to Brigadier.

*Analysis and Recommendations*

6.2.30 The Commission notes that this issue was deliberated upon in the discussion after the VI CPC Report at various levels in the government. The Commission has taken note of the fact that the Committee of Secretaries (COS) in 2008 did not accept the merger of Rank Pay in Basic Pay. Subsequently, while examining draft service instructions for pay revision, Ministry of Finance also did not approve the merger of Rank Pay with Basic Pay and observed that Pre-revised Scales and Rank Pay should be shown distinctly in two separate columns in pay fixation tables. Service instructions were issued accordingly. The government's settled view is that the stand of Armed Forces for merger of Rank Pay with Pay Scale for determining Grade Pay is not correct which has also been upheld by the Apex Court. **The Commission agrees with this view, and holds that there is no case for revision in the grade pays by taking Rank Pay into consideration while determining the top of the pay scales of certain ranks.**

*Initial Pay Fixation of Lt. Colonel, Colonel and Brigadier/Equivalent*

6.2.31 The Services have contended that the replacement scales granted to Lieutenant Colonel and Colonel/equivalent by the government were depressed by one increment and that of Brigadier/equivalent by two increments. They have attributed this depression to the initial pay fixation having been done with reference to S- 24 scale of V CPC for Lt. Colonel/Colonel and that of Brigadier/equivalent to the S-26 scale.

*Analysis and Recommendations*

6.2.32 The Commission sought the views of the Ministry of Defence in the matter. Ministry of Defence has stated that the Services have based their case on the premise that Rank Pay should be merged with Basic Pay before fixation of pay. As has already been noted above the accepted and settled view is that of Rank Pay should not be merged in Basic Pay. Here again, the Commission agrees with the view of the government and is of the view that the replacement scales granted to Lt. Colonel and Colonel/equivalent by the government are not depressed. **Therefore no change is warranted.**

*Grant of Non Functional Upgradation (NFU) to Defence Service Officers*

6.2.33 In the Joint Services Memorandum, the Defence Services have pointed out that the VI CPC, in its Report, extended Non-Functional Upgradation to Organised Group 'A' Services. Such benefit was however not granted to the Defence Service Officers, which, in their view is an anomaly. It has been pointed out by the Defence Services that the grant of NFU to Organised Group 'A' Services in Ministry of Defence which operate alongside the defence forces like MES, Border Road Organisation, and Survey of India etc. has created command, control and functional problems.

*Analysis and Recommendations*

6.2.34 The deliberations in the context of whether NFU, presently available to Organised Group 'A' services, should be allowed to continue or not have been elaborated in Chapter 7.3. The aspect of grant of Non-functional upgradation to officers of the Defence Forces was also discussed at

length. After considering the various aspects the Chairman felt that NFU should be allowed to continue since it has existed for the last 10 years and is being availed by all the Organised Group 'A' Services. Therefore the Chairman did not propose to abolish it.

6.2.35 Further, with a view to ameliorate the difficulties faced by the officers owing to stagnation at various levels, the Chairman felt that **NFU should be extended to the officers of the Defence forces and CAPFs (including ICG) as well. The manner in which NFU is to be regulated in the Defence Forces is discussed in Chapter 11.22.**

6.2.36 **Shri Vivek Rae and Dr. Rathin Roy, Members, Seventh CPC, have not agreed with the views of the Chairman. They are of the considered view that NFU till SAG and HAG level, granted to Organised Group 'A' Services, should be withdrawn. They have also not supported extension of NFU to Defence Forces and CAPFs, including ICG.** The rationale for their views has been elaborated in paras 7.3.29 and 7.3.30 of the Chapter 7.3 on Central Services, Group 'A' and is not being repeated here.

#### ***Pay for Re-Employed Officers***

6.2.37 The pay of re-employed pensioners is usually fixed adopting the general principle of 'pay minus pension', taking into account the last pay of the pensioner and the pension fixed in his case. If a person retires on superannuation and is re-employed thereafter, full pension is deducted from the pay fixed on re-employment. In the case of pensioners retiring before attaining the age of 55 years and who are re-employed, pension (including PEG and other forms of retirement benefits) is 'ignored' (or not deducted) to a certain extent as per extant rules.

6.2.38 In the case of re-employed Brigadiers, since they retire on completion of 56 years of age, the deduction of pension is full, as in there no portion of pension that is 'ignorable'. The demand of the Services is that the ignorable portion of the pension be made admissible to re-employed Brigadiers as well.

6.2.39 The Commission notes that the CCS (Revised Pay) Rules 2008, governing persons re-employed in government service are uniformly applicable to Civil as well as Defence personnel. As such the **Commission does not agree with the relaxation being sought for only one category of re-employed Defence service Officers, when the orders have general applicability across all retired personnel.**

#### ***Select Rank Promotion Incentive***

6.2.40 The Services have sought a Select Promotion Incentive equivalent to 5 percent of the Pay (Pay in Pay Band + Grade Pay+ MSP) per month, to be granted to all select Ranks from Colonel to Lieutenant Generals.

6.2.41 The proposal of the Services has been considered by the Commission. Selection Posts are by no means unique to the Defence Services. A number of posts for Civilian officers are "selection" posts. Further the Commission has, through the Pay Matrix, provided to senior ranks in the Services a distinctly higher pay vis-à-vis their juniors, hence the higher ranks stand

adequately incentivised. **The Commission is therefore unable to agree to a separate incentive scheme for a certain category of officers in the Services.**

***Placing Lieutenant Generals in Pre revised HAG+***

6.2.42 Defence Services in their memorandum and supplementary submission before the Seventh CPC have contended that the position of Lieutenant General has been continuously degraded since the III CPC on account of upgrading the Head of State Police from IGP to DGP and giving the pay scales of ADG to Lieutenant Generals. They have sought placing of all Lieutenant General and equivalent officers in the HAG + scale (₹75,500-80,000).

6.2.43 The Commission has sought and received the views of the Ministry of Defence in this regard. The Ministry has pointed out that Lieutenant Generals in Armed Forces were equated to Additional Secretaries on the civilian side and prior to VI CPC, both were in the scale of ₹22,400-24,500. Further there is no comparison of Lieutenant General with Officers on Civilian side as those in the HAG+ scale had a higher pay scale of ₹24,050-26,000 prior to VI CPC. The Commission notes that this demand has been made at earlier points in time and, after due deliberation, it was decided to grant the higher pay scale (HAG+) to 1/3rd of the Lieutenant Generals/equivalent. Army Commanders' scale (Apex scale ₹80,000) was further granted, on a non-functional basis, to a certain numbers of Lieutenant General level officers.

**6.2.44 The Commission therefore does not see any justification in further scaling up all Lieutenant Generals to the HAG+ grade.**

***Grant of Apex scales to Heads of Training Institutions***

6.2.45 The Services in their supplementary submission to the Commission have sought placement of heads of certain training institutions of the Services in the Apex scale, in recognition of the importance being accorded to training by the Services.

**6.2.46 The recommendations regarding training are contained in Chapter 14.**

**Short Service Commissioned Officers**

6.2.47 The Short Service Commission (SSC) scheme in the Armed Forces was introduced in 1964 replacing the Emergency Commissioned Officer Scheme, which existed since 1962. The tenure for SSC officers was five years and they were eligible for permanent commission in the fifth year of service. In 1971 the SSC officers were given the option to continue for another five years, beyond the initial five years. In 1993 the SSC scheme was extended to technical arms and to non-technical arms in 1998. In 2004 the SSC officers were given the option to continue for another four years, beyond the period of five plus five years. In 2006 the Scheme was modified yet again, and the option to exit was made available only in the tenth and fourteenth year, with the eligibility for permanent commission to be exercised in the tenth year of service.

6.2.48 The Services, in the Joint Services Memorandum, have stated that given the steep pyramidal structure of the forces, there is a high rate of supersession at the stage of the promotions to the first select rank. They have pointed out that an effective way to address this problem is by increasing the strength of the support cadre, primarily the Short Service

Commission. This would balance the ratio between regular cadres and support cadres and correct the existing skew towards regular cadres. To achieve this, in their view, the SSC needs to be made more attractive.

### ***Present Position***

6.2.49 Currently, in the Armed Forces, Short Service Commission to officers is granted for a maximum period of 14 years, an initial period of ten years extendable by a further period of four years. Male Officers who are suitable can be considered for grant of permanent commission in the tenth year of their Short Service Commission.

6.2.50 The present entitlement, on exit, is 10 months and 14 months of reckonable emoluments for those completing ten and fourteen years of service respectively.

6.2.51 The Directorate General Resettlement in the Department of Ex-Servicemen provides for resettlement training for serving officers/retired officers and released officers. Short Service Commission Officers, on completion of ten/fourteen years of contractual service, are eligible for undergoing resettlement training courses. Towards this end there are currently a number of short term training programmes being conducted in reputed management institutes.

### ***Proposal of the Services***

6.2.52 The Services have stated that SSC should be made more attractive, so that larger numbers opt for this entry. The measures recommended towards this are as follow:

- a. Severance Compensation (two months' pay for each year upto 10 years and four months' pay beyond 10 years to 14 years.
- b. Grant of 'Professional Enhancement Training Leave' of two years to those officers opting for an extension of another five years.
- c. Concessions for appearing in Civil Service Examination viz:-
  - i. Reduction in the number of papers from eight to four.
  - ii. Introduction of Military Science as optional subject.
  - iii. Age relaxation of five years for SSC Officers.
- d. Lateral induction into Para Military Forces/Central Police Organisations to be considered.

### ***Analysis and Recommendations***

6.2.53 The Commission has examined the matter in the context of the cadre structure of the Armed Forces, the pattern of recruitment of officers through various streams and the available options for Short Service Commissioned Officers.

6.2.54 ***Cadre Structure:*** The need to strike a healthy balance between the organizational requirements and career progression in the Armed Forces has been articulated in the Joint Services Memorandum. All the three Services have pointed to the steep pyramidal cadre structure. In the discussion on the cadre structure of the Armed Forces the ratio of Permanent Commissioned Officers to Short Service Commissioned Officers is important.

6.2.55 The Commission, based on the data provided to it, notes that the existing cadre of Armed Forces Officers is primarily manned by Permanent Commissioned Officers. Short Service Commissioned Officers have an exit option that is not particularly attractive and a large number of these officers are absorbed into the permanent commission stream. This has two important implications- (a) the former reduces the attraction for Short Service Commission as a career option for the youth and (b) the latter impacts the age profile of the officers in the Armed Forces.

6.2.56 **Compensation Package:** The Commission notes the demand made is for doubling of the existing compensation package of one month's reckonable emoluments for each completed year of service by a SSC Officer. In the case of officers in the public sector opting for voluntary retirement/voluntary separation, they are paid one and a half months emoluments for each completed year of service.

6.2.57 **Way Forward:** To address these issues, the Commission is of the view that the package, particularly the exit options, available for officers who are on Short Service Commission needs to be bolstered. This will, in the view of the Commission, lead to multiple benefits – (a) make Short Service Commission an attractive option for the youth (b) it will lead to increased intake of Short Service Commission Officers as compared to permanent commissioned officers (c) attractive exit options will encourage short service commissioned officers to avail the options and shift to other careers rather than linger in the forces attempting to get permanent commission (d) this in turn improve the promotional avenues for permanent commissioned officers (e) it will also provide industry and other sectors a young crop of well trained and disciplined officers at the middle management level.

6.2.58 Overall, from a national perspective it would result in the optimal deployment of the country's young work force.

6.2.59 With regard to the compensation package, the Commission is of the view that it needs to be made more attractive. At the same time, to incentivise early exit, the package being recommended is graded so as to provide greater benefit to the SSC officers exiting early. For those exiting at seven years the package has been scaled up to the level of what is applicable to officers taking VRS in public sector companies.

6.2.60 The Commission notes the thrust of the government towards facilitating investment and promoting innovation and industry. A steady availability of young, disciplined officers from the Armed forces, whose skill have been upgraded to meet the challenges of the expanding economy, would be highly beneficial for the country. Hence the Commission is of the view that SSC officers, be provided the opportunity to pursue a management or technical course, fully funded by the government. It is suggested that a tie up with reputed management and technical institutes, preferably IIMs and IITs, maybe undertaken for this purpose.

6.2.61 The Commission is, accordingly, recommending the following specifically in the context of Short Service Commissioned Officers.

6.2.62 **Exit Options:** The Commission recommends that the SSC officers should be allowed to exit at any time between seven years and ten years of service instead of the

**existing exit option at ten and fourteen years. The option for permanent commission should be exercised in the seventh year, instead of the tenth year as it exists today.**

**6.2.63 Package for those exiting:**

***Terminal Gratuity:* Uniform 10.5 months of reckonable emoluments, for exit any time between seven years and ten years.**

***Training:* Fully funded (a) one year Executive Programme at premier management institute or (b) M. Tech programme from premier technology institute.**

**An Officer opting for any of the fully funded programmes as listed above, should stand relieved from the Armed Forces when he goes to join the programme.**

***Concession towards Civil Service Examination:* Relaxation in age by five years.**

**Junior Commissioned Officers (JCO)/ Other Ranks (OR)**

6.2.64 Junior Commissioned Officers (JCO) and Other Ranks (OR) number 13.2 lakh across the three Services. JCOs/ORs can be broadly categorised in terms of their roles and skills.

***Roles***

6.2.65 **Army:** With a strength of approximately 11 lakh, the Indian Army is one of the largest professional volunteer land forces in the world. The cadre of the Army consists of:

- i. Combat Arms (Armoured Corps, Artillery, Infantry and Mechanised Infantry)
- ii. Combat Support Arms (Engineers and Signals)
- iii. Specialised Cadres (AMC, ADC, RVC, AEC, CMP and APS)
- iv. Logistic and Maintenance Services (ASC, AOC, EME and Pioneers).

6.2.66 **Air Force:** 'Airmen' comprise all ranks of combatants other than commissioned officers in the IAF. They perform a variety of functions ranging from aircrew duties on board helicopters and transport aircraft, maintenance of the most sophisticated and complex aircraft, radar, weapons and other equipment, secretariat and administrative duties involving maintenance of accounts of cash and stores, personnel documents, catering, discipline and medical care.

6.2.67 **Navy:** Every sailor is basically a seaman, irrespective of the branch to which he belongs or his trade specialisation. Seamanship duties comprise ship husbandry, hull maintenance, handling of small arms and ammunition, elementary store keeping, boat handling, firefighting, nuclear, biological and damage control as also first-aid, besides being proficient in a host of other seamanship activities such as anchor-work, rope-work, replenishment of fuel etc.

***Skills***

6.2.68 Every soldier is allotted a trade which becomes intrinsically linked to his subsequent career progression. There are numerous trades in the Army, Navy and Air Force. These have been grouped in two pay groups X and Y, as detailed in the table below:

Services	Total Number of Trades and %age of Total Strength	
	X	Y
Army	28 (2.58%)	96 (97.42%)
Navy	11 (12.00%)	42 (88.00%)
Air Force	23 (47.72%)	28 (52.28%)

6.2.69 The trades grouped under X require higher entry level qualification (Class XII). Entrants in group X also receive more intensive training. As against this entry level qualification for group Y is Class X only and the training imparted is also less intensive. Those in group X are accorded a specific amount as 'X' pay.

### **Proposals with Regard to Pay Structure of JCOs/ORs**

#### ***Common Pay Scale for X, Y and Erstwhile Z Pay Groups***

6.2.70 As mentioned earlier, JCOs/ORs in the Services are presently organised into two groups. Prior to the VI CPC they were in three groups, viz., X, Y and Z. Based on the recommendations of the VI CPC, group Z was merged with Y. Generally the entry level qualification of X group personnel is class XII+diploma in engineering in the relevant field and that of group 'Y' is class XII. The qualification requirement of the erstwhile group 'Z' was Class X; this was raised to class XII when it was merged with Group Y. With effect from 01.01.2006, groups X and Y have been given a common pay scale, i.e., they are at the same notches in Pay Bands 1 and 2 and receive the same grade pay, with one distinguishing feature viz., 'X- pay' to those in Group X.

6.2.71 The Services have contended that the re-grouping detailed above resulted in situations where seniors (Pre-2006) in Y group who were earlier drawing total pay which was more compared to that of juniors (Pre-2006) in the X group, are now drawing lesser pay. To address this the Services have sought upgradation of all in-service JCOs/OR of Groups 'Y' and 'Z' (Pre 2006) to the best of Group 'X' scales in the respective rank, retaining their annual increments in the scale as on 01.01.2006.

6.2.72 The Commission has carefully considered the demand for upgrading all JCOs/ORs of Groups Y and Z (Pre-2006) to the best of Group X. It notes that the main purpose of retaining the two Groups of X and Y along with X-pay for the former is to recognize the premium attached to the higher entry level qualifications of Group X. If all personnel in Groups Y and Z (Pre-2006) are upgraded to the best of Group X scales, not only would it involve a fitment to them that was higher than intended, it would also dilute the measure taken by the VI CPC to recognise the higher qualification. It is felt that the emphasis placed by the Services and VI CPC on skilled manpower and higher educational/technological threshold was entirely appropriate and that such a dilution is not desirable. **The Commission is therefore unable to accede to the demand made with regard to a common pay scale.**

### **Parity of Pay with Civilians**

6.2.73 The Services have sought a review of pay scales of JCOs/ORs in certain select categories with the objective of enhancement of their Grade Pay to bring them at par with their civil counterparts. The category of personnel for which the review in pay scales have been sought is detailed below:

**(i) Sepoy and equivalent scale to maintain existing edge with Constable of CAPF**

As a starting point, the Services have indicated the comparative scales of a Sepoy with a CAPF Constable, since IV CPC:

<b>CPC</b>	<b>Pay of Sepoy</b>	<b>Pay of CAPF Constable</b>
IV	950-15-1010-20-1170	825-1200
V	3250-70-4300	3050-4590
VI	GP 2000	GP 2000

*Analysis and Recommendations*

The Commission has examined the matter and is **of the view that there is no reason to disturb the relativities between Sepoys and Constables** in CAPF for the following reasons:

- a. The entry level qualification for a Sepoy and a Constable in CAPF are identical viz. Class XII.
- b. Since the implementation of the VI CPC recommendations, Sepoys are in receipt of a Military Service Pay (MSP) of ₹2,000 per month. At the entry level this component of pay provides a differential of 27.77 percent to a Sepoy vis-à-vis a Constable in CAPF.
- c. This Commission is also recommending enhancement in the Military Service Pay (MSP) for the Sepoys to ₹5,200 per month.

As has been clearly enunciated later in this Chapter, the MSP being paid to Service personnel in itself constitutes the ‘edge’ **and therefore seeking any additional edge beyond MSP is not justified and cannot be agreed to.**

**(ii) Havildar and equivalent scale due to changes in Master Craftsmen Scale**

The Services have pointed out that the pay upgradation of Artisans has been effected by the Ministry of Defence in June 2014 whereby the following revised scales have been introduced:

<b>Designation</b>	<b>From Grade Pay</b>	<b>To Grade Pay</b>
Skilled (Artisan)	1800	1900
Highly Skilled (Artisan)Grade II	1900	2400
Highly Skilled (Artisan)Grade I	2400	2800
Master Craftsman	2800	4200

Prior to this, Master Craftsman, at GP 2800 was at par with Havildar and the unilateral upgradation of Master Craftsman has created an anomaly, as stated by the Services. They have accordingly sought GP 4200 for Havildar and equivalent.

*Analysis and Recommendations*

The Commission sought the views of Ministry of Defence in this regard. The Ministry has stated that an upgrade in respect of one set of employees cannot be cited as a basis for similar upgrade for other employees especially where conditions of service rendered are entirely different and the services functions and duties are not comparable. It was further stated that in many cases armed forces may have a higher pay scale/grade pay which cannot be a criterion for upgradation of pay of civilian personnel.

The Commission notes that subsequent to the recommendations of the VI CPC the cadre structure of Artisan/Workshop staff was reviewed by the government and new levels were created in the cadre structure. This *inter alia* entailed upgradation in the scale of Master Craftsmen. The Commission is also of the considered view that pay alone cannot be a determining factor for drawing functional equivalence between two sets of employees, more so when the comparison is between defence and civilian personnel who are guided by different service conditions. These service conditions have been further altered for civilian personnel since 01.01.2004, who have been moved from a defined benefits system of Pension to a defined contribution one. **In view of the above the Commission does not agree with the demand for upgrade of Havildar and equivalent to GP 4200.**

**(iii) Naib Subedar and equivalent scale due to changes in Assistant Scale**

The Services have sought parity between Naib Subedar and Assistants serving in the Central Secretariat Headquarter and in the Armed Forces Headquarters. It has been stated that the pay of Assistants of the CSS were upgraded with effect from 15 September, 2006, without waiting for the report of the VI CPC. They further note that the VI CPC recommended merger of four civil pay scales (S-9 to S-12) and fixed the same Grade Pay of ₹4,200 for both Naib Subedar and Assistants in CSS and Armed Forces Headquarters. Post VI CPC, the Grade Pay of Assistants in CSS was upgraded to ₹4,600. This was also extended to Assistants in AFHQ, thereby affecting the pay parities with Naib Subedar.

*Analysis and Recommendations*

As stated earlier, the Commission is of the considered view that pay alone cannot be a determining factor for drawing functional equivalence between two sets of employees, more so when the comparison is between defence and civilian personnel who are guided by disparate service conditions, as already detailed above. **In view of the above, the proposal is not found justified.**

**Rationalisation of Trades/Pay groups**

6.2.74 **Background:** As per the existing system of trade structure for JCOs/ORs in the Defence Services every soldier is allotted a trade which becomes intrinsically linked to his subsequent career progression. The numerous trades of the Army, Navy and Air Force have been rationalised from eight to two Pay Groups based on recommendations made by the successive Pay Commissions and Committees. These are detailed below:

Pay Commissions/Committee	Pay Groups	Total Number
Post War Pay Committee	A, B, C, D, E, F, G, H	8
III CPC	A, B, C, D, E	5
IV CPC	A, B, C, D, E	5
V CPC	X, Y, Z	3
VI CPC	X, Y	2

6.2.75 **Proposal of Services:** The Services in the JSM have alluded to the fact that the VI CPC, while revising the cadre structure, merged Groups ‘Y’ and ‘Z’ and granted common pay scales to all JCOs/ORs enrolled post 01.01.2006. However, the proposal for initial and in-service upgradation is stated to have remained unaddressed. To address this initial and in-service upgradation, the Services have proposed that trades are re-classified based on a ‘Point Rating System’ awarding due weightage to entry level education qualification (30%), technical and tactical proficiency (40%), leadership skills (10%), risk profile (10%) and working environment (10%). Based on the above attributes and scores, the trades are proposed to be allocated to Group X and Group Y and in service upgradation linked to points and number of years served. In-service upgradation of JCOs/ORs has also been proposed from Group Y to group X on successful completion of a Diploma of minimum one year duration, which is recognised by Central/State Education Boards/University or minimum one year of organised training at the level of Unit or Formation which may be cumulative and not necessarily continuous and may include courses attended in a training establishment.

*Analysis and Recommendations*

6.2.76 The Commission has examined the matter at length. It has obtained from the Services details about what exactly characterizes the two Groups, ‘X’ and ‘Y’ in the three Services, by way of the entry level qualification threshold and the training imparted. The picture is captured in the table below:

<b>Group ‘X’</b>			
Service	Entry Level Qualification Minimum Level	Training Period (in weeks)	
		Minimum#	Maximum#
Army	Class X	34	104
Navy	Class XII	117	130
Air Force	Class XII	88	88

**Group ‘Y’**

Service	Entry Level Qualification Minimum Level	Training Period (in weeks)	
		Minimum#	Maximum#
Army	Class VIII	16	182
Navy	Class X	25	77
Air Force	Class X	72	76

*#The training imparted in both Groups ‘X’ and ‘Y’ varies from trade to trade. The minimum/maximum training period captured in this table denotes the lowest/highest duration currently required for any of the trades in the given Group.*

6.2.77 The table brings out the following:

- The minimum entry level qualification in the Air Force and Navy is considerably higher than that in the Army, for Group ‘X’ as well as for Group ‘Y’;
- There is great disparity in the duration of training considered necessary.

6.2.78 It has also been noted that in the Air Force and Navy it is essential to obtain a qualification equivalent to a Diploma in Engineering prior to attestation/mustering in all technical trades under Group ‘X’. On the other hand, in the Army, there are a number of ‘X’ trades which are equated to Class X or Class XII only. In all, it is obvious that there is considerable lack of standardization, which needs to be addressed. Ideally such a standardisation exercise must be benchmarked and undertaken by a body which also consists of external experts from relevant accreditation authorities/agencies.

**Good practices in the Navy:**

- **Only Technical Trades with AICTE recognised diploma are placed in X Group. All other Trades are placed in Y Group.**
- **In-service personnel in the Navy can migrate from Y Group to X Group under Navy Entry Artificer Scheme and Mechanician Course Scheme subject to completion of a AICTE approved diploma course.**

**6.2.79 The Commission is of the view that as part of such a standardisation exercise all X trades should mandatorily involve obtaining a qualification which is equivalent of a diploma in engineering (recognised by AICTE).**

6.2.80 In a separate submission to the Commission the Services have stated that with induction and acquisition of high technology equipment and weapons system a highly skilled manpower has become necessary. In the context of change in nature of warfare mention has been made of operations involving info-tech, cyber space, satellites and sensors, all of which need high calibre and qualified human resource. These, in their view, require a higher technological threshold among the combatants.

6.2.81 The requirement of a higher technological threshold therefore needs to be addressed and the Commission’s concern would be how best the pay structure can provide the appropriate incentives for it.

6.2.82 The medium term strategic objectives of the Services requiring a higher calibre and qualified human resource will not get served by the Point Rating System proposed by the Services. Neither can a higher technological threshold be achieved by merely completing specified number of years of service or by organised trainings at the level of the Unit. **In view of this the Commission is unable to agree with the proposal of the Services.** At the same time if the Services feel the need to provide opportunities to JCOs/ORs whereby they can migrate from Y trades to X trades, this may be permitted subject to the concerned personnel undertaking a training programme whereby he obtains a qualification equivalent to a diploma in engineering, or its equivalent, which is the requirement for all X technical trades in the Air Force and Navy and many of X trades in the Army.

6.2.83 The Commission, taking note of the wide variation in the educational/training requirement of X pay groups, as it exists today, has made specific recommendations regarding their pay in the section dealing with Group X pay of this Chapter.

#### ***Assured Career Progression***

6.2.84 The Services have sought four financial upgradations under MACP scheme at 6, 12, 18 and 24 years of service or on completion of six years of continuous service in same Grade Pay. It has been stated that 60 percent of the soldiers (i.e., Sepoys and Naiks) are deprived of the third financial upgradation on account of an early retirement.

#### ***Analysis and Recommendations***

6.2.85 The Commission has considered the demand and notes that as it is the existing scheme of MACP for the Defence forces personnel, at 8, 16 and 24 years of service, is more beneficial than the one on the civilian side, which is spaced at 10, 20 and 30 years. The aspect of early retirement of the defence services personnel is therefore already factored in. Further, no revision in the MACP scheme is intended on the Civilian side. Keeping these facts in view the **Commission is unable to recommend any changes to the MACP scheme insofar as Defence Service personnel are concerned.**

#### ***Group 'X' Pay***

6.2.86 Group 'X' pay for JCOs/ORs and equivalent has been sought to be enhanced by four times from the existing rate of ₹1,400 per month. In the context of change in nature of warfare the requirement of a higher technological threshold has been emphasised by the Services.

#### ***Analysis and Recommendations***

6.2.87 The Commission has taken due note of the emphasis being placed on skilled manpower with higher educational and technological thresholds. While determining X pay for X group of JCOs/ORs the VI CPC considered the relativity of some of the grades of JCOs/ORs in Group X with diploma holders in engineering on the civil side. In case of civilians, posts requiring minimum qualification of diploma in engineering are placed in GP 4200 and in defence forces, some of the posts in X group whose minimum qualification held equivalent to diploma in engineering are placed in GP 2800. The element of X group pay was therefore fixed at ₹1,400. The Commission has examined the existing educational and training requirements of X pay personnel and has already noted the wide variation that exists in the three Services in this

regard. It has therefore recommended that all X trades should mandatorily involve obtaining a qualification which is equivalent of a diploma in engineering (recognised by AICTE).

6.2.88 The approach adopted by the VI CPC in determining X pay is agreed with. At the same time the incentive structure needs to have a bearing with the qualifications.

Accordingly, this **Commission recommends:**

- i. **X pay for JCOs/ORs in Group X at ₹6,200 per month** for all X trades which involve obtaining a qualification which is equivalent of a diploma recognised by AICTE. This amount is the difference in the minimum of the Pay level 6 (corresponding to Grade Pay of ₹4200 in VI CPC), and Pay level 5 (corresponding to Grade Pay of ₹2800 in VI CPC).
- ii. **X pay for JCOs/ORs in Group X at ₹3,600 per month** (standard fitment of 2.57 on the existing X pay of ₹1,400), for those currently in X pay, but not having a technical qualification recognised by AICTE.

#### ***Pay Scales of Honorary Commissioned Officers***

6.2.89 In the Defence Forces, Honorary Commission is awarded in recognition of meritorious service to serving JCOs in the Army and their equivalent in the other two Services. The Honorary Commission is given in recognition of selfless service of the highest order to elevate their status and prestige.

6.2.90 Subedar/Subedar Major and equivalent after Honorary Commission are granted Honorary Lieutenant /Honorary Captain and equivalent ranks. On their Honorary Commission, their pay is fixed in GP 5400 (PB-3) in the case of Honorary Lieutenant or GP 6100 in the case of Honorary Captain. In addition they are granted a MSP of ₹6,000 per month. Presently the pay of Honorary Lieutenant and Honorary Captain is not to be less than ₹19,530 and ₹20,190 respectively.

#### ***Analysis and Recommendations***

6.2.91 The total number of Honorary Lieutenant and Honorary Captain and their equivalent awarded in the years 2013 and 2014, as reported by the Services, is tabulated below:

<b>Year</b>	<b>Service</b>	<b>Honorary Commissioned Lieutenant</b>	<b>Honorary Commissioned Captain</b>
2013	Army	2085	543
	Navy	162	49
	Air Force	482	120
	<b>Total</b>	<b>2729</b>	<b>712</b>
2014	Army	2200	540
	Navy	101	33
	Air Force	458	120
	<b>Total</b>	<b>2759</b>	<b>693</b>

6.2.92 The Commission, taking note of the existing framework of Honorary Commission recommends that the **Junior Commissioned Officers on their promotion as Honorary Lieutenant or Honorary Captain shall be placed in the pay level 10 and pay level 10B respectively. They will, in addition be paid Military Service Pay of ₹15,500 per month on par with that payable to all the Commissioned officers.**

*Grant of First Annual Increment in Recruits Pay*

6.2.93 The main demand of the Services in this connection is that the existing stipulation that next increment will be granted from the date of attestation or mustering be done away with. They have pointed out that trades whose skill requirements are low and whose entry level qualifications are lower invariably get attested or mustered earlier and thus are entitled to the next annual increment earlier than trades whose training period is longer.

*Analysis and Recommendations*

6.2.94 The Commission is of the view that grant of next increment in the case of recruits should not place those with higher entry level qualifications at a disadvantage. The **Commission, accordingly recommends that the date of enrolment should be reckoned for the purposes of first increment for all recruits who are finally successfully attested/mustered.**

*Grant of Financial Upgradation under MACP to the DSC Personnel*

6.2.95 The proposal of the Services is that the benefit of MACP should be extended to the Defence Security Corps (DSC), on the grounds that they have been implemented for all government employees including defence forces personnel except DSC personnel.

6.2.96 To advance their case it has been contended that Ex-Defence Forces Personnel re-enrolled into DSC are treated as a fresh intake for pay and allowances and do not carry forward the financial and other benefits availed in the former service and are placed in the lowest pay scale in the Pay Band. There is very limited scope for promotion in DSC due to restricted rank structure. Hence, denial of the financial upgradation under MACP Scheme to DSC Personnel, in their view, is totally unjustified.

*Analysis and Recommendations*

6.2.97 The Commission notes that Defence Security Corps personnel provide cover to the defence installations of the three Services and to civil establishments under the Ministry of Defence. Such personnel are re-employed from amongst retired JCOs/ORs. The benefits of MACPS for civilian personnel is at intervals of 10, 20 and 30 years of continuous regular service. For defence forces personnel three financial upgradations through MACPS are possible in a career span at intervals of 8, 16 and 24 years of service.

6.2.98 **Since Defence Security Corps personnel are personnel under the Army, they may also be permitted the benefit of MACP. However this benefit should be limited to a total of three upgrades in the entire service career, both during regular employment and in the course of reemployment as defence service corps personnel. As they are defence forces personnel the benefit of MACP may be extended to them after a period of eight years from their date of re-employment, in case they do not get a promotion.**

### ***Pay Structure of Non Combatant (Enrolled)***

6.2.99 Military Service Pay (MSP) at the same rates as applicable to JCOs/ORs has been sought for the Non Combatant (Enrolled) by the Services. The Services have indicated that Non Combatants (enrolled) in the Air Force are the only category of non-combatants in the three Services. The existing rate of MSP for Non Combatant (Enrolled) in the Air Force is ₹1,000 per month, which is half the rate of other JCOs/ORs.

#### *Analysis and Recommendations*

6.2.100 The Commission notes that Non Combatants (enrolled) in the Air Force are enrolled under the Air Force Act, 1950 and are liable to military discipline. At the same time they are distinct from regular combatants. Keeping in view their distinctive position as also with a view to reducing the multiplicity of rates/amounts of MSP to be paid to various categories of personnel in the Armed Forces, **the Commission recommends MSP for Non Combatants (Enrolled) at the rate of 70 percent of combatants.** Military Nursing Service Officers are also being paid MSP at the rate of 70 percent of the Defence Service Officers.

6.2.101 Accordingly, the Commission recommends an **enhancement of MSP** for Non Combatant (Enrolled) in the Air Force **from the existing rate of ₹1,000 per month to ₹3,600 per month.**

### **Proposals with Regard to Military Service Pay**

6.2.102 Military Service Pay (MSP) paid to defence forces personnel is based on the recommendations made by the VI CPC and constitutes a distinct aspect of the emolument structure of the defence forces personnel. Prior to the III CPC defence service officers were paid a 'Special Disturbance Allowance', which in the III CPC was merged into the pay scale thereby providing an 'edge' vis-à-vis their civilian counterparts. The recommendations of the IV and V CPCs brought in the Rank Pay for officers in the ranks from Captain to Brigadiers. The VI CPC recommended the MSP and it was granted, in addition to select rank of officers, to all Lieutenants, JCOs/ORs and Military Nursing Service Officers (except Major Generals).

6.2.103 The Services, while presenting their case for Military Service Pay, have drawn attention to its historical basis viz., the special conditions of military life (as compared to normal civilian employment) which include disadvantages such as the liability to danger, being subject to higher levels of discipline, separation from home and family, turbulence and the shorter span of employment. In justifying their demands for MSP the Services have pointed to the intensity of commitments of the Defence Services in combating proxy war, operations along the Line of Control, disaster relief, aid to civil authorities, protection of our assets in the high seas, security of our air space, United Nations (UN) obligations and out of area contingencies.

6.2.104 To make their case for Military Service Pay the Services have also referred to (a) nature of the job- job security; career prospects; degree of autonomy; restriction of fundamental rights; training; adventure and travel (b) after effects of the job- threat to life; hours of work; leave; separation from home and family; turbulence; effect of continuous exposure to

hazardous situations; isolation and deprivation and (c) social aspects of the job- individual rights; stress at work; support to personnel and families.

6.2.105 The Defence Services have made the following demands:

- i. MSP be granted to all officers and all JCOs/OR of the Defence Services at graded rates.
- ii. MSP granted must be distinguished from the 'edge in starting pay'.
- iii. MSP be considered for annual increments and
- iv. MSP for MNS officers be granted at 70 percent of the rate proposed for equivalent rank of Defence Service Officers.

#### *Analysis and Recommendations*

6.2.106 As regards some of the circumstances listed by the Services to advance their case such as restriction of fundamental rights, separation from home and family; turbulence; effect of continuous exposure to hazardous situations; isolation and deprivation, threat to life; hours of work; leave, individual rights; stress at work; support to personnel and families, career prospects; degree of autonomy do affect defence service personnel in varying degrees but are by no means unique only to them. Many of the circumstances listed could, in varying degrees, be applicable to personnel in Central Armed Police Forces as also in certain circumstances to civil posts. Further risk and hardship, as brought out by the Services, are being compensated by way of specific Risk and Hardship Allowances.

6.2.107 The Commission has however, taking note of the unique aspects of their role, taken a conscious decision that that **Military Service Pay will be admissible to the Defence forces personnel only.** In Chapter 6.1 the rationale for payment of MSP to the defence forces personnel has been enunciated.

6.2.108 The recommendations of the Commission regarding the rate of MSP as applicable to the Service officers, MNS officers and JCOs/ORs has been detailed in Chapter 5.2. The revised rates per month being recommended by the Commission are ₹15,500 for officers, ₹10,800 for Military Nursing Service Officers, ₹5,200 for JCOs/ORs and ₹3,600 for Non Combatant (Enrolled) in the Air Force. The recommendations of the Commission with reference to other demands relating to MSP are discussed in the succeeding paragraphs.

6.2.109 This Commission has received several requests from various entities, notably the CAPFs, for grant of a pay akin to the MSP. The Commission has taken note of these demands as also the contention of the Services. The very fact that various segments of government employees continue to raise this demand suggests that there is need to examine, re-assess and spell out conclusively what exactly the Military Service Pay seeks to compensate.

6.2.110 **The Commission, after careful consideration of the matter, notes that there are exclusive elements that distinguish the Defence forces personnel from all other government employees. The intangible aspects linked to the special conditions of service experienced by them set them apart from civilian employees. Defence forces personnel are expected to conduct full spectrum operations in operational environments which are characterised by extreme complexity and may include force projection outside India's**

**territorial boundaries. Defence forces personnel are trained for war like situations with highly sophisticated war machinery. They have to keep themselves posted in modern warfare. The military institutions are a key symbol of national pride. Further, the superannuation of defence personnel, particularly Other Ranks (ORs) at a younger age, is also a factor that has been considered. The Commission has therefore taken a conscious decision that the Military Service Pay, which is a compensation for the various aspects described above and for the edge historically enjoyed by the Defence Forces over the civilian scales, will be admissible to the Defence Forces personnel only.**

6.2.111 *Rate and Application of MSP:* The Commission has taken note of the demand for graded rates of MSP, as a percentage of pay in the pay band and grade pay, sought by the Services. These have been sought for five distinct categories viz., Non Combatant (Enrolled), NCOs, JCOs, Lieutenant to Colonels and for Brigadiers and above. Additionally for the Nursing Officers a separate rate of MSP has been sought. In effect the Services are seeking six rates of Military Service Pay for distinct categories as against the existing four.

6.2.112 The Commission has noted that the existing rates of MSP applicable to the defence personnel is ₹1,000 per month for Non Combatant (Enrolled), ₹2,000 per month for JCOs/ORs, ₹4,200 per month for Nursing Officers and ₹6,000 per month for the Service Officers. MSP is reckoned as Basic Pay for purposes of Dearness Allowance, House Rent Allowance as also in the computation of pension.

6.2.113 The Commission, having taken a clear view on the intended purpose that the MSP should compensate, does not find merit in creating additional categories of personnel for the grant of MSP. If anything the superannuation of personnel at a relatively younger age is a fact that affects the NCOs the most and therefore a stratification between them and JCOs will be to the relative disadvantage of NCOs. In respect to Officers also stratification into two groups viz., Lieutenant to Colonels and Brigadiers and above is not recommended by the Commission. Such a stratification would be particularly disadvantageous to Short Service Commissioned Officers who serve the Defence Forces for a limited period. It is also notable that in another context the Services have emphasised in their Memorandum that the conditions of service for Short Service Commissioned Officers needs to be improved. A differentiation in as suggested within the officers, for the purposes of MSP, would in the case of Short Service Commissioned Officers, serve to have the opposite effect. **The Commission therefore does not see any merit in disturbing the existing structure of grant of MSP at slab rates for four categories.**

6.2.114 *Applicability of MSP:* A demand has also been made that MSP be granted to all officers. Currently MSP is paid up to the level of Brigadiers. The IV, V and VI CPCs, on examination of the issue, granted Rank Pay/Military Service Pay up to the level of Brigadier. Superannuation of personnel at a relatively younger age is one of the important considerations being laid down by this Commission for the grant of MSP. Major General and equivalent officers and those above them retire at 58 or beyond, thus serve for periods comparable, with their civilian counterparts. Having regard to all these factors the **Commission is of the view that the existing application of MSP up to the level of Brigadier is appropriate and does not call for a review.**

6.2.115 **MSP to be distinguished from 'Edge'**: The V CPC, after deliberating on the issue of Military Service Pay, did not recommend granting it. It recommended continuance of all existing concessions and also recommended an edge in the starting pay scale. The VI CPC introduced the Military Service Pay for all Officers up to the level of Brigadiers, without reducing the existing concessions. The VI CPC went on to state upfront that MSP constitutes the 'edge' being provided to the defence forces personnel over civilian pay scales. This Commission taking note of the evolving pay structure of the defence forces personnel and what has been averred by the VI CPC **is in agreement with it and is of the view that MSP is the 'edge' being provided to the defence forces personnel.**

6.2.116 **MSP to MNS Officers**: The Commission has taken note of the proposals of the Defence Services and has recommended a separate rate of MSP for Military Nursing Service Officers. **The rates of MSP for Military Nursing Service Officers have been revised by a factor of 2.57 from the existing ₹4,200 per month to ₹10,800 per month.** The revision factor is identical to what is being recommended in the case of Service officers.

6.2.117 **Reckoning MSP**: The Commission has received a demand from the services for considering MSP for purposes of annual increments. **The Commission recommends that MSP shall not be reckoned for regulating (a) House Rent Allowance (b) Annual Increment and (c) Composite Transfer Grant.**

### **Lateral Movement/Resettlement of Defence Forces Personnel**

6.2.118 The Services in their Memorandum to the Commission have pressed the case for lateral movement of defence forces personnel into CAPFs and Defence Civil Organisations. In the context of the truncated service of defence forces personnel it has been contended that non availability of lateral transfer / resettlement leads to a serious disparity when it comes to life time earnings vis-à-vis other services. To advance their case they have pointed to the large annual savings that this scheme will lead to by way of training, pension payments and the process of recruitment. They have also drawn attention to the recommendations of the V CPC, VI CPC, Standing Committee of Defence, in this regard.

#### *Analysis and Recommendations*

6.2.119 **Recommendations of V and VI CPCs**: The Commission notes that the V CPC recommended an increase in percentage of reservation in Group 'C' and 'D' posts in Central Police Organisation (CPOs) to 25 percent and lateral transfer to this extent. In addition, the Commission had suggested that 25 percent posts of Assistant Commandants in CPOs should also be filled in the same manner and pay and seniority be similarly protected. Towards this end it further suggested setting up of a Joint Recruitment Board consisting of representatives of CPOs and Armed Forces Headquarters so as to jointly select officers/men who would render seven years' service in the Armed Forces to be followed by lateral shift to CPOs and to ensure that proper quality of personnel suitable for both Service and CPOs were recruited. The VI CPC recommended that all recruitments to the posts of Short Service Commissioned Officers and Personnel Below Officers Ranks in the Defence Forces, CPOs and various defence civilian organisation should be made with the selected candidates serving initially in the defence Forces

for some period before being laterally shifted to CPOs and defence civilian organizations. The lateral shift to a specific CPO or a defence civilian organization would depend on the availability of posts as well as the choice and medical fitness of the concerned Defence Forces personnel. The Commission recommended that seniority shall be fully protected during the lateral shift to CPOs/defence civilian organisations and such personnel will continue to be governed by the pension scheme which governed them during their tenure in the Defence Forces. Consequently, they were to fall outside the purview of the New Pension Scheme.

**6.2.120 Institutional Arrangements for Ex-Servicemen (ESM):** As per the existing allocation of work, all matters relating to armed forces veterans are the responsibility of the Department of Ex-Servicemen Welfare. These include pre and posts retirement training, re-employment, self-employment, health and medical care of ESM pensioners and their dependents and administration of armed forces pension regulations. The Department has two Divisions viz., the Resettlement Division and the Pension Division and has 3 attached offices namely (i) Secretariat of Kendriya Sainik Board (KSB), (ii) Directorate General (Resettlement) (DGR) and (iii) Ex-servicemen Contributory Health Scheme (ECHS) Organisation.

6.2.121 The Kendriya Sainik Board (KSB) is responsible for the welfare of the Ex-servicemen and their dependents and also for administration of welfare funds. The KSB is assisted in its task by 32 Rajya Sainik Boards (RSBs) and 392 Zila Sainik Boards (ZSBs), which are under the administrative control of respective State Governments/ Union Territory Administrations.

6.2.122 The Commission notes that as on 01.01.2014, there were over 18.6 lakh defence forces pensioners. The Department of Ex-Servicemen Welfare and entities within it are currently focused on (a) undertaking training programmes (b) providing medical grant, disabled grant, house repair grant, marriage grant, penury grant, orphan grant etc. Training for JCO/ORs is organised in Regimental Centres cover a larger number of personnel but are for a shorter duration of four weeks. Trainings in outside Institutes across the country range from 4 weeks to 52 weeks but cover smaller number of personnel. In any case they do not cater for the total number of retirees from the three defence services.

**6.2.123 Practices in select countries:** Most western countries have had a policy of conscription and some like Russia, South Korea & Israel are still following it. Some of them, post second world war/ cold war have changed over to volunteer basis for enlistment. They have adopted policies that best suit their demographic and economic profile. As regards engagement, the initial term for enlistment in US is 8 years with flexibility given to each service for reducing it. In UK the term is 12 years. In the US to qualify for benefit of pension defence forces personnel need to serve for 20 years. Consequently, only about 19 percent of active duty service members retire from military with pension. For those exiting the Armed Forces in the US there exists a regime of affirmative action in the form of eligibility criteria for government contracts. Training is also mandated to be provided to veterans to equip them for their gainful employment in civil life after completion of their enlistment term. Provision of tax incentives to incentivise employment of veterans is also available. A single, unified federal web-based employment portal for veterans to access information on federal programs and activities concerning veteran's employment, unemployment benefits, and training also exists.

6.2.124 To review the present position with regard to lateral movement/ re-employment opportunities for defence forces personnel, the Commission took note of the submission made by the Services, through the JSM, and also sought further inputs from the Ministry of Defence, Ministry of Home Affairs and the Services in this regard.

6.2.125 **Retirees from the Defence Forces:** The total number of retirements of Defence Forces personnel over a three year period is tabulated below:

Financial Year	Officers	JCOs/ORs	Total
2011-12	1,626	48,201	49,827
2012-13	1,643	53,446	55,089
2013-14	1,606	55,901	57,507

6.2.126 It is apparent from above table that the number of retirees in defence forces is substantial. The Commission, based on disaggregate data received by it for FY 2013-14, notes that over 70 percent of personnel retiring from the defence forces are in the ranks of Sepoys, Naiks and Havildars (& their equivalents). As brought out in Chapter 10.2 these categories of Other Ranks retire at a relatively early age even when compared to JCOs within the Services. It is this category of retirees, in particular Sepoys, that need special focus in terms of possibilities of reemployment/ lateral movement.

6.2.127 **Recruitment in CAPFs:** To ascertain the possibility of lateral movement/ induction into the CAPFs, the Commission sought feedback from the Ministry of Home Affairs. The recruitment over a three year period in the CAPFs and number of Ex-servicemen (ESM) vis-à-vis positions reserved for them at various levels in CAPFs are shown below:

Financial Year	Officers		Other Ranks			
	ESM	Others	ESM		Others	
			SI	Constables	SI	Constables
2011-12	1	683	85	144	1799	76,113
2012-13	0	689	93	45	2,353	54,922
2013-14	2	611	105	42	2,123	28,362

6.2.128 The table above points to a sharp decline in the total recruitment each year in the CAPFs taken as a whole over the three year period. Further as brought out in Chapter 3, the composition of personnel in MHA / CAPFs in the age groups of 20-30 years and 30-40 years is substantial. Similarly the percentage in the age group of over 50 years is relatively small. The Commission also notes that in most CAPFs the persons in position is now very close to the sanctioned strength. These facts taken together imply that the recruitment possibilities within the CAPFs will be lower in the coming years, unless the Government plans a major

manpower expansion by creation of new posts. The table also points to the fact that recruitment of Ex-servicemen at various levels is insignificant vis-à-vis Others in the CAPFs.

<b>Category of Personnel</b>	<b>Rank</b>	<b>Reserved Position</b>	<b>ESM in Position</b>
Other Ranks	Constables	62337	1862
	Head Constables	11573	782
	Assistant Sub Inspector	5654	286
	Sub Inspector	4565	330
	Inspector	1126	84
	Subedar Major	53	0
Officers	Assistant Commandant	463	0
	Deputy Commandant	156	0
	Commandant(JG)	31	0
	Commandant	30	1
	DIG	12	8
	IG	0	0
	ADG	0	0

6.2.129 The Commission notes that in a number of CAPFs there exists a reservation of 10 percent of posts in the case of Other Ranks for ex-Servicemen. In case of BSF this reservation of 10 percent extends upto the level of Commandants. Data provided by the Ministry of Home Affairs as detailed in the above table indicates that the number of Ex-servicemen in position is very low compared to what is reserved for them at various levels in the CAPFs. In this regard the V CPC in its report, while noting the under utilisation of reserved vacancies for Ex-servicemen, attributed it to two reasons - (i) Ex-servicemen after putting in number of years in Armed Forces already earn pension and prefer to stay nearer their home place and (ii) no benefit of seniority is granted for military service rendered. The fact that even when reservation is provided and there are not enough takers for them amongst ex-Servicemen calls for a rethink on how the issue needs to be addressed in terms of an appropriate incentive structure. Separately in Chapter 8 the Commission has recommended a liberalised regime of allowances for CAPF personnel, in particular with regard to HRA and Risk and Hardship Allowances. The Commission is also aware that the age of entrants into CAPFs needs to be kept in view given the nature of operations they undertake. Lateral entrants into CAPFs therefore, as distinct from those joining Defence Civilian organisations etc., should be of a younger age. The Commission is therefore making recommendations distinctly for CAPFs and for other entities to which defence service personnel can be inducted. The objective of the Commission is that the

Government should be able to reap multiple benefits- (i) provide life long employment to Sepoys who opt into CAPF on completion of seven years. (ii) provide the Services with an even more youthful profile and (iii) make a decisive impact on the Governments pension and salary expenditure for Defence forces and CAPFs taken as a whole.

**6.2.130 Possibilities within Defence Civilian/ civilian entities under Ministry of Defence:**

Chapter 3 of the Report points to the fact that Defence Civilians are substantial in number. Recruitments in defence civilian organisations, at a little over 60,000, have been modest during the period 2006 to 2014. Civilians span a number of entities like Ordnance Factories, DRDO, Naval Dockyards, Military Engineering Service, Border Road Organisation, Base Repair Depots etc. Personnel in these organisations work side by side with the Services or for the Services and therefore are familiar with the nature of each others work. All Ex-Servicemen, irrespective of the number of years of service and rank, therefore, in the view of the Commission are suitable for lateral movement to these organisations.

**6.2.131 Possibilities within Services:** The Commission in Chapter 11.12 has drawn attention to the need for the Services to focus on core areas. Currently there is a substantial percentage of service personnel assigned to non core functions. A delineation of these and the gainful deployment of Ex-Servicemen can be considered. Indeed there exist possibilities for lateral entry of retiring defence forces personnel within the Services in entities like the Administrative, Logistic and Accounts branches etc. of the Air Force and Logistics and Engineering Branches etc. of the Navy. In the case of the Core of Engineers in Army the Commission notes that approximately 50 percent officers and 25 percent of JCOs/ORs are posted in Military Engineering Service and Border Road Organisation. Similar possibilities exist in the Army in case of specialised cadres, logistics and maintenance and Ex-Servicemen Contributory Health Scheme (ECHS) organisation. As distinct from the Fighting Arms, personnel serving in these Support entities in static formations can be sourced, to a considerable extent, from Ex-Servicemen.

**6.2.132 Employment in Central Government and others:** The Ministry of Defence in its response to the Commission has pointed out that the reservation of Ex-Servicemen in Central Government Ministries/ Departments is 10 percent for group C and 20 percent for group D posts. For CPSUs and Banks it is 14.5 percent for Group C and 24.5 percent for Group D posts. From the data made available to the Commission it transpires that within the Central Government Departments, Central PSUs and Banks the deployment of Ex-Servicemen has been far short of what has been reserved for them. The Commission is of the view that greater thrust is needed in this regard.

**6.2.133 Possibilities arising out of defence industrialisation:** The initiative of the Government towards bolstering manufacturing, including in the defence sector together with Public Private Partnership (PPP) and opportunities that are presented by defence offset obligations will require a complement of skilled and experience personnel both in the public sector and the private sector. The Services, at all levels, and in particular in the Air Force and Navy have a large complement of technical and skilled personnel. With the Government's thrust towards strengthening the defence manufacturing base in India, both in the public and private sector the services of such experienced and skilled personnel would be of great benefit.

Towards this end a database of skilled and experienced personnel would be useful. Further, given the requirements of the industry as it develops, the focus should be towards suitable dovetailing of skills for the other retiring ORs. The Government together with industry based on user needs should devise package/ training modules for such retiring defence forces personnel.

**6.2.134 Conclusions and Recommendations:** The scheme of lateral entry needs to be viewed in the context of the retirements taking place in the Services, the absorption capacity in the CAPFs and the issues that have held back the scheme from being implemented. There are other factors, some of which have been outlined by the Fifth CPC that keep ex- servicemen from taking up vacancies that are reserved for them in CAPFs. There is also a distinction that needs to be made with regard to the age profile of personnel that can be absorbed in CAPFs and in other entities. The Commission keeping in view the above recommends:

***For Central Armed Police Forces:***

- a) **The primary focus of the Government with regard to lateral entry as far as CAPFs are concerned should be on personnel retiring from the ranks of Sepoys (& their equivalents), as distinct from Officers and JCOs.**
- b) **Sepoys on completion of seven years service in the Services should be allowed to (i) continue in Services or (ii) laterally move into CAPFs. Such an option may be exercised in the sixth year of service. In case of the latter seniority and pay of the personnel should stand protected. While doing so the Military Service Pay shall also be taken into account so that there is no drop in salary. At the same time, on joining the CAPF he will not be entitled to Military Service Pay.**
- c) **For those exiting the Services in seven years and joining a CAPF, on par with SSC officers, the Commission recommends a one time lump sum amount to be paid which is 10.5 times the last pay drawn. Once they opt into the CAPFs they shall continue upto the retirement age and be covered in so far as their pensionery benefits are concerned under the New Pension system.**
- d) **Effort of the Government should be to ensure that vacancies of Constables in the CAPFs is filled entirely from Sepoys exiting in seven years.**

***For entities, Other than CAPFs***

- e) **Delineation of core and non core functions within the Services and lateral entry of defence forces personnel, to entities within the Services like the Administrative, Logistic and Accounts branches etc. of the Air Force; Logistics and Engineering Branches etc. of the Navy and in specialised cadres, logistics and maintenance and Ex-Servicemen Contributory Health Scheme (ECHS) organisation in the Army. This option should be available for all defence forces personnel, irrespective of the number of years of service.**
- f) **Lateral entry of retiring defence forces personnel to Defence Civilians organisations like Ordnance Factories, DRDO, Naval Dockyards, Military Engineering Service, Border Road Organisation, Base Repair Depots etc. This option should be available for all defence forces personnel, irrespective of the number of years of service.**

- g) Filling of reserved vacancies for Ex-Servicemen in Central Government Ministries/ Departments, Central PSUs and Banks needs to be given a thrust. The percentages of reservation for Group C needs to be revised upwards in light of the fact that the Group D, which had a higher percentage of reservation has been merged with Group C.**
- h) In case the Government raises new special forces which involves security / protection, retiring defence forces personnel should be accorded priority.**
- i) Entities tasked with looking after ex-servicemen welfare and resettlement at the Central, State and District level should be manned by Ex-Servicemen.**

#### ***Institutional Framework***

- j) The existing institutional framework for dealing with issues relating to Ex-Servicemen should be completely revamped with a view to (i) re-orienting the focus of the Government towards the outcome of gainful employment of the maximum number of retirees, and (ii) synergising the entities tasked with ex-servicemen welfare and resettlement in the Centre and in the States/ Districts by their functional and administrative integration. The Commission, therefore, recommends that the Department of Sainik Welfare and Zilla Sainik Welfare offices should be functionally and administratively integrated with and controlled by the Department of Ex-Servicemen Welfare, Ministry of Defence. The integrated administrative mechanism will ensure that all activities related with the welfare of Ex-Servicemen are controlled by the Central Government instead of leaving it to State Governments. The Commission further recommends that these institutions/offices should be manned by Ex-Servicemen only. It will be their responsibility to liaise with the concerned agencies of the State Governments to secure the benefits extended by the latter towards the welfare of Ex-Servicemen.**

#### ***Others***

- k) A central online IT Application may be developed by Director General of Resettlement<sup>27</sup> in consultation with prospective employers to provide comprehensive updated information on retiring defence forces personnel which harmonises with the user needs. A mobile based application may also be developed using same database of Central IT application for optimal leveraging of data amongst all stakeholders especially Ex-servicemen.**
- l) For facilitating a seamless absorption in industry, in particular defence manufacturing, Government together with industry should devise package/ training modules for such retiring defence forces personnel.**

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<sup>27</sup> Details on retiring defence forces personnel will be available with all Record Offices, Principal Controller of Defence Accounts (Officers), Navy Pension Cell, Air Force Record Office, Rajya Sainik Board etc.

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

## Chapter 7.1

### Headquarters Services

#### Introduction

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

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

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

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

#### Demands

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

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

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

*Analysis and Recommendations*

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

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

*Analysis and Recommendations*

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

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

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

*Analysis and Recommendations*

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

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

*Analysis and Recommendations*

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

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

*Analysis and Recommendations*

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

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

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

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

*Analysis and Recommendations*

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

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

*Analysis and Recommendations*

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

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

*Analysis and Recommendations*

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

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

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

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

*Analysis and Recommendations*

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

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

*Analysis and Recommendations*

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

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

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

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

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

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

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

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

### **Stenographers Services**

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

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7.1.5 The CSSS/AFHQSS consists of the following grades:

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

7.1.6 The demands of CSSS and AFHQ Stenographers Service are:

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

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

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

#### *Analysis and Recommendations*

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

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

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

#### *Analysis and Recommendations*

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

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

*Analysis and Recommendations*

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

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

*Analysis and Recommendations*

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

## All India Services

## Chapter 7.2

### **Introduction**

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

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

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

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

### **Indian Administrative Service (IAS)**

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

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

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

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

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

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

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

#### ***Background***

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

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

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

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

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

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

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

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

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

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

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

#### *Analysis and Recommendations*

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

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

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

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

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

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

\* Two additional increments

\*\* No edge at JTS level.

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

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

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

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

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

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

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

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

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

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

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

(Vivek Rae)

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

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

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

**(Rathin Roy)**

### ***Demands Related to ‘two year edge’***

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

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

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

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

#### *Demand for Benchmarking Pay of IAS with the Private Sector Salaries*

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

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

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

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

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

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

#### ***Demand for Separate Exam/papers for Recruitment of the IAS***

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

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

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

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

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

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

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

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

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

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

### **Indian Police Service**

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

#### **Parity of Pay with IAS and IFS**

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

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

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

## **Police Service Pay**

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

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

## **Anomalies in Implementing VI CPC Recommendation on “Edge”**

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

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

## **Misrepresentation of the Two Year Gap Between IAS and Other Services**

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

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

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

### **Intra Service Parity**

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

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

### **Abolition of the Rank of DIG**

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

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

### **Abolition of the HAG+ Scale**

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

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

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

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

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

### **Reinforcing the All India Character of the Service**

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

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

### **Inequities in the Central Staffing Scheme**

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

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

## **Indian Forest Service (IFoS)**

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

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

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

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

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

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

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

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

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

7.2.65 The Association has further demanded:-

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

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

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

## Central Services Group A

## Chapter 7.3

### **Central Services Group `A`**

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

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

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

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

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

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

### **Issues and Demands of the Various Group ‘A’ Services**

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

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

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

### **Edge in Pay**

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

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

*Analysis and Recommendations*

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

**Career Progression in the Cadre**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **Non-functional Upgradation**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **Empanelment and Posting under Central Staffing Scheme**

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

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

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

#### *Analysis and Recommendations*

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

#### **7.3.31 Delayed Promotion**

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

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

### ***Delay in Empanelment Process***

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

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

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

(Source: [http://persmin.gov.in/DoPT\\_Citizen Corner](http://persmin.gov.in/DoPT_Citizen_Corner))

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

- g) The logical corollary of a much lower Deputation reserve for 34 Central Group `A` Services listed as participating in the Central Staffing Scheme, is that their participation is not envisaged to be on an equal footing. (The list of 34 participating Group `A` Services and 3 AIS is at Annex-I). Organised Group `A` Services are constituted to function in specified functional domains. The IPS and IFoS also function in specified domains. It is only the IAS which has a much wider remit, cutting across various domains which figure in the Central List, State List and Concurrent List under Schedule VII of the Constitution. The IAS comprise a general management cadre, constituted to provide leadership spanning the entire spectrum of functional responsibilities and administrative boundaries of government at Central, State and Local level. It is this broad spectrum job profile which equips IAS officers to occupy senior positions under the Central Staffing Scheme. Their pivotal role in servicing Parliamentary democracy, both at the Central and State level, and keeping the wheels of the Indian Federal structure well lubricated, is also crucial.
- h) The key concept behind the Central Staffing Scheme is that officers bring experience and knowledge garnered from the field into policy making positions in GoI and take back the policy experience gained in GoI to the State. Consequently, it would not be reasonable to expect persons from the Geological Survey of India, Indian Naval Armament Service or the Indian Ordnance Factories Service (illustrative list) to stake equal claim to all Joint Secretary level posts under the CtSS. Would it make sense to post officers from these services in the Ministry of Women and Child, looking after child nutrition or women’s empowerment? Where would officers of the eight Group `A` Services under the Ministry of Railways expect to work, except in the Railways? Would it be reasonable to expect officers of the Indian Railway service of Signal Engineers or Mechanical Engineers to man JS level positions in the Ministry of Health, Ministry of Culture or Ministry of Agriculture and Animal Husbandry? What domain

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

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

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

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

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

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

II. *Para 8.10.05: The evidence presented to us by many witnesses shows that there are numerous instances of such gross misuse of the powers of transfer, promotion and posting and of placing an officer under suspension in the case of officers belonging to the All India Services.”*

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

I. *Para 8.7.01: Considering the totality of the views presented to us on the subject of All India Services, we observe that there is near unanimity in regard to the vital need for these services. It is significant that most of the State Governments have expressed in positive terms that the services have, by and large, fulfilled the expectations of the Constitution-framers.*

II. *Para 8.7.02: To understand this view-point of the State Governments, it is necessary to take note of the environment in which the higher bureaucracy and*

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

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

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

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

Vivek Rae,  
Member, Seventh CPC

**Annex 1: List of Services participating under Central Staffing Scheme**

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

## Engineering Services

## Chapter 7.4

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

### **Group `A` Engineering Cadres**

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

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

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

*Analysis and Recommendations*

7.4.5 The Commission notes that some level of stagnation does exist in many Group 'A' Engineering cadres as brought out by the period of promotions in the following table<sup>28</sup>:

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

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

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

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

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

### **Subordinate Engineering Cadres**

7.4.8 The Subordinate Engineering cadre constitutes about 85 percent<sup>29</sup> of the total engineers in CPWD, Railways, MES, P&T, AIR and other Central Government departments.

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

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

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

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

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

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

### *Analysis and Recommendations*

7.4.13 The following is recommended:

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

<sup>29</sup> Source: Memorandum submitted by the All India Federation of Diploma Engineers.

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

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

## **Draughtsman**

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

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

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

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

### *Analysis and Recommendations*

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

### **Introduction**

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

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

### **Attrition of Scientists**

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

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

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

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

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

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

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

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

### **Modified Flexible Complementing Scheme (MFCS)**

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

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

**Present Position**

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

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

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

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

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

**Demands with Regard to MFCS**

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

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

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

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

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

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

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

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

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

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

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

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

### **Performance Related Incentive Scheme (PRIS)**

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

#### ***Organizational PRIS***

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

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

#### ***Group PRIS***

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

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

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

### ***Individual PRIS***

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

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

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

### ***Demands***

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

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

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

**Attrition Rate of Scientists**

<i>(percentage)</i>			
<b>Years</b>	<b>Space</b>	<b>Atomic Energy</b>	<b>DRDO</b>
2010-11	1.34	0.57	0.87
2011-12	1.50	0.70	1.16
2012-13	1.23	0.51	0.93
2013-14	1.25	0.70	0.82
2014-15	0.86	0.48	0.53

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

*Analysis and Recommendations*

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

## Medical and Paramedical Services

## Chapter 7.6

### **Constitutional Provisions**

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

### **Demands Received from Associations/Unions**

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

### **Analysis of the Demands**

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

### **Term of Reference on Public Governance System**

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

### **Indian Healthcare Sector Today**

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

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

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

### **Availability of Health Care Professionals**

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

### **Standardization in Entry Level Qualification, Pay Scales and Nomenclature**

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

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

### **Need to Revisit the Recruitment Rules**

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

### **Data on Health Professionals**

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

### **Pay and Vacancy Position**

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

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

### **Career Progression of the Health Professionals**

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

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

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

### **Health Sector Today–Role of Technology and Team**

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

### **Role of Training**

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

### **Demands Relating to Allowances**

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

## **Doctors in Central Government**

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

### **Central Health Services**

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

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

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

### **Indian Railway Medical Service**

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

### **Indian Ordnance Factories Medical Service**

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

### **Demands of the CHS Cadre**

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

### **Demand Relating to Creation of Indian Medical Service**

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

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

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

### **Demand Relating to Merger of Specialist Sub Cadres**

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

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

### **Demand for Uniformity in Retirement Age**

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

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

### **Demand for Extending DACP up to HAG**

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

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

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

### **Demands Relating to Pay**

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

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

<b>Post</b>	<b>Grade Pay</b>
Consultant	10000
Specialist Grade I	8700
Specialist Grade II (Senior Scale)	7600
Specialist Grade II	6600

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

<b>Post</b>	<b>Grade Pay</b>
Director Professor	10000
Professor	8700
Associate Professor	7600
Assistant Professor	6600

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

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

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

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

### **Demands of Teaching Specialists**

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

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

### **Demands of Non-Teaching Specialists and Public Health Specialists**

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

### **Demands of General Duty Medical Officers**

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

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

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

#### **Junior Resident and Senior Resident**

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

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

#### **Demands of Dental (Health) Service Doctors**

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

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

#### **Demands of Indian Railway Medical Service Doctors**

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

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

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

### **CGHS Homoeopathic Physicians**

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

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

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

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

### **Nurses**

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

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

7.6.57 The existing structure of the Nurses is as follows:

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

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

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

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

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

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

## Paramedic Cadres

### Physiotherapists

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

7.6.63 The existing structure of the Physiotherapists is as follows:

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

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

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

### Occupational Therapists

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

7.6.67 The existing hierarchy of Occupational Therapists is as follows:

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

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

### **Laboratory Assistants**

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

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

### **Optometrists**

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

7.6.72 The existing hierarchy of Optometrists is as follows:

<b>Posts</b>	<b>Grade Pay</b>
Optometrists Officer	4600
Senior Optometrists	4200
Optometrists	2800

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

### **Dental Hygienists**

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

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

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

### **Dental Mechanics and Dental Technicians**

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

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

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

### **Family Welfare Extension Educators**

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

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

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

### **Medical Social Workers**

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

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

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

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

### **Radiographers**

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

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

7.6.88 The existing hierarchy of Radiographers is as follows:

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

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

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

### **Radiotherapy Technicians**

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

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

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

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

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

### **Perfusionists**

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

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

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

### **Dieticians**

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

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

## Pharmacists

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

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

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

## Sanitary Inspectors

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

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

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

## Dressers

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

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

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

## **Speech Therapists**

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

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

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

## Common Categories

## Chapter 7.7

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

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

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

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

### **Accounts Staff Belonging to Unorganised Accounts Cadres**

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

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

#### *Analysis and Recommendations*

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

#### **Artists**

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

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

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

7.7.7 Representations have been received for upgrades across levels.

## Analysis and Recommendations

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

### **Canteen Staff**

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

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

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

#### *Analysis and Recommendations*

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

### **Drivers**

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7.7.12 Demands of Staff Car Drivers include:

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

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

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

*Analysis and Recommendations*

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

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

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

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

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

**Electronic Data Processing (EDP) Staff**

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

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

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

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

#### *Analysis and Recommendations*

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

#### **Model EDP Personnel Structure**

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

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

#### **Firefighting Staff**

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

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

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

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

#### *Analysis and Recommendations*

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

#### **Laboratory Staff**

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

#### *Analysis and Recommendations*

7.7.26 The existing structure of Laboratory Assistants is as follows:

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

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

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

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

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

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

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

## Library Staff

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

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

### *Analysis and Recommendations*

7.7.34 The hierarchy of library staff is given below:

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

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

## Multi-Tasking Staff (MTS)

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

### *Analysis and Recommendations*

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

### **Paramedical Staff**

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

#### *Physiotherapists in Railways and Defence Establishments*

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

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

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

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

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

***Pharmacists in Railway, Defence Establishments and Andaman and Nicobar Administration***

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

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

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

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

***Dieticians in Railways***

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

**Radiographers in Railway**

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

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

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

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

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

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

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

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

#### ***Perfusionists in Railways***

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

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

#### ***Dental Hygienists in CGHS***

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

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

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

## **Printing Staff**

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

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

### *Analysis and Recommendations*

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

## **Publicity Staff**

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

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

### *Analysis and Recommendations*

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

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

## **Storekeeping Staff**

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

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

*Analysis and Recommendations*

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

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

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

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

### **Translators-cum-Interpreters (Foreign Languages)**

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

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

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

*Analysis and Recommendations*

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

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

**Workshop Staff**

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

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

*Analysis and Recommendations*

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

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

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

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

### **Statistical Cadre**

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

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**List of Allowances (Summary)****Chapter 8.1**

<b>Sl.</b>	<b>Name of the Allowance</b>	<b>Recommendation</b>
1	Accident Allowance	Not included in the report.
2	Acting Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed “Additional Post Allowance.”
3	Aeronautical Allowance	Retained. Enhanced by 50%.
4	Air Despatch Pay	Abolished.
5	Air Steward Allowance	Abolished.
6	Air Worthiness Certificate Allowance	Retained. Enhanced by 50%.
7	Allowance in Lieu of Kilometrage (ALK)	Not included in the report.
8	Allowance in Lieu of Running Room Facilities	Not included in the report.
9	Annual Allowance	Retained. Enhanced by 50%. Extended to some more categories.
10	Antarctica Allowance	Retained. Rationalised. To be paid as per Cell RH-Max of the newly proposed Risk and Hardship Matrix.
11	Assisting Cashier Allowance	Abolished.
12	ASV Allowance	Abolished.
13	Bad Climate Allowance	Abolished as a separate allowance. Subsumed in Tough Location Allowance-III. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
14	Bhutan Compensatory Allowance	Retained. Status Quo to be maintained.
15	Boiler Watch Keeping Allowance	Retained. Rationalised. To be paid as per Cell R3H1 of the newly proposed Risk and Hardship Matrix.
16	Book Allowance	Retained. Status Quo to be maintained.
17	Breach of Rest Allowance	Not included in the report.
18	Breakdown Allowance	Abolished.
19	Briefcase Allowance	Retained. Status Quo to be maintained.
20	Camp Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Territorial Army Allowance.
21	Canteen Allowance	Retained. Enhanced by 50%.
22	Caretaking Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed “Extra Work Allowance”

<b>Sl.</b>	<b>Name of the Allowance</b>	<b>Recommendation</b>
23	Cash Handling Allowance	Abolished.
24	Children Education Allowance (CEA)	Retained. Procedure of payment simplified.
25	CI Ops Allowance	Retained. Rationalized.
26	Classification Allowance	Retained. Enhanced by 50%.
27	Clothing Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
28	Coal Pilot Allowance	Abolished
29	COBRA Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
30	Command Allowance	Abolished
31	Commando Allowance	Abolished
32	Commercial Allowance	Abolished
33	Compensation in Lieu of Quarters (CILQ)	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed provisions for Housing for PBORs.
34	Compensatory (Construction or Survey) Allowance	Retained. Rationalised. To be paid as per Cell R3H2 of the newly proposed Risk and Hardship Matrix.
35	Composite Personal Maintenance Allowance (CPMA)	Retained. Rationalised. Enhanced by 50%. Extended to some more categories.
36	Condiment Allowance	Abolished.
37	Constant Attendance Allowance	Retained. Enhanced by 50%.
38	Conveyance Allowance	Retained. Status Quo to be maintained.
39	Cooking Allowance	Retained. Rationalised. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
40	Cost of Living Allowance	Retained. Status Quo to be maintained.
41	Court Allowance	Abolished.
42	Cycle Allowance	Abolished.
43	Daily Allowance	Retained. Rationalized.
44	Daily Allowance on Foreign Travel	Retained. Status Quo to be maintained.
45	Dearness Allowance (DA)	Retained. Status Quo to be maintained.
46	Deputation (Duty) Allowance for Civilians	Retained. Ceilings enhanced by 50%.
47	Deputation (Duty) Allowance for Defence Personnel	Retained. Ceilings enhanced by 50%.
48	Desk Allowance	Abolished.
49	Detachment Allowance	Retained. Rationalized. Enhanced by 50%.

<b>Sl.</b>	<b>Name of the Allowance</b>	<b>Recommendation</b>
50	Diet Allowance	Abolished.
51	Diving Allowance, Dip Money and Attendant Allowance	Retained. Enhanced by 50%.
52	Dual Charge Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Additional Post Allowance".
53	Educational Concession	Retained. Rationalized. Extended to some more categories.
54	Electricity Allowance	Abolished.
55	Entertainment Allowance for Cabinet Secretary	Abolished.
56	Entertainment Allowance in Indian Railways	Abolished.
57	Extra Duty Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
58	Family Accommodation Allowance (FAA)	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed provisions for Housing for PBORs.
59	Family HRA Allowance	Retained. Status Quo to be maintained.
60	Family Planning Allowance	Abolished.
61	Field Area Allowance	Retained. Rationalized.
62	Fixed Medical Allowance (FMA)	Retained. Status Quo to be maintained.
63	Fixed Monetary Compensation	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Additional Post Allowance".
64	Flag Station Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
65	Flight Charge Certificate Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
66	Flying Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
67	Flying Squad Allowance	Abolished.
68	Free Fall Jump Instructor Allowance	Retained. Rationalised. To be paid as per Cell R2H2 of the newly proposed Risk and Hardship Matrix.
69	Funeral Allowance	Abolished.
70	Ghat Allowance	Not included in the report.

Sl.	Name of the Allowance	Recommendation
71	Good Service/Good Conduct/Badge Pay	Retained. Enhanced by a factor of 2.25.
72	Haircutting Allowance	Abolished as a separate allowance. Subsumed in Composite Personal Maintenance Allowance.
73	Handicapped Allowance	Abolished.
74	Hard Area Allowance	Retained. Rationalized by a factor of 0.8.
75	Hardlying Money	Retained. Rationalised. Full Rate to be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
76	Headquarters Allowance	Abolished.
77	Health and Malaria Allowance	Retained. Rationalised. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
78	High Altitude Allowance	Retained. Rationalized.
79	Higher Proficiency Allowance	Abolished as a separate allowance. Eligible employees to be governed by Language Award or Higher Qualification Incentive for Civilians.
80	Higher Qualification Incentive for Civilians	Retained. Rationalized.
81	Holiday Compensatory Allowance	Abolished as a separate allowance. Eligible employees to be governed by National Holiday Allowance.
82	Holiday Monetary Compensation	Retained. Rationalized.
83	Hospital Patient Care Allowance/Patient Care Allowance	Retained. Rationalised. To be paid as per Cell R1H3 of the newly proposed Risk and Hardship Matrix.
84	House Rent Allowance (HRA)	Retained. Rationalized by a factor of 0.8.
85	Hutting Allowance	Abolished.
86	Hydrographic Survey Allowance	Retained. Rationalized.
87	Initial Equipment Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
88	Instructional Allowance	Abolished as a separate allowance. Eligible employees to be governed by Training Allowance.
89	Internet Allowance	Retained. Rationalized.
90	Investigation Allowance	Abolished.
91	Island Special Duty Allowance	Retained. Rationalized by a factor of 0.8.
92	Judge Advocate General Department Examination Award	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed Higher Qualification Incentive for Defence Personnel.
93	Kilometrage Allowance (KMA)	Not included in the report.

Sl.	Name of the Allowance	Recommendation
94	Kit Maintenance Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
95	Language Allowance	Retained. Enhanced by 50%.
96	Language Award	Retained. Enhanced by 50%.
97	Language Reward and Allowance	Abolished.
98	Launch Campaign Allowance	Abolished.
99	Leave Travel Concession (LTC)	Retained. Rationalized.
100	Library Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
101	MARCOS and Chariot Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
102	Medal Allowance	Retained.
103	Messing Allowance	Retained for "floating staff" under Fishery Survey of India, and enhanced by 50%. Abolished for Nursing Staff.
104	Metropolitan Allowance	Abolished.
105	Mileage Allowance for journeys by road	Retained.
106	Mobile Phone Allowance	Retained. Rationalized.
107	Monetary Allowance attached to Gallantry Awards	Retained. Status Quo to be maintained.
108	National Holiday Allowance	Retained. Enhanced by 50%.
109	Newspaper Allowance	Retained. Rationalized.
110	Night Duty Allowance	Retained. Rationalized.
111	Night Patrolling Allowance	Abolished.
112	Non-Practicing Allowance (NPA)	Retained. Rationalized by a factor of 0.8.
113	Nuclear Research Plant Support Allowance	Retained. Enhanced by 50%.
114	Nursing Allowance	Retained. Rationalized.
115	Official Hospitality Grant in Defence forces	Abolished.
116	Officiating Allowance	Not included in the report.
117	Operation Theatre Allowance	Abolished.
118	Orderly Allowance	Retained. Status Quo to be maintained.
119	Organization Special Pay	Abolished.

Sl.	Name of the Allowance	Recommendation
120	Out of Pocket Allowance	Abolished as a separate allowance. Eligible employees to be governed by Daily Allowance on Foreign Travel.
121	Outfit Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
122	Outstation (Detention) Allowance	Not included in the report.
123	Outstation (Relieving) Allowance	Not included in the report.
124	Out-turn Allowance	Abolished.
125	Overtime Allowance (OTA)	Abolished.
126	Para Allowances	Retained. Rationalised. To be paid as per Cell R2H2 of the newly proposed Risk and Hardship Matrix.
127	Para Jump Instructor Allowance	Retained. Rationalised. To be paid as per Cell R2H2 of the newly proposed Risk and Hardship Matrix.
128	Parliament Assistant Allowance	Retained. Enhanced by 50%.
129	PCO Allowance	Retained. Rationalized.
130	Post Graduate Allowance	Retained. Enhanced by 50%.
131	Professional Update Allowance	Retained. Enhanced by 50%. Extended to some more categories.
132	Project Allowance	Retained. Rationalised. To be paid as per Cell R3H2 of the newly proposed Risk and Hardship Matrix.
133	Qualification Allowance	Retained. Enhanced by 50%. Extended to some more categories.
134	Qualification Grant	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed Higher Qualification Incentive for Defence Personnel.
135	Qualification Pay	Retained. Enhanced by a factor of 2.25.
136	Rajbhasha Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance"
137	Rajdhani Allowance	Abolished.
138	Ration Money Allowance	Retained. Rationalized.
139	Refreshment Allowance	Retained. Enhanced by a factor of 2.25.
140	Rent Free Accommodation	Abolished.
141	Reward for Meritorious Service	Retained. Enhanced by a factor of 2.25.
142	Risk Allowance	Abolished.
143	Robe Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.

<b>Sl.</b>	<b>Name of the Allowance</b>	<b>Recommendation</b>
144	Robe Maintenance Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
145	Savings Bank Allowance	Abolished.
146	Sea Going Allowance	Retained. Rationalised. To be paid as per Cell R2H2 of the newly proposed Risk and Hardship Matrix.
147	Secret Allowance	Abolished.
148	Shoe Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
149	Shorthand Allowance	Abolished.
150	Shunting Allowance	Not included in the report.
151	Siachen Allowance	Retained. Rationalised. To be paid as per Cell RH-Max of the newly proposed Risk and Hardship Matrix.
152	Single in Lieu of Quarters (SNLQ)	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed provisions for Housing for PBORs.
153	Soap Toilet Allowance	Abolished as a separate allowance. Subsumed in Composite Personal Maintenance Allowance.
154	Space Technology Allowance	Abolished.
155	Special Allowance for Child Care for Women with Disabilities	Retained. Enhanced by 100%.
156	Special Allowance to Chief Safety Officers/Safety Officers	Retained. Rationalized by a factor of 0.8.
157	Special Appointment Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed "Extra Work Allowance".
158	Special Compensatory (Hill Area) Allowance	Abolished.
159	Special Compensatory (Remote Locality) Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed Tough Location Allowance-I, II or III.
160	Special DOT Pay	Abolished.
161	Special Duty Allowance	Retained. Rationalized by a factor of 0.8.
162	Special Forces Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
163	Special Incident/Investigation/ Security Allowance	Retained. Rationalized.
164	Special LC Gate Allowance	Retained. Rationalised. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
165	Special NCRB Pay	Abolished.
166	Special Running Staff Allowance	Retained. Extended to some more categories.

<b>Sl.</b>	<b>Name of the Allowance</b>	<b>Recommendation</b>
167	Special Scientists' Pay	Abolished.
168	Specialist Allowance	Retained. Enhanced by 50%.
169	Spectacle Allowance	Abolished.
170	Split Duty Allowance	Retained. Enhanced by 50%.
171	Study Allowance	Abolished.
172	Submarine Allowance	Retained. Rationalised. To be paid as per Cell R1H1 of the newly proposed Risk and Hardship Matrix.
173	Submarine Duty Allowance	Retained. Rationalised. To be paid as per Cell R3H1 of the newly proposed Risk and Hardship Matrix, on a pro-rata basis.
174	Submarine Technical Allowance	Retained. Rationalised. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix. Extended to some more categories.
175	Subsistence Allowance	Retained. Status Quo to be maintained.
176	Sumptuary Allowance in Training Establishments	Abolished.
177	Sumptuary Allowance to Judicial Officers in Supreme Court Registry	Abolished.
178	Sunderban Allowance	Abolished as a separate allowance. Subsumed in Tough Location Allowance-III. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
179	TA Bounty	Abolished as a separate allowance. Subsumed in the newly proposed Territorial Army Allowance.
180	TA for Retiring Employees	Retained. Rationalized.
181	TA on Transfer	Retained. Rationalized.
182	Technical Allowance	Abolished as a separate allowance. Eligible employees to be governed by the newly proposed Higher Qualification Incentive for Defence Personnel.
183	Tenure Allowance	Retained. Ceilings enhanced by 50%.
184	Test Pilot and Flight Test Engineer Allowance	Retained. Rationalised. To be paid as per Cell R1H3 of the newly proposed Risk and Hardship Matrix.
185	Training Allowance	Retained. Rationalized by a factor of 0.8. Extended to some more categories.
186	Training Stipend	Abolished.
187	Transport Allowance (TPTA)	Retained. Rationalized.
188	Travelling Allowance	Retained. Rationalized.
189	Treasury Allowance	Abolished.

<b>Sl.</b>	<b>Name of the Allowance</b>	<b>Recommendation</b>
190	Tribal Area Allowance	Abolished as a separate allowance. Subsumed in Tough Location Allowance-III. To be paid as per Cell R3H3 of the newly proposed Risk and Hardship Matrix.
191	Trip Allowance	Not included in the report.
192	Uniform Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.
193	Unit Certificate and Charge Certificate Allowance	Retained. Enhanced by 50%.
194	Vigilance Allowance	Abolished.
195	Waiting Duty Allowance	Not included in the report.
196	Washing Allowance	Abolished as a separate allowance. Subsumed in the newly proposed Dress Allowance.

## Overview of Allowances

## Chapter 8.2

### ToR

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8.2.1 The VII CPC has a specific item in its Terms of Reference that reads as follows: *To review the variety of existing allowances presently available to employees in addition to pay and suggest their rationalization and simplification, with a view to ensuring that the pay structure is so designed as to take these into account.* Consequent to the above, the Commission wrote to all the ministries/departments requesting them to detail the variety of allowances payable to their employees. All the allowances reported to the Commission have been dealt with in this chapter.

### Definition

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8.2.2 There is no universally accepted definition of an allowance. However, it is widely recognized as a sum of money paid to the employee for a specific purpose. It is also accepted that the employer may put restrictions in place to ensure that the money is spent only for the intended purpose. As per the Standard of Financial Propriety, *“the amount of allowances granted to meet expenditure of a particular type should be so regulated that the allowances are not on the whole a source of profit to the recipients.”*

8.2.3 In the context of civil servants in India, an allowance is paid over and above the Basic Pay of the employee, either as a percentage of the Basic Pay, or as a specified amount. In the case of the latter the amount usually varies with the employee’s level or status, with Children Education Allowance being the notable exception for which the absolute amount is the same across all ranks. Barring a few exceptions, allowances do not normally count for calculation of other allowances and pensionary benefits. Here it is pertinent to mention that there exist another set of payments also classified as “allowances” that are in the nature of administrative expenditure, such as Band Allowance, Recruiting Allowance, etc. These are granted to the concerned unit and not to an individual. **The Commission is of the view that such “allowances” should henceforth be referred to simply as expense or expenditure and the word “allowance” should be used only if it is paid to an individual.**

### General Observations

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8.2.4 Some general observations of the Commission regarding allowances are as under:

- The number of allowances paid to government employees in India is quite large, and there are demands for even more allowances. The trend worldwide, however, is otherwise—to include most of the additional items of remuneration as part of the Basic Pay and minimize the number of allowances. The Commission, in its recommendations, has tried to reconcile both the points of view, keeping the unique conditions of our country in mind.

- The entire range of allowances is administered in broadly four ways:
  - a. Fully DA-indexed—Allowances that are in the nature of fixed amounts, but the amount is fully indexed to Dearness Allowance (DA), e.g. Transport Allowance
  - b. Partially or Semi DA-indexed—Allowances that are in the nature of fixed amounts, but the amount increases by 25 percent each time DA rises by 50 percent, e.g. Field Area Allowance, Siachen Allowance.
  - c. No DA-indexation—Allowances that are in the nature of fixed amounts, but the amount does not change with DA, e.g. Reward for Meritorious Service.
  - d. Percentage based—Allowances that are paid as a percentage of Basic Pay, e.g. House Rent Allowance, and in some cases as a percentage of Basic Pay+DA, e.g. Special Security Allowance to the staff of SPG, NSG and NIA.
- There are some allowances for which the nomenclature as well as the reason for which they are being paid is similar across ministries/departments. Yet, the rates vary. One such example is Night Duty Allowance. The Commission has tried to ensure parity for such allowances.
- There are quite a few allowances that are referred to simply as “Special Allowance.” We have tried to name them appropriately so that they can be easily distinguished and the context can be clearly brought out. An example is the “Special Allowance” paid to members of the expedition team visiting Antarctica. We have named it “Antarctica Allowance.”
- In the present system of accounting, Pay and Allowances are clubbed and it is difficult to bifurcate them. Hence, it is **recommended that a separate object head for budgeting and accounting should be used to record the expenditure on allowances.**
- Most of the allowances have rules/regulations attached with them for their governance. Many of these rules/regulations have evolved over a period of time and are now by and large stabilized. Given the time frame of the Commission, it is not possible to examine each condition associated with every allowance. However, wherever it has been brought to the notice of the Commission in its meeting with the stakeholders, we have brought in necessary changes aiming to enhance the ease of implementation. Accordingly, **unless otherwise mentioned, the scope, rules/regulations and set of conditions governing the grant of an allowance shall remain unaltered.**

## **General Approach**

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8.2.5 The general approach adopted by the Commission is as under:

1. We have considered all allowances reported to us, in this chapter. Any allowance, not mentioned here (and hence not reported to the Commission), shall cease to exist immediately. In case there is any demand or requirement for continuation of an existing allowance which has not been deliberated upon or covered in this report, it should be re-notified by the ministry concerned after obtaining due approval of Ministry of Finance and should be put in the public domain.

2. We have categorized all reported allowances under functional heads:

Sl No.	Category	No. of Allowances
1	Allowances payable for Additional/Extra Duty	14
2	Allowances related to Knowledge Updates	3
3	Allowances related to Deputation	3
4	Allowances related to Working on Holidays	3
5	Allowances related to Housing	7
6	Allowances related to Good Service	4
7	Qualification Allowances	15
8	Allowances related to Risk and Hardship	51
9	Allowances for Running Staff of Indian Railways	13
10	Allowances related to Sports	2
11	Sumptuary Allowances	5
12	Allowances related to Training	2
13	Allowances related to Travel	13
14	Allowances related to Uniform	9
15	Other Allowances	52
	<b>Total:</b>	<b>196</b>

3. Every allowance has been examined and analysed using the following approach:
- a. Need for continuation: The genesis of every allowance has been studied with a view to identify the precise reason and basis for payment of that allowance. Over a period of time many processes and work situations in the government have evolved and undergone changes so as to render the need for certain allowances infructuous. Based on the analysis, an assessment of the need for continuation of each allowance has been made.
  - b. Coverage: For such allowances as are being recommended for continuation, the set of people who are presently covered by the allowance has been examined to see if the same is appropriate.
  - c. Rationalisation: Again, for those allowances that are being recommended for continuation, the following set of issues has been gone into:
    - i. Is the present rate appropriate?
    - ii. Can the allowance be clubbed with any other similar allowance?
    - iii. Can the allowance be rationalized?
4. For most of the allowances that have been retained, we have sought to provide a raise that is commensurate with the rise in DA. Accordingly, allowances that are in the nature of a fixed amount but not DA indexed have generally been raised by a factor of 2.25. Allowances that are in the nature of a fixed amount but are partially indexed to DA have generally been raised by a factor of 1.5. Allowances that are in the nature of a

fixed amount but fully indexed to DA have not been given any raise. Regarding percentage based allowances, having regard to the increase in the pay structure (and consequently the Basic Pay) as a result of the recommendations of this Commission, and keeping in mind the raise granted to slab-based allowances, the quantum of percentage based allowances has been rationalized by a factor of 0.8.

5. There are, however, exceptions to the above approach which have been clearly brought out while discussing the allowances individually.
6. The overall aim is transparency, simplification and rationalization of the entire structure of allowances, keeping historical parities, present realities and the proposed pay structure in mind.

### **Summary of Recommendations**

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8.2.6 The Commission has recommended abolishing 52 allowances altogether. Another 36 allowances have been abolished as separate identities, but subsumed either in an existing allowance or in newly proposed allowances. Allowances relating to Risk and Hardship will be governed by the proposed Risk and Hardship Matrix.

## Allowances Payable for Additional/ Extra Duty

## Chapter 8.3

### Allowances covered

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8.3.1 Alphabetical list of Allowances covered here is as under:

1. Acting Allowance
2. Air Despatch Pay
3. Air Steward Allowance
4. Caretaking Allowance
5. Dual Charge Allowance
6. Extra Duty Allowance
7. Fixed Monetary Compensation
8. Flag Station Allowance
9. Flight Charge Certificate Allowance
10. Library Allowance
11. Rajbhasha Allowance
12. Shorthand Allowance
13. Special Appointment Allowance
14. Special DOT Pay

8.3.1 There are two types of allowances that are covered here: (a) allowances for holding additional charge of a post in addition to one's own, and (b) allowances for performance of extra duty in addition to one's core duty list, without any post sanctioned specifically for the extra duty so performed.

### Allowances for holding Additional Charge

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8.3.2 Allowances which fall in this category are Acting Allowance, Dual Charge Allowance, and Fixed Monetary Compensation.

8.3.3 **Acting Allowance** is granted to JCOs (other than those holding honorary ranks as commissioned officers) of Defence services who are appointed in Officers' vacancies caused due to shortage of officers, but not caused by leave, temporary duty or courses of instructions. The allowance is admissible only so long as the JCO performs the duty of an officer. The present rates are as under:

For appointments tenable by Captain or equivalent	₹900 pm
For appointments tenable by Major or equivalent	₹1200 pm

8.3.4 **Dual Charge Allowance**, at the rate of 10 percent of Basic Pay, is granted to an officer in Indian Railways when he is required to hold charge of a post in addition to his own post.

8.3.5 **Fixed Monetary Compensation** is granted in Department of Posts to Postmen for performing the duties of an absentee postman. The present rates are as follows:

When One Postman performs duty of an absentee Postman by combination of duties	₹50 per day
When two Postmen perform duty of an absentee Postman by sharing the beat	₹24 per day

8.3.6 The Commission has received representations regarding increase of rates and parity in the payment of these allowances.

#### *Analysis and Recommendations*

8.3.7 In general, Central Government employees are governed by FR-49 for regulations concerning combination of appointments. If formally appointed to hold dual charge of a higher post, they are entitled to the pay admissible in the higher post. However, no additional remuneration is admissible if the employee is appointed to hold dual charge of a post carrying a scale of pay identical to his own.

8.3.8 Railway servants are governed by Paras 645-649 of Indian Railway Establishment Manual (Vol.I). For holding formal charge of a higher post, they are also entitled to draw the pay admissible in the higher post. In addition, they are eligible to draw a Dual Charge Allowance at the rate of 10 percent of their Basic Pay for holding formal charge of an identical level post, which is not permissible to employees governed by FR-49.

8.3.9 JCOs in the Defence Services are granted Acting Allowance, while Postmen are entitled to Fixed Monetary Compensation for holding additional charge.

8.3.10 The Commission is of the view that there is a case for uniformly compensating employees if they perform additional duty in addition to their own. Also, this compensation should be a percentage of the Basic Pay of the employee since the value of time devoted for this “second” job differs with the rank of employee. At the same time, proper safeguards should also be put in place so that such arrangements, are not continued for extensive lengths of time.

8.3.11 As such, we **recommend that the allowances mentioned above should be covered under a new Additional Post Allowance**, to be administered as under:

#### 8.3.12 **Additional Post Allowance**

- a. An employee formally appointed to hold full charge of the duties of a higher post, in addition to the duties of his own post, will be entitled to draw the pay that would be admissible to him if he was appointed to the higher post on regular basis OR 10 percent of his present Basic Pay per month, whichever is higher, as Additional Post Allowance, provided the sum total of his Basic Pay and Additional Post Allowance does not exceed the Apex Pay.

- b. An employee formally appointed to hold full charge of the duties of a post on similar level as his own, in addition to the duties of his own post, will be entitled to draw 10 percent of his present Basic Pay per month as Additional Post Allowance, provided the sum total of his Basic Pay and Additional Post Allowance does not exceed the Apex Scale.
- c. No Additional Post Allowance should be paid to an employee who is appointed to hold current charge or the routine duties of an additional post, irrespective of the duration of the current charge.
- d. The allowance will be admissible only if the duration of additional charge exceeds 45 days.
- e. This arrangement cannot continue for a particular vacant post for more than 1 year, and for a particular employee for more than 6 months at a stretch. In addition, there shall be a minimum gap of 1 year between two such successive appointments of a particular employee.
- f. The above provisions will not be applicable for postman/postmen who perform the duty of an absentee postman. For one postman performing the duties of an absentee postman, he shall be paid 10 percent of his Basic Pay per month as Additional Post Allowance, while for two postmen sharing beats to perform the duties of an absentee postman, each shall be paid 5 percent of his Basic Pay per month as Additional Post Allowance.

### **Allowances for Performing Extra Duty**

8.3.13 Sometime the employees are required to perform certain extra duties, in addition to their core duty list, for which they are duly remunerated. This remuneration is in the form of various allowances as follows:

8.3.14 **Extra Duty Allowance** is granted to regular ranks of Naik and Havaldar in the Indian Army holding certain appointments in peace and war establishments. The present rates are:

To Naiks holding the post of Havaldar	₹100 pm
To Havaldars holding the post of Naib Subedar	₹160 pm

8.3.15 **Flight Charge Certificate Allowance** is granted to Senior Air Artificers/Mechanicians of ship borne helicopter flights in Defence forces, for discharging higher responsibilities of maintaining and clearing aircraft for air worthiness in the absence of a Technical Officer. The existing rates of this allowance are:

Chief Artificer/Mechanician and above and equivalent	₹600 pm
Air Artificier/Mechanician and equivalent	₹375 pm

8.3.16 **Flag Station Allowance** is granted to commercial staff of Indian Railways who are in charge of flag stations. The current rate of the allowance is ₹120 pm.

8.3.17 **Rajbhasha Allowance** is payable to officers in Indian Railways who handle additional charge of Rajbhasha Adhikaris. The existing rates are:

Senior Scale	₹600 pm
JAG	₹900 pm
SAG	₹1800 pm

8.3.18 **Library Allowance** is granted to teachers in various ministries, who are assigned to library duties. The current rates of this allowance are:

Primary School Teacher	₹300 pm
Middle School Teacher	₹450 pm
High/Hr. Secondary School Teacher	₹600 pm

8.3.19 **Special Appointment Allowance** is granted to certain CAPF personnel holding special appointments, in addition to their core activity. The rates are:

(₹ per month)

Appointment Held	Rate of Allowance
Inspector (Comn)	320
SI (Radio Operator)	320
SI (Cipher Operator)	320
SI (MT)	240
SI (Adjutant)	240
SI (Quarter Master)	240
HC (Radio Operator)	320
HC (Cipher Operator)	320
HC (BQMH)	120
HC (CQMH)	80
HC (CHM)	120
HC (Instructor)	160
HC (Armourer)	160
HC (BHM)	80
Constable (Bugular)	40
Constable (Storeman/Tech)	80

8.3.20 **Caretaking Allowance**, at the rate of 10 percent of Basic Pay, is paid to Group 'C' staff on regular establishment in various ministries who are deployed for caretaking duties.

8.3.21 The Commission has received various representations regarding these allowances. There is a general demand for increasing the rates.

*Analysis and Recommendations*

8.3.22 Similar to the allowances granted for holding additional charge, here also the Commission is of the view that the compensation should be uniform, and as a percentage of the employee's Basic Pay. Accordingly, it is **recommended that these allowances should be covered under a new Extra Work Allowance**, which shall be governed as under:

**8.3.23 Extra Work Allowance**

- a. Extra Work Allowance will be paid at a uniform rate of 2 percent of Basic Pay per month.
- b. An employee may receive this allowance for a maximum period of one year, and there should be a minimum gap of one year before the same employee can be deployed for similar duty again.
- c. This allowance should not be combined, i.e., if same employee is performing two or more such duties, and is eligible for 2 percent allowance for each add-on, then the total Extra Work Allowance payable will remain capped at 2 percent.

**Others**

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8.3.24 There are a few other allowances that fall under this grouping but are not covered above. Their nomenclature and the Commission's recommendations in their regard are detailed below:

8.3.25 **Special DOT Pay**—This allowance, at the rate of ₹400 pm, is granted to DOT officers for shouldering higher responsibility. No demands have been received regarding this allowance.

*Analysis and Recommendations*

8.3.26 The Commission does not find the continuation of this allowance justified. Hence, it is **recommended that this allowance should be abolished**.

8.3.27 **Air Despatch Pay, Air Steward Allowance, Shorthand Allowance** - Air Despatch Pay is granted to PBORs of Defence services who are employed for air dropping of supplies in forward areas. The current rate is ₹360 pm. Air Steward Allowance is granted to Group "Y" tradesmen of the Indian Air Force who are employed on board VVIP flights for steward duties. The existing rate is ₹900 pm. Shorthand Allowance is payable to PBORs of Indian Air Force and Indian Navy employed on shorthand duties. The present rate is ₹360 pm.

8.3.28 There are demands to abolish these allowances and grant alternative compensation to the affected employees.

*Analysis and Recommendations*

8.3.29 These allowances are paid to very few personnel of the Defence forces. The Commission is of the view that these kinds of duties are intrinsic to the related job profile and

additional allowance is not justified. Accordingly, it is **recommended that these three allowances should be abolished.**

## Allowances related to Knowledge Updates

## Chapter 8.4

### Allowances Covered

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8.4.1 Alphabetical list of Allowances covered here is as under:

1. Annual Allowance
2. Book Allowance
3. Professional Update Allowance

### Present Position

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8.4.2 This section covers the allowances granted to facilitate academic and research pursuits. They are discussed below.

### Annual Allowance

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8.4.3 This allowance is provided across ministries, to the teaching, non-teaching, public health sub-cadres and GDMOs having PG qualification, with a view to encourage academic and research pursuit. The existing rate is ₹1,500 pm for medical officers having PG qualification and ₹900 pm for medical officers not having PG qualification. There are demands for three-fold increase in the amount of the allowance.

#### *Analysis and Recommendations*

8.4.4 Since the allowance is already partially indexed to DA, **it is recommended that the amount should be increased by 50 percent.** The amount will further rise by 25 percent each time DA rises by 50 percent. **The allowance should be extended to medical officers who are dentists and veterinarians.**

### Book Allowance

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8.4.5 Book Allowance is granted to officer trainees of the Indian Foreign Service for purchase of books and study material. The allowance is in the nature of one-time grant of ₹15,000. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.4.6 **The allowance should be permitted only for buying instructional material for learning a foreign language.** No other recommendations are required.

### **Professional Update Allowance**

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8.4.7 This allowance is granted to Scientists/Engineers in certain scientific departments like Department of Atomic Energy, ISRO, DRDO, etc. to encourage these employees to obtain latest information and keep themselves update to widen their horizon of knowledge in their area of work. The present rates are as under:

<b>Grade Pay</b>	<b>Amount</b>
5400-7600	₹15000 pa
8700-8900	₹30000 pa
>=10000	₹45000 pa

8.4.8 There are demands for three-fold increase in the rate of the allowance.

#### *Analysis and Recommendations*

8.4.9 Since the allowance is already partially indexed to DA, it is **recommended that the amount should be increased by 50 percent**. The amount will further rise by 25 percent each time DA rises by 50 percent. **It should be extended to DG, DRDO also.**

## Allowances related to Deputation

## Chapter 8.5

### Allowances Covered

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8.5.1 Alphabetical list of Allowances covered here is as under:

1. Deputation (Duty) Allowance for Civilians
2. Deputation (Duty) Allowance for Defence Personnel
3. Tenure Allowance

### Present Position

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8.5.2 This section covers allowances that are granted to employees when they proceed on deputation.

8.5.3 There are three such allowances: (a) Deputation (Duty) Allowance for Civilians, (b) Deputation (Duty) Allowance for Defence Personnel and (c) Tenure Allowance for Railway employees posted in RDSO or Railway Board.

8.5.4 These allowances are granted at the rate of 5 percent of Basic Pay, subject to a ceiling of ₹2000 per month for deputation within the same station (as the last place of posting of the employee), or 10 percent of Basic Pay, subject to a ceiling of ₹4,000 per month for deputation not within the same station.

8.5.5 The dispensation is slightly different in case of offices of Defence services because they have the option of continuing to enjoy service concessions as well. Hence, they have the option to either (a) draw 50 percent of deputation allowance along with service concessions or (b) draw 100 percent of deputation allowance but forego the service concessions.

### Demands Received

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8.5.6 The Commission has received representations demanding that the percentages of these allowances be doubled and that the ceilings be removed. Defence officers have requested that they should be allowed to draw full deputation allowance along with the field service concessions.

#### *Analysis and Recommendations*

8.5.7 The Commission noted that the ceilings are not DA indexed. Hence, it is **recommended that the ceilings should be raised by a factor of 2.25 to ₹4,500 per month for deputation within the same station, and to ₹9,000 per month for deputation involving change of station.** The ceilings will further rise by 25 percent each time DA increases by 50 percent. No other changes are recommended.

## Allowances related to Working on Holidays

## Chapter 8.6

### Allowances Covered

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8.6.1 Alphabetical list of Allowances covered here is as under:

1. Holiday Compensatory Allowance
2. Holiday Monetary Compensation
3. National Holiday Allowance

8.6.2 Employees, who are regularly required to work on holidays, are compensated in a variety of ways. Some, like the employees of Delhi Police and the CISF, are granted an extra month's pay per year. Employees of other CAPFs are granted extra thirty days' leave. Some other categories of staff are paid allowances, which are dealt with in this section. There are 3 such allowances.

### Holiday Compensatory Allowance

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8.6.3 It is a compensation for non-gazetted staff of IB who are required to perform duties on holidays and weekends; granted at the rate of one day's (Basic Pay + DA) for up to thirty days in a financial year. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.6.4 The Commission notes that employees in almost all ministries/departments are, sometimes, required to work on weekends. They are usually compensated by providing a "compensatory off." Thus, grant of an allowance for weekend working is not justified.

8.6.5 At the same time, the sensitive, and time bound nature of work done by IB should also be kept in mind. Therefore, it is **recommended that the non-gazetted staff of IB, presently covered under Holiday Compensatory Allowance, should, henceforth, be covered by National Holiday Allowance. They will be granted this allowance for up to twelve holidays in a year (including the three National Holidays) at the rates prescribed. Accordingly, Holiday Compensatory Allowance, as a separate allowance, should be abolished.**

### Holiday Monetary Compensation

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8.6.6 This allowance is granted in Department of Posts and is payable to postmen and other departmental staff who are required to perform duty on second holiday if three consecutive holidays occur. The existing rates are:

Category	Rate of Remuneration
Supervisor	₹85 per holiday for 4 hours
Postal Assistant	₹85 per holiday for 4 hours
Postmen/Sorting Postmen	₹85 per holiday
Multi-tasking staff	₹60 per holiday for 4 hours

8.6.7 Demands have been received to increase the rate of this allowance to ₹600 per holiday.

*Analysis and Recommendations*

8.6.8 Since the allowance is not DA indexed, it is proposed to **raise the amount to ₹200 per holiday for Supervisors, Postal Assistants and Postmen/Sorting Postmen; and ₹150 per holiday for Multi-tasking Staff.** The rate of allowance will further increase by 25 percent each time DA increases by 50 percent.

**National Holiday Allowance**

8.6.9 This allowance is paid to non-gazetted Railway employees who are rostered to work on a “National Holiday.” The existing rates are:

Pay in Pay Band + Grade Pay	Rate
up to ₹7260	₹256 per day
₹7261-₹9700	₹318 per day
₹9701 and above (limited to non-gazetted staff)	₹420 per day

8.6.10 There are demands to increase the amount of this allowance to 1.5 x (one day’s Basic Pay + DA)

*Analysis and Recommendations*

8.6.11 The Commission notes that although there are only three National Holidays, this allowance is granted for twelve days in a year due to operational constraints. Also, the allowance is already partially indexed to the DA. Hence, it is **recommended that the amount should be increased by 50 percent** to the following:

Level	Rate of Allowance (per day)
1 and 2	₹384
3 to 5	₹477
6 to 8 (limited to non-gazetted staff)	₹630

8.6.12 The rate of allowance will further increase by 25 percent each time DA rises by 50 percent.

## Allowances related to Housing

## Chapter 8.7

### Allowances Covered

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8.7.1 Alphabetical list of Allowances covered here is as under:

1. Compensation in Lieu of Quarters (CILQ)
2. Family Accommodation Allowance
3. Family HRA Allowance
4. House Rent Allowance (HRA)
5. Hutting Allowance
6. Rent Free Accommodation
7. Single in Lieu of Quarters (SNLQ)

### Introduction

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8.7.2 Provision of affordable and comfortable housing is a source of concern for most Central Government employees. It needs to be addressed in the changing social scenario where nuclear families are on the rise, more women are joining the work force and there is growing urbanization. The various components involved are examined below in detail.

### House Rent Allowance (HRA)

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8.7.3 Presently, HRA is payable at the following rates:

Population of Cities/Towns	Class of Cities/Towns	HRA rates as % of Basic Pay (including MSP and NPA)
50 lakh and above	X	30
50-5 lakh	Y	20
Below 5 lakh	Z	10

8.7.4 There are a large number of demands for paying HRA as a percentage of (Basic Pay + DA), instead of as a percentage of Basic Pay alone, as at present. Representations have also been received regarding enhancement of percentage rates and having only two classifications of Metros and Non-metros (instead of the present classification of X, Y and Z cities).

8.7.5 PBORs of uniformed forces have vehemently argued for doing away with the concept of Authorized Married Establishment and the requirement of a minimum age of 25 years for grant of Compensation in Lieu of Quarters (CILQ).

*Analysis and Recommendations:*

8.7.6 Compensation towards the housing needs of Central Government employees is covered in three ways:

1. As a component of Basic Pay when it is initially fixed (based upon the Aykroyd formula)
2. As a constituent of Dearness Allowance [the AICPI(IW), on which the DA is currently based includes a weight of 15.27% towards housing], and
3. In the form of House Rent Allowance

8.7.7 In view of the fact that the DA calculation methodology that is being followed does include a certain weightage for housing, the demand to pay HRA as a percentage of Basic Pay + DA is not justified.

8.7.8 To arrive at the appropriate rates of HRA, the Commission used a two-fold approach: (i) It compared the rise in housing compensation with the cost of housing in major X, Y and Z category cities over the period 2006 to 2013, and (ii) It compared, de novo, the HRA after the rise in Basic Pay proposed with representative house rents in major X, Y and Z category cities.

8.7.9 For (i) above, the table of comparison (for a hypothetical employee whose Basic Pay was ₹1000 in 2006) is given below:

Class of City	2006					2013					(B)/(A)
	BP	DA (0%)	HRA	15.27% of DA	Total Housing Comp. (A)	BP (7 increments of 3% each)	DA (90 % of BP)	HRA	15.27% of DA	Total Housing Comp. (B)	
X	1000	0	300	0	300	1230	1107	369	169	538	<b>1.79</b>
Y	1000	0	200	0	200	1230	1107	246	169	415	<b>2.07</b>
Z	1000	0	100	0	100	1230	1107	123	169	292	<b>2.92</b>

8.7.10 As is clear from the above table, compensation for housing in 2013 was 1.79 times that in 2006 for Class X cities, 2.07 times for Class Y cities and 2.92 times for Class Z cities.

8.7.11 During the same period, the weighted (by population of cities) average rise<sup>31</sup> in housing index for Class X cities was 1.69 times, for thirty most populated Class Y cities it was 2.10 times, and for twenty-five most populated Class Z cities it was also 2.10 times.

8.7.12 Thus, it can be safely concluded that the rise in housing compensation has largely kept pace with the rise in rental values in all categories of cities.

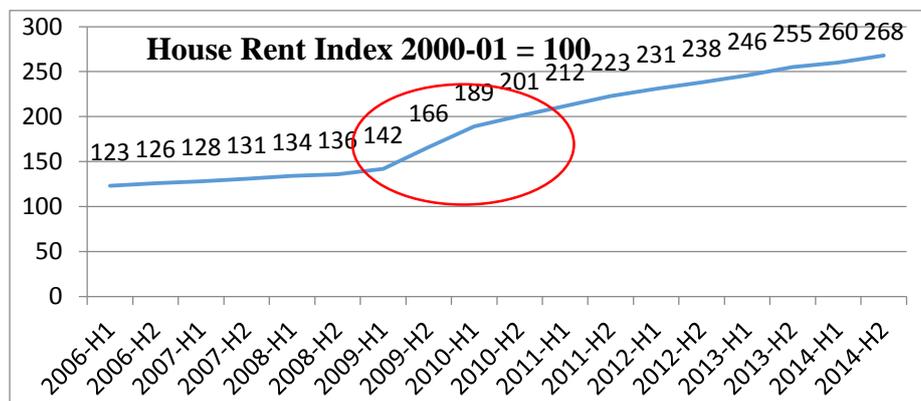
8.7.13 However, if a zero-based comparison of HRA with house rents is carried out the Commission observed that today there are websites that give a good idea of the prevalent house rents in various cities. From the information available on the websites, it was observed that with the increase in Basic Pay proposed (and consequent rise in HRA with the rationalized

<sup>30</sup> The compensation for housing that is provided when Basic Pay is initially fixed has not been considered here.

<sup>31</sup> Housing Index of AICPI(IW).

percentages), most of the employees will be able to afford a rented house as per their entitlement.

8.7.14 The Commission also took note of the link between increase in HRA and increase in house rent. There was a sharp rise in the index from the first half of 2009, immediately following VI CPC recommendations. The All India House Rent Index<sup>32</sup> chart given below demonstrates this:



8.7.15 Considering all these factors, and in line with our general policy of rationalizing the percentage based allowances by a factor of 0.8, the Commission **recommends that HRA should be rationalized to 24 percent, 16 percent and 8 percent of the Basic Pay for Class X, Y and Z cities respectively**. However, the Commission also recognizes that with the current formulation, once the new pay levels are implemented, the compensation towards HRA will remain unchanged until such time as the pay and allowances are next revised. Going by the historical trend this event is likely to be a decade away. Some representations have been received stating that towards the later part of the ten year period the HRA compensation falls considerably short of the requirement. Having regard to this, the Commission **also recommends that the rate of HRA will be revised to 27 percent, 18 percent and 9 percent when DA crosses 50 percent, and further revised to 30 percent, 20 percent and 10 percent when DA crosses 100 percent**.

8.7.16 Currently, in the case of those drawing either NPA or MSP or both, HRA is being paid as a percentage of Basic Pay+NPA or Basic Pay+MSP or Basic Pay+NPA+MSP respectively. HRA is a compensation for expenses in connection with the rent of the residential accommodation to be hired/leased by the employee and is graded based on the level of the employee, and therefore should be calculated as a percentage of Basic Pay only. **Add-ons like NPA, MSP, etc. should not be included while working out HRA.**

### **Housing for PBORs in Defence, CAPFs and Indian Coast Guard**

8.7.17 For a certain number of PBORs, there is an option to choose between HRA and Compensation in lieu of Quarters (CILQ). For the remaining, compensation for housing is

<sup>32</sup> Source: All India Consumer Price Index (Industrial Workers)

provided through Family Accommodation Allowance (FAA), and for certain ranks, through Single in Lieu of Quarters (SNLQ).

8.7.18 **CILQ**: The service conditions of the Defence Forces personnel demand that personnel reside in cantonments close to their Units. The entitlement of accommodation, therefore, forms a part of service conditions. Keeping in view functional requirements, an authorization of married establishment (by way of a specified percentage of the total establishment) has been decided by the government. PBORs who fall within this authorization percentage and cannot be provided married accommodation are entitled to Compensation in lieu of quarters (CILQ). CILQ is a composite allowance, meant to compensate for hiring of house, furniture, electricity and water etc. It is payable to PBORs who are married and are  $\geq 25$  years of age. PBORs have the option to choose CILQ or HRA, whichever is more beneficial. This allowance is also applicable to similarly placed personnel of CAPFs and Indian Coast Guard. CILQ is payable at the following rates:

(₹ per month)

Posts	City Classification		
	X	Y	Z
Sepoy/Naik	5400	3600	2400
Havaldar	6300	4500	3000
JCOs	8100	5400	3600
NC (E)	2700	1800	1200

8.7.19 For the balance, compensation is through the **FAA**, which was introduced by the VI CPC. It is payable at the lowest rate of HRA to all PBORs of Defence services, CAPFs and India Coast Guard who do not qualify for benefit of HRA or CILQ. In Ministry of Defence, it is granted at the rate of 10 percent of Basic Pay, while in Ministry of Home, it is granted at a flat rate of ₹1,050 pm.

8.7.20 **SNLQ** is applicable to JCOs and equivalent personnel of Defence Forces only. When not provided with any type of accommodation at the Duty Station, they are entitled to SNLQ which is equal to  $2/3^{\text{rd}}$  the rate of CILQ at that station, for their personal requirement, plus CILQ for their families at the rate of a Class 'Z' city.

8.7.21 The present provisions can be understood with a simple example. Suppose for a particular rank, the provision of Authorized Married Establishment (AME) is 50 percent and there are, say, 100 such personnel at that place. Then first 50 personnel can choose whether to opt for HRA or take CILQ. The remaining 50 personnel are entitled only to FAA. When posted in Field areas, PBORs of Defence forces are entitled to HRA for their families at Selected Place of Residence (SPR). However, no such provision is available in CAPFs or Coast Guard.

8.7.22 There is a strong demand from PBORs of CAPFs and Coast Guard for being extended a similar benefit.

*Analysis and Recommendations*

8.7.23 There is no doubt that personnel of uniformed services are unique in several ways. They are required to stay in the field for long periods of time, away from families. Even in non-field stations (peace stations), a minimum strength is required to be maintained in the barracks for quick deployment at short notice.

8.7.24 It is noted by the Commission that there was a time when these personnel could leave their families behind in villages and go for field postings. However, times have changed. Many of these PBORs have working spouses and harbor legitimate expectations of raising their children in urban areas.

8.7.25 With the AME percentage being limited, personnel take turns to fit into the AME percentage. An employee who is married but is less than 25 years of age is not entitled for AME at all, and therefore cannot avail CILQ. In the current context the provisions of AME as well as the stipulation of minimum 25 years of age to occupy these establishments are outdated and need revisiting.

8.7.26 It is felt that the service rendered by PBORs of uniformed services needs to be recognized and their housing provisions simplified. The Commission, in the interactions it has had with the men on the ground at all field locations it has visited, has seen firsthand that the lack of proper housing compensation is a source of discontentment among these employees. Hence, **the following structure is recommended:**

Whether the PBOR has any Dependents	Field Posting	Non-Field Posting	
		Staying in Barracks	Not Staying in Barracks
Yes	Full HRA applicable at the Selected Place of Residence of the Dependents*	Reduced HRA applicable at the Selected Place of Residence of the Dependents**	Full HRA applicable at that place if government accommodation not available#
No	Full HRA applicable at Class Z city, i.e., 10 percent of Basic Pay	Reduced HRA applicable at the place of posting@	Full HRA applicable at that place if government accommodation not available #

*An employee with dependents, during field posting or staying in Barracks as functional requirement will be eligible for accommodation for his dependents anywhere in the country.*

*\* Provided government accommodation is not available for the dependents at Selected Place of Residence. If government accommodation is available, no HRA is payable.*

*\*\* Reduced HRA means rate of HRA applicable reduced by 5 percent. However, the reduced amount cannot be less than the lowest rate of HRA applicable to Class Z cities/towns. Allowance is available provided employee is required to stay in barracks as a functional requirement and government accommodation is not available for the dependents at Selected Place of Residence. If employee is staying in barracks by choice or government accommodation is available at Selected Place of Residence, no HRA is payable.*

*@ Reduced HRA means rate of HRA applicable reduced by 5%. However, the reduced amount cannot be less than the lowest rate of HRA applicable to Class Z cities/towns. Allowance is*

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*available provided employee is required to stay in Barracks as a functional requirement. If employee is staying in Barracks by choice, no HRA is payable.*

*# Provided government accommodation is not available, else no HRA is payable.*

8.7.27 Staying in barracks cannot be equated with provision of adequate housing. Hence, some compensation is provided for those personnel who are required to stay in barracks as a functional requirement in the form of Reduced HRA. The restrictions related to Authorized Married Establishment, 25 years of age as well as the concept of Separated Family Accommodation should be done away with. CILQ, FAA and SNLQ should also be abolished.

### **Hutting Allowance**

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8.7.28 This allowance is granted to Railway servants living outside Railway premises who, for the outbreak of plague in epidemic forms, are compelled to vacate their houses and to erect temporary huts on Railway land or elsewhere. The present rate of the allowance is ₹100 pm. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.7.29 The allowance is outdated. It is **recommended for deletion**.

### **Family HRA Allowance**

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8.7.30 This allowance is granted to Central Government servants posted in NE region to compensate for the cost of stay of their families if they are left behind at the last place of posting before proceeding to NE region. In lieu of this allowance, employees are allowed to retain their house at the last place of posting, if they are posted in NE region, and allowed to draw HRA in NE region as well. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.7.31 This allowance is in the nature of an incentive for posting to North Eastern region. It is **recommended that this allowance should be extended to postings in the Island territories of Andaman, Nicobar and Lakshadweep also**.

### **Rent Free Accommodation**

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8.7.32 This allowance is granted to IB personnel on confrere (a fellow member of a profession, fraternity, etc.) basis, if admissible to police personnel of equivalent rank at that station. No demands have been received regarding this allowance.

#### *Analysis and Recommendation*

8.7.33 The Commission opines that the allowance is outdated. Hence, it is **recommended for deletion**.

## Allowances related to Good Service

## Chapter 8.8

### Allowances Covered

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8.8.1 Alphabetical list of Allowances covered here is as under:

1. Good Service/Good Conduct/Badge Pay
2. Medal Allowance
3. Monetary Allowance attached to Gallantry Awards
4. Reward for Meritorious Service

### Present Position

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8.8.2 This section deals with the allowances granted to personnel of uniformed forces as an acknowledgement of their meritorious service. There are four such allowances as listed above. These are discussed below *seriatim*.

### Good Service/Good Conduct/Badge Pay

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8.8.3 PBORs of the three Services are granted Good Service Pay after completion of certain specified length of service during which they have maintained high degree of discipline, good conduct and professional competence. For PBORs of army, the specified length is 3, 6 and 9 years of service. For PBORs of IAF and Navy, it is 4, 8 and 12 years of service. For the PBORs of the Indian Army, the existing rate is ₹64 pm for each of the three stages, while for the PBORs of Indian Navy and the Indian Air Force, the amount is ₹80 pm.

8.8.4 While interacting with jawans during its various visits, the Commission noted the sense of prestige and pride attached to this allowance.

#### *Analysis and Recommendations*

8.8.5 Since the rate is not indexed to DA, it is **recommended that it may be increased by a factor of 2.25. The nomenclature should also be changed to Good Service/Good Conduct/Badge Allowance.**

### Monetary Allowance attached to Gallantry Awards and Medal Allowance

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8.8.6 Recipients of certain Gallantry awards, usually personnel of Defence forces, CAPFs and the Indian Coast Guard, are granted a monthly allowance associated with the award. The rates of Monetary Allowance attached to Gallantry Awards for Defence forces are as under:

For Personnel of Armed Forces	Param Vir Chakra	₹10000 pm
	Ashok Chakra	₹6000 pm
	Mahavir Chakra	₹5000 pm
	Kriti Chakra	₹4500 pm
	Vir Chakra	₹3500 pm
	Shaurya Chakra	₹3000 pm
	Sena, Naosena, Vayusena Medal	₹1000 pm
Gorkhas of Nepalese domicile who are awarded the gallantry decoration get special lump sum monetary awards	Param Vir Chakra	₹150000
	Ashok Chakra	₹125000
	Mahavir Chakra	₹100000
	Kriti Chakra	₹75000
	Vir Chakra	₹50000
	Shaurya Chakra	₹40000
	Sena Medal	₹20000

8.8.7 The Medal Allowance for personnel of CAPFs and the Indian Coast Guard is given at the following rates:

President's Police Medal for Gallantry	₹3000 pm
Police Medal for Gallantry	₹2000 pm
President's Tatrakshak Medal	₹1500 pm
Tatrakshak Medal	₹900 pm

8.8.8 There are demands for a four-fold increase in the rates of these allowances.

#### *Analysis and Recommendations*

8.8.9 The VI CPC had suggested that the Central Government should revise the rates of these Gallantry Awards on their own without waiting for a Pay Commission. Accordingly, the last revision of rates for Defence forces was done on 30.03.2011. **No change in rates is therefore proposed.**

8.8.10 It is, however, pointed out that monetary allowance associated with President's Tatrakshak Medal (granted to Coast Guard personnel) is ₹1,500 pm, while that for President's Police Medal for Gallantry (PPMG) is ₹3,000 pm. Similarly, the allowance associated with Tatrakshak Medal is ₹900 pm, while that for Police Medal for Gallantry (PMG) is ₹2,000 pm. This discrepancy may be set right and **amounts for President's Tatrakshak Medal and Tatrakshak Medal increased to ₹3,000 pm and ₹2,000 pm respectively.**

## Reward for Meritorious Service

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8.8.11 This reward is granted to PBORs who have put in 15 years of meritorious service. The present rates are as follows:

Annuity for Meritorious Service Medal to JCOs	₹400 pa
Gratuity for Long Service and Good Conduct Medal	₹400 (one time)

8.8.12 Defence forces have asked for a four-fold raise in the amount.

### *Analysis and Recommendations*

8.8.13 Since the amount of the reward is not DA indexed, it is **recommended to be raised by a factor of 2.25**.

## Qualification Allowances

## Chapter 8.9

### Allowances Covered

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8.9.1 Alphabetical list of Allowances covered here is as under:

1. Aeronautical Allowance
2. Air Worthiness Certificate Allowance
3. Classification Allowance
4. Higher Proficiency Allowance
5. Higher Qualification Incentive for Civilians
6. Judge Advocate General Department Examination Award
7. Language Allowance
8. Language Award
9. Language Reward and Allowance
10. Post Graduate Allowance
11. Qualification Allowance
12. Qualification Grant
13. Qualification Pay
14. Technical Allowance
15. Unit Certificate and Charge Certificate Allowance

8.9.2 There are quite a few allowances that are meant to incentivize the acquisition of higher qualifications/skills. Majority of these allowances are paid to Defence force personnel, while a few of them are meant for civilians also.

### Aeronautical Allowance

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8.9.3 Aeronautical Allowance is admissible to those Defence technicians who have successfully qualified in Technical Type Training (TETTRA), Technical Type Conservation Unit (TTCU), Maintenance Conversion Flight (MCF) or similar courses. These technicians are authorized to maintain or service aircraft and related systems. Presently it is payable at the rate of ₹300 pm. There are demands to increase the allowance to ₹800 pm. Personnel of Indian Coast Guard are presently not entitled to this allowance. They have asked for parity.

#### *Analysis and Recommendations*

8.9.4 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5 to ₹450 pm**. The amount will further rise by 25 percent each time DA increases by 50 percent. **The allowance should also be extended to personnel of Indian Coast Guard mutatis mutandis.**

### **Air Worthiness Certificate Allowance**

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8.9.5 This allowance was introduced in the year 2000 for the technical tradesmen in aircraft trades, based on the recommendations made by a Group of Officers. The existing rate is ₹225 pm for aviation trade PBORs with service of 2-10 years and ₹450 pm for PBORs with service exceeding 10 years. Defence Services have represented for a four-fold increase (from the base rate of 2008) in this allowance. Personnel of Indian Coast Guard are presently not entitled to this allowance. They have asked for parity.

#### *Analysis and Recommendations*

8.9.6 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5**. The amount will further rise by 25 percent each time DA rises by 50 percent. **The allowance should also be extended to personnel of Indian Coast Guard mutatis mutandis.**

### **Classification Allowance**

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8.9.7 Classification Allowance is granted to PBORs of all three services on attaining certain trade related qualifications in each group. When a sepoy enters service, he is categorized as C14. As he acquires skills, for e.g. weapons handling training, he moves up to C13, then further to C12 and ultimately to C11. For each stage, he receives this allowance at the following rates:

<b>Group</b>	<b>C14 to C13</b>	<b>C13 to C12</b>	<b>C12 to C11</b>
<b>X</b>	-	₹120 pm	₹120 pm
<b>Y</b>	₹100 pm	₹100 pm	₹100 pm

8.9.8 Demands have been made before the Commission that Classification Allowance should be termed as Classification Pay and amount should be made equal to one increment for each stage. Presently it is paid up to the rank of Havildar and equivalent only. The demand is to extend it to JCOs also.

#### *Analysis and Recommendations*

8.9.10 The allowance is not DA indexed. Hence, it is **recommended to raise it by a factor of 2.25 to ₹270 pm for each stage for X group and ₹225 pm for each stage for Y group**. Other demands do not hold merit.

### **Higher Qualification Incentive for Civilians**

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8.9.11 In general, civilian employees are governed by DoPT's letter No.1/2/89-Estt.(Pay.I) dated 09.04.1999, wherein a lump-sum one-time incentive ranging from ₹2,000 to ₹10,000 is provided to the employee on obtaining higher qualifications. Many civilian organizations have approached the Commission to increase the quantum of this incentive, and bring it at par with that given to the Defence forces personnel.

*Analysis and Recommendations*

8.9.12 The Commission appreciates the need to encourage acquiring of higher qualifications. At the same time, it is important that the knowledge so acquired is directly relevant to the scope of the employee's occupation. Hence, **the following lump-sum rates of Higher Qualification Incentive are recommended for courses done in fields that are directly relevant to an employee's job:**

<b>Higher Qualification Incentive for Civilians</b>	
<b>Qualification</b>	<b>Amount (₹)</b>
Ph.D. or equivalent	30000
PG Degree/Diploma of duration more than one year, or equivalent	25000
PG Degree/Diploma of duration one year or less, or equivalent	20000
Degree/Diploma of duration more than three years, or equivalent	15000
Degree/Diploma of duration three years or less, or equivalent	10000

8.9.13 The existing conditions regarding the grant of this incentive, as mentioned in DoPT's letter cited above, will continue to apply, except that Minsitries will be free to choose courses on their own. Moreover, **the incentive shall be limited to maximum two times in an employee's career, with a minimum gap of two years between successive grants.**

8.9.14 Complete parity of civilian employees with Defence personnel, with regard to the grant of this incentive, is not feasible in view of the different service conditions, mode of recruitment and other factors.

**Judge Advocate General Department Examination Award**

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8.9.15 Officers of the three Services are granted a one-time award on qualifying the JAG Branch exam, which is presently ₹9,600. In the Joint Services Memorandum (JSM) it has been argued that this award is admissible to very few officers every year. Hence, it should be abolished and merged with Cat-III courses of Qualification Grant.

*Analysis and Recommendations*

8.9.16 **This allowance should be subsumed under Higher Qualification Incentive for Defence Personnel,** dealt separately in this chapter.

**Language Allowance**

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8.9.17 Service Officers and PBORs are granted Language Allowance to encourage them to learn foreign languages and carry out instructional translations and interpreter duties as and when required. The purpose of this allowance is to attract quality volunteers for meeting the requirements related to translation/interpreting of technical documents as most technologies available with the Defence Forces at present are imported with documentation in the foreign language which is needed to be translated urgently. The present rates of the allowance are as under:

Category of Language	Amount of Allowance
Category I	₹1350 pm
Category II	₹1126 pm
Category III	₹900 pm

8.9.18 Services have sought a four-fold increase in the rate of this allowance.

*Analysis and Recommendations*

8.9.19 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5**. The amount will further rise by 25 percent each time DA rises by 50 percent. As at present, the allowance should be payable subject to passing of an annual language examination.

**Language Award**

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8.9.20 With a justification similar to that for the Language Allowance, Language Award is a one-time award for passing certain language related examinations. The existing rates are as follows:

	Category of Language	Sponsored Candidate	Non-Sponsored Candidate
For passing Diploma-II Exam with >65% marks	Category I	₹4500	₹6750
	Category II	₹3150	₹4500
	Category III	₹2250	₹3150
For passing Interpretership Exam with >70% marks	Category I	₹9000	₹13500
	Category II	₹6750	₹9000
	Category III	₹4500	₹6750

8.9.21 Besides a four-fold increase, the removal of minimum percentage clause has been requested.

*Analysis and Recommendations*

8.9.22 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5**. The amount will further rise by 25 percent each time DA rises by 50 percent. Other demands do not hold merit.

## Qualification Allowance

8.9.23 Qualification Allowance is granted to personnel of Indian Air Force for obtaining flying qualifications. The present rates are:

	(₹ per month)
Master Aviation Instructor	750
Senior Aviation Instructor CI-I	600
Senior Aviation Instructor CI-II	420
Aviators holding Master Green Card	600
Aviators holding Green Card	420
Cat 'A' ATC/FC/HELO Controllers/Direction officers	2400
Cat 'B' ATC/FC/HELO Controllers/Direction officers	1800

8.9.24 Besides a six-fold increase, the extension of allowance to various other categories has been sought. Personnel of Indian Coast Guard are presently not entitled to this allowance. They have asked for parity.

### *Analysis and Recommendations*

8.9.25 Since the allowance is already partially indexed to DA, it is **recommended to raise it by a factor of 1.5**. The amount will further rise by 25 percent each time DA rises by 50 percent. **The allowance should be extended to personnel of Indian Coast Guard also.** Other demands do not hold merit.

8.9.26 For Defence officers, there are two allowances that are granted upon obtaining higher qualifications, viz., Qualification Grant and Technical Allowance. Since the purpose of these two allowances is similar, they are being dealt with together.

## Qualification Grant and Technical Allowance

8.9.27 A lump-sum Qualification Grant is paid to officers who qualify in various specified courses. The present rates are as under:

Category	Existing Grant
Category I Courses	₹30000
Category II Courses	₹22500
Category III Courses	₹13500
Category IV Courses	₹9000
MNS Officers	₹9000

8.9.28 The general demand is to increase the rate to four times of the 2008 rate. Besides this, extension of the allowance to JCOs/ORs and Medical Officers has been sought. At present, there is a condition of two years having elapsed between two consecutive claims. Removal of this condition has been requested.

8.9.29 Technical Allowance is admissible to Defence Forces officers belonging to the technical branches for qualifying certain Tier-I and Tier-II courses. The present rates are as under:

For Tier-I courses	₹3000 pm
For Tier-II courses	₹4500 pm
For both courses	₹7500 pm

8.9.30 Defence forces have asked for a four-fold increase in the rate of this allowance, and sought extension to all officers and JCOs/ORs who undergo specified courses irrespective of the arm/service/branch of all three services. There are demands from the civilian side too, that this allowance should be extended to all civilian employees. Personnel of Indian Coast Guard have also asked for this allowance.

*Analysis and Recommendations*

8.9.31 Regarding Qualification Grant, the Commission has carefully studied the list of various courses that fall in each of the categories and has the following observations:

1. In each of the four categories, the mix of courses is such that it does not lend itself to any pattern by way of level of difficulty, uniformity in duration or relevance to one's field of work.
2. There is a fair degree of overlap between the list of courses under Categories I-IV and the broad list circulated by DoPT for the grant of Higher Qualification Incentive for civilians.
3. The quantum of incentive for civilians is at present significantly lower than the Qualification Grant for Defence employees.

8.9.32 Regarding Technical Allowance, the following observations are made:

1. The allowance for Tier-I courses is admissible to all technical officers from the day they complete their professional qualification training and become available for full time professional employment in the service. Tier-II comprises various technical courses from recognized institutes in India or abroad.
2. There is a vast difference in incentive provided to Defence officers vis-à-vis civilian employees for acquiring higher technical qualifications. Two factors stand out:
  - a. To be eligible for the grant of incentive, the civilian employee should not have been sponsored by the government, while there is no such restriction for Defence officers, and
  - b. While the highest amount of lump sum incentive for civilian employees is ₹10,000 (for acquiring Ph.D. qualification) at present, Defence officers are entitled to a monthly allowance of ₹4,500 even for much lower level courses.

8.9.33 Having considered the existing structure as brought out above, and particularly in view of the point 2(b), there is a strong case for bringing the entire structure of qualification related incentive/grant/allowance on a more equitable footing. Accordingly, **the following is recommended:**

1. Considering the difference in process of recruitment of Defence employees compared to their civilian counterparts, and the varying service conditions, the Technical Allowance for Tier-I courses may continue to be paid on a monthly basis at the existing level.
2. The list of courses under each category of Qualification Grant needs to be reviewed by an expert committee and only Defence specific courses need to be retained. It may be clarified here that the Commission is all for acquiring higher qualifications for the growth of an individual. However, the areas in which incentive is given should be such that they are directly relevant to one's chosen field of occupation. Courses like M.Phil in any subject (presently a Cat-I course) or Bar-at-Law (presently a Cat-II course) are generic in nature and may be reviewed. Similarly, the desirability of including a course like Long Cookery Course (presently at Cat-II) should also be re-examined.
3. The list of courses under Tier-II of Technical Allowance also needs to be reviewed by an expert committee with a view to retaining the relevant ones only.
4. Once the reviews are completed, the list of courses which are to qualify for continuation of the incentive should be graded into five categories. They should then be combined into a single Higher Qualification Incentive for Defence Personnel with the following rates:

<b>Higher Qualification Incentive for Defence Personnel</b>	
<b>Qualification</b>	<b>Amount (₹)</b>
Grade I courses	30000
Grade II courses	25000
Grade III courses	20000
Grade IV courses	15000
Grade V courses	10000

5. **Summing up, only Tier-I of the Technical Allowance will continue to be paid on a monthly basis. Tier-II of the Technical Allowance as well as the Qualification Grant will be merged into Higher Qualification Incentive for Defence Personnel and will be paid as a lumpsum amount, on similar terms and conditions as Higher Qualification Incentive for Civilians.**
6. Like civilians, this incentive will be applicable to all Defence forces personnel. Similarly, the incentive shall be limited to maximum two times in an employee's career, with a minimum gap of two years between successive grants.
7. For Defence employees who have already availed of the full incentive now proposed, future payments should be stopped. For employees who have availed of the incentive only partly, the remaining amount should be paid as a lump sum immediately. No recoveries should be made for those employees who have already received more than the full amount.

### **Unit Certificate and Charge Certificate Allowance**

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8.9.34 This allowance is granted to Artificers and Mechanics of the Navy after passing prescribed examinations. The existing rates are:

		<i>(₹ per month)</i>
Unit Certificate Allowance	Lower Rate	225
	Higher Rate	450
Charge Certificate Allowance	Lower Rate	450
	Higher Rate	675
	Special Rate	810

8.9.35 A four-fold increase in the rates of this allowance has been requested.

#### *Analysis and Recommendations*

8.9.36 Since the allowance is already partially indexed to DA, it is **proposed to raise it by a factor of 1.5**. The rate of this allowance will increase by 25 percent each time the DA increases by 50 percent.

### **Higher Proficiency Allowance**

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8.9.37 This allowance is granted to IB personnel for acquiring higher skills in Language and Technical fields. The present rate varies from ₹10,000 to ₹25,000 and is decided by the Director, IB. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.9.38 **For higher skills in language, IB personnel will be governed by the rates and conditions of Language Award, presently applicable only to Defence forces. For higher skills in technical fields, they will be governed by Higher Qualification Incentive for Civilians. Accordingly, Higher Proficiency Allowance, as a separate allowance, should be abolished.**

### **Language Reward and Allowance**

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8.9.39 This allowance is payable to MEA officers who have learnt optional foreign language when posted in the region where the language is main language or widely used. The present rate varies from ₹100 pm for being “proficient” to ₹200 pm for being “above proficient.” No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.9.40 The amount of the allowance is meagre. Hence, **it should be abolished.**

## Post Graduate Allowance

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8.9.41 This allowance is granted to doctors up to the level of NFSG who are PG Degree or PG Diploma holders. The existing rate of the allowance is ₹1,500 pm for PG Degree holders and ₹900 pm for PG Diploma holders. There are demands to raise the quantum of allowance three-fold.

### *Analysis and Recommendations*

8.9.42 The allowance is partially indexed to DA. Hence, it is **recommended to raise it by a factor of 1.5. The amount will further rise by 25 percent each time DA rises by 50 percent. The allowance should also be extended to medical doctors who are dentists and veterinarians.**

## Qualification Pay

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8.9.43 It is granted to Accounts staff of Indian Railways for qualifying certain examinations. The existing rates are:

Clerks Gr.II (Accounts Clerks)/Typists on passing App-II Examination	₹180 pm	
Sr.Accounts Assistant/Accounts Assistant/Stock Verifier/Typist/Stenographer on passing App-III Examination	First Year	₹240 pm
	Second Year	₹420 pm

8.9.44 Demands have been received to increase the allowance to four times its present value.

### *Analysis and Recommendations*

8.9.45 Since the allowance is not indexed to DA, **it is recommended to raise it by a factor of 2.25. The amount will further rise by 25 percent each time DA crosses 50 percent. The nomenclature should be changed to Railway Accounts Examination Allowance.**

## Allowances related to Risk and Hardship

## Chapter 8.10

### Allowances Covered

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8.10.1 Alphabetical list of Allowances covered here is as under:

1. Antarctica Allowance
2. Assisting Cashier Allowance
3. ASV Allowance
4. Bad Climate Allowance
5. Boiler Watch Keeping Allowance
6. Breakdown Allowance
7. Cash Handling Allowance
8. CI Ops Allowance
9. Coal Pilot Allowance
10. COBRA Allowance
11. Commando Allowance
12. Compensatory (Construction or Survey) Allowance
13. Cooking Allowance
14. Diving Allowance, Dip Money and Attendant Allowance
15. Field Area Allowance
16. Flying Allowance
17. Flying Squad Allowance
18. Free Fall Jump Instructor Allowance
19. Handicapped Allowance
20. Hardlying Money
21. Headquarters Allowance
22. Health and Malaria Allowance
23. High Altitude Allowance
24. Hospital Patient Care Allowance/Patient Care Allowance
25. Hydrographic Survey Allowance
26. MARCOS and Chariot Allowance
27. Metropolitan Allowance
28. Night Patrolling Allowance
29. Operation Theatre Allowance
30. Organization Special Pay
31. Out-turn Allowance
32. Para Allowances
33. Para Jump Instructor Allowance
34. Project Allowance
35. Rajdhani Allowance

36. Risk Allowance
37. Savings Bank Allowance
38. Sea Going Allowance
39. Secret Allowance
40. Siachen Allowance
41. Special Compensatory (Hill Area) Allowance
42. Special Compensatory (Remote Locality) Allowance
43. Special Forces Allowance
44. Special LC Gate Allowance
45. Submarine Allowance
46. Submarine Duty Allowance
47. Submarine Technical Allowance
48. Sunderban Allowance
49. Test Pilot and Flight Test Engineer Allowance
50. Treasury Allowance
51. Tribal Area Allowance

8.10.2 This section covers the allowances payable to Central Government employees to compensate for the risk and/or hardship they face on account of their working conditions. For our discussion, the allowances appearing in this section come under the category of Risk and Hardship Allowances (RHAs).

### **Present Position**

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The existing structure of the allowances covered is detailed below:

#### ***Antarctica Allowance***

8.10.3 The Indian Antarctic Program is a multi-disciplinary, multi-institutional program under the control of Ministry of Earth Sciences, wherein studies are conducted in atmospheric, biological, earth, chemical, medical and other sciences by sending teams to the Antarctica. To compensate for the hardship that those undertaking this expedition face during their sojourn in Antarctica, this special allowance is granted. The present rates are:

Team Leader	Winters	₹1856.80 per day
	Summers	₹1237.50 per day
Other Members	Winters	₹1688.00 per day
	Summers	₹1125.00 per day

#### ***Assisting Cashier Allowance***

8.10.4 This allowance is granted only in the Ministry of Consumer Affairs, Food and Public Distribution, to MTS staff for assisting cashier in bringing cash from banks. The current rate is ₹90 pm.

### **ASV Allowance**

8.10.5 This allowance is granted to Accounts Stock Verifiers of Indian Railways on account of hardship involved in their job. The present rate is ₹1,000 pm.

### **Bad Climate Allowance**

8.10.6 It is paid to the Central Government employees serving in areas designated as Bad Climate Area/Unhealthy Locality by the government from time to time. The present rates are:

<b>Grade Pay &gt; ₹5400</b>	<b>Others</b>
₹600 pm	₹360 pm

### **Boiler Watch Keeping Allowance**

8.10.7 Started post the acceptance of the VI CPC recommendations, this allowance is granted to Boiler Watch Keepers on Naval Ships and corresponding personnel on board Coast Guard and survey ships. The aim of this allowance is to compensate such personnel for the hardship they face through constant exposure to high temperature. The current rate is ₹3,000 pm.

### **Breakdown Allowance**

8.10.8 This allowance is granted to non-gazetted Railway servants who are earmarked for attending to breakdown duties. The present rates are:

<b>Grade Pay</b>	<b>Rate</b> (₹ per month)
Up to ₹1800	120
₹1900	180
₹2400-₹2800	240
₹4200 and above (limited to non-gazetted staff)	300

### **Cash Handling Allowance**

8.10.9 It is paid to cashiers working in Central Government departments, for handling of cash. The current rates are:

<b>Amount of Average Monthly Cash Disbursed</b>	<b>Rate</b> (₹ per month)
< ₹50,000	230
Over ₹50,000 and up to ₹2,00,000	450
Over ₹2,00,000 and up to ₹5,00,000	600
Over ₹5,00,000 and up to ₹10,00,000	750
> ₹10,00,000	900

### **CI Ops Allowance**

8.10.10 This allowance is granted to Defence and CAPF personnel while they are deployed in counter-insurgency areas. The present rates are:

(₹ per month)

Posts	CI Operations in Field Areas	CI Operations in Modified Field Areas	CI Operations in Peace Areas
Lt. Col and Above/equ.	11700	9000	7800
Major/equ.	10800	8310	7200
Captain/equ.	9900	7620	6600
Lt./equ.	9450	7260	6300
JCO's/equ.	8100	6240	5400
Hav/equ.	5400	4140	3600
Sep/Nk/equ.	4500	3450	3000

8.10.11 The rate of CI Ops Allowance in Peace Areas has an established equation with Field Area Allowance in Field Areas.

### **Coal Pilot Allowance**

8.10.12 It is paid to Shuntmen and other Group D staff of transportation Department of Indian Railways who accompany pilots in the collieries for shunting and similar other duties. The present rates are:

For First Trip	₹45 per trip
For every subsequent Trip	₹15 per trip

### **COBRA Allowance**

8.10.13 It is granted to CRPF personnel posted in Command Battalion for Resolute Action (CoBRA), a special force deployed in Naxal-hit areas, to compensate them for their risk and hardship. The present rate is 80 percent of Marcos and Chariot Allowance.

### **Commando Allowance**

8.10.14 This allowance is granted to personnel of Delhi Police who act as Commandos. The existing rates are:

SI	₹100 pm
Head Constable	₹75 pm
Constable	₹50 pm

### **Compensatory (Construction or Survey Allowance)**

8.10.15 It is granted to Railway servants employed on construction or survey projects. It is ordinarily granted for 'new lines' or 'restorations' or 'surveys' or 'doubling' (with Railway Board's approval). The present rates are:

<b>Grade Pay &gt; ₹5400</b>	<b>Others</b>
₹1500 pm	₹1000 pm

### ***Cooking Allowance***

8.10.16 It is granted to Cook/Cook Mate employed in canteens and pantries in various ministries. The current rates is ₹120 pm.

### ***Diving Allowance, Dip Money and Attendant Allowance***

8.10.17 All naval personnel on the authorized diving cadre are entitled to Diving Allowance. In addition to Diving Allowance, Dip Money is also admissible depending on depth and time spent under water. An Attendant Allowance is also paid at the rate of one- fifth of Dip Money to Divers' Attendants. These allowances are also applicable to IAF and Army personnel on pro-rata basis as and when they are involved in such duties. The current rates are:

<b>Diving Allowance</b>	Deep Diving Officers	₹1200 pm
	Clearance Diver - CI	₹900 pm
	Clearance Diver - CII	₹780 pm
	Clearance Diver - CIII	₹660 pm
	Ships Diving Officer	₹600 pm
<b>Dip Money</b>	<b>Depth-fathoms</b>	<b>₹ per minute</b>
	<20	1.80
	20-30	2.70
	30-40	3.60
	40-50	5.40
	50-60	7.20
	60-75	10.20
	75-100	11.40
<b>Attendant Allowance</b>	1/5th of Dip Money	

### ***Field Area Allowance***

8.10.18 It is a generic term for allowance granted to Defence, CAPF and personnel of Indian Coast Guard while they are deployed in "Field Areas," which are further classified as Highly Active Field Areas, Field Areas and Modified Field Areas.

- *Highly Active Field Area:* Where grave danger exists to troops, airmen, fixed-wing aircraft and helicopters due to deployment in close proximity of enemy.
- *Field Area:* Where troops are deployed near the borders for operational considerations, and where hostilities and risk to life are imminent.
- *Modified Field Areas:* Where defence personnel/isolated detachments are deployed/stationed/mobilized in support of military duties and where imminence of

hostilities/violence and risk exist. Such areas may have severe infrastructural deficiencies causing deprivation and/or mental strain.

8.10.19 The present rates are as follows:

(₹ pm)

Post	Highly Active Field Areas	Field Areas	Modified Field Areas
Lt.Col.& above & Equ.	12600	7800	3000
Maj.& Equ.	11640	7200	2790
Capt & Equ.	10650	6600	2580
Lt. & Equ.	10170	6300	2400
JCOs & Equ.	8730	5400	1800
Hav & Equ.	5820	3600	1380
Sep/Nk & Equ.	4860	3000	1200

### ***Flying Allowance***

8.10.20 Flying allowance is admissible to officers of the flying branch and Technical Officers and Airmen performing air crew duties in the Indian Air Force and to corresponding aviation personnel of the Indian Army and the Indian Navy. The present rates are:

(₹ per month)

Post	Rate
Air Commodore & Eq. & above (Capt IN with > 3yrs seniority)	15750
Squadron Leader to Group Captain & Eq. (Capt IN with < 3 yrs seniority)	21000
Flight Lt. and Eq.	16500
Flying Officer and Eq.	13500
Warrant Ranks	12600
Senior NCO	10500

### ***Flying Squad Allowance***

8.10.21 It is paid to Chief Ticket Inspectors (CTIs) and Travelling Ticket Examiners (TTEs) of Indian Railways who are part of the Flying Squads constituted for surprise ticket checking in trains. The current rate is ₹300 pm.

***Free Fall Jump Instructor Allowance***

8.10.22 It is granted as compensation, for the risk involved, to the Free Fall Jumping Instructors of the Indian Air Force. The present rate is ₹3,000 pm for officers and ₹1,800 pm for PBORs.

***Handicapped Allowance***

8.10.23 It is a conveyance allowance granted to differently abled employees in Indian Railways. This allowance is granted to employees who are visually challenged, orthopedically challenged and staff suffering from spinal deformity. The present rate is 5 percent of Basic Pay, subject to a maximum of ₹100 pm.

***Hardlying Money***

8.10.24 It is paid to Naval personnel as compensation for extra discomforts on board the smaller ships and submarines. In the smaller ships like minesweepers, ocean going tugs and submarines, it is paid at full rates and in relatively more comfortable vessels at half rates. The current rates are as under:

Category	Existing Rates	
	Full	Half
Officers including Mid shipment & Cadets	₹600 pm	₹300 pm
Sailors	₹420 pm	₹210 pm

***Headquarters Allowance***

8.10.25 It is granted to officers of Organised Group 'A' Service in DOT and certain other ministries upon posting at headquarters. The existing rate is ₹225 pm.

***Health and Malaria Allowance***

8.10.26 This allowance is granted to Health and Malaria Inspectors in Indian Railways due to risky and hazardous nature of their duties. The present rate is ₹600 pm.

***High Altitude Allowance***

8.10.27 It is granted to Defence and CAPF personnel deployed in high altitude areas. The existing rates are:

(₹ per month)

Post	Cat-I Areas	Cat-II Areas	Cat-III Areas
Lt.Col. & above & Equ.	3180	4800	16800
Maj. & Equ.	2790	4200	16800
Capt & Equ.	1980	3000	16800
Lt. & Equ.	1590	2400	16800
JCOs & Equ.	1440	2160	11200
Hav & Equ.	1110	1680	11200
Sep/Nk & Equ	810	1200	11200

8.10.28 Cat-I Areas comprise areas between heights of 9000 ft. to 15000 ft. and “uncongenial” areas below 9000 ft. Cat-II Areas are those areas that are above 15000 ft. in height. Cat-III Areas comprise certain specified areas that have especially uncongenial climate. The rate in Cat-III Areas is 80 percent of Siachen Allowance.

#### ***Hospital Patient Care Allowance (HPCA)/Patient Care Allowance (PCA)***

8.10.29 Patient Care Allowance (PCA) is admissible to Group ‘C’ and ‘D’ (non-Ministerial) employees excluding nursing personnel working in the health care delivery institutions/establishments (other than hospitals) with less than 30 beds, subject to the condition that no Night Weightage Allowance and Risk Allowance, if sanctioned by the Central Government, will be admissible to these employees. Similarly placed employees working in hospitals are eligible for Hospital Patient Care Allowance (HPCA). This allowance is not admissible to Group ‘C’ and D (Non-Ministerial) employees working in the headquarters. The rules provide that only Group ‘C’ and ‘D’, non-Ministerial employees whose regular duties involve continuous and routine contact with patients infected with communicable diseases or those who have to routinely handle infected materials, instruments and equipment, which can spread infection, as their primary duty can be considered for grant of Hospital Patient Care Allowance. It is further provided that HPCA shall not be allowed to any of those categories of employees whose contact with patients or exposure to infected materials is of an occasional nature. The present rates of these allowances are: Hospital Patient Care Allowance @ ₹2,100 pm for Group ‘C’ staff and ₹2,085 pm for Group ‘D’ Staff. Patient Care Allowance @ ₹2,070 pm for both Group ‘C’ and ‘D’ staff.

#### ***Hydrographic Survey Allowance***

8.10.30 It is paid to Naval Officers as compensation for the tougher working conditions on hydrographic survey ships. The current rates are:

(₹ per month)

Surveyors Class-IV	1200
Surveyors Class-III	1500
Surveyors Class-II	1800
Surveyors Class-I	2100

Non-Surveyor Officers on ships	600
Surveyor Recorder-III	300
Surveyor Recorder- II	450
Surveyor Recorder-I (PO and Below)	600
Surveyor Recorder-I (CPO and above)	750
Non-Surveyor Sailors serving on ships	150

**MARCOS and Chariot Allowance**

8.10.31 This allowance is granted to marine commandos of Indian Navy. The current rates are:

Capt (with >3yrs service in the rank) and above	15750
Lt Cdr/Cdr/Capt (with < 3 years' service in the rank)	21000
Lt.	16500
Sub Lt.	13500
MCPO II/I	12600
CPO and Below	10500

8.10.32 The allowance has an established parity with Flying Allowance.

**Metropolitan Allowance**

8.10.33 This allowance is granted to personnel of Delhi Police on account of hardship faced in a Metropolitan area. The present rates are:

Sub-Inspector (SI)	₹180 pm
Constable, Head Constable, ASI	₹120 pm

**Night Patrolling Allowance**

8.10.34 It is granted to Trackmen of Indian Railways to compensate for hardship faced in Night Patrolling. The present rate is ₹10 per night of patrolling.

**Operation Theatre Allowance**

8.10.35 This allowance is granted to 35 percent of the Staff Nurses in Central Government Hospitals, who work in ICU/Operation Theatres. The current rate is ₹240 pm.

**Organization Special Pay**

8.10.36 It is granted to certain categories of personnel in ITBP in view of the arduous nature of job. The extant rates are:

Subedar (Senior)	100
SM/Inspector	100

Sub-Inspector	60
Head Constable	40
Lance Naik/Naik	40
Constable	30

### ***Out-turn Allowance***

8.10.37 This allowance is granted to Telegraph Signaller/Teleprinter Operator/Wireless Operators in Indian Railways as a remuneration for per message worked in excess of the specified number of messages during the normal duty hours on a nominated circuit. The current rates are:

₹0.10 for each message in excess of 250 messages handled over the minimum number of messages sent or received in eight or six hour shift.	<b>Post</b>	<b>No. of Minimum Messages</b>
	Telegraph Signaller	100
	Teleprinter Operator	250
	Wireless Operator Link (Two Stations)	80
	Wireless Operator Net (> Two Stations)	60

### ***Para Allowances***

8.10.38 These allowances are granted to officers and PBORs of Indian Army holding appointments of operational parachutists authorized in the war/peace establishments. The reserves are those who have shifted out but must again do the refresher course to qualify for the grant of these allowances. The allowances are granted after doing a parachute refresher course and a minimum of two jumps. The extant rates are:

		<i>(₹ per month)</i>
<b>Para Allowance</b>	For Officers	1800
	For JCO/OR (Army)	1200
<b>Para Reserve Allowance</b>	For Officers	450
	For JCO/OR (Army)	300

### ***Para Jump Instructor Allowance***

8.10.39 It is granted as compensation, for risk involved, to the Parachute Jumping Instructors of the Indian Air Force. The current rate of the allowance is ₹3,600 pm for officers and ₹2,700 pm the PBORs.

### ***Project Allowance***

8.10.40 This allowance is granted to Central Government employees to compensate for lack of amenities like Schools, Markets, proper housing and medical facilities at the places of construction of major projects. This is mainly paid to Railway employees whose offices are in project area and who have to reside within a nearby locality. The current rates are:

<b>GP &gt; ₹5400</b>	<b>Others</b>
₹2250 pm	₹1500 pm

### ***Rajdhani Allowance***

8.10.41 It is granted to Train Superintendent (TS) and Deputy Train Superintendent (Dy.TS) of Rajdhani Express Trains in Indian Railways, due to harder nature of their jobs. The current rate is ₹900 pm for TS and ₹360 pm for Dy.TS.

### ***Risk Allowance***

8.10.42 Risk Allowance is presently given to employees engaged in hazardous duties or whose work will have deleterious effect on health over a period of time. Risk Allowance is also paid to Sweepers and Safaiwalas engaged in cleaning of underground drains, sewer lines as well as to the employees working in trenching grounds and infectious diseases hospitals. The extant rate is ₹60 pm.

### ***Savings Bank Allowance***

8.10.43 In Department of Posts, granted to Postal Assistants working in Post Office Savings Bank (POSB) for shouldering strenuous and complicated nature of Savings Bank work. Postal Assistants need to qualify an Aptitude Test to get this allowance. The current rates are ₹300 pm for fully engaged staff and ₹150 pm for partially engaged staff.

### ***Sea Going Allowance***

8.10.44 This allowance is granted to officers and PBORs of the Indian Navy to compensate them for the hardships of sea travel. This allowance is granted on pro rata basis, with the condition that the sea vessels should be deployed for a minimum of 12 hours a day. The extant rates are:

	(₹ per month)
Cdr & above	7800
Lt. Cdr	7200
Lt.	6600
Sub-Lt.	6300
CPO & abv. PBORS	5400
PO	3600
Ldg Seaman & below	3000

8.10.45 This allowance has an established parity with Field Area Allowance in Field Areas.

### ***Secret Allowance***

8.10.46 This allowance is granted in Cabinet Secretariat, for dealing with Top Secret papers and performing sensitive and arduous nature of duty. It is paid as a flat sum per month based on the post held by the concerned official.

### **Siachen Allowance**

8.10.47 Siachen Allowance is admissible to troops serving in the Siachen region keeping in view the extremely difficult conditions in the area. The extant rate is ₹21,000 pm for officers and ₹14,000 pm for PBORs.

### **Special Compensatory (Hill Area) Allowance**

8.10.48 It is granted to Central Government employees posted at Hill stations 1000 metres or more above sea level. The present rates are:

<b>Grade Pay &gt; ₹5400</b>	<b>Others</b>
₹900 pm	₹720 pm

### **Special Compensatory (Remote Locality) Allowance**

8.10.49 It is payable to Central Government employees serving in specified remote localities. The extant rates are:

*(₹ per month)*

<b>Class of Remote Locality</b>	<b>GP &gt; ₹5400</b>	<b>Others</b>
Part A	3900	3000
Part B	3150	2400
Part C	2250	1800
Part D	600	480

### **Special Forces Allowance**

8.10.50 This allowance is granted to Special Forces of Indian Army and Indian Air Force, at par with Indian Navy's marine commandos. The present rates are:

*(₹ per month)*

Brigadier and above and equivalent	15750
Major to Colonel and equivalent	21000
Captain and equivalent	16500
Lieutenant and equivalent	13500
JCOs and equivalent	12600
Havaldars and below and equivalent	10500

### **Special LC Gate Allowance**

8.10.51 It is granted to trackmen of Indian Railways who are posted as Gatekeeper to man those gates which are classified as 'difficult gates.' The present rate is ₹450 pm.

### ***Submarine Allowance***

8.10.52 Submarine Allowance is granted to Naval Officers and Sailors appointed as crew for service on submarines, keeping in view the additional risks and arduous conditions of service on-board submarines. The current rates are:

Capt (with >3 years' service in the rank) and above	15750
Lt Cdr/Cdr/Capt (with < 3 years' service in the rank)	21000
Lt.	16500
Sub Lt.	13500
MCPO II/I	12600
CPO and Below	10500

### ***Submarine Duty Allowance***

8.10.53 This allowance is admissible to Defence personnel who are not qualified Submariners but embark on a submarine for training, passage etc. The present rate is ₹135 per day for officers and ₹45 per day for PBORs.

### ***Submarine Technical Allowance***

8.10.54 It is granted to Naval Artificers and Mechanics for the period they are deployed for submarine maintenance duties. The present rate is ₹300 pm.

### ***Sunderban Allowance***

8.10.55 This allowance is paid to Central Government employees posted in Sunderban areas of West Bengal. The extant rates are:

<b>Pay in the Pay Band</b>	<b>Rate</b>
<5600	90
5600-8400	180
8401-11200	270
11201-16800	360

### ***Test Pilot and Flight Test Engineer Allowance***

8.10.56 This allowance is granted to Test Pilots and Flight Test Engineers in Defence Forces while they are on the posted strength or on detachment to any units for Test Pilot duties. The current rate is ₹3,000 pm for Test Pilots and ₹1,500 pm for Flight Test Engineers.

### **Treasury Allowance**

8.10.57 This allowance is granted in Department of Posts to Treasurers and Assistant Treasurers working in Head Post Offices and large sub offices for handling of cash. The present rate is ₹360 pm for handling cash up to ₹2 lakh and ₹480 pm for handling cash more than ₹2 lakh.

### **Tribal Area Allowance**

8.10.58 It is paid to Central Government employees posted in notified Tribal Talukas and pockets in certain States. The extant rates are:

<b>GP &gt; ₹5400</b>	<b>Others</b>
₹600 pm	₹360 pm

### **Observations**

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8.10.59 The Commission notes that a large number of allowances, especially those granted to Defence personnel, fall under this category and many of them have established relativities. Overall, however, the entire system is quite haphazard and quite a few of the allowances have rates that seem to vary at random. There are some allowances that have lost their significance in the present era and some for whom adequate justification has not been provided by the ministry concerned.

### **Demands Received**

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8.10.60 The Defence forces have, in general, asked for a four-fold increase from the base rate of 2008. There is a strong demand, especially from the PBORs of Defence forces, for parity in the payment of these allowances on the contention that higher ranked officials get higher pay, but the risk/hardship faced is largely comparable. Hence, they claim that there is no justification for slab-wise variation in the quantum of these allowances (there are as many as seven slabs in some cases).

### *Analysis and Recommendations*

8.10.61 The Commission finds merit in the argument that a large number of slabs is not required in administering risk and hardship allowances. Hence, we have recommended just two slabs for each allowance—with one rate for officers and a lower rate for PBORs. Most of the existing relativities have been maintained.

8.10.62 There are some “Special Compensatory” allowances that are based on geographical location and are meant to compensate for hardship faced by employees posted at such places. It is proposed to subsume these allowances under the umbrella of “Tough Location Allowance” as follows:

- i. Places presently covered under Special Compensatory (Remote Locality) Allowance (SCRLA)—Parts A and B will be covered by Tough Location Allowance-I.

- ii. Places presently covered under SCRLA–Part C will be covered by Tough Location Allowance–II.
- iii. Places presently covered under Bad Climate Allowance, Tribal Area Allowance, Sunderban Allowance and SCRLA–Part D will be covered by Tough Location Allowance–III.

8.10.63 In the unlikely event of a place falling in more than one category, the higher rate of Tough Location Allowance will be applicable. Tough Location Allowance will, however, not be admissible along with Special Duty Allowance.

8.10.64 The entire structure has been fitted into a table called Risk and Hardship Matrix.

### Risk and Hardship Matrix

RH-Max Level >=9: ₹31500 pm Level <=8: ₹21000 pm		HARDSHIP		
		High	Medium	Low
RISK	High	<b>R1H1</b> Level >=9: ₹25000 pm Level <=8: ₹17300 pm	<b>R1H2</b> Level >=9: ₹16900 pm Level <=8: ₹9700 pm	<b>R1H3</b> Level >=9: ₹5300 pm Level <=8: ₹4100 pm
	Medium	<b>R2H1</b> Level >=9: ₹16900 pm Level <=8: ₹9700 pm	<b>R2H2</b> Level >=9: ₹10500 pm Level <=8: ₹6000 pm	<b>R2H3</b> Level >=9: ₹3400 pm Level <=8: ₹2700 pm
	Low	<b>R3H1</b> Level >=9: ₹5300 pm Level <=8: ₹4100 pm	<b>R3H2</b> Level >=9: ₹3400 pm Level <=8: ₹2700 pm	<b>R3H3</b> Level >=9: ₹1200 pm Level <=8: ₹1000 pm

8.10.65 The construct of the Risk and Hardship Matrix, proposed above, is a new paradigm intended to rationalize the myriad allowances, their categories and sub-categories that exist today. It would make the administration of these allowances simple and provide a framework for the government for future inclusion of any new allowance, which can be placed in the appropriate cell depending upon the severity of the risk and hardship involved.

### Salient Features of Risk and Hardship Matrix

8.10.66 The salient features of the matrix are given below:

- The matrix is divided into 9 cells, based on Low, Medium and High risk juxtaposed with Low, Medium and High hardship. One extra cell has been added to the top: RH-Max to include Siachen Allowance. The Commission is of the view that the combination of risk/hardship in Siachen area is the maximum that any government

employee faces. Hence, this cell is meant to serve as the ceiling for risk/hardship allowances and the amount of no individual RHA should be more than this allowance.

- The rates in each cell are in the nature of Rupees per month (₹pm). The rates will increase further by 25 percent each time DA rises by 50 percent.
- Equal weightage has been given to Risk and Hardship. Hence, rates in cell R1H2 are similar to those in cell R2H1. Similarly, rates in cell R1H3 are identical to cell R3H1 and rates of cell R2H3 are at par with cell R3H2. The matrix is, therefore, symmetrical.
- Since the severity of Risk/Hardship decreases as we move from left to right or top to bottom, the rates of allowance follow the same path.
- Various allowances, currently payable, have been subsumed in different cells of the matrix. While the allowances shall maintain their names and conditions attached with their admissibility (unless otherwise stated), they will be paid as per the rate of the cell under which they have been placed.
- It should be clearly understood that this matrix only aims to compensate for risk and hardship involved in jobs/work environments. It *does not* determine the status in any way.
- The grouping of allowances in different cells is based on (a) present rates, (b) representations received, and (c) firsthand experience of the Commission during visits to various places.

The detailed cell-wise discussion of the matrix follows:

#### 8.10.67 *Cell Name: RH-Max*

- Rate recommended:
  - Level  $\geq 9$ : ₹31,500 pm
  - Level  $\leq 8$ : ₹21,000 pm
- As mentioned earlier, this is taken as the ceiling for RHA, i.e., no government employee faces more Risk/Hardship in his work than our Defence officers and jawans posted in Siachen Glacier. Hence, no RHA can have a value higher than this allowance.
- The cell subsumes two allowances: Siachen Allowance and Antarctica Allowance.
- The rate in this cell has been worked out by multiplying the existing Siachen Allowance by a factor of 1.5.

#### 8.10.68 *Cell Name: R1H1*

- Rate recommended:
  - Level  $\geq 9$ : ₹25,000 pm
  - Level  $\leq 8$ : ₹17,300 pm
- The cell subsumes the following allowances: Flying Allowance, MARCOS and Chariot Allowance, Special Forces Allowance, Submarine Allowance, COBRA Allowance, High Altitude Allowance-CAT III.
- The rates have been arrived at by averaging the existing rates of Flying Allowance above and below GP 5400 (PB-3) and then applying a factor of 1.5. For e.g. for GP  $\geq 5400$ , the average of ₹15,750, ₹21,000, ₹16,500 and ₹13,500 comes to ₹16,688.

With a factor of 1.5, the rate becomes ₹25032 pm (which has been rounded off). Similarly exercise has been done for GP<5400 also. The methodology adopted will have the intended consequence of benefitting the junior officers and ranks more compared to higher officers and ranks. For e.g. the allowance for a Sepoy will go up from ₹10,500 to ₹17,300 pm, while it would have been only ₹15,750 if a simple factor of 1.5 was applied to his rate of allowance.

- There is an existing parity between Flying Allowance, MARCOS and Chariot Allowance, Special Forces Allowance and Submarine Allowance. This parity has been kept intact.
- COBRA allowance, which is currently 80 percent of MARCOS and Chariot Allowance has been brought at par with MARCOS and Chariot Allowance. This is a conscious decision in view of the threat of Left Wing Extremism and a strong demand for parity in this regard.
- Flying Allowance, covered in this cell, should be extended mutatis mutandis to personnel of BSF Air Wing also and their present system of paying flying allowance on an hourly basis should be done away with.

#### 8.10.69 **Cell Name: R1H2**

- Rate recommended:
  - Level  $\geq$ 9: ₹16,900 pm
  - Level  $\leq$ 8: ₹9,700 pm
- The cell subsumes the following allowances: Highly Active Field Area Allowance, CI Ops Allowance in Field Areas
- As was done in the case of Cell R1H1, the rates have been arrived at by averaging the existing rates of Highly Active Field Area Allowance above and below GP 5400 and then applying a factor of 1.5.
- Presently CI Ops Allowance in Field Areas is 93 percent of Highly Active Field Area Allowance. This percentage has now been raised to 100 percent. This is again done having regard to the importance of Counter Insurgency Operations in view of the threat of Left Wing Extremism.
- CI Ops Allowance in Modified Field Areas is presently 77 percent of CI Ops Allowance in Field Areas. It is recommended that this percentage be retained.

#### 8.10.70 **Cell Name: R1H3**

- Rate recommended:
  - Level  $\geq$ 9: ₹5,300 pm
  - Level  $\leq$ 8: ₹4,100 pm
- This rate is equal to the rate of Cell R3H1 since equal weightage has been assigned to risk and hardship.
- The cell subsumes the following allowances: Hospital Patient Care Allowance (HPCA), Patient Care Allowance (PCA), Test Pilot and Flight Test Engineer Allowance.

- The Commission notes that HPCA and PCA are admissible to ministerial staff as well on the premise that the entire hospital area carries the risk of communicable diseases. This practice should be stopped and HPCA/PCA should be admissible to only those employees who come in continuous and routine contact with the patients.

#### 8.10.71 *Cell Name: R2H1*

- Rate recommended:
  - Level  $\geq 9$ : ₹16,900 pm
  - Level  $\leq 8$ : ₹9,700 pm
- The rate is the same as in Cell R1H2.
- This cell that does not subsume any existing allowance.

#### 8.10.72 *Cell Name: R2H2*

- Rate recommended:
  - Level  $\geq 9$ : ₹10,500 pm
  - Level  $\leq 8$ : ₹6,000 pm
- The cell subsumes the following allowances: Field Area Allowance, CI Ops Allowance in Peace Areas, Sea Going Allowance, Para Jump Instructor Allowance, Free Fall Jump Instructor Allowance, Para Allowance.
- The rates have been arrived at by averaging the existing rates of Field Area Allowance above and below GP 5400 and then applying a factor of 1.5.
- Modified Field Area Allowance, which is currently at the level of 40 percent of Field Area Allowance, will now be paid at 60 percent of Field Area Allowance, or 60 percent of the rate of this cell. There is a strong demand from CAPFs that the classification of Field Areas into Highly Active, Field or Modified, which is presently done by Ministry of Defence, should be done jointly by Ministry of Defence and Ministry of Home Affairs for places where CAPFs are deployed. The Commission finds the demand reasonable after taking into account the first-hand experience during its visits at various places. Hence, it is recommended that a joint committee of Ministry of Home Affairs and Ministry of Defence should revisit the present classification of places, and future categorizations should also be done as a joint exercise for places where CAPFs are posted.
- Border Out Posts (BOPs) should be treated as Field Area for the purposes of Risk and Hardship Allowance. Moreover, allowance at air-maintained BOPs that require a foot march of five days or more should be enhanced by further 25 percent.
- The existing parity between the rates of Field Area Allowance, CI Ops Allowance in Peace Areas and Sea Going Allowance has been maintained.
- Prior to VI CPC recommendations, Para Jump Instructor Allowance, Free Fall Jump Instructor Allowance and Para Allowance used to be 30-40 percent of Special Forces Allowance. Post VI CPC recommendations; the government increased Special Forces Allowance but left the other allowances untouched. Due to this the percentage was reduced from 30-40 percent to about 8-10 percent, which has caused resentment especially because the personnel drawing these allowances are drawn from the same

regiment, viz., the Para regiment. The traditional relationship has been restored now. Para Reserve allowance will continue to be one-fourth of the rate of Para Allowance.

- The personnel of National Disaster Response Force should be paid a Risk and Hardship Allowance as per the rates of this cell for the period for which they are deployed in disaster or disaster like situations.
- Taking into account the fact that there is a length of time taken in preparation of a sea-vessel sailing out, the 12- hour conditionality should be reduced to 4 hours for Sea Going Allowance.
- Regarding Highly Active Field Area Allowance, Field Area Allowance and Modified Field Area Allowance, there is currently a conditionality that if an employee posted in such areas proceeds on leave for more than fifteen days, the payment of these allowances is stopped. This ceiling should be raised from fifteen days to thirty days.

#### 8.10.73 **Cell Name: R2H3**

- Rate recommended:
  - Level  $\geq 9$ : ₹3,400 pm
  - Level  $\leq 8$ : ₹2,700 pm
- The cell does not subsume any of the allowances currently paid.
- The rate is the same as for Cell R3H2.
- An RHA based on the rates of this allowance should be granted to the firefighting staff in the Central Government.

#### 8.10.74 **Cell Name: R3H1**

- Rate recommended:
  - Level  $\geq 9$ : ₹5,300 pm
  - Level  $\leq 8$ : ₹4,100 pm
- Rate is derived by taking the average of SCRLA-Part A and Part B and then applying the factor of 1.5.
- The cell subsumes the following allowances: High Altitude Allowance-CAT II, Tough Location Allowance-I, Boiler Watch Keeping Allowance, Submarine Duty Allowance.
- Submarine Duty Allowance shall be payable on pro-rata basis

#### 8.10.75 **Cell Name: R3H2**

- Rate recommended:
  - Level  $\geq 9$ : ₹3,400 pm
  - Level  $\leq 8$ : ₹2,700 pm
- The cell subsumes the following allowances: High Altitude Allowance-CAT I, Tough Location Allowance-II, Project Allowance, Compensatory (Construction or Survey) Allowance, and Hydrographic Survey Allowance (except non-surveyors).
- The rate has been arrived at by applying the factor of 1.5 to the rates of Special Compensatory (Remote Locality) Allowance-Part C.
- Track Maintainers-I, II, III and IV of Indian Railways should be granted a RHA based on the rates of this cell, in view of the hardship faced by these categories of employees.

#### 8.10.76 **Cell Name: R3H3**

- Rate recommended:
  - Level  $\geq 9$ : ₹1,200 pm
  - Level  $\leq 8$ : ₹1,000 pm
- The cell subsumes the following allowances: Tough Location Allowance–III, Cooking Allowance, Hardlying Money (Full Rate), Health and Malaria Allowance, Special LC Gate Allowance, Submarine Technical Allowance, Hydrographic Survey Allowance (for non-surveyors)
- The rate is calculated by applying the factor of 1.5 to the existing rate of Special Compensatory (Remote Locality) Allowance–Part D followed by slight increase on the consideration that the minimum rate of RHA should be ₹1,000 pm.
- Hardlying Money Allowance (Half Rate) will be half the rate in this Cell.
- Submarine Technical Allowance should be extended to Master Chief Artificier/Mechanicians.

#### **Linked Allowances**

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8.10.77 Allowances not covered by the Risk and Hardship Matrix above, but having a linkage with it:

- a. Diving Allowance, Dip Money and Attendant Allowance will continued to be paid as hitherto. The rates of these allowances should be increased by 50 percent. The rate will further rise by 25 percent each time DA crosses 50 percent.
- b. Detachment Allowance and Ration Money Allowance, both not in the nature of RHA, are mentioned here because there is a “linkage” between these allowances and risk/hardship allowances like CI Ops Allowance, etc. as far as CAPFs are concerned. The government has also referred this linkage to the Commission for consideration. The views of the Commission on this issue have been brought out under the discussion of Detachment Allowance, under Allowances Related to Travel.
- c. LWE Risk Allowance is not a separate allowance, but paid as CI Ops Allowance in Field, Modified or Peace Areas. Hence, a separate nomenclature for LWE Risk Allowance is not required.

#### **General Recommendations**

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8.10.78 Concurrent admissibility of allowances, applicable to Defence personnel, shall remain unaltered and its applicability should be extended mutatis mutandis to CAPF personnel posted in field areas.

8.10.79 V CPC had recommended for development of a “composite index of difficulty/hardship.” However no such index has been developed. While this Commission has attempted to study all such existing allowances, grade them in order of severity, and have a structured approach for compensation on this count, it feels that there is scope for a more scientific approach. Accordingly, this Commission endorses the suggestion made by the V

CPC that government should set up an expert committee to identify the various factors comprising difficulty/hardship (like altitude, temperature, remoteness, etc.) and map out the entire country accordingly. The Remoteness Index of Australia may be studied for this purpose. The risk involved in jobs should also be assessed scientifically. The risk/hardship allowances can then be rationalized further.

### **Allowances Recommended to be Abolished**

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8.10.80 The following 19 allowances should be abolished:

- Assisting Cashier Allowance, Cash Handling Allowance, and Treasury Allowance—With the technological advances and growing emphasis on banking, these allowances have lost their relevance. Here it is recommended that not only all salary be paid through banks, but ministries/departments should work out plans to first minimize and then eliminate all sorts of cash transactions.
- Commando Allowance, Handicapped Allowance, Night Patrolling Allowance, Operation Theatre Allowance, Organization Special Pay, Risk Allowance—These allowances have meagre rates. With the rise in pay proposed by the Commission, these allowances are no longer required.
- Coal Pilot Allowance, Out-turn Allowance—These allowances have become outdated.
- ASV Allowance, Flying Squad Allowance, Headquarters Allowance, Metropolitan Allowance, Rajdhani Allowance, Savings Bank Allowance, Secret Allowance—The justification provided by the concerned ministry for the grant of these allowances is not sufficient for their continuance.
- Breakdown Allowance—Ministry of Railways has referred this allowance to the Commission for consideration. In the Commission's view, responding to emergencies is part of the duties of any government servant. Hence, granting a separate allowance for this purpose does not appear justified.
- Special Compensatory (Hill Area) Allowance—There is hardly any hardship involved at altitudes of 1000 metres above sea level. Hence, it is recommended that this allowance should be abolished. Instead, High Altitude Allowance should be extended to Civilian employees in case Tough Location Allowance or any other RHA is not admissible at the location covered by High Altitude Allowance.

## Allowances for Running Staff of Indian Railways

## Chapter 8.11

### Allowances Covered

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8.11.1 Alphabetical list of Allowances covered here is as under:

1. Accident Allowance
2. Allowance in Lieu of Kilometreage (ALK)
3. Allowance in Lieu of Running Room Facilities
4. Breach of Rest Allowance
5. Ghat Allowance
6. Kilometreage Allowance (KMA)
7. Officiating Allowance
8. Outstation (Detention) Allowance
9. Outstation (Relieving) Allowance
10. Shunting Allowance
11. Special Running Staff Allowance
12. Trip Allowance
13. Waiting Duty Allowance

### Present Position

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8.11.2 Running Staff of Indian Railways are entitled to “Running Allowance” that includes Kilometreage Allowance (KMA) and Allowance in Lieu of Kilometreage (ALK). Besides these, they are also entitled to some special compensatory allowances, as outlined above. The present dispensation of these allowances is as under:

#### *Accident Allowance*

8.11.3 It is granted to those Running Staff of Indian Railways who are held up at any station other than headquarters due to an accident for a period exceeding 8 hours. If the period of detention < 8 hours, no payment is made, but the period of detention is counted towards hours of duty. Presently the payment is made at the rate of Kilometreage Allowance equal to 70 km for every 24 hour or part thereof, reckoned from time of commencement of detention.

#### *Allowance in Lieu of Kilometreage (ALK)*

8.11.4 This allowance is granted to running staff of Indian Railways when they are engaged in or employed on non-running duties. The present rates are:

When such running duties are required to be performed at HQ	Equal to Pay Element of Running Allowance, i.e.,30% of Basic Pay
When such running duties are required to be performed at outstations	Granted Kilometrage Allowance on notional kilometres earned @ 160 km per day

8.11.5 The activities for which ALK is payable are given below:

- *Attending Medical examinations.*
- *Journey on transfer.*
- *Joining Time.*
- *Refresher Courses and Training in carriage sheds.*
- *Attending enquiries.*
- *Attending law courts.*
- *Attending as Defence Counsel.*
- *Trade Union meetings.*
- *Attending First Aid classes.*
- *Attending Ambulance classes.*
- *Taking part in Territorial Army camps.*
- *Attending Staff Loan societies.*
- *Attending Welfare and Debt committees.*
- *Attending Sports Duties.*
- *Undergoing Sterilisation operation.*
- *Attending Hindi examination.*
- *Guards booked on escort duties.*
- *LP/ALP kept as spare for examination/cleaning engine for VIP special trains.*
- *Any other duties declared in emergency as qualifying for ALK.*
- *ALK @ 120 km to LPs working as Power Control/Crew Control.*

#### ***Allowance in Lieu of Running Room Facilities***

8.11.6 It is payable to running staff of Indian Railways at outstations where running room is not provided. Half the rate is admissible if running room is there but cook is not provided. The present rates are:

<b>Category</b>	<b>Rate (₹) for every 24 hrs or part thereof</b>
Loco Pilots	36.00
Guards	36.00
Loco Pilots (Shunting)	26.00
Firemen/Asstt. Loco Pilots	22.40
Brakesman/Asstt. Guards	22.40

**Breach of Rest Allowance**

8.11.7 It is granted to running staff of Indian Railways who are detained for running duties before completion of scheduled Rest Period. It is payable as Overtime Allowance under HOER at the rate of 2 hours for every hour by which rest fall short of prescribed hours of rest.

**Ghat Allowance**

8.11.8 It is granted to running staff of Indian Railways when operating trains on sections with steep gradient (Ghat Sections). This is granted on the premise that the average speed in Ghat Sections is much lower than non-Ghat sections and therefore the Running Staff operating on Ghat Sections will be put to a disadvantage vis-à-vis their counterpart operating on non-Ghat Sections in terms of Kilometrage Allowance if this allowance is not there. The present rates are:

Class-I Ghat Section	Computation of kilometres will be 5 times the actual distance travelled
Class-II Ghat Section	Computation of kilometres will be 3 times the actual distance travelled

**Kilometrage Allowance (KMA)**

8.11.9 It is granted to running staff of Indian Railways for being employed on running duties. This allowance is granted to incentivize more train running and to compensate the staff for loss of daily allowance, which is not applicable to them. The current formula for the calculation of KMA is as under:

$$\frac{30\% \text{ of the mean of scale of Passenger Driver} + 20 \text{ days' TA for ordinary class of cities}}{\text{Average Passenger kms per month of Passenger Driver}} \times 100$$

8.11.10 Based on the above, the present rates of KMA are:

Kind of Staff	Category	Grade Pay	Rates of KMA (₹ per 100 km)
Loco Running Staff	Loco Pilot (Mail)	4200	212.5
	Loco Pilot (Pass./Motorman)	4200	211.25
	Loco Pilot (Goods)	4200	210
	Shunter Gr.-I	4200	162.5
	Shunter Gr.-II	2400	157.5
	Senior Fireman-I, Senior Assistant Loco Pilot	2400	157.5 (101.25 for shunting)
	Fireman-I, Assistant Loco Pilot	1900	151.25 (97.5 for shunting)
	Senior Second Fireman, Motorman	1900	151.25 (97.5 for shunting)
	Second Fireman	1800	127.5 (76.25 for shunting)

Kind of Staff	Category	Grade Pay	Rates of KMA (₹ per 100 km)
Traffic Running Staff	Mail/Express Guard	4200	192.5
	Passenger Guard	4200	191.25
	Sr. Goods Guard	4200	190
	Goods Guard	2800	188.75
	Sr. Asstt. Guard/Sr. Brakesman	2400	112.5
	Asstt. Guard/Brakesman	1900	107.5

### **Officiating Allowance**

8.11.11 It is granted to running staff of Indian Railways when put to officiate in other “running” or “stationery” posts. The present rates are:

When running staff are put to officiate in a “running post”	For 30 days or less	Entitled to pay as admissible in lower grade PLUS Running Allowance applicable to higher post enhanced by 15% (except for certain posts where enhancement is 30%)
	For more than 30 days	Pay in the higher post shall be fixed under the normal rules
When running staff are put to officiate in a “stationery post”	For 30 days or less	As per the rules governing Outstation (Relieving) Allowance
	For more than 30 days	Entitled to pay as admissible in lower grade PLUS 30% thereof representing the pay in the lower post PLUS 30% thereof representing the pay element in Running Allowance

### **Outstation (Detention) Allowance**

8.11.12 It is paid to running staff of Indian Railways when detained at outstations for more than 16 hours from the time they sign off duty. Presently the payment is made at the rate of Kilometrage Allowance equal to 70 km for every 24 hour or part thereof after expiry of 16 hours from time of ‘signing off.’

### **Outstation (Relieving) Allowance**

8.11.13 It is paid to Running Staff of Indian Railways who are deputed to work temporarily outside their headquarters either on running duties or stationary duties. When running staff are sent to officiate in higher posts, the allowance shall be paid for 14 days only, and when in the same capacity, the allowance shall be paid for a maximum period of 2 months. The rate of the allowance is the same as for Outstation (Detention) Allowance for each day reckoned from the date of arrival at outstation.

### **Shunting Allowance**

8.11.14 It is paid to running staff of Indian Railways working Van Goods trains and Through Goods trains. The present rates are:

Category	Rate per shunting
Loco Pilots	₹33.50
Guards	₹26.50
Firemen/Assistant Loco Pilots	₹23.50

### ***Special Running Staff Allowance***

8.11.15 Introduced by the VI CPC, this allowance is granted to certain categories of Running Staff in Indian Railways on account of more onerous nature of work as well as process of selection involved. Dearness Allowance is paid on this allowance. The extant rates are:

Loco Pilot (Passenger), Mail Guard	₹500 pm+DA
Loco Pilot (Mail/Express)	₹1000 pm+DA

### ***Trip Allowance***

8.11.16 It is paid to running staff of Indian Railways working on High Speed Trains from shed to shed. The current rates are:

Category	Rate
Loco Pilot (Mail)	₹24
Co-driver (if provided) and Loco Pilot (Passenger)	₹18
Mail/Express Guard	₹18
Assistant Guard/Brakesman	₹12

### ***Waiting Duty Allowance***

8.11.17 It is granted to running staff of Indian Railways when on waiting/standby duty as per roster or due to cancellation/detention of train, etc. Presently the payment is made at the rate of Kilometrage Allowance equal to 15 km per hour up to ten hours.

### **Demands**

8.11.18 Both the recognised federations of Indian Railways, viz., All India Railwaymen's Federation (AIRF) and National Federation of Indian Railwaymen (NFIR) have requested that *“the issue pertaining to payment of Running Allowance (Kilometerage Allowances and ALK) is best left to the Railway Administration, since from time immemorial, the kilometerage entitlements/rates are decided through bi-lateral discussions between Railway Board and Federations.”* On the other hand the Ministry of Railway specifically referred the examination of Running Allowance (RA) to the Seventh CPC for its consideration, vide Letter No.E(P&A)II-2014/Misc.3/7<sup>th</sup> CPC of 20.10.2014.

8.11.19 However, subsequently vide letter No.E(P&A)II-2014/Misc.3/7<sup>th</sup> CPC of 11.05.2015, the Ministry of Railways reverted to the Commission stating that successive Pay Commissions have *“refrained from giving any express recommendations on the methodology/formula for*

*calculation of the rates of Kilometrage Allowance/ALK,” and “7<sup>th</sup> CPC may consider to let past practice continue.”*

8.11.20 Considering the above, except for the Special Running Staff Allowance, which is covered in the Chapter 11.40, **the discussion on these allowances is not included in the report.**

## Allowances related to Sports

## Chapter 8.12

### Allowances Covered

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8.12.1 Alphabetical list of Allowances covered here is as under:

1. Out of Pocket Allowance
2. Refreshment Allowance

### Out of Pocket Allowance

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8.12.2 This allowance is paid to players and coaches of Indian Railways who participate in sports events abroad, in lieu of Daily Allowance on Foreign Travel, to take care of subsidiary expenses, at the rate of \$35 per day. There is a demand to replace this allowance with Daily Allowance on Foreign Travel.

#### *Analysis and Recommendations*

8.12.3 The demand has merit. Accordingly it is **recommended that Out of Pocket Allowance should be abolished and players and coaches participating in sports events abroad should be paid Daily Allowance on Foreign Travel.**

### Refreshment Allowance

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8.12.4 This allowance is paid to players, coaches, technical officials and Railway Sports Promotion Board (RSPB) observers during National and Indian Railways' camps and Championships, to support additional food requirements, at a uniform rate of ₹240 per day. There are demands for three fold raise in the amount of this allowance.

#### *Analysis and Recommendations*

8.12.5 While Refreshment allowance is understandable for players/coaches/technical officials, it is not justified for observers of Railway Sports Promotion Board (RSPB). Therefore, since the allowance is not indexed to DA, it is **recommended that Refreshment Allowance should be increased by a factor of 2.25 to ₹540 per day. The amount will rise further by 25 percent each time DA crosses 50 percent. However, the allowance will be paid only to players, coaches and technical officials.**

## Sumptuary Allowances

## Chapter 8.13

### Allowances Covered

8.13.1 Alphabetical list of Allowances covered here is as under:

1. Entertainment Allowance for Cabinet Secretary
2. Entertainment Allowance in Indian Railways
3. Official Hospitality Grant in Defence forces
4. Sumptuary Allowance in Training Establishments
5. Sumptuary Allowance to Judicial Officers in Supreme Court Registry

### Present Position

8.13.2 At present, sumptuary allowances are granted to various grades of personnel in the Central Government, to compensate for the expenditure incurred on entertaining visitors.

8.13.3 An **Entertainment Allowance** of ₹10,000 pm is granted to Cabinet Secretary to entertain distinguished visitors.

8.13.4 Similar allowance is granted to officers of Indian Railways also, the existing rates of which are as under:

	(₹ per annum)
PHOD	6000
DRM	6000
CWM	5000
SAG	4500
SG/JAG	2500
STS (Independent Charge)	2000
STS	1600
JTS	1000

8.13.5 In the Ministry of Defence, this allowance goes by the name of **Official Hospitality Grant**, with the following rates:

	(₹ per month)
Service Chiefs/VCs/ Army Cdrs	3000
Leftinent General	2400
Major General	1800
Brigadier	1500
COs of a Ship-Captain Rank	1200
Naval Officer-in-charge/CO up to Cdr	600

8.13.6 There exists a **Sumptuary Allowance** in National/Central Training Establishments for Group 'A' Officers, meant for entertaining small groups of students and faculty. The existing rates are:

For Director or Head	₹3500 pm
For Course Directors	₹2500 pm
For Counsellors	₹2000 pm

8.13.7 Judicial Officers on deputation in the Supreme Court Registry are also granted a Sumptuary Allowance at the same rate as what they were getting in the parent office.

### **Demands Received**

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8.13.8 There are general demands for raising the amount of these allowances.

### **Analysis and Recommendations**

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8.13.9 The structure of these allowances is quite haphazard, and the rates vary widely. Moreover, they are paid only in certain ministries, not across the board.

8.13.10 With the rise in pay scales offered by successive Pay Commissions, including the present one, we are of the view that these allowances have lost their relevance. Accordingly, it is **recommended that all these allowances should be abolished. Such expenditure on hospitality should be treated as office expenditure and the Ministry of Finance should lay down the ceilings for various levels.**

## Allowances related to Training

## Chapter 8.14

### Allowances Covered

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8.14.1 Alphabetical list of Allowances covered here is as under:

1. Instructional Allowance
2. Training Allowance

### Present Position

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8.14.2 There are two allowances that are granted to employees who proceed on deputation to academic institutions as faculty members: Training Allowance for civilian employees and Instructional Allowance for Defence employees.

8.14.3 **Training Allowance** is paid as a percentage of Basic Pay—30 percent in the National/Central Training Academies and Institutes for Group 'A' officers and 15 percent in other training establishments.

8.14.4 **Instructional Allowance**, on the other hand, is paid as a lump sum monthly amount as per the following rates:

Officers	₹2700 pm
JCOs and equivalent	₹1500 pm
NCOs and equivalent	₹900 pm

### Demands Received

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8.14.5 There is a strong demand from Defence forces to extend Training Allowance to Defence personnel in lieu of Instructional Allowance. Indian Coast Guard has also represented on similar lines.

#### *Analysis and Recommendations*

8.14.6 The Commission recognizes the need for an appropriate incentive to attract talented individuals from the field to academic institutions for imparting quality training. At the same time, this enticement should not be so lucrative that employees do not want to go back to the field.

8.14.7 The demand for Defence forces for parity regarding this allowance has merit. Accordingly, it is **recommended that Instructional Allowance should be abolished and Training Allowance should be extended to personnel of Defence forces, CAPFs, Indian Coast Guard, RPF and Police forces of Union Territories also.**

8.14.8 In consonance with our general approach to rationalize the percentage based allowances by a factor of 0.8, **the rates of Training Allowance should be revised as follows:**

<b>Training Allowance</b>	
In the National/Central Training Academies and Institutes for Group `A` officers	24% of Basic Pay
In other Training Establishments	12% of Basic Pay

8.14.9 Training Allowance is a means to attract talented individuals from the field to impart knowledge and share their experiences with others. Hence, **it will be admissible only to the employees who join the training establishments for a specified period of time and are then likely to go back. It will not be admissible to those employees who are directly recruited by such training establishments for imparting training.**

8.14.10 **The allowance will be payable to an eligible employee for a maximum period of five years only during the entire career, for which period the Deputation (Duty) Allowance will not be granted. Beyond five years, Training Allowance will not be granted, but Deputation (Duty) Allowance will be admissible.**

## Allowances related to Travel

## Chapter 8.15

### Allowances Covered

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8.15.1 Alphabetical list of Allowances covered here is as under:

1. Camp Allowance
2. Conveyance Allowance
3. Cycle Allowance
4. Daily Allowance
5. Daily Allowance on Foreign Travel
6. Detachment Allowance
7. Leave Travel Concession (LTC)
8. Mileage Allowance for journeys by road
9. TA Bounty
10. TA for Retiring Employees
11. TA on Transfer
12. Transport Allowance
13. Travelling Allowance

Here we deal with allowances relate to travel requirements of government employees.

### Camp Allowance and TA Bounty

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8.15.2 Both these allowances are granted to personnel of Territorial Army. Camp Allowance is paid to these personnel when they are called up for training, at a rate of ₹10 per day. TA Bounty is paid when these personnel are embodied for training at the following rates:

Officers	₹450 pa
JCOs	₹300 pa
OR	₹175 pa

8.15.3 There are demands to increase the rates of these allowances four-fold.

#### *Analysis and Recommendations*

8.15.4 The Territorial Army is an organization of nearly 40,000 volunteers whose role is to relieve the regular Army from static duties and assist civil administration in dealing with natural calamities and maintenance of essential services in situations where life of the communities is affected or the security of the country is threatened and to provided units for regular Army as and when required.

8.15.5 Considering its importance and the need to incentivize volunteers to join, it is recommended that the Camp Allowance and the TA Bounty should be merged into a single allowance to be called Territorial Army Allowance, with the following rates:

Officers	₹2000 pa
JCOs	₹1500 pa
OR	₹1000 pa

8.15.6 The amount of allowance will increase by 25 percent each time DA rises by 50 percent. As is the case with TA Bounty at present, **100 percent of the amount of Territorial Army Allowance shall be granted for completing full training and 75 percent of the amount will be granted for completing more than 80 percent of the training.**

### **Conveyance Allowance**

8.15.7 It is paid to Doctors for visits to hospitals and dispensaries outside normal duty hours as well as for making domiciliary visits. It is also paid to those employees who maintain their own Motor Car/Scooters/Motor Cycle/Moped and have to undertake frequent journeys on official business in their conveyance. The existing rates are as under:

*(₹ per month)*

Average Monthly Travel on Official Duty	For Journeys by Own Motor Car	For Journeys by other Modes of Conveyance
201-300 km	1680	556
301-450 km	2520	720
451-600 km	2980	960
601-800 km	3646	1126
> 800 km	4500	1276

8.15.8 There are demands to fully index this allowance with DA, as in the case of Transport Allowance.

#### *Analysis and Recommendations*

8.15.9 The demands lack merit. The Commission is of the view that the present rates of the allowance are adequate. Accordingly, **status quo may be maintained.** However, the allowance will go up by 25 percent each time DA rises by 50 percent.

### **Cycle Allowance**

8.15.10 It is paid where the duties attached to the post require extensive use of bicycle and the official concerned has to use and maintain his own cycle for official journeys. The existing rate is ₹90 pm. No demands regarding Cycle Allowance have been received.

### Analysis and Recommendations

8.15.11 The Commission is of the view that amount of this allowance is meagre and the allowance itself is outdated. Hence, **it should be abolished.**

### Daily Allowance

8.15.12 Daily allowance is meant to cover living expenses when employees travel out of their headquarters for work. Presently it is in the form of reimbursement of staying accommodation expenses, travelling charges (for travel within the city) and food bills, payable at the following rates:

GP >= 10,000	Reimbursement for hotel accommodation/guest house of up to ₹7,500 per day, reimbursement of AC taxi charges of up to 50 km for travel within the city and Reimbursement of food bills not exceeding ₹750 per day
7600 <=GP<= 8900	Reimbursement for hotel accommodation/guest house of up to ₹4,500 per day, reimbursement of non-AC taxi charges of up to 50 km per diem (per day) for travel within the city and Reimbursement of food bills not exceeding ₹450 per day
5400 <=GP<= 6600	Reimbursement for hotel accommodation/guest house of up to ₹2,250 per day, reimbursement of non-AC taxi charges of up to ₹225 per diem (per day) for travel within the city and Reimbursement of food bills not exceeding ₹300 per day
4200 <=GP<= 4800	Reimbursement for hotel accommodation/guest house of up to ₹750 per day, reimbursement of non-AC taxi charges of up to ₹150 per diem (per day) for travel within the city and Reimbursement of food bills not exceeding ₹225 per day
GP < 4200	Reimbursement for hotel accommodation/guest house of up to ₹450 per day, reimbursement of non-AC taxi charges of up to ₹75 per diem (per day) for travel within the city and Reimbursement of food bills not exceeding ₹150 per day

For journeys on foot, undertaken in organizations like FSI, Survey of India, GSI, etc. for data collection purposes, an additional allowance of ₹7.5 per km travelled on foot shall be payable.

8.15.13 The existing dispensation is different for Railway employees who are paid a flat sum because they are currently not entitled to stay in any accommodation other than Railway rest houses. The lump-sum rates for Railway personnel are as follows:

Entitlement for DA	GP >= 10,000	₹780 per day
	7600 <= GP <= 8900	₹690 per day
	5400 <= GP <= 6600	₹600 per day
	4200 <= GP <= 4800	₹510 per day
	GP < 4200	₹316 per day
Amount payable	If absence from HQ < 6 hrs	30% of DA
	If absence from HQ is between 6-12 hrs	70% of DA
	If absence from HQ > 12 hrs	100% of DA

8.15.14 Representations received regarding this allowance primarily deal with the reimbursement procedure, as it is claimed that getting hotel bills (in small towns) and food bills is not always practical.

#### *Analysis and Recommendations*

8.15.15 The Commission considered the present model of this allowance, followed both in Railways and in other ministries. It is proposed to adopt the best from both of them so that the administration of the allowance can be simplified. Accordingly **the following is recommended:**

#### *a) Reimbursement of staying accommodation charges*

(₹ per day)

Level	Ceiling for Reimbursement
14 and above	7500
12 and 13	4500
9 to 11	2250
6 to 8	750
5 and below	450

For levels 8 and below, the amount of claim (up to the ceiling) may be paid without production of vouchers against self-certified claim only. The self-certified claim should clearly indicate the period of stay, name of dwelling, etc. The ceiling for reimbursement will further rise by 25 percent whenever DA increases by 50 percent. Additionally, it is also provided that for stay in Class 'X' cities, the ceiling for all employees up to Level 8 would be ₹1,000 per day, but it will only be in the form of reimbursement upon production of relevant vouchers.

b) *Reimbursement of travelling charges*

<b>Level</b>	<b>Ceiling for Reimbursement</b>
14 and above	AC Taxi charges up to 50 km
12 and 13	Non-AC Taxi charges up to 50 km
9 to 11	₹338 per day
6 to 8	₹225 per day
5 and below	₹113 per day

Similar to Reimbursement of staying accommodation charges, for levels 8 and below, the claim (up to the ceiling) should be paid without production of vouchers against self-certified claim only. The self-certified claim should clearly indicate the period of travel, vehicle number, etc. The ceiling for levels 11 and below will further rise by 25 percent whenever DA increases by 50 percent. The rate of allowance for foot journeys shall be enhanced from the current rate of ₹7.5 per km to ₹12 per km travelled on foot. This rate also shall further rise by 25 percent whenever DA increases by 50 percent.

- c) There will be no separate reimbursement of food bills. Instead, the lump sum amount payable will be as per Table 1 below and, depending on the length of absence from headquarters, would be regulated as per Table 2 below. Since the concept of reimbursement has been done away with, no vouchers will be required. This methodology is in line with that followed by Indian Railways at present (with suitable enhancement of rates).

i. *Lump sum amount payable*

**Table 1**

(₹ per day)

<b>Level</b>	<b>Lump Sum Amount</b>
14 and above	1200
12 and 13	1000
9 to 11	900
6 to 8	800
5 and below	500

The Lump sum amount will increase by 25 percent whenever DA increases by 50 percent.

ii. *Timing restrictions*

<b>Table 2</b>	
<b>Length of absence</b>	<b>Amount Payable</b>
If absence from headquarters is <6 hours	30% of Lump sum amount
If absence from headquarters is between 6-12 hours	70% of Lump sum amount
If absence from headquarters is >12 hours	100% of Lump sum amount

Absence from Head Quarter will be reckoned from midnight to midnight and will be calculated on a per day basis.

8.15.16 **All the above provisions will apply to Railway personnel also.**

### **Daily Allowance on Foreign Travel**

8.15.17 This allowance is granted to employees when they undertake foreign travel. The rate of the allowance varies from \$60 to \$100 per day, depending upon the country involved. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.15.18 Ministry of External Affairs and Ministry of Finance decide the rate of this allowance from time to time. Hence, **the rates may be kept unchanged.**

### **Detachment Allowance**

8.15.19 Detachment Allowance is granted to CAPF troops deployed continuously for operational considerations in situations away from permanent HQ. The present rates are as under:

<b>Pay in the Pay Band</b>	<i>(₹ per day)</i>			
	<b>A-1 Class Cities</b>	<b>A-class Cities and Specially Expensive Localities</b>	<b>B-class Cities and Specially Expensive Localities</b>	<b>Other Localities</b>
>30500	780	630	510	405
15000<=Pay<30500	690	555	450	360
12500<=Pay<15000	600	480	390	315
8000<=Pay<12500	510	405	330	270
<8000	315	255	210	165

8.15.20 Presently the rates of Detachment Allowance are enhanced by 75 percent in J&K theatre. Similar enhancement has been sought in LWE theatre as well.

8.15.21 Defence forces have demanded that Detachment Allowance should be extended to Defence personnel also.

*Analysis and Recommendations*

8.15.22 In the present setup, CAPF personnel are entitled to choose either of the following two packages:

- a. Detachment Allowance (Full with loss of Ration Money Allowance OR Half of Detachment Allowance with full Ration Money Allowance) + Special Duty Allowance + Special Compensatory (Remote Locality) Allowance

**OR**

- b. Risk/Hardship Allowance + Full Ration Money Allowance

8.15.23 The Commission is of the view that Detachment Allowance already includes provisions for food. Hence, presenting a choice between Detachment Allowance and Ration Money Allowance is not logical. No Ration Money Allowance should be granted with Detachment Allowance. Where free rations are provided, only 50 percent of the Detachment Allowance should be granted. Since the allowance is already partially indexed to DA, **the rates should be enhanced by a factor of 1.5 to the following:**

(₹ per day)

Level	A-1 Class Cities	A-class Cities and Specially Expensive Localities	B-class Cities and Specially Expensive Localities	Other Localities
>12	1170	945	765	608
9 to 12	1035	833	675	540
6 to 8	900	720	585	473
3 to 5	765	608	495	405

8.15.24 The rate of this allowance will increase by 25 percent each time the DA increases by 50 percent. The CAPF personnel will now have the following options to choose from:

- a. Detachment Allowance + [Special Duty Allowance (as and where applicable) OR Tough Location Allowance (as and where applicable)]

**OR**

- b. Risk and Hardship Allowance (as and where applicable) + Ration Money Allowance

8.15.25 **The Detachment Allowance should be enhanced by 50 percent in both J&K as well as LWE theatres.**

8.15.26 **Detachment Allowance will be granted at full rate for first 10 days, at 75 percent of the full rate for next 10 days and at 50 percent of the full rate for the remaining period. The existing conditionality of return to HQ for continuation of the allowance beyond 180 days should be removed in case of CAPF personnel.**

8.15.27 Regarding the demand for extension of the allowance to Defence personnel, the Commission is of the view that movements of Defence forces entail shifting of their Headquarters. Hence, grant of Detachment Allowance to Defence personnel cannot be considered.

## **Leave Travel Concession (LTC)**

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8.15.28 LTC is granted to Central Government employees to facilitate home travel as well as travel to different parts of the country. Presently two hometown visits are allowed in a block of four years with one hometown visit substitutable with “All India” visit. However, for the first two 4-year blocks, three hometown visits and one “All India” visit are permissible. LTC is not granted to an employee whose spouse is working in Indian Railways.

8.15.29 There are demands to increase the frequency of LTC, especially of the “All India” visit, and extend LTC to foreign countries also. Personnel posted on islands have requested the Commission that splitting of hometown LTC may be permitted so that their families can visit them from the mainland once a year and they (the employees) can also travel to the mainland once a year to visit the family. Personnel of Sashastra Seema Bal (SSB) have sought parity with other CAPFs for facility of Additional LTC. Railway employees have strongly represented that there are many places that are not connected by rail and in absence of LTC, they are not able to visit these places. Hence they should be allowed the facility of LTC in lieu of certain number of their free passes. Similar sentiments have also been expressed by employees whose spouses are Railway employees.

### *Analysis and Recommendations*

8.15.30 Extension of LTC to foreign countries is not in the ambit of this Commission.

8.15.31 The proposal to split hometown LTC has merit and can be considered. Hence, it is **recommended that splitting of hometown LTC should be allowed in case of employees posted in North East, Ladakh and Island territories of Andaman, Nicobar and Lakshadweep**. This will enable these employee and their families to meet more often.

8.15.32 Presently, personnel of Defence forces serving in field/high altitude/CI Ops areas are granted one additional free railway warrant. This should be extended to all personnel of CAPFs and the Indian Coast Guard mutatis mutandis.

8.15.33 The facility of Additional LTC should be extended to SSB personnel, at par with other CAPFs.

8.15.34 Regarding bringing Railway employees (and employees whose spouses are Railway servants) into the fold of LTC, the following is recommended:

- a. No hometown LTC will be admissible to Railway employees, only “All India” LTC will be granted once in four years.
- b. For the grant of LTC, all passes for the current year will have to be surrendered.
- c. If the employee has already availed of a pass in any year, then LTC will not be allowed in that year.
- d. If both spouses are Railway servants, then surrender of passes of any one of them will suffice.
- e. For the purposes of this allowance, year means Calendar year.

## Mileage Allowance for Journeys by Road

8.15.35 It is more in the nature of entitlement for road journeys performed by different levels of employees. No demands have been received for any change.

### Analysis and Recommendations

8.15.36 The Commission is of the view that present provisions are adequate. Hence, status quo may be maintained except at places where no specific rates have been prescribed. There the rates should be enhanced by 50 percent. Accordingly, **the following is recommended:**

Kind of Place	Level	Mileage Allowance
At places where specific rates have been prescribed	14 or above	Actual fare by any type of public bus including AC bus OR At prescribed rates of AC taxi when the journey is actually performed by AC taxi OR At prescribed rates for auto rickshaw for journeys by autorickshaw, own scooter, motor cycle, moped, etc.
	6 to 13	Same as above with the exception that journeys by AC taxi are not permissible
	4 and 5	Actual fare by any type of public bus other than AC bus OR At prescribed rates for auto rickshaw for journeys by autorickshaw, own scooter, motor cycle, moped, etc.
	3 and below	Actual fare by ordinary public bus only OR At prescribed rates for auto rickshaw for journeys by autorickshaw, own scooter, motor cycle, moped, etc.
At places where no specific rates have been prescribed either by the Director of Transport of the concerned state or of the neighbouring states	For journeys performed by own car/taxi	₹24 per km
	For journeys performed by auto rickshaw, own scooter, etc.	₹12 per km

8.15.37 At places where no specific rates have been prescribed, the rate per km will go up by 25 percent each time DA rises by 50 percent.

## TA on Transfer

8.15.38 Presently it has four components: (a) Travel entitlement similar to Travelling Allowance, (b) Composite Transfer and Packing grant (CTG), (c) Reimbursement of charges on transportation of personal effects, and (d) Reimbursement of charges on transportation of conveyance.

8.15.39 Personnel posted in Island Territories have sought higher CTG on account of greater expenditure involved in transferring their household goods to and from the mainland.

8.15.40 Besides other demands for increase in entitlements, it has been brought to the notice of the Commission that when transfer is from a Class Z city to another Class Z city, the reimbursement for transportation of personal effects is granted at a lower rate compared to when the transfer is to a Class X or Class Y city. Uniformity has been sought in this regard.

*Analysis and Recommendations*

8.15.41 Each of the four components is discussed separately:

- a. *Travel entitlement*—This is discussed under the topic of “Travelling Allowance.”
- b. *Composite Transfer and Packing Grant (CTG)*—The Commission notes that CTG is payable to both serving as well as retiring employees upon their transfer at a similar rate of one month’s Basic Pay last drawn. In line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, it is **recommended that CTG should be paid at the rate of 80 percent of last month’s Basic Pay. However, for transfer to and from the island territories of Andaman, Nicobar and Lakshadweep, CTG may continue to be paid at the rate of 100 percent of last month’s Basic Pay.** Presently NPA and MSP are included as a part of Basic Pay while determining entitlement for grant of CTG. The Commission finds no justification for doing so, as the expenditure and inconvenience involved in relocation on transfer/retirement is similar for all employees. Hence, **no other add-ons should be allowed in Basic Pay while calculating CTG.**
- c. *Reimbursement of charges on transportation of personal effects*—**The following provisions are recommended:**

Level	By Train/Steamer	Rate for Transportation by Road
12 and above	6000 kg by goods train/4 wheeler wagon/1 double container	₹50 per km
6 to 11	6000 kg by goods train/4 wheeler wagon/1 single container	₹50 per km
5	3000 kg	₹25 per km
4 and below	1500 kg	₹15 per km

The rates will further increase by 25 percent each time DA rises by 50 percent.

The Commission notes that rates for transportation by road are already on a per km basis, and finds no merit in differentiating between classes of cities for this purpose. Hence, **considerations of class of city have been done away with.**

- d. *Reimbursement of charges on transportation of conveyance*—The present provisions to this effect are adequate. Accordingly, **the following is recommended:**

Level	Reimbursement
6 and above	One motor car etc. or one motorcycle/scooter
5 and below	One motorcycle/scooter/Moped/bicycle

### **TA for Retiring Employees**

8.15.42 As the name suggests, this allowance is granted to employees upon retirement. Presently it consists of (a) reimbursement of expenditure involved in transportation of conveyance, and (b) a Composite Transfer Grant (CTG) equal to last month's Basic Pay drawn.

#### *Analysis and Recommendations*

8.15.43 **The individual components of TA for retiring employees will be similar to TA on Transfer, as outlined above.**

### **Transport Allowance**

8.15.44 Transport Allowance (TPTA) is granted to cover the expenditure involved in commuting between place of residence and place of duty. The existing rates are as under:

Employees Drawing	A1/A Class City (₹ pm)	Other Places (₹ pm)
GP 5400 and above	3200 + DA	1600 + DA
GP 4200 to GP 4800 and other employees drawing GP<4200 but pay in the pay band equivalent to ₹7440 and above	1600 + DA	800 + DA
GP<4200 and pay in the pay band below ₹7440	600 + DA	300 + DA

8.15.45 Moreover, officers drawing GP 10000 and higher, who are entitled to the use of official car, have the option to avail themselves of the existing facility or to draw the TPTA at the rate of ₹7,000+DA pm. Differently abled employees are granted this allowance at double the rate, subject to a minimum amount of ₹1,000 plus DA.

8.15.46 Many representations have been received regarding Transport Allowance. Most of them advocate granting the allowance at the same rate to all employees, irrespective of their place of posting, on the grounds that fuel prices affect everybody equally.

#### *Analysis and Recommendations*

8.15.47 The Commission notes that TPTA is fully DA-indexed.

8.15.48 The first issue to be considered is whether the rate of Transport Allowance should be the same for all places. There are arguments both for and against this view.

8.15.49 Proponents of the idea argue that petrol prices are almost same everywhere. Moreover, public transport system is better developed in many of the A1/A Class cities, thereby reducing the cost of commuting significantly. The argument, therefore, is that A1/A category places do

not need to have a higher rate.

8.15.50 Opponents point out that the categorization of A1/A has been abolished for other purposes (like HRA, CCA) but retained for Transport Allowance. Incidentally, only 13 cities fall under this categorization: six in A1, viz., Hyderabad, Delhi, Bengaluru, Greater Mumbai, Chennai, Kolkata and seven in A, viz., Ahmedabad, Surat, Nagpur, Pune, Jaipur, Lucknow and Kanpur. Recently, six more cities, viz., Patna, Kochi, Kozhikode, Indore, Coimbatore and Ghaziabad have been added to A1/A categories, making it nineteen in all. (Incidentally, vide a recent notification No. 21(2)/2015-E.II(B) dated 06.08.2015, the use of term “A1/A” has been dropped for these nineteen cities. Hence, the Commission will refer to these nineteen cities as “Higher TPTA cities.”). In all these places the commuting distances are far more than in other cities. Moreover, the public transport system is not as developed as it should be in all these places. Therefore, it is argued, the distinction should remain.

8.15.51 After considering both the viewpoints, the Commission is of the view that by and large the commuting distances and associated difficulties involved in Higher TPTA cities are much more compared to other places. Hence, the argument that the distinction should stay is a valid one.

8.15.52 The second issue is whether Transport Allowance should be the same for all personnel posted at the same place. Here the Commission feels that a question of status of employee is involved and hence, complete parity is not possible.

8.15.53 Regarding the optimal rate of Transport Allowance, the Commission notes that the allowance is already fully DA indexed. Therefore, since DA has already reached 119 percent and is likely to rise further before the implementation of our report, **the following rates of Transport Allowance are recommended:**

Pay Level	Higher TPTA Cities (₹ pm)	Other Places (₹ pm)
9 and above	7200+DA	3600+DA
3 to 8	3600+DA	1800+DA
1 and 2	1350+DA	900+DA

8.15.54 Officers in Pay Level 14 and higher, who are entitled to the use of official car, will have the option to avail themselves of the existing facility or to draw the TPTA at the rate of ₹15,750+DA pm. Differently abled employees will continue to be paid at double rate, subject to a minimum of ₹2,250 plus DA.

### **Travelling Allowance**

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8.15.55 This allowance is in the nature of travel entitlements for different ranks of government employees. No demands have been received regarding this allowance.

*Analysis and Recommendations*

8.15.56 The Commission opines that the present provisions are adequate. Hence, status quo is recommended with the present system of differentiation based on Grade Pay duly substituted by the Levels of the Pay Matrix:

<b>Kind of Travel</b>	<b>Level</b>	<b>Travel entitlement</b>
Travel Entitlement within the country	14 and above	Business/Club class by air OR AC-I by train
	12 and 13	Economy class by air OR AC-I by train
	9 to 11	Economy class by air OR AC-II by train
	6 to 8	AC-II by train
	5 and below	First Class/AC-III/AC Chair car by train
International Travel Entitlement	17 and above	First Class
	14 to 16	Business/Club class
	15 and below	Economy class
Entitlement for journeys by Sea or by River Steamer	9 and above	Highest Class
	6 to 8	Lower class if there be two classes only on the steamer
	4 and 5	If two classes only, the lower class. If three classes, the middle or second class. If four classes, the third class
	3 and below	Lowest class
Entitlement for travel between the mainland and the A&N and Lakshadweep Groups of Islands by ships operated by the Shipping Corporation of Indian Limited	9 and above	Deluxe class
	6 to 8	First/'A' Cabin class
	4 and 5	Second/'B' Cabin class
	3 and below	Bunk class

8.15.57 It is suggested that Indian Railways reconsider its position regarding air travel to its employees, in light of the possible savings in terms of cost and man-hours, particularly after the pay revision as recommended by the Commission. The fact that additional seats will be released in trains for the public will be an added advantage.

## Allowances related to Uniform

## Chapter 8.16

### Allowances Covered

8.16.1 Alphabetical list of Allowances covered here is as under:

1. Clothing Allowance
2. Initial Equipment Allowance
3. Kit Maintenance Allowance
4. Outfit Allowance
5. Robe Allowance
6. Robe Maintenance Allowance
7. Shoe Allowance
8. Uniform Allowance
9. Washing Allowance

### Present Position

8.16.2 Officers of uniformed forces are in receipt of a *Uniform Allowance* that is in the nature of an initial grant followed by a renewal grant every three years. Personnel of the Customs Department and deputationists in the Bureau of Immigration get an initial grant and a renewal grant every year. SPG personnel are granted an identical sum of money every year. The existing structure is as under:

For officers of Indian Army/IAF, CAPFs/RPF/IPS	Initial grant	₹21000
	Renewal grant	₹4500 (payable after every three years)
For DANIPS/ACP of Delhi Police	Initial grant	₹7200
	Renewal grant	₹3000 (payable after every three years)
For officers of Indian Navy, Indian Cost Guard	Initial grant	₹24000
	Renewal grant	₹7500 (payable after every three years)
For MNS Officers	Initial grant	₹10500
	Renewal grant	₹2250 (payable after every three years)
Distinctive Uniform for MNS Officers	Initial grant	₹600
For JCOs granted Honorary Commission (Army and IAF)	Initial grant	₹9600
For JCOs granted Honorary Commission (Navy)	Initial grant	₹12000
For NCOs promoted as JCOs (all three)	Initial grant	₹1500

Mufti Allowance for recruits in three services	Initial grant	₹600
Nursing Staff		₹750 pm
Personnel in Customs and all deputationists in Bureau of Immigration posted at Mumbai/Chennai	Initial Grant	₹1500
	Replacement Grant	₹1000 pa
Personnel in Customs and all deputationists in Bureau of Immigration posted at Delhi/Amritsar/Kolkata	Initial Grant	₹2000
	Replacement Grant	₹1250 pa
SPG personnel		₹9000 per year

8.16.3 IB personnel posted at high altitudes are granted a **Clothing Allowance** at the following rates:

Height>3000m above MSL	Initial Grant	₹12000
	Renewal Grant	₹2000 pa
1500m>Height>3000m above MSL	Initial Grant	₹8000
	Renewal Grant	₹1200 pa

8.16.3 An **Initial Equipment Allowance** is granted to the personnel of Central Excise and Narcotics Department - CBEC, Department of Revenue, Ministry of Finance at the following rates:

		Initial Allowance	Replacement Allowance
Gazetted and Non-gazetted Executive Staff	Summer-cum-winter areas	₹6000	₹3750 pa
	Summer areas	₹4500	₹3000 pa
Group C staff	Summer-cum-winter areas	₹2889 pa	
	Summer areas	₹1533 pa	

8.16.4 Officers of Indian Foreign Service and certain employees in Ministry of External Affairs are granted an **Outfit Allowance** to meet the expenditure involved in clothing required for living abroad. The allowance is granted every time the officer is posted abroad plus once in HQ, but not more than 8 times in the whole career. The existing rates are as under:

IFS Officers, Gr.I of IFS(B), PPS and GoI officers of equivalent rank	₹10625 per posting abroad
Officers of Gr.II and III of IFS(B), PS	₹7500 per posting abroad
Other grades of IFS(B)	₹5625 per posting abroad

8.16.5 A **Robe Allowance** is granted to meet the uniform related requirements of ICLS officers and legal officers in NIA who are required to appear before courts. The existing rate is ₹2,500 (payable every 5 years) in ICLS and ₹5,000 pa in NIA.

8.16.6 Track Maintainers of Indian Railways who are required to walk the entire section everyday on foot, are granted a **Shoe Allowance** at the rate of ₹900 pa.

8.16.7 For the upkeep of the uniform, separate allowances called **Kit Maintenance Allowance**, **Washing Allowance** or **Robe Maintenance Allowance** are granted, at rates varying from ₹100 pm to ₹600 pm.

8.16.8 PBORs of uniformed forces are supplied with uniforms. Hence, they are not granted any allowance for this purpose. However, for maintenance of the uniform, they are paid a Washing Allowance monthly, which is a part of their Composite Personal Maintenance Allowance.

### **Demands Received**

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8.16.9 Besides the general demand for increase in rates, there are requests for reducing the period of renewal grant from the current gap of three years because the uniforms do not last that long. It has been stressed that Uniform Allowance should be added to the salary as and when it becomes due, instead of having to claim it as required at present.

8.16.10 PBORs have strongly sought for grant of an allowance in lieu of uniforms (as is given to their officers) on the grounds that uniforms are not supplied in time, sizes are based on averages and are therefore not usually a good fit, quality is sub-optimal, and they often end up spending from their pockets to make the necessary adjustments. Strong grievance has been made by jawans during field meetings with the Commission including poor quality of shoes which sometimes don't fit and do not last for more than three months, thereby causing serious hindrance in their performance of duties.

### *Analysis and Recommendations*

8.16.11 Uniforms are an essential functional requirement. Hence the need for provision of the same, either in kind or cash, is well recognized. However, the mode of provisioning should be simple and easily implementable in the field.

8.16.12 The Commission finds merit in most of the demands raised. The renewal period of three years is, indeed, on the higher side. The reimbursement procedure does need to be simplified.

8.16.13 Grant of Uniform Allowance to PBORs will free them from having to deal with ill-fitting uniforms and enable them to acquire suitable ones, thereby eliminating needless dissatisfaction.

8.16.14 It is thus **recommended that uniform related allowances be subsumed in a single Dress Allowance (including shoes) which will be payable at the following rates:**

**Dress Allowance**

Category of Employee	Amount per year
Officers of Army/IAF/Navy/CAPFs/CPOs RPF/ RPSF/IPS and Coast Guard	₹20000
MNS Officers, Civilian Nurses, Officers of DANIPS/ ACP of Delhi Police/Other Union Territories	₹15000
Executive Staff of Customs, Central Excise and Narcotics Department (both in summer and summer-cum-winter areas), ICLS Officers, Legal Officers in NIA, Bureau of Immigration Personnel (in Mumbai/Chennai/Delhi/Amritsar/Kolkata), PBORs of Defence services, CAPFs, RPF, Police forces of Union Territories and Indian Coast Guard, Station Masters of Indian Railways, SPG personnel	₹10000
Other Categories of Staff who are supplied uniform and are required to wear them regularly, like Trackmen, Running Staff of Indian Railways, Staff Car Drivers, etc.	₹5000

- Allowances related to maintenance/washing of Uniform are subsumed in Dress Allowance and will not be payable separately.
- The amount of Dress Allowance should be credited to the salary of employee directly once a year in July.
- This allowance covers only the basic uniform of the employee. Any special clothing, like that provided at Siachen Glacier, or inside Submarines, or fluorescent clothing provided to trackmen of Indian Railways, or to IB personnel posted at high altitudes, will continue to be provided by the concerned ministry as per existing norms.
- Outfit Allowance, paid to Indian Foreign Service officers and employees will continue to be provided as before, enhanced by 50 percent.
- These rates of Dress Allowance will go up by 25 percent each time Dearness Allowance rises by 50 percent.
- While the Commission has recommended that other categories of staff who are supplied uniform and are required to wear them regularly should be provided Dress Allowance at the rate of ₹5,000 per year, the ministries/departments may take a decision on whether the rate should be ₹5,000 per year or ₹10,000 per year.

## Other Allowances

## Chapter 8.17

### **Allowances Covered**

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8.17.1 Alphabetical list of Allowances covered here is as under:

1. Bhutan Compensatory Allowance
2. Briefcase Allowance
3. Canteen Allowance
4. Children Education Allowance (CEA)
5. Command Allowance
6. Commercial Allowance
7. Composite Personal Maintenance Allowance (CPMA)
8. Condiment Allowance
9. Constant Attendance Allowance
10. Cost of Living Allowance
11. Court Allowance
12. Dearness Allowance
13. Desk Allowance
14. Diet Allowance
15. Educational Concession
16. Electricity Allowance
17. Family Planning Allowance
18. Fixed Medical Allowance (FMA)
19. Funeral Allowance
20. Haircutting Allowance
21. Hard Area Allowance
22. Internet Allowance
23. Investigation Allowance
24. Island Special Duty Allowance
25. Launch Campaign Allowance
26. Messing Allowance
27. Mobile Phone Allowance
28. Newspaper Allowance
29. Night Duty Allowance
30. Non-Practicing Allowance (NPA)
31. Nuclear Research Plant Support Allowance
32. Nursing Allowance
33. Orderly Allowance
34. Overtime Allowance
35. Parliament Assistant Allowance
36. PCO Allowance

37. Ration Money Allowance
38. Soap Toilet Allowance
39. Space Technology Allowance
40. Special Allowance for Child Care for Women with Disabilities
41. Special Allowance to Chief Safety Officers/Safety Officers
42. Special Duty Allowance
43. Special Incident/Investigation/Security Allowance
44. Special NCRB Pay
45. Special Scientists' Pay
46. Specialist Allowance
47. Spectacle Allowance
48. Split Duty Allowance
49. Study Allowance
50. Subsistence Allowance
51. Training Stipend
52. Vigilance Allowance

Here we cover those allowances that do not fall in any of the other categories.

### **Bhutan Compensatory Allowance**

8.17.2 Bhutan Compensatory Allowance is admissible to Defence Forces personnel posted to IMTRAT (Bhutan) with a depression in the standard rates promulgated by the Ministry of External Affairs. This was done because certain service concessions such as mess and canteen facilities were provided to Defence Forces personnel while in Bhutan. After September, 2005, the depression in the allowance has been removed but charges at the rate of 6 percent of the allowance from officers and 4 percent from PBORs are recovered for the free facilities provided. The existing rates are as follows:

<b>Grade Pay</b>	<b>₹ per month</b>
>=10,000	1,20,445
8700 <=GP< 10,000	1,15,579
6600 <=GP< 8700	1,10,520
Group `A` officers with 5400 <=GP< 6600	99,065
Group `B` officers with 4600 <=GP< 6600	64,569
Non-Gazetted Staff with 1900 <=GP< 4800	55,358
Staff drawing GP< 1900	29,255

8.17.3 Demands have been received to the effect that Bhutan postings should be considered as normal foreign postings and Foreign Allowance as admissible in other countries be granted.

### Analysis and Recommendations

8.17.4 The Commission recognizes this allowance as being singular in nature. The rates of this allowance are revised periodically—the last revision being done on 01.04.2013. As such, it is **recommended that status quo should be maintained.**

### Briefcase Allowance

8.17.5 Certain categories of Central Government employees are entitled to reimbursement of expenditure incurred on purchase of briefcase/official bag/ladies' purse as per the following provisions:

Pay Band/GP	Ceiling (₹)
Apex	10000
HAG, HAG+	8000
GP 10000	6500
GP 7600 to GP 8700	5000
GP 4800 to GP 6600	4000
GP 4200 to GP 4600	3500

8.17.6 The periodicity of reimbursement is restricted to once in three years. No demands have been received regarding this allowance.

### Analysis and Recommendations

8.17.7 The Commission is of the view that the present rates are adequate. However, the ceiling shall further increase by 25 percent each time DA increases by 50 percent.

### Canteen Allowance

8.17.8 This allowance is granted to General Manager and Manager-cum-Accountant of the Supreme Court Departmental Canteen at the rates of ₹350 pm and ₹300 pm respectively. Canteen allowance is also granted to certain categories of staff in Central Government ministries as per the following rates:

Category of Staff	<i>(₹ per month)</i>	
	Rate of Allowance	
General Manager	700	
Deputy General Manager	600	
All Managers	300	
All Assistant Manager-cum-Storekeepers	200	

8.17.9 There are demands for a four-fold rise in the allowance.

*Analysis and Recommendations*

8.17.10 It is **recommended that the rates should be increased by a factor of 1.5**. The rates shall further increase by 25 percent each time DA increases by 50 percent.

**Children Education Allowance (CEA)**

8.17.11 CEA is paid to government employees to take care of schooling and hostel requirements of their children. The rates of CEA are double for a differently abled child.

8.17.12 Many demands have been received regarding CEA. It has been requested that the amount be suitably raised and CEA should be extended for Graduation/Post Graduation level studies also. The Commission has received an overwhelming number of requests for simplification of the procedure for reimbursement.

*Analysis and Recommendations*

8.17.13 Before VI CPC recommendations, the scheme was known as Children Education Assistance and provided at the following rates:

Component	Class I-X	Class XI-XII	Requirement
Reimbursement of Tuition Fee (₹ pm)	40	50	-
Reimbursement of Tuition Fee for Disabled and mentally retarded children (₹ pm)	100	100	-
Children Education Allowance (₹ pm)	100	100	In case the government employee is compelled to send his child to a school away from the Station of his posting
Hostel Subsidy (₹pm)	300	300	In case the employee is obliged to keep his children in a hostel away from the Station of his posting and residence on account of transfer.

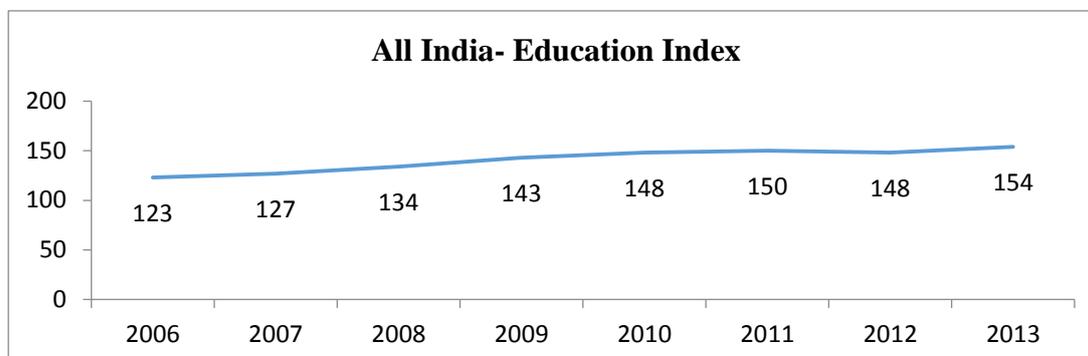
8.17.14 The VI CPC rationalized the structure to the following:

Component	Present Rates	Remarks
CEA	₹1500 pm	Whenever DA increases by 50% CEA shall increase by 25%
Hostel Subsidy	₹4500 pm	Whenever DA increases by 50% Hostel Subsidy shall increase by 25%

8.17.15 Effectively a 10-fold rise was given by VI CPC. This has led to high expectations, and consequently, vast number of demands for increasing the rates, expansion of scope and simplification for procedure of reimbursement of this allowance.

8.17.16 The various issues are examined seriatim:

- *Has CEA kept pace with time?* Presently CEA goes up by 25 percent each time DA increases by 50 percent. Thus, since DA currently stands at 113 percent, CEA has gone up by 50 percent from its 2008 level. As against this, the movement of the All India Education Index<sup>33</sup> is shown below:



The above chart shows that between 2008 and 2013, the Education Index has gone up from 134 to 154, i.e., by 14.9 percent, whereas CEA went up by 25 percent w.e.f. 01.01.2011 (when DA exceeded 50 percent). Thus, it can be concluded that increase in CEA has kept pace with (and in fact exceeded) the cost of education.

- *What is the adequate level of compensation?* Given the wide range of educational institutions, and the varying fee structure, the question of adequacy depends upon many factors. On the one hand we have government institutions like Kendriya Vidyalayas that charge fees to the tune of ₹1,000 per month (including Vidyalaya Vikas Nidhi) and on the other hand there are private institutions where the monthly fee varies from ₹5,000 to ₹25,000 (or even more) per month.

8.17.17 On the whole, the Commission is of the view that quantum of CEA should be calibrated in such a manner that the main objective is met without the government entering into the field of subsidizing private education. Hence, taking into account the various items of expenditure that are reimbursed as a part of this allowance, **the following is recommended:**

Component	Recommended rate	Remarks
CEA (₹ pm)	1500x1.5 = 2250	Whenever DA increases by 50%, CEA shall increase by 25%
Hostel Subsidy (₹ pm)	4500 x 1.5 = 6750 (ceiling)	Whenever DA increases by 50%, Hostel Subsidy shall increase by 25%

The allowance will continue to be double for differently abled children.

- *What should be the scope of CEA?* Presently CEA is payable up to Class XII. There is a strong demand for increasing the scope to Graduate and Post Graduate studies. However, due to the greatly varying nature of studies at the graduate level and beyond, **the extension of scope of the allowance beyond Class XII cannot be accepted.**

<sup>33</sup> Source: All India Consumer Price Index (Industrial Workers)

- *Simplification of Procedure for Reimbursement.* This is a major area of concern. Many representations have been received by the Commission wherein employees have stated that due to cumbersome procedures, reimbursement has been held up for years. Another issue is the kind of voucher which will be accepted and which kind of voucher will not. The issue has been examined, and the apprehensions expressed are not without merit. It is **recommended that reimbursement should be done just once a year, after completion of the financial year (which for most schools coincides with the Academic year).** For CEA, a certificate from the head of institution where the ward of government employee studies should be sufficient for this purpose. The certificate should confirm that the child studied in the school during the previous academic year. For Hostel Subsidy, a similar certificate from the head of institution should suffice, with the additional requirement that the certificate should mention the amount of expenditure incurred by the government servant towards lodging and boarding in the residential complex. The amount of expenditure mentioned, or the ceiling as mentioned in the table above, whichever is lower, shall be paid to the employee.

### **Command Allowance**

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8.17.18 This allowance is granted to certain personnel in CAPFs for shouldering higher responsibilities at the rate of ₹100 pm. There are demands to raise this allowance five-fold.

#### *Analysis and Recommendations*

8.17.19 Not only is the amount of allowance meagre, there is no valid justification for its continuation. Accordingly, it is **recommended that Command Allowance should be abolished.**

### **Commercial Allowance**

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8.17.20 Commercial Allowance is granted to Announcers, ECRCs, Commercial clerks, TCs of Indian Railways for performing certain commercial duties at the rate of ₹180 pm. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.17.21 The amount of the allowance is meagre and no valid justification has been provided for its continuation. Hence, **it should be abolished.**

### **Composite Personal Maintenance Allowance (CPMA)**

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8.17.22 Composite Personal Maintenance Allowance (CPMA) is granted to PBORs of Defence Forces to take care of their daily needs. The existing rates are as follows:

(₹ per month)

Hair Cutting Allowance		30
Washing Allowance		90
Soap Toilet Allowance		30
Clothing Maintenance Allowance		30
Rum Allowance	Peace Areas	45
	Field Areas below 3000 ft	105
	Field Areas 3000 ft–4999 ft	150
	Field Areas 5000 ft–8999 ft	165
	High Altitude Areas	240

8.17.23 There are demands to double the rate of CPMA and for parity among PBORs of all uniformed services.

*Analysis and Recommendations*

8.17.24 Washing Allowance and Clothing Maintenance Allowance have been subsumed in the Dress Allowance for PBORs. **Other components of CPMA should be increased by 50 percent.** The rates of the allowance will further increase by 25 percent each time DA rises by 50 percent.

8.17.25 **Entire CPMA will be payable to the PBORs of Defence Forces. Except Rum Allowance, other components of CPMA will be payable to PBORs of CAPFs, Indian Coast Guard, RPF and Police forces of Union Territories. Rum Allowance will be granted to PBORs of CAPFs and Indian Coast Guard as per the existing guidelines.**

**Condiment Allowance**

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8.17.26 Condiment Allowance is paid to those non-gazetted personnel of Defence forces and CAPFs who dine in the mess, at the rate of ₹89.78 pm. No demands have been received regarding this allowance.

*Analysis and Recommendations*

8.17.27 Condiment Allowance is not an allowance in the true sense of the term, i.e., it is not paid to an individual, but to the Unit for collective purchase of condiments. As such, **it is proposed to abolish this allowance, and the expenditure on condiments may be termed as Condiment expenditure and should be shown as such under the relevant budget head.**

**Constant Attendance Allowance**

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8.17.28 This allowance is sanctioned for 100 percent disablement, if in the opinion of competent medical authority, the retired employee needs the services of a Constant Attendant for at least a period of 3 months. This is subject to acceptance by the pension sanctioning authority and to the condition that the pensioner actually employs a paid attendant to look after

him. The present rate of this allowance is ₹4,500 pm. No demands have been received regarding this allowance.

*Analysis and Recommendations*

8.17.29 **The allowance may be increased by a factor of 1.5, i.e., to ₹6,750 per month.** The allowance shall further increase by 25 percent each time DA rises by 50 percent.

### **Cost of Living Allowance**

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8.17.30 This allowance is payable to employees recruited locally by MEA in foreign countries to compensate for the effect of inflation. No demands have been received regarding this allowance.

*Analysis and Recommendations*

8.17.31 This allowance is administered by MEA taking local factors into consideration. Hence, **status quo is recommended.**

### **Court Allowance**

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8.17.32 Court Allowance is granted to Legal Officers in National Investigation Agency (NIA) to meet the miscellaneous expenditure incurred in court. The present rates are ₹1,500 pm to Public Prosecutor and Sr.Public Prosecutor, and ₹2,000 pm to Dy.Legal Advisor. No demands have been received regarding this allowance.

*Analysis and Recommendations*

8.17.33 The Commission does not find the allowance justified. Hence, it is **recommended that it should be abolished.**

### **Dearness Allowance**

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8.17.34 The Dearness Allowance (DA) is paid to Central Government employees to adjust the cost of living and to protect their Basic Pay from erosion in the real value on account of inflation. Presently, DA is based on the All India Consumer Price Index (Industrial Workers).

8.17.35 The JCM-Staff Side has suggested that the existing formula for the calculation of DA may continue.

*Analysis and Recommendations*

8.17.36 The VI CPC had recommended that the National Statistical Commission may be asked to explore the possibility of a specific survey covering government employees exclusively, so as to construct a consumption based representative of government employees and formulate a separate index. This has, however, not been done.

8.17.37 Keeping in mind that the present formulation of DA has worked well over the years, and there are no demands for its alteration, the **Commission recommends continuance of the existing formula and methodology for calculating the Dearness Allowance.**

### **Desk Allowance**

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8.17.38 Desk Allowance is granted to Desk Officers in CSS and other HQ services at a rate of ₹900 pm. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.17.39 This allowance is virtually non-existent since 2010 and there are very few instances of its payment now. Besides no valid justification has been provided in support of this allowance. Thus, it is **recommended that Desk Allowance should be abolished.**

### **Diet Allowance**

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8.17.40 Diet Allowance is granted to deputationists in Bureau of Immigration as compensation for food, at a rate of ₹200 pm. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.17.41 The amount of the allowance is meagre and no valid justification has been provided for its continuation. Hence, it is **recommended that the allowance should be abolished.**

### **Educational Concession**

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8.17.42 Educational Concession is provided to children of Defence personnel who are missing/disabled/killed in action. The allowance entails full reimbursement towards tuition and hostel fees and, in addition, compensation towards cost of books/stationery, uniform and clothing. The present rates are as under:

Tuition Fees	Full Reimbursement
Hostel Charges	Full Reimbursement
Cost of books/stationery	₹1000 pa
Cost of Uniform	₹1700 pa (First year)
	₹700 pa (Subsequent year)
Clothing	₹500 pa (First year)
	₹300 pa (Subsequent year)

8.17.43 There are demands to increase the amount of concession four-fold and to extend it to similarly placed personnel of CAPFs and Indian Coast Guard.

*Analysis and Recommendations*

8.17.44 The Commission finds merit in the argument that children of similarly placed personnel in other uniformed forces should not be denied education opportunities. Accordingly, **it is recommended that the allowance should be extended to similarly placed personnel of CAPFs, Indian Coast Guard, RPF and police forces of Union Territories mutatis mutandis. Since this allowance is not DA indexed, the following rates are recommended:**

Tuition Fees	Full Reimbursement
Hostel Charges	Full Reimbursement
Cost of books/stationery	₹2000 pa
Cost of Uniform	₹2000 pa
Clothing	₹700 pa

8.17.45 **The combined amount of Tuition Fees and Hostel Charges shall not exceed ₹10,000 pm.** The allowance shall go up by 25 percent each time DA rises by 50 percent.

**Electricity Allowance**

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8.17.46 Personnel belonging to the Defence Forces are permitted reimbursement of electricity charges for the first 100 units of electricity. No demands have been received regarding this allowance.

*Analysis and Recommendations*

8.17.47 This allowance is petty in nature and with the increase in pay proposed, there is no justification for its continuation. Hence, **it should be abolished.**

**Family Planning Allowance**

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8.17.48 Family Planning Allowance (FPA) is granted to Central Government employees as an encouragement to adhere to small family norms. The existing rates are as under:

*(₹ per month)*

Grade Pay	Family Planning Allowance
1300-2400	210
2800	250
4200	400
4600	450
4800	500
5400	550
6600	650
7600	750
8700	800
8900	900

Grade Pay	Family Planning Allowance
>10,000	1000

8.17.49 There are demands to make it equal to one increment. Representations have also been received requesting that the allowance should be double for those employees who adopt family planning norms after just one child.

*Analysis and Recommendations*

8.17.50 The Commission recognizes the fact that most of the benefits related to children, viz., Children Education Allowance, Maternity Leave, LTC, etc., are available for two children only. Moreover the level of awareness regarding appropriate family size has also gone up among the government servants. Hence, a separate allowance aimed towards population control is not required now. Accordingly, it is **recommended that Family Planning Allowance should be abolished.**

**Fixed Medical Allowance**

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8.17.51 It is granted to pensioners for meeting expenditure on day to day medical expenses that do not require hospitalization, presently payable at the rate of ₹500 pm. Demands have been received to increase the rate of this allowance to ₹2,000 pm.

*Analysis and Recommendations*

8.17.52 The Commission notes that this allowance was enhanced from ₹300 pm to ₹500 pm from 19.11.2014. As such, **further enhancement of this allowance is not recommended.** Detailed recommendations regarding health care of pensioners have been made in Chapter 9.5 of the Report.

**Funeral Allowance**

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8.17.53 When death of an employee occurs in peace areas, a funeral allowance of ₹6,000 is granted and mortuary charges are reimbursed to Defence personnel. Demands have been received to extend that allowance to all civilian employees and for a four-fold increase in rates.

*Analysis and Recommendations*

8.17.54 The Commission is of the view that with the pay raises provided by successive Pay Commissions, this kind of an allowance has lost its meaning. Hence, it is **recommended to be abolished.**

**Haircutting Allowance**

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8.17.55 This allowance is granted to PBORs of CISF to compensate for the cost of hair cutting, at the rate of ₹5 pm. No demands have been received regarding this allowance.

### *Analysis and Recommendations*

8.17.56 The Commission took note of the fact that the amount of this allowance is the lowest among all allowances. This allowance has been subsumed in Composite Personal Maintenance Allowance and, therefore, **should be abolished as a separate allowance.**

### **Hard Area Allowance**

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8.17.57 Hard Area Allowance, at the rate of 25 percent of Basic Pay, is granted to Central Government employees on their posting to the Nicobar and Lakshadweep groups of Islands. This is paid in addition to ISDA. There are demands to increase the rate of this allowance.

### *Analysis and Recommendations*

8.17.58 In line with our recommendations on percentage based allowances, **Hard Area Allowance should be rationalized by a factor of 0.8 to 20 percent of Basic Pay.**

### **Internet Allowance, Mobile Phone Allowance, Newspaper Allowance**

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8.17.59 These allowance are administered differently in ministries as per their requirements. Some ministries provide Mobile Phones and Internet connections to their employees, while others compensate their employees for these services in monetary terms, ranging from ₹200 pm to ₹3,000 pm. There are demands to raise these allowances.

### *Analysis and Recommendations*

8.17.60 There is no doubt that these allowances are required in the present times. However, they should lead to efficiency in administration also. As such, it is suggested that all ministries should have a comprehensive database of their employees, including their mobile numbers and email addresses. This database should be available on the website of the concerned ministry.

8.17.61 **The ministries should continue dealing with these allowances on their own, subject to the ceilings notified by the Ministry of Finance from time to time. The present ceilings should, however, be raised by 25 percent and the entire amount should be paid, lump sum, to the eligible employees without the need for production of vouchers.**

### **Investigation Allowance**

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8.17.62 Investigation Allowance is granted in Serious Fraud Investigation Office, Ministry of Corporate Affairs, to attract talent pool from other ministries. The existing rates are as under:

*(₹ per month)*

<b>Grade Pay</b>	<b>Rate</b>
8700	2000
6600	1400
5400	1400
4800	1400

### *Analysis and Recommendations*

8.17.63 There is no justification for continuation of this allowance. Accordingly, it is **recommended that the allowance should be abolished.**

### **Island Special Duty Allowance (ISDA)**

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8.17.64 ISDA is granted to Central Government employees on their posting to the Andaman and Nicobar Islands and Lakshadweep. The existing structure of this allowance is as under:

Areas around capital towns (Port Blair in A&N islands, Kavaratti and Agatti in Lakshadweep)	12.5% of Basic Pay
Difficult Areas (North and Middle Adaman, South Andaman excluding Port Blair, entire Lakshadweep except Kavaratti, Agatti and Minicoy)	20% of Basic Pay
More Difficult Areas (Little Andaman, Nicobar group of Islands, Narcondum Islands, East Islands and Minicoy)	25% of Basic Pay

8.17.65 There are demands to increase the rate of ISDA.

### *Analysis and Recommendations*

8.17.66 In line with our recommendations on percentage based allowances, **ISDA should be rationalized by a factor of 0.8 to 10 percent, 16 percent and 20 percent of Basic Pay respectively.**

### **Launch Campaign Allowance and Space Technology Allowance**

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8.17.67 Space Technology Allowance is granted to supporting scientific and technical staff in DOS/ISRO in recognition of the need for their retention and keeping in view the fact that they play a crucial role in the success of every mission. Considering that all missions/projects of ISRO are implemented in campaign mode and all categories of employees have to work with extra vigour, it was decided to give a lumpsum Launch Campaign Allowance to all administrative staff working in DOS/ISRO to appreciate and recognize their contribution to ISRO. Both the allowances are paid at the identical rate of ₹7,500 per annum. No demands have been received regarding this allowance.

### *Analysis and Recommendations*

8.17.68 The allowances are in the nature of an appreciation allowance. Since PRIS has already been implemented in ISRO, there is no justification for the continuation of these allowances. Hence it is **recommended that both these allowances should be abolished.**

### **Messing Allowance**

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8.17.69 This allowance is paid to “floating staff” under Fishery Survey of India, in lieu of free food onboard floating vessels, at a rate of ₹200 per day. Demands have been received to increase the amount of allowance to 15 percent of Basic Pay.

### *Analysis and Recommendations*

8.17.70 It is **recommended that the allowance should be increased to ₹300 per day**. The amount will further rise by 25 percent each time DA increases by 50 percent.

### **Night Duty Allowance**

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8.17.71 Night Duty Allowance (NDA) is granted to certain specified categories of employees for performance of duty between 22:00 hrs and 06:00 hrs. Presently, each hour of night work earns extra ten minutes of day work. There are demands to grant Night Duty Allowance between 18:00 hrs and 06:00 hrs and for doubling of rates by equating each hour of night work to extra twenty minutes of day work.

### *Analysis and Recommendations*

8.17.72 This allowance was dealt extensively by Mia Bhoj tribunal in 1969 and the present dispensation is based on the recommendation of the said tribunal.

8.17.73 Presently, the allowance is administered as per DoPT's OM No.12012/4/86-Estt. (Allowances) of 04.10.1989, wherein every 6 hours of night work earns 1 weighted hour of day work, or each hour of night work earns extra 10 minutes of day work.

8.17.74 The Commission examined the various arguments given for the grant of Night Duty Allowance:

- Night Work Convention, 1990 of International Labour Organization, states in Article 8: "*Compensation for night workers in the form of working time, pay or similar benefits shall recognise the nature of night work.*"
- There are studies to prove the deleterious effects on health of prolonged periods of continuous night duty.
- Sleep is more likely to be interrupted during day time compared to night time.
- Transportation and Entertainment are generally planned keeping day time in mind.

8.17.75 This Commission is, therefore, convinced that the need for compensating night work is widely recognized and should be continued.

8.17.76 However, the practice of arriving at the rates of NDA needs to be uniform. It is seen that in the Railways the rate of NDA has been broad-banded and all employees at each level of Grade Pay are given the same rate of NDA. For achieving this broad-banding, the average of Minimum and Maximum of the entire Pay Band has been taken to arrive at the average pay. This appears to be incorrect because running Pay Bands were intentionally kept wide by the VI CPC to avoid stagnation. Hence to use the extremities of the Pay Band for arrival at the average rate of NDA is not appropriate. Moreover, with the computerization of pay rolls, the amount of Night Duty Allowance can be easily calculated for each employee.

8.17.77 Taking the above into account, **the following set of recommendations is made with regard to NDA:**

- The present formulation of weightage of 10 minutes for every hour of duty performed between the hours of 22:00 and 06:00 may be continued;
- The present prescribed hourly rate of NDA equal to (BP+DA)/200 may be continued;
- This amount of NDA should, however, be worked out separately for each employee. With the computerization of pay rolls, working out the amount of NDA automatically for each employee every month will not entail any difficulty. The existing formulation for giving same rate of NDA for all employees with a particular GP should be abolished.
- This formulation will extend to all employees across all ministries/departments who were already in receipt of Night Duty Allowance.
- A certificate should be given by the supervisor concerned that Night Duty is essential.

### Non Practicing Allowance

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8.17.78 Non Practicing Allowance (NPA), at the rate of 25 percent of Basic Pay, is paid to medical doctors occupying posts for which minimum qualification of a medical degree is prescribed. There are demands to raise this allowance to 40 percent of Basic Pay.

#### *Analysis and Recommendations*

8.17.79 The VI CPC had included a detailed rationale for the grant of NPA in its recommendations. Most of the reasons are still valid and there is no need to reiterate them here. However, in line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, we **recommend that NPA should be paid at the rate of 20 percent of Basic Pay, subject to the condition that Basic Pay + NPA should not exceed the average of Apex Level and the level of Cabinet Secretary.**

### Nuclear Research Plant Support Allowance

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8.17.80 It is a composite allowance granted exclusively to staff at Research Units in the Bhabha Atomic Research Centre, to compensate for a variety of factors like round-the-clock shifts, overtime, risk of radiation, etc. The present rates are as under:

Pay in the Pay Band	Rate
Up to ₹5580	₹480 pm
₹5581-₹16740	₹660 pm

8.17.81 There are demands to increase the allowance four-fold.

#### *Analysis and Recommendations*

8.17.82 The Commission is of the view that the allowance needs to be continued. Moreover, since the allowance is already partially indexed to DA, it **recommended that the rates of the allowance should be increased by a factor of 1.5** to the following:

Level of the employee	Recommended Rate
1-2	₹720 pm
3 to 5	₹990 pm

The rate shall further increase by 25 percent each time DA increases by 50 percent.

### **Nursing Allowance**

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8.17.83 Nursing Allowance is the composite term used for four allowances granted to nursing personnel: Nursing Allowance, Uniform Allowance, Washing Allowance, and Messing Allowance, presently granted at the following rates:

	(₹ per month)
Nursing Allowance	4800
Uniform Allowance	750
Washing Allowance	450
Messing Allowance	75

8.17.84 There are demands to increase the rate to three times its present value.

#### *Analysis and Recommendations*

8.17.85 The Commission is of the view that Nursing Allowance is already at an appropriate level. Hence, **no change in the rate of Nursing Allowance is recommended.** However, the rate of Nursing Allowance will go up by 25 percent each time DA rises by 50 percent.

8.17.86 Uniform Allowance and Washing Allowance have been subsumed in the newly recommended Dress Allowance for Nurses and will not be payable separately. **Messing Allowance is petty in nature. It is recommended that it should be abolished.**

### **Orderly Allowance**

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8.17.87 Orderly Allowance is paid to Judicial Officers on deputation to Supreme Court Registry at the same rate that the Judicial Officer was getting in the parent office. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.17.88 It is **recommended that status quo may be maintained.**

### **Overtime Allowance (OTA)**

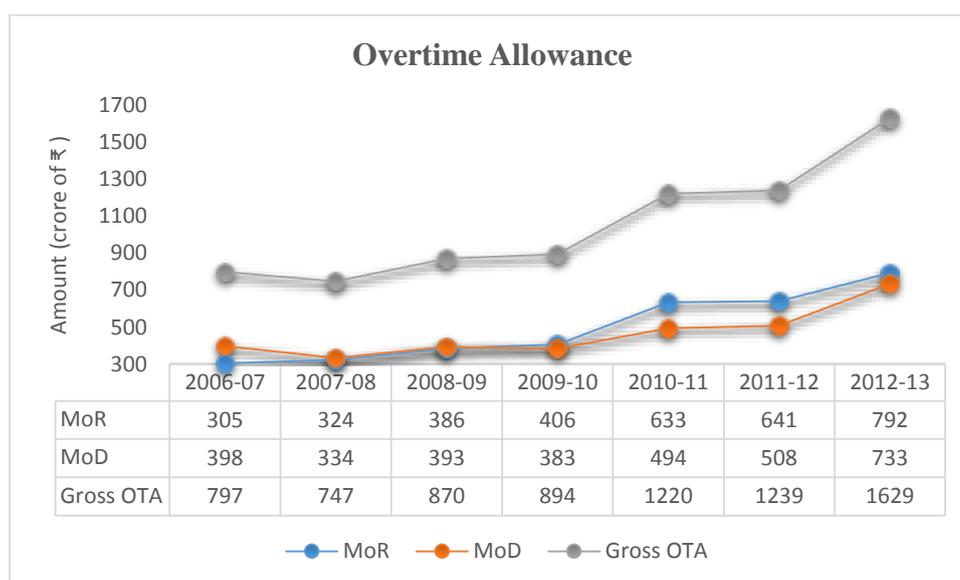
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8.17.89 Overtime Allowance (OTA) is granted to government employees for performing duties beyond the designated working hours. Presently, OTA is paid in several ministries/ departments, up to a certain level, at varying rates.

8.17.90 JCM-Staff Side has demanded that OTA should be paid to all government employees who are asked to work beyond office hours, on the basis of actual Pay, DA and Transport Allowance.

*Analysis and Recommendations*

8.17.91 Out of the total expenditure on OTA in Government of India in 2012-2013, over 90 percent is on account of just two ministries: MoR - Ministry of Railways and MoD - Ministry of Defence (Civilian employees). The Commission compared the OTA expenditure in these two ministries over the period 2006-07 to 2012-13.



8.17.92 In both the ministries, the amount of OTA is showing a rising trend.

8.17.93 The absolute numbers and amounts are as given below:

**OTA and Pay (including DA) in MoR and MoD (Civilian Employees)<sup>34</sup>**

(Crore of ₹)

	2006-07			2012-13			CAGR of OTA	CAGR of Pay
	OTA (A)	Pay (B)	(A)/(B)	OTA (X)	Pay (Y)	(X)/(Y)		
MoR	304.88	14563.01	2.09%	791.65	30713.98	2.58%	17.24%	13.24%
MoD	398.15	5035.94	7.91%	732.73	11211.9	6.54%	10.70%	14.27%

8.17.94 There are two noteworthy points here:

- a. While OTA as a percentage of Pay is declining in MoD (6.54% in 2012-13 compared to 7.91% in 2006-07), it is on the rise in MoR (2.58% in 2012-13 compared to 2.09% in 2006-07).

<sup>34</sup> Source: Brochure on Pay and Allowances published by Pay Research Unit, DoE, Ministry of Finance.

- b. The Compound Annual Growth Rate (CAGR) of OTA (17.24%) in MoR exceeds even the CAGR of Pay (13.24%), or in other words, OTA is rising faster than pay.

8.17.95 This clearly shows that while MoD has achieved some success in its efforts to control OTA, the efforts of MoR have not yielded the desired results. However, at the same time, it should also be kept in mind that OTA as a percentage of pay is already much higher in MoD compared to MoR.

8.17.96 The Commission also took note of the recommendations of the III, IV, V and VI CPCs that OTA should be abolished except where it is a statutory requirement. However, it is also a fact that despite these recommendations, OTA continues to be paid to certain categories of staff (at rates that are quite old) even when it is not a statutory requirement.

8.17.97 Hence, while this Commission shares the sentiments of its predecessors that government offices need to increase productivity and efficiency, and **recommends that OTA should be abolished (except for operational staff and industrial employees who are governed by statutory provisions), at the same time it is also recommended that in case the government decides to continue with OTA for those categories of staff for which it is not a statutory requirement, then the rates of OTA for such staff should be increased by 50 percent from their current levels.**

8.17.98 A stricter control on OTA expenditure is also suggested.

### **Parliament Assistance Allowance**

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8.17.99 This allowance is granted in ministries to Assistants and UDCs who are wholly engaged in Parliament work during Parliament Sessions. The present rate of the allowance is ₹1,500 pm for Assistants and ₹1,200 pm for UDCs. The allowance is admissible at full rates for every calendar month in which the Parliament is in session for at least 15 days in that month. For months with shorter periods, the allowance is admissible at half the rates prescribed for the full month. No demands have been received regarding this allowance.

#### *Analysis and Recommendations*

8.17.100 **The rate should be increased by a factor of 1.5.** The rate shall further increase by 25 percent each time DA increases by 50 percent.

### **PCO Allowance**

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8.17.101 This allowance is granted to select staff of Production Control Organization (PCO) in Workshops and PUs of Indian Railways to compensate them for the loss in Incentive Bonus. The present rate is 7.5 percent of Basic Pay for eligible staff in GP 4600 and 15 percent of Basic Pay for eligible staff up to GP 4200. No demands have been received regarding this allowance.

### *Analysis and Recommendations*

8.17.102 In line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, the **following rates of PCO allowance are recommended:**

Section Engineers and Sr. Section Engineers in level 7	6% of Basic Pay
Non-supervisory staff and Jr. Engineers up to level 6	12% of Basic Pay

### **Ration Money Allowance (RMA)**

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8.17.103 Ration Money Allowance (RMA) is paid to all personnel of Defence forces and non-gazetted personnel of CAPFs, Delhi Police, IB, A&N police and such personnel of Indian Reserve Battalions (IRBn) as are posted in Andaman and Nicobar Islands and don't dine in the mess. The existing rate of this allowance is ₹95.52 per day for Non-Gazetted personnel and ₹79.93 per day for Gazetted personnel.

8.17.104 There are demands to extend RMA to gazetted officers of CAPFs in line with Defence forces. Demands have also been received from some CAPFs that RMA should be exempted from the purview of income tax.

### *Analysis and Recommendations*

8.17.105 Ration Money Allowance is revised periodically by Ministry of Defence and Ministry of Home for their personnel. Hence, it is proposed that **status quo be maintained regarding the rates of this allowance.**

8.17.106 However, regarding the admissibility of RMA, **PBORs of CAPFs and Indian Coast Guard should be eligible to draw RMA irrespective of the place of posting (except when in receipt of the Detachment Allowance).** Presently, officers of SSB who are posted in field areas at altitudes of less than 7000 feet are not eligible for RMA. **This restriction of 7000 feet should be removed.**

8.17.107 Regarding income tax exemption of RMA, the Commission, as part of its general approach, has refrained from making recommendations involving income tax. However, looking into the unique service conditions of CAPFs, the Commission is of the view that since RMA is granted in lieu of free rations, it should be exempt from income tax.

8.17.108 It is further **recommended that the provision of free rations and the grant of Ration Money Allowance to officers of Defence forces posted in peace areas should be withdrawn.**

### **Soap Toilet Allowance**

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8.17.109 This allowance is granted to Group 'B' and 'C' combatised personnel of Assam Rifles at the rate of ₹90 pm. No demands have been received regarding this allowance.

### *Analysis and Recommendations*

8.17.110 The allowance is subsumed in Composite Personal Maintenance Allowance. Hence, it is **recommended that this allowance should be abolished.**

### **Special Allowance for Child Care for Women with Disabilities**

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8.17.111 As the name indicates, this allowance is granted to differently abled female employees for taking care of their newborn child. The present rate of this allowance is ₹1,500 pm.

### *Analysis and Recommendations*

8.17.112 The Commission recognizes the huge responsibility that these women shoulder while raising their children. Therefore, instead of the factor of 1.5 that we have mostly used for semi-DA indexed allowances, it is **recommended that this allowance be raised by a factor of 2 to ₹3,000 pm.** The allowance shall further rise by 25 percent each time DA rises by 50 percent.

### **Special Allowance to Chief Safety Officers/Safety Officers**

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8.17.113 This allowance is granted to Senior Supervisors of workshop cadre (whether working in workshop or PCO) in Indian Railways, when they are deputed as Chief Safety Officers/Safety Officers. The existing rate is 7.5 percent of Basic Pay. No demands have been received regarding this allowance.

### *Analysis and Recommendations*

8.17.114 In line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, it is **recommended that this allowance should, henceforth, be paid at the rate of 6 percent of Basic Pay.**

### **Special Duty Allowance (SDA)**

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8.17.115 Special Duty Allowance (SDA) is granted to attract civilian employees to seek posting in North Eastern and Ladakh regions, in view of the risk and hardship prevailing in these areas. Currently, the rate of SDA is 37.5 percent of Basic Pay for AIS officers and 12.5 percent of Basic Pay for other employees.

8.17.116 There is a vociferous demand from employees (other than AIS officers) posted in these areas for parity with AIS officers.

### *Analysis and Recommendations*

8.17.117 The Commission is of the view that AIS officers are allotted cadres, irrespective of their choice, and they are required to work in these cadres for considerable periods of time. As such, a higher rate of SDA for them is justified.

8.17.118 Accordingly, in line with our general approach of rationalizing the percentage based allowances by a factor of 0.8, **SDA for AIS officers should be paid at the rate of 30 percent of Basic Pay and for other civilian employees at the rate of 10 percent of Basic Pay.**

### **Special Incident/ Investigation/ Security Allowance**

8.17.119 This allowance is provided to personnel of special security forces, both as compensation for risk and hardship as well as an incentive to attract talent. The present structure of these allowances is as under:

<b>Granted to personnel of</b>	<b>Present Rate</b>
SPG (Operational Staff)	50% of (BP+DA)
SPG (Non-Operational Staff)	25% of (BP+DA)
NSG	25% of (BP+DA)
NIA (Executive Staff)	25% of (BP+DA)
NIA (Non-Executive Staff)	15% of (BP+DA)
CBI (Officers up to the level of SP)	25% of BP
CBI (Officers of the rank DIG and above)	15% of BP
CBI (Non-Executive Cadres)	15% of BP
IB	15% of BP
RAF of CRPF	10% of BP

8.17.120 There are demands to rationalize the entire structure of this allowance. A proposal for extending this allowance at the rate of 25 percent of Basic+DA to personnel of Parliament Duty Group has also been forwarded to the Commission by the Ministry of Home Affairs.

#### *Analysis and Recommendations*

8.17.121 The Commission notes that these allowances were started at different points in time. There are varying rates that need to be rationalized. After due discussions with various stakeholders, **the following structure of Special Security Allowances is recommended:**

<b>Granted to Personnel of</b>	<b>Recommended Rate</b>
NSG	40% of Basic Pay
SPG (Operational Staff)	
SPG (Non-Operational Staff)	20% of Basic Pay
IB	
CBI	
NIA	
Parliament Duty Group (PDG)	
RAF (CRPF)	10% of Basic Pay

8.17.122 The rationalized structure will be applicable only to those employees who were already in receipt of the allowance, except in case of PDG employees. **No new categories of staff in other organizations may be made eligible for the grant of this allowance based on**

**these recommendations. No Deputation (Duty) Allowance will be applicable along with this allowance.**

### **Special NCRB Pay**

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8.17.123 Special NCRB Pay is granted to Assistant Director in C&S division and Deputy Superintendent (Finger Print) in Central Finger Print Bureau of National Crime Records Bureau, on the premise that the feeder posts of both the above mentioned posts lie in the same GP which is an anomaly. A proposal to upgrade the post of Assistant Director to GP 7600 and that of Deputy Superintendent (Finger Print) to GP 5400 (PB-3) has been sent to VII CPC. Until then, the Bureau has itself taken steps to sort out this “pay anomaly” by providing this allowance of ₹800 pm.

#### *Analysis and Recommendations*

8.17.124 The merger of certain V CPC pay scales by the VI CPC, led to similar situations in many cadres in which some posts and their feeder posts came to be in the same GP. The resolution to this has not been in the form of any such allowance. In fact, in many such cases there has been no resolution, as we have seen in the memoranda received. In this context, the presumption by NCRB that this constitutes an “anomaly,” to be “rectified” through an allowance is incorrect. Hence it is **recommended that this pay should be immediately stopped.**

### **Special Scientists’ Pay**

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8.17.125 Special Scientists’ Pay, at a rate of ₹4,000 pm, is granted to Scientists/Engineers H with GP 10000 because it was felt that the pay scale accorded to them by the V CPC was not commensurate with their status and was adversely affecting their morale. No demands have been received regarding this pay.

#### *Analysis and Recommendations*

8.17.126 Since the V CPC recommendations, much time has passed and the pay scales of all employees have been revised upwards. There is no rationale for the continuation of this allowance. Hence, it is **recommended that this allowance be abolished.**

### **Specialist Allowance**

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8.17.127 This allowance is paid to specialist medical officers in Defence Services when posted to fill vacancies of specialists in the medical establishment. The present rates are as under:

Graded Specialist	₹2400 pm
Classified Specialist	₹3000 pm
Consultant/Advisor/Professor	₹3600 pm

8.17.128 There are demands to raise the amount of this allowance four-fold.

*Analysis and Recommendations*

8.17.129 **The rate of the allowance should be increased by a factor of 1.5.** The rate shall further increase by 25 percent each time DA increases by 50 percent.

**Spectacle Allowance**

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8.17.130 Spectacles are issued free to those Defence Forces personnel in whose case impairment of vision is either attributable to service or their sight is so defective that it interferes with their efficiency. When spectacles are not issued, reimbursement is permitted in the form of Spectacle Allowance, at the following rates:

For spectacles with normal lenses	₹130
For spectacles with bifocal lenses	₹250

8.17.131 There are demands that the Spectacle Allowance should be abolished and adequately compensated in Composite Personal Maintenance Allowance.

*Analysis and Recommendations*

8.17.132 The amount of this allowance is meagre. Hence, it is **recommended that this allowance should be abolished.**

**Split Duty Allowance**

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8.17.133 This allowance is payable to Sweepers and Farashes in the Central Secretariat/allied offices performing split duties where the break in between the shift is at least two hours and who have not been provided residential accommodation within 1 Km. of the office premises. The existing rate is ₹300 pm. There are demands to raise this allowance to ₹2,000 pm.

*Analysis and Recommendations*

8.17.134 It is **recommended that the allowance should be increased by a factor of 1.5 to ₹450 pm.** The rate will further rise by 25 percent each time DA rises by 50 percent.

**Study Allowance**

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8.17.135 Study Allowance, ranging from 1 to 2.75 Pound (Sterling) per day, is granted to a government servant who has been granted study leave for studies outside India, for the period spent in prosecuting a definite course of study at a recognized institution or in any definite tour of inspection of any special class of work as well as for the period covered by the examination at the end of the course of study. This allowance has been referred by the government to VII CPC for consideration.

*Analysis and Recommendations*

8.17.136 The rate of this allowance is meagre and not revised since 1972. Accordingly, it is **recommended that the allowance should be abolished.**

**Subsistence Allowance**

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8.17.137 Subsistence Allowance is payable to an employee under suspension or deemed to have been placed under suspension. No demands have been received regarding this allowance.

*Analysis and Recommendations*

8.17.138 Payment of Subsistence Allowance is as per CCS (CCA) rules. **Status Quo is recommended.**

**Training Stipend**

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8.17.139 Non Gazetted Officers of Delhi Police, while undergoing training, are entitled for Training Stipend at the rate of ₹80 pm.

*Analysis and Recommendations*

8.17.140 The stipend is meagre. Hence, it is **recommended that Training Stipend should be done away with.**

**Vigilance Allowance**

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8.17.141 A Vigilance Allowance of ₹2,500 pm is granted to Vigilance Inspectors in Indian Railways to attract experienced and talented staff.

*Analysis and Recommendations*

8.17.142 The Commission took note of two aspects regarding this allowance:

- a. This allowance is paid only in Railways while there are posts of Vigilance Inspectors under other ministries as well.
- b. No supporting evidence has been submitted by the Ministry of Railways to show that
  - i. Employees were unwilling to join the vigilance organization before the commencement of this allowance, and
  - ii. The position has improved after this allowance was introduced.

8.17.143 In such a situation, the **Commission recommends abolishing this allowance.**

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## Advances

## Chapter 9.1

9.1.1 Two types of advances are granted to government employees: Interest-free and Interest-bearing.

### Interest-free Advances

9.1.2 Presently 12 interest-free advances are permissible. Their details are as follows:

**Table 1: Interest-free Advances**

S.No.	Name	Amount	Eligibility	Remarks
1	Bicycle Advance	₹4500	GP≤2800	Recoverable in max 30 monthly installments
2	Warm Clothing Advance	₹4500	All Group C employees posted at a hill station either on first appointment or on transfer, for a period of not less than one year	Recoverable in max 12 monthly installments
3	Advance of Pay on Transfer	1 month's pay OR 2 months' pay in case of transfer due to shift of HQ as a result of government policy	All employees transferred from one station to another in public interest	Recoverable in max 3 monthly installments
4	Advance of TA on Tour/ Transfer/ Retirement	An amount sufficient to cover the officials' personal travelling expenses for a month or six weeks in case of prolonged tours	All cases where TA is admissible	The advance shall be adjusted immediately after completion of tour
5	Advance of TA to the family of a deceased government employee	Limited to 3/4 <sup>th</sup> of probable expenses admissible under the rules	Same as for retirement/transfer	
6	Advance of LTC	Up to 90% of the fare	All eligible Central Government Employees	

S.No.	Name	Amount	Eligibility	Remarks
7	Advance of Leave Salary	An amount not exceeding the net amount of leave salary including allowances for the first 30 days of leave after deduction of PF, House Rent, Income Tax, Recovery of Advances, etc.	All officials proceeding on leave for a period not less than 30 days	Adjusted against the monthly salary bills
8	Advance in connection with medical treatment	90% of the package deal for specific major illnesses. ₹10,000 for indoor treatment or outdoor treatment of 3 months or less for cancer. ₹36,000 for treatment of TB where duration is more than 3 months	All Central Government employees except Railway employees	
9	Festival Advance	₹4500	GP≤4800	Recoverable in max 10 monthly installments
10	Advance in the event of natural calamity like flood, drought, cyclone, etc.	₹7500	All non-Gazetted employees	Recoverable in max 12 monthly installments
11	Advance for training in Hindi through Correspondence Course	₹450	For those Central Government employees who undergo training through correspondence course conducted by the Central Hindi Directorate	
12	Advance for Law Suits	₹500	All Central Government employees	Recoverable in max 24 monthly installments

9.1.3 There is a general demand from the JCM-Staff Side to increase all interest-free advances to three times their present value.

#### *Analysis and Recommendations*

9.1.4 As can be seen from the table above, the amount of most of the advances is quite low. With the increased salary packages provided after successive Pay Commissions, these advances have lost their relevance. Hence, to do away with outdated provisions and thereby

save on the costs involved in administering these advances, it is recommended that all Interest-free advances should be abolished.

### Interest-bearing Advances

9.1.5 The following four Interest-bearing advances are presently admissible:

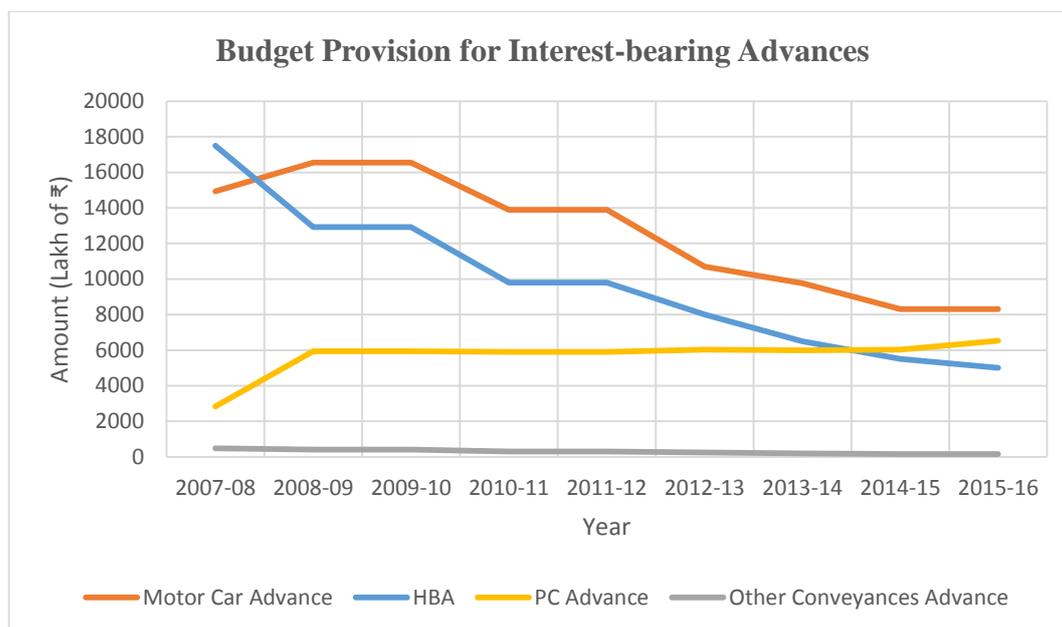
**Table 2: Interest-bearing Advances**

S.No.	Name	Amount	Eligibility	Remarks
1	Motor Car Advance	₹1,80,000 on first occasion and ₹1,60,000 subsequently OR 8 months' Basic Pay OR anticipated price of car, whichever is least	Pay in the pay band of ₹19,530 or more, excluding GP	Recoverable in max 200 monthly installments
2	Motorcycle/ Scooter/ Moped Advance	₹30,000 on first occasion and ₹24,000 subsequently OR 4 months' Basic Pay OR anticipated price of Motorcycle/ Scooter/Moped, whichever is least ₹20,000 OR anticipated price of Moped only, whichever is less if pay < 8560	Pay in the pay band of ₹8,560 or more, excluding GP	Recoverable in max 70 monthly installments
3	Advance for purchase of Personal Computer	₹80,000 on first occasion and ₹75,000 subsequently OR anticipated price of PC, whichever is less	Pay in the pay band of ₹19,530 or more, excluding GP	Recoverable in max 150 monthly installments
4	House Building Advance (HBA)	34 months' Basic Pay OR ₹7,50,000 OR Cost of House OR repaying capacity, whichever is the least for new construction/purchase of new house/flat.  For a new house, the cost ceiling limit shall be 134 times the pay in the pay band subject to a minimum of ₹7.50 lakh and a maximum of ₹30.00 lakh relaxable up to a maximum of 25% of the revised maximum cost ceiling of ₹30.00 lakh.  The maximum limit for grant of HBA for enlargement of existing house shall be 34 months' of pay in the pay band subject to a maximum of ₹1.80 lakh or cost of the enlargement or repaying capacity, whichever is the least.	All permanent officials or officials with at least 10 years of continuous service	Recovery of principal in max 180 monthly instalments and Recovery of interest in max 60 installments subsequently

### Analysis and Recommendations

9.1.6 The present position is that meagre funds are allotted for these advances and only a few manage to avail this facility. In fact, budget provision for all of them, except Advance for

purchase of Personal Computer, has been reducing over the years, as can be seen from the graph below<sup>35</sup>:



9.1.7 Regarding Motor Car Advance and Motor Cycle/Scooter/Moped Advance, we are of the view that quite a few schemes for purchase of vehicles are available in the market from time to time. The employees should avail of these schemes and both these advances should be abolished.

9.1.8 Regarding other interest-bearing advances, the following is recommended:

S. No.	Name of Advance	Recommended Ceiling	Recommendations
1	PC Advance	₹50,000 or actual price of PC, whichever is lower	May be allowed maximum five times in the entire service.
2	HBA	34 times Basic Pay OR ₹25 lakh OR anticipated price of house, whichever is least	The requirement of minimum 10 years of continuous service to avail of HBA should be reduced to 5 years.  If both spouses are government servants, HBA should be admissible to both separately.  Existing employees who have already taken Home Loans from banks and other financial institutions should be allowed to migrate to this scheme.

<sup>35</sup> Source: Detailed Demands for Grants, Ministry of Finance.

## Holidays and Leave

## Chapter 9.2

### **Introduction**

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9.2.1 Presently Central Government offices observe a five-day week which results in 104 holidays every year on account of weekends. In addition, there are three National Holidays, fourteen Gazetted Holidays and two Restricted Holidays. Further, civilian government employees are entitled to 8 days' Casual Leave, 20 days' Half Pay Leave (commutable to Medical Leave) and 30 days' Earned Leave. Besides the above, quite a few other types of leave are admissible.

9.2.2 The following paragraphs bring out, in alphabetical order, the different kinds of holidays and leave admissible, demands received (if any) and views of the Commission on each one of them. Unless otherwise stated, the existing terms and conditions regulating these holidays and leave shall remain unchanged.

### **Casual Leave (CL)**

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9.2.3 Casual Leave is granted to enable a government servant to attend to sudden/unforeseen needs/tasks. Presently 8 days CL is normally granted to a Central Government employee per calendar year. The number goes up to 10 days for Industrial Workers, 20 days for Defence Officers and 30 days for Defence PBORs. Certain other categories of staff, particularly in the Railways, are granted CL ranging from 11 to 13 days in a year. Demands have been made to increase the number of CL to 15 days for Industrial Workers and 12 days for other employees. CAPFs have also sought parity with defence forces in matters of Casual Leave.

#### *Analysis and Recommendations*

9.2.4 Regarding the number of Casual Leave, the Commission is of the view that the present system is working well and need not be altered. As far as the case of CAPFs for parity with defence forces is concerned, the Commission notes that CAPFs are essentially civilian forces and their service conditions are different from defence forces. Hence parity in terms of number of casual leave cannot be considered. To sum up, **status quo is recommended.**

### **Child Adoption Leave**

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9.2.5 This leave is granted to female employees, with fewer than two surviving children on valid adoption of a child below the age of one year, for a period of 135 days immediately after the date of valid adoption.

#### *Analysis and Recommendations*

9.2.6 No demands have been received regarding this leave. Accordingly, **status quo may be maintained.**

## **Child Care Leave (CCL)**

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9.2.7 Child Care Leave (CCL) is granted to women employees for a maximum period of two years (i.e., 730 days) during their entire service for taking care of their minor children (up to eighteen years of age). There are several demands relating to CCL which include converting the same into “family care” leave, extending the facility to male parents and many representations stressing that it should be extended at least to single male parents. Suggestions have also been received that in cases where the child is differently abled, the clause stipulating that the child should be minor, should be done away with. Single mothers have highlighted their unique problems and requested the Commission for liberalising the grant of CCL. Interestingly, representations have also been made for discontinuance of the CCL, primarily on the grounds that it disrupts office working and also because it promotes gender discrimination.

### *Analysis and Recommendations*

9.2.8 When CCL was first introduced by the VI CPC it generated considerable interest as it represented a positive measure benefiting women employees. It also took a while to stabilise and it is seen that as many as five amendments/clarifications were issued within a short period of time. As it stands, it is meant for women employees “for taking care of up to two children whether for rearing the children or looking after their needs like examination, sickness etc.” It is treated akin to Earned Leave and is sanctioned as such. It may not, however, be granted in more than three spells in a calendar year.

9.2.9 In the first two years of its implementation the experience was that women employees tended to treat this as Casual Leave or an extension of the same, and the resultant frequent absences caused disruptions at work. To address this, in September 2010, a clarification was issued stipulating that CCL may not be granted in more than three spells in a calendar year and also that it may not be granted for less than 15 days at a time. However, the latter stipulation was subsequently withdrawn and as per the latest clarification issued on 5 June, 2014 the government has decided to remove the requirement of minimum period of 15 days CCL. It has been brought to the notice of the Commission that the capping of maximum three spells in a calendar year has, to some extent, addressed the problems relating to disruption of work. Notwithstanding that, in the course of discussions with various stakeholders, the sense that has come across is that what was introduced as a welfare measure to help employees in times of need, is seen as a benefit that has to be availed simply because it exists. There is, therefore, a palpable need to bring in some inhibiting feature so as to ensure that only genuinely affected employees avail of this scheme. Towards this end **the Commission recommends that CCL should be granted at 100 percent of the salary for the first 365 days, but at 80 percent of the salary for the next 365 days.** In making this recommendation the Commission has also kept in mind the fact the concept of a paid (whether 100% or 80%) leave solely for child care for a period of two years, is a liberal measure unmatched anywhere else.

9.2.10 The Commission notes that in the event a male employee is single, the onus of rearing and nurturing the children falls squarely on his shoulders. Hence **extension of CCL to single male parents is recommended.** Moreover, the Commission recognizes the additional responsibility on the shoulders of employees who are single mothers. Accordingly, it is

recommended that for such employees, the conditionality of three spells in a calendar year should be relaxed to six spells in a calendar year.

### **Commuted Leave**

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9.2.11 Presently, Commuted Leave not exceeding half the amount of half-pay leave due can be taken on medical certificate. A demands have been made to do away with the need for medical certificate.

#### *Analysis and Recommendations*

9.2.12 The Commission does not find merit in the demand. **Status Quo is recommended.**

### **Earned Leave (EL) or Leave on Average Pay (LAP)**

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9.2.13 Presently 30 days EL per annum is granted to Civilian employees and 60 days to Defence personnel. EL can be accumulated up to 300 days in addition to the number of days for which encashment has been allowed along with LTC. Suggestions have been made to increase the accumulation to 450 days, allow encashment of 50 percent of the accumulated EL after 20 years of service and delink encashment of leave from LTC. A novel concept of “gifting” has been put forward, wherein employee should be allowed to ‘gift’ certain number of days of leave to one’s spouse or one’s colleague. “Vacational” staff like teachers, principals, etc. have demanded restoration of 10 days EL, which was changed to 20 days Half Pay Leave by VI CPC.

#### *Analysis and Recommendations*

9.2.14 In many organizations, employees are encouraged to take leave on the premise that it revitalizes them and is beneficial for the organization in the long run. Such a system is not prevalent in the government sector in India, but substituting leave with cash is also not desirable. Hence, no change in encashment guidelines is recommended.

9.2.15 The Commission recognizes that Earned Leave is, as the name suggests, earned by an employee through the services rendered. Hence, it is personal to the employee and the concept of “gifting” cannot be considered.

9.2.16 The demand of “Vacational” staff can, however, be agreed to. Hence, it is **recommended that “Vacational” staff be granted 10 days EL in place of 20 days Half Pay Leave.** Other than this no other change is recommended.

### **Extra Ordinary Leave (EOL)**

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9.2.17 EOL is granted to a government servant when no other leave is admissible or when other leave is admissible, but the government servant applies in writing for extraordinary leave. This leave is neither debited to leave account nor is any leave salary paid. No demands have been received regarding this leave. Accordingly, **status quo may be maintained.**

## **Furlough Leave**

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9.2.18 This leave is admissible only to defence officers for up to 60 days. It can be availed at half pay, once in a cycle of three calendar years. No demands have been received regarding this leave. However, the Commission is of the view that Furlough Leave is a legacy of the pre-Independence era. Since defence officers are already entitled to double the Earned Leave and more than double the Casual Leave available to civilian employees, there is no justification for continuation of Furlough Leave. Hence, **it is recommended that Furlough Leave be abolished.**

## **Gazetted and Restricted Holidays**

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9.2.19 Besides the three National Holidays, employees are presently entitled to 14 Gazetted and 2 Restricted holidays every year. Out of the 14 Gazetted holidays, 11 are observed throughout India, while 3 are decided locally. For Restricted holidays, a list is drawn up at the local level taking local factors into consideration; employee is entitled to choose anytwo in a year out of that list. There are demands to include May Day and 14<sup>th</sup> April as compulsory holidays throughout India. Suggestions have also been received to increase the number of locally decided Gazetted Holidays from 3 to 6.

### *Analysis and Recommendations*

9.2.20 The Commission is of the view that the present system is working well. Accordingly, **status quo is recommended.**

## **Half Pay Leave (HPL) or Leave on Half Average Pay (LHAP)**

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9.2.21 Presently, government employees are entitled to 20 days of Half Pay Leave for each completed year of service, credited @10 days on the 1<sup>st</sup> of January and 1<sup>st</sup> of July every year. There are representations that encashment of HPL should be allowed at the time of superannuation.

### *Analysis and Recommendations*

**9.2.22 The demands lack merit. Elsewhere in the report it has been recommended that 20 days HPL granted to “Vacational” staff be converted into 10 days EL. Hence, HPL will henceforth not be available to them. No change other than this is recommended.**

## **Hospital Leave**

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9.2.23 This leave is granted to Group `C` Railway employees if they are suffering from illness or injuries directly due to risks incurred in the course of official duties, on production of medical certificate. Full pay is admissible for first 120 days and half pay thereafter. The leave may be combined with any other kind of leave due and admissible, provided total period of leave does not exceed 28 months. Demands have been received to increase this leave to an unlimited period of time as applicable to PBORs of defence forces.

### *Analysis and Recommendations*

9.2.24 This has been discussed under Special Disability Leave.

#### **Leave Not Due (LND)**

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9.2.25 LND is granted when the employee has no half-pay leave at credit and he/she requests for the grant of Leave Not Due. It is granted only on medical certification, if the leave sanctioning authority is satisfied that there is a reasonable prospect of the employee returning to duty on its expiry. LND during the entire service is limited to a maximum of 360 days and will be debited against the half-pay leave that the employee may earn subsequently. No demands have been received regarding this leave. Accordingly, status quo may be maintained.

#### **Maternity Leave**

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9.2.26 Maternity leave is granted to women government employees—up to 180 days for pregnancy and 45 days in the entire service for miscarriage/abortion. Maternity leave can be combined with any other leave upto two years without medical certificate. The Commission has received representations for enhancement of Maternity leave to 240 days with full pay and further 120 days with half pay.

### *Analysis and Recommendations*

9.2.27 It is noted that Maternity Leave was raised from 135 days to 180 days and ‘period in continuation’ raised from 1 year to 2 years by the VI CPC. No further increase is warranted. **Status quo is recommended.**

#### **Paternity Leave**

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9.2.28 Presently, a male employee with less than two surviving children may be granted Paternity Leave for a period of 15 days during the confinement of his wife, up to 15 days before or six months from the date of delivery of child. Paternity leave may also be granted to a government servant with less than two surviving children on valid adoption of a child below the age of one year, within a period of 6 months from the date of valid adoption. There are demands to increase the period to 30 days.

### *Analysis and Recommendations*

9.2.29 Present dispensation of 15 days is adequate. **Status quo may be maintained.**

#### **Sick Leave**

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9.2.30 This leave is admissible to defence personnel only on account of sickness attributable/aggravated due to service conditions. Full pay is granted for the entire duration of hospitalization. Beyond that, defence officers are allowed Sick Leave with full pay and allowances for first six months and fully pay only for next 18-24 months, while there is no such

limit for PBORs. There are demands from CAPFs for complete parity with defence forces in respect of provisions of Sick Leave.

#### *Analysis and Recommendations*

9.2.31 Discussed under Special Disability Leave.

### **Special Casual Leave (SCL)**

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9.2.32 SCL is granted to employees to cover their absence from duty for various occasions like sports events, cultural activities, participation in Republic Day Parade, voluntary blood donation, Trade Union meetings, etc. Full pay is granted during SCL and it can be sanctioned with retrospective effect also. There are demands to extend SCL to organ donors till the time they are fit to resume duty.

#### *Analysis and Recommendations*

9.2.33 The Commission would like to express its concern at the widespread use of SCL as a means of getting away from duty. However, because of the extensive scope and case specific nature of this leave, no concrete recommendations can be made. The government may, however, consider the following suggestions:

1. Review the purposes for which SCL is presently granted.
2. Limit the number of purposes for which an employee can be granted SCL in a year.
3. Limit the total number of days that an employee can be granted SCL in a year.

### **Special Disability Leave**

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9.2.34 It is admissible to civilian employees when disabled by injury intentionally or accidentally inflicted or caused by or in consequence of the due performance of official duties or in consequence of official position held. Full pay is admissible for the first 120 days and half pay thereafter. The leave may be combined with any other kind of leave due and admissible, provided the total period of leave does not exceed 24 months.

9.2.35 There are demands to remove the ceiling limit of 24 months—the duration of leave may be left to the discretion of doctor and full pay paid for the entire period.

#### *Analysis and Recommendations*

9.2.36 There are three different kinds of leave admissible to civilian/defence employees which are granted for work related illness/injuries—Hospital Leave, Special Disability Leave and Sick Leave. It is an established worldwide practice that employees who suffer illness/injuries that are attributable to/aggravated in the course of their duty need to be adequately compensated. However, due to the inherent difference between the nature of duties of civilians and uniformed forces, a distinction needs to be made in the level of compensation provided. Having said that, there is some similarity in the risks faced by different uniformed forces, and consequently parity amongst them may be considered as far as this leave is concerned.

9.2.37 The following is, therefore, recommended:

1. **Hospital Leave, Special Disability Leave and Sick Leave should be subsumed in a new Leave named Work Related Illness and Injury Leave (WRIL).**
2. **Full pay and allowances will be granted to all employees during the entire period of hospitalization on account of WRIL.**
3. **Beyond hospitalization, WRIL will be governed as follows:**
  - a. **For Civilian employees, RPF employees and personnel of Police Forces of Union Territories: Full pay and allowances for the 6 months immediately following hospitalization and Half Pay only for 12 months beyond that. The Half Pay period may be commuted to full pay with corresponding number of days of Half Pay Leave debited from the employee's leave account.**
  - b. **For Officers of Defence, CAPFs, Indian Coast Guard: Full pay and allowances for the 6 months immediately following hospitalization, for the next 24 months, full pay only.**
  - c. **For PBORs of Defence, CAPFs, Indian Coast Guard: Full pay and allowances, with no limit regarding period.**
4. **In the case of persons to whom the Workmen's Compensation Act, 1923 applies, the amount of leave salary payable under WRIL shall be reduced by the amount of compensation payable under the Act.**
5. **No Earned Leave or Half Pay Leave will be credited during the period that employee is on WRIL.**

### **Study Leave**

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9.2.38 Presently, Study Leave may be granted to all government employees with not less than five years' service for undergoing a special course consisting of higher studies or specialized training in a professional or technical subject having a direct and close connection with the sphere of his duties as a civil servant. It is limited to 24 months, except for CHS officers who are allowed 36 months.

9.2.39 No demands have been received regarding this leave. Accordingly, **status quo may be maintained.**

# CGEGIS

## Chapter 9.3

### Introduction

9.3.1 Subsequent to the implementation of the III CPC recommendations, Central Government Employees' Group Insurance Scheme (CGEGIS) was notified in 1980 and came into force w.e.f. 1 January, 1982. The scheme serves the twin objectives of (a) providing a lump-sum amount to the families in case of an employee's death and (b) a lump-sum payment to the employee on cessation of employment, both on a wholly contributory and self-financing basis.

### Present Position

9.3.2 CGEGIS comprises a Savings Fund and an Insurance Fund in the ratio 70:30. The present rates of deduction, insured amount and savings units are as follows:

**Table 1: Present Rates of CGEGIS**

Group	Monthly Deduction (₹)	Insurance Amount (₹)	No. of Units (for Savings)
A	120	1,20,000	8
B	60	60,000	4
C	30	30,000	2

9.3.3 The value, in ₹, of each unit (for Savings) is published by the Ministry of Finance every year in the form of Tables of Benefits, and the total amount is worked out using the same depending upon when the employee joined the scheme and the year/month of cessation of membership. Upon employee's exit from the scheme, only the Savings amount, as applicable on the concerned date, is payable. In case of demise of the employee, the Savings amount applicable on date plus the Insured amount is payable.

### Demands

9.3.4 The Commission has received numerous representations from various stakeholders stating that the Monthly Deduction as well as the Insurance Amount have remained unchanged since 1990. In the present context, they are too low and should be increased.

#### *Analysis and Recommendations*

9.3.5 As a logical comparator, the Commission considered the rates under Army Group Insurance Fund (AGIF), which have become applicable w.e.f. 01.09.2013. These are as follows:

**Table 2: Present Rates of AGIF**

<b>Group</b>	<b>Monthly Deduction (₹)</b>	<b>Insurance Amount (₹)</b>
Officers	5000	50,00,000
JCOs/Ors	2500	25,00,000

9.3.6 The Commission also took into view the fact that pay of Defence personnel is by and large higher than that of Civilian employees of comparable level. Hence, with suitable modifications for Civilian employees, **the following rates of CGEGIS are recommended:**

**Table 3: Recommended Rates of CGEGIS**

<b>Level of Employee</b>	<b>Monthly Deduction (₹)</b>	<b>Insurance Amount (₹)</b>
10 and above	5000	50,00,000
6 to 9	2500	25,00,000
1 to 5	1500	15,00,000

9.3.7 The Commission also took note of the fact that the Tables of Benefits published by Ministry of Finance are based on the mortality rate of 3.75 per thousand per annum up to 31.12.1987 and 3.60 per thousand per annum thereafter. In its report (brought out in January 1997), the V CPC had pointed out that the mortality rate, life expectancy and health delivery systems have improved over a period of time. They had highlighted the need “*for a detailed review of the current mortality rates with a view to revising the apportionment between the Savings and Insurance Funds.*” Since it was likely to take some time, they had recommended a ratio of Savings Fund to Insurance Fund of 75:25, with “*appropriate machinery for a periodical review of the mortality rates and adjustment of the apportionment ratio.*”

9.3.8 All the three factors viz., mortality rate, life expectancy and health delivery systems have further improved over the course of nearly twenty years following the V CPC recommendations. Accordingly, this Commission recommends that the ratio of Savings Fund to Insurance Fund be modified from the present 70:30 to 75:25, as an interim measure, pending a detailed review. It is also recommended that periodical reviews of mortality rates should be undertaken for suitable adjustment of the apportionment ratio. The Tables of Benefits may be modified accordingly.

9.4.1 General Provident Fund (GPF) for Central Government employees was started w.e.f. 1 April, 1960. It covers those government employees who joined service before 01.01.2004 and are not governed by the Contributory Provident Fund Scheme. The scheme was introduced to foster the habit of saving amongst government employees and to provide them financial help in times of need. The Commission has not received any demands regarding modifications in this scheme.

### *Analysis and Recommendations*

9.4.2 The Commission has analyzed the views of the previous Pay Commissions regarding GPF. The IV CPC and the V CPC did not favour making the scheme optional on the grounds that the fund provided relief to employees in times of need and that accretions to the fund also improved the government's ways and means position. The VI CPC had, however, recommended that the "*future investments in GPF should be allowed purely on voluntary basis with no minimum being prescribed.*" Their rationale was that the resource position of Central Government is comfortable and the revenues are showing a steady growth, employees have the option of a variety of market instruments to choose from for investment purposes, and with the proposed increase in monthly subscription under the CGEGIS (70% of which is for saving purposes), the government employees will, in any case, be making a much higher saving.

9.4.3 The Commission notes that the recommendations of the VI CPC regarding CGEGIS and GPF were not accepted by the government; neither the CGEGIS rates were revised, nor GPF was made voluntary.

9.4.4 This Commission is of the view that, with the introduction of NPS w.e.f. 01.01.2004, the number of subscribers under the GPF scheme will decrease as time goes by. Moreover, the scheme has worked well over the past 65 years and has provided pecuniary relief to the subscribers in times of need. Accordingly the Commission does not find merit in any disturbance at this point of time. Hence, **status quo is recommended.**

## Medical Facilities for Serving Employees and Pensioners

## Chapter 9.5

### Introduction

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9.5.1 The Central Government provides health care facilities for both serving and retired employees. Employees of some Central Government organisations, like Railways and Defence, are covered by captive medical facilities provided by the concerned administrative ministries. Certain other organisations have limited medical facilities covering out-patient treatment and limited hospitalisation. The general coverage of Central Government employees is under the Central Government Health Scheme (CGHS) and the Central Service (Medical Attendance) Rules, 1944 [CS(MA) Rules].

9.5.2 CGHS, under the aegis of Department of Health and Family Welfare, provides out-patient (OPD)/in-patient (IPD) treatment to its beneficiaries—both serving and retired employees—within its area of operation. Serving employees of the Central Government, outside CGHS area and thus not under its coverage, avail medical facilities under CS (MA).

9.5.3 CS (MA) Rules, 1944 are statutory provisions for medical relief to the serving Central Government employees and their family members who are not residing in CGHS covered cities. There is a provision for appointment of Authorized Medical Attendants (AMA) by the concerned department for their employees either from the Medical Officers working under the State/Central Government or from private practitioners depending upon the situation.

9.5.4 Pensioners are not covered under the CS (MA) Rules. Pensioners residing outside CGHS areas are entitled to Fixed Medical Allowance (FMA) @ ₹500 per month for their OPD/IPD needs. Such pensioners can also avail IPD/OPD under CGHS subject to some conditions, details of which have been explained in a subsequent paragraph.

### Demands

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9.5.5 During its interactions with various stakeholders, the Commission has received numerous demands relating to medical facilities. Broadly, these demands are as follows:

- a. ***CGHS should be expanded and improved:*** It has been demanded that facilities offered by CGHS should be strengthened and more private hospitals should be empanelled in such a way that they are nearer to the residence cluster of the beneficiaries.
- b. ***Pensioners be treated at par with serving employees:*** It has been represented that CS(MA) be extended to pensioners residing outside CGHS Area. It has been demanded that Smart Cards be issued to all pensioners for availing cashless medical facilities across the country in all government hospitals, all accredited Multi Super Speciality

Hospitals which have been allotted land at concessional rates, all CGHS, (Ex-Servicemen Contributory Health Scheme (ECHS) empanelled Hospitals.

- c. It has been demanded that the amount of FMA be raised to ₹2,000 with DA thereon.
- d. It has been pointed out that P&T pensioners who did not subscribe to CGHS while in service are not covered under CGHS post retirement. It has also been demanded that all P&T dispensaries should be merged with CGHS so that these pensioners can avail IPD/OPD benefits.

### **Analysis of the Demands**

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9.5.6 CGHS has benefited a significant number of government employees and pensioners. The Commission notes that the pressure on CGHS has been increasing over the years. This has affected its efficient functioning at times. However, the Commission is aware that services provided by CGHS are valued by a number of employees and most of the pensioners.

9.5.7 The demands of the various stakeholders, listed above, have been analysed keeping these facts in the backdrop. Broadly, these demands can be classified into three segments: (i) Expansion of CGHS to more areas, (ii) Strengthening of the existing facilities under CGHS, and (iii) Provision of medical facilities for pensioners living outside CGHS areas.

#### ***Expansion of CGHS to More Areas***

9.5.8 CGHS is presently operational in 25 cities. The government is opening at least one CGHS Wellness Centre in 12 more cities. The Commission notes that with this addition, almost all the state capitals will be covered under CGHS.

9.5.9 The VI CPC had recommended that all postal dispensaries should be merged with CGHS and all postal employees including retired postal employees be covered under CGHS wherever available. It is noted that out of 52 postal dispensaries, 19 have been merged with existing CGHS centres. During his presentation, DG, CGHS highlighted scarcity of resources, particularly that of manpower, due to which government is not in a position to extend CGHS to more areas. The Commission feels that modalities should be worked out to utilise the existing manpower of the postal dispensaries and steps should be taken to merge the remaining 33 postal dispensaries with CGHS. This will benefit a large number of postal employees and pensioners. This will also benefit those Central Government employees/pensioners who are otherwise eligible for coverage under CGHS but are being denied this facility because of absence of CGHS centres in their cities. The Commission feels that Ministry of Health and Family Welfare's order dated 1 August, 1996 - which states that P&T pensioners who were not participating in CGHS while in service may not be extended medical facility under CGHS - is discriminatory and should therefore be revoked. This would enable all P&T pensioners, irrespective of their participation in CGHS while in service, to avail medical facilities under CGHS after making requisite subscription.

#### ***Strengthening of the Existing Facilities under CGHS***

9.5.10 At present, CGHS is providing facilities to about 36 lakh beneficiaries (card holders and their dependents). This includes about 26 lakh serving employees and their dependants and

about 10 lakh pensioners and their dependants. CGHS has a network of 273 Allopathic and 85 AYUSH Wellness Centres, 73 labs, 19 poly-clinics, 19 dental clinics, 4 hospitals and 2 geriatric clinics (Delhi only). CGHS has also empanelled about 750 private hospitals and diagnostic centres.

9.5.11 CGHS, thus, has indeed been catering to a sizeable population of government employees. However, there are many limitations on this count. The Commission notes that financial constraints, non-availability of sufficient health care professionals and other administrative limitations impede rapid expansion of CGHS to more areas or strengthening of its services. Even with the limited expansion, possibly a large number of employees/pensioners will still remain uncovered given their spatial distribution.

#### ***Provision of Medical Facilities for Pensioners Living Outside CGHS Areas***

9.5.12 Pensioners residing in non-CGHS areas have three options. First, they may draw FMA. In this case, pensioners will have to make their own arrangements for both IPD and OPD treatment. Second, pensioners may draw FMA for OPD and avail CGHS benefits for IPD from the nearest CGHS city after making the required subscription to CGHS card. Third, pensioners may avail CGHS facility both for OPD and IPD from the nearest CGHS city after making the required subscription to CGHS.

9.5.13 In case of emergency, pensioners, under the second and the third options, can take treatment in a private hospital empanelled under CS (MA)/Ex-Servicemen Contributory Health Scheme (ECHS) or any private hospital in the domicile city. However, such pensioners will have to make payment upfront for their treatment and thereafter seek reimbursement from CGHS. This reimbursement is capped at CGHS rates.

9.5.14 Various pensioners' associations have demanded that CS (MA) Rules should be extended to cover Central Government pensioners residing outside CGHS areas. As referred to earlier, CS (MA) Rules do not cover the pensioners. The Commission notes that the VI CPC was not in favour of extending CS (MA) to the pensioners on the grounds of huge financial implications and administrative difficulties relating to submission and reimbursement of bills.

### **Recommendations**

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#### ***Health Insurance Scheme***

9.5.15 In this backdrop, the Commission opines that health insurance for the government employees and pensioners remains the most optimal route for ensuring complete coverage for all employees, pensioners and their dependants in the long run. The IV CPC had suggested that feasibility and modalities of an Insurance Scheme for government employees in lieu of medical reimbursement may be considered by the government. The VI CPC had recommended introduction of a health insurance scheme for Central Government employees and pensioners. It had recommended that for existing employees and pensioners, the scheme should be available on a voluntary basis, subject to their paying the prescribed contribution. It had also been recommended that the health insurance scheme should be compulsory for new government employees who would be joining service after the introduction of the Scheme.

Similarly, it had recommended that those retiring after the introduction of the insurance scheme would be covered under the Scheme.

9.5.16 The Commission observes that in view of the recommendations of the earlier Pay Commissions and various high power committees, the government has been contemplating the introduction of a health insurance scheme on Pan-India basis. The Commission notes that although the Committee of Secretaries had given its 'in principle' approval way back in 2011, and an amount of ₹ 2,061 crore had been earmarked under the XII Five Year Plan, the Scheme has still not been implemented.

9.5.17 The Commission notes that given the tardiness in the introduction of the long awaited Insurance Scheme, as already mentioned earlier in this chapter, the pensioners residing outside CGHS area will continue to be at a disadvantage, in terms of medical facilities, compared to their counterparts residing in CGHS areas. As stated earlier in this chapter, according to existing provisions, pensioner residing outside CGHS area but subscribing to CGHS for OPD/IPD can avail medical facility from any hospital—private or public or empanelled under CS (MA)/ECHS—in his/her own city. However, in such cases, the pensioners have to make upfront payment to the hospital and claim reimbursement later. The Commission feels that this could be a limiting factor for many pensioners who may not have the resources to pay hospital expenses upfront. The Commission notes that under CS (MA) Rules/ECHS, there are empanelled hospitals in every part of the country, at least in all major locations. In this backdrop, after identification of some major centres/cities based on minimum population threshold of pensioners, these hospitals could be empanelled by CGHS as well, for extending medical facilities on a cashless basis.

9.5.18 Considering all the issues, the Commission makes the following recommendations:

- i. **The Commission strongly recommends the introduction of health insurance scheme for Central Government employees and pensioners. In the interregnum, for the benefit of pensioners residing outside the CGHS areas, the Commission recommends that CGHS should empanel those hospitals which are already empanelled under CS (MA)/ECHS for catering to the medical requirement of these pensioners on a cashless basis. This would involve strengthening of administrative capacity of nearest CGHS centres. However, this step will go a long way in ameliorating the pending grievances of these pensioners.**
- ii. **The Commission recommends that the remaining 33 postal dispensaries should be merged with CGHS. The Commission further recommends that all postal pensioners, irrespective of their participation in CGHS while in service, should be covered under CGHS after making requisite subscription.**
- iii. Currently, there are various health care schemes in the Central Government catering to specific sets of employees. For example, apart from CGHS, there are Ex-Servicemen Contributory Health Scheme (ECHS) and Railways Employees Liberalized Health Scheme (RELHS) which cover ex-servicemen and Railway employees/pensioners, respectively. Although the patterns in these schemes vary, a combined entity of CGHS-ECHS-RELHS would result in a very strong network of health facilities for the Central Government employees across the length and breadth of the country. **The Commission**

**recommends that possibility of such a combined network of various medical schemes should be explored through proper examination.**

## Persons with Disabilities

## Chapter 9.6

### Introduction

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9.6.1 As per the Persons with Disabilities (Equal Opportunities, Protection of Rights and Full Participation) Act, 1995, a “person with disability” means a person suffering from not less than 40 percent of any disability as certified by a medical authority. “Disability” as defined in Section 2(i) of the Act means– (i) blindness (ii) low vision (iii) leprosy cured (iv) hearing impairment (v) locomotor disability (vi) mental retardation (vii) mental illness.

9.6.2 As per the Census of India, 2011, there are nearly 26.8 million Persons with Disabilities (PWDs) in the country, which is nearly 2.21 percent of the total population.

### PWDs in Central Government

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9.6.3 The government provides three percent reservation in jobs for PWDs. Apart from this reservation at the entry stage, DoPT has issued instructions regarding identification of jobs, post-recruitment and pre-promotion training, providing aids/assistive devices, accessibility and barrier free environment at work place, preference in government accommodation, grievance redressal, and preference in transfer/posting for PWDs. In a recent notification, a provision has been made for ten years’ (fifteen years in case of SC/ST and thirteen years in case of OBC candidates) relaxation in the upper age limit for direct recruitment to civil posts/services under the Central Government.

9.6.4 Moreover, there are certain special entitlements as given below:

- i. Special Allowance for Child Care for Women with Disabilities at the rate of ₹1,500 pm;
- ii. Transport Allowance at double the normal rate, subject to a minimum of ₹1,000 pm;
- iii. Constant Attendance Allowance for retired employees with 100 percent disablement at the rate of ₹4,500 per month;
- iv. Special Casual Leave for four days in a calendar year for specific requirements relating to disabilities;
- v. Special Casual Leave for ten days in a calendar year for participation in Conferences/Seminars/Trainings/Workshops related to disability and development.

9.6.5 In case the disability is work related, the following additional provisions are available:

- a. Special Disability Leave;
- b. Disability Pension;
- c. Educational Concession to children of Defence personnel who are disabled in action.

9.6.6 For employees with differently abled children, Children Education Allowance and Hostel Subsidy is granted at double rate.

## **Demands**

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9.6.7 Associations of employees with disabilities made the following demands before the Commission:

- i. Suitable enhancement in the existing provisions
- ii. Provision of Common Room in offices with suitable recreational facilities
- iii. Additional rebate in House Building Advance and Automobile Advance
- iv. Establishment of Welfare Committees in the ministries

### *Analysis and Recommendations*

9.6.8 The National Policy for Persons with Disabilities, 2006, enunciates the measures that need to be taken by the government to ensure equal opportunities, protection of rights and full participation in society for PWDs, in consonance with the principles enshrined in the Indian Constitution. India is also a signatory to the UN Convention on the Rights for Persons with Disabilities. Thus, provision of appropriate measures for employees with disabilities is the responsibility of the Union Government.

9.6.9 The Commission has made various recommendations regarding PWDs at different places in the report. They are consolidated here for ready reference:

- i. In recognition of the singular responsibility faced by differently abled women in raising their children, the Special Allowance for Child Care for Women with Disabilities has been enhanced from the present rate of ₹1,500 pm to ₹3,000 pm
- ii. Transport Allowance at double the normal rate has been retained, and the minimum amount has been increased from ₹1,000 pm to ₹2,250 pm
- iii. Children Education Allowance and Hostel Subsidy have been kept at double rate for differently abled children
- iv. Constant Attendance Allowance has been enhanced from ₹4,500 pm to ₹6,750 pm
- v. Special Disability Leave has been subsumed in Work Related Illness and Injury Leave (WRILL), with improved provisions
- vi. Educational Concession, hitherto available only to the children of Defence personnel killed/missing/disabled in action, has been extended to similarly placed personnel of CAPFs, Indian Coast Guard, RPF and police forces of Union Territories mutatis mutandis

9.6.10 Besides the above recommendations, there are a few suggestions that can go a long way in improving the working environment for these employees:

- i. In our interactions, it has been highlighted that easy access, particularly to toilets, remains an issue of concern. Hence, it is suggested that Guidelines and Space Standard for Barrier Free Built Environment for Disabled and Elderly Persons, issued by CPWD, Ministry of Urban Affairs and Employment, should invariably be followed while designing new government premises. Their application in the existing offices may also be explored.

- ii. Every ministry should have a Welfare Committee, with due representation of differently abled employees, to address their concerns.
- iii. The grievance redressal machinery should be strengthened and made more effective.

## Pension and Related Benefits of Civilian Employees

## Chapter 10.1

### Terms of Reference of the Commission

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10.1.1 The term of reference of the Seventh CPC with regard to pension is as under: “*To examine the principles which should govern the structure of pension and other retirement benefits, including revision of pension in the case of employees who have retired prior to the date of effect of these recommendations, keeping in view that retirement benefits of all Central Government employees appointed on and after 01.01.2004 are covered by the National Pension System (NPS).*”

### Pensions- Constitutional Provisions and Judicial Position

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10.1.2 Article 366(17) of the Constitution defines pension as: “*Pension means a pension, whether contributory or not, of any kind whatsoever payable to or in respect of any person, and includes retired pay so payable, a gratuity so payable and any sum or sums so payable by way of the return, with or without interest thereon or any other addition thereto, of subscriptions to a Provident Fund.*”

10.1.3 Pension has been the subject matter of a number of landmark judgements by the Supreme Court of India in which its nature, obligations of the government thereon and the recognition of distinctiveness in categories of pensions and pensioners has been settled.

10.1.4 In its judgment in *D.S. Nakara and others Vs Union of India* [AIR 1983 SC 130] the Supreme Court held that a pension scheme consistent with available resources must provide that a pensioner would be able to live free from want, with decency, independence and self respect and standard equivalent at pre-retirement level. It held that pension is not an ex-gratia payment but payment for past services rendered. At the same time in *Indian Ex-Services League & Others Vs Union of India & Others* [(1991) 2 SSC 104] the Supreme Court held that the decision in the Nakara case has to be read as one of a limited application and its ambit cannot be enlarged to cover all claims made by the pension retirees or a demand for an identical amount of pension to every retiree from the same rank irrespective of the date of retirement, even though the reckonable emoluments for computation of their pension be different. In the judgement in *Vasant Gangaramsachandan Vs State of Maharashtra & Others* [(1996) 10 SSC 148] Supreme Court reiterated that pension is not a bounty of the State. It is earned by the employee for service rendered to fall back upon after retirement. It is attached to the office and it cannot be arbitrarily denied.

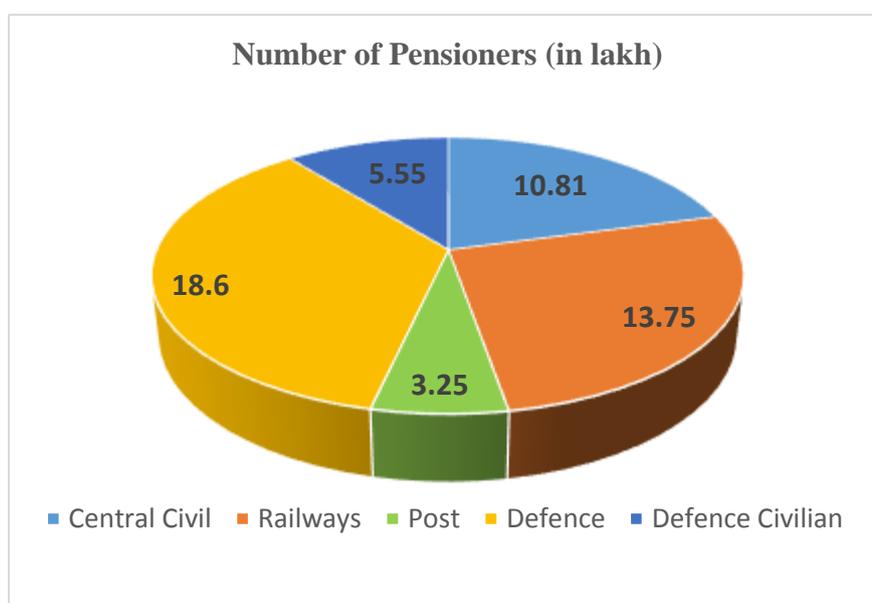
10.1.5 In the case of petitioners who were retired Railway employees, covered by or who opted for the Railway Contribution Fund Pension Scheme, the Supreme Court in *Krishna Kumar Vs Union of India and Others* [(1990) 4 SSC 207] averred that it was never held that both the pension retirees and PF retirees formed a homogenous class and that any further classification

among them (viz., pension retirees and PF retirees) would be violative of Article 14. Under the Pension Scheme, the government's obligation does not begin until the employee retires but it begins on his/her retirement and then continues till the death of the employee. Thus, on the retirement of an employee, government's legal obligation under the PF account ends while under the Pension Scheme it begins. The rules governing the PF and its contribution are entirely different from the rules governing pension. An imaginary definition of obligation to include all the government retirees in a class was not decided and could not form the basis for any classification for this case.

### Strength of Pensioners as on 01.01.2014

10.1.6 Pensioners can be broadly categorised into Civil and Defence. Within civil pensioners there exist three broad categories: Central Civil, Railways and Post.

10.1.7 As on 01.01.2014, as per data reported to the Commission, the total number of pensioners were **51.96 lakh**. The category wise break up is shown in the pie chart below.



### Pensioners and Family Pensioners

10.1.8 The break-up of the total **51.96 lakh** pensioners as on 01.01.2014 between pensioners and family pensioners, category wise, is as under:

	<i>(in lakh)</i>					
	Central Civil	Railways	Post	Defence	Defence Civilian	Total
Pensioners	9.37	10.59	2.28	13.78	4.11	<b>40.13</b>
Family pensioners	1.44	3.16	0.97	4.82	1.44	<b>11.83</b>
<b>Total number of pensioners</b>	<b>10.81</b>	<b>13.75</b>	<b>3.25</b>	<b>18.60</b>	<b>5.55</b>	<b>51.96</b>

10.1.9 The table above brings out the following:

- i. Of the total 51.96 lakh pensioners as on 01.01.2014, 11.83 lakh viz., 23 percent were family pensioners.
- ii. Civilian pensioners consisting of Central Government Civil, Railways and Posts, as on 01.01.2014 number 27.81 lakh while defence pensioners (including defence civilians were 24.15 lakh. Defence pensioners (including defence family pensioners and defence civilians) constitute 47 percent of all pensioners.

### **Age Analysis of Pensioners as on 01.01.2014**

10.1.10 Payment of additional pension/family pension with advancing age came into force based on recommendations of the VI CPC. This Commission, with a view to ascertain the strength in various age groups, called for information on age profile of pensioners and family pensioners. The data with regard to pensioners in terms of various age groups, as reported to the Commission, for the five categories of pensioners' viz., Central Civil, Railways, Post, Defence (Civil) and Defence (Services) is as under:

Categories	> 60 and < 70 years	70 to < 80 years	80 to < 90 years	90 to <100 years	Others#	Total
Central Civil	5,22,621	2,12,283	63,899	12,155	2,70,040@	10,80,998
Railways^	5,82,847	5,06,543	2,30,409	55,684	-	13,75,483
Post	1,86,463	83,452	20,558	3,185	30,931	3,24,589
Defence (Civil)	2,83,638	2,24,435	43,618	3,006	-	5,54,697
Defence (Services)	3,57,725	2,97,402	1,03,132	42,861	10,59,379	18,60,499
Total	19,33,294	13,24,115	4,61,616	1,16,891	13,60,350	51,96,266
As % of total pensioners	37.21	25.48	8.88	2.25	26.18	

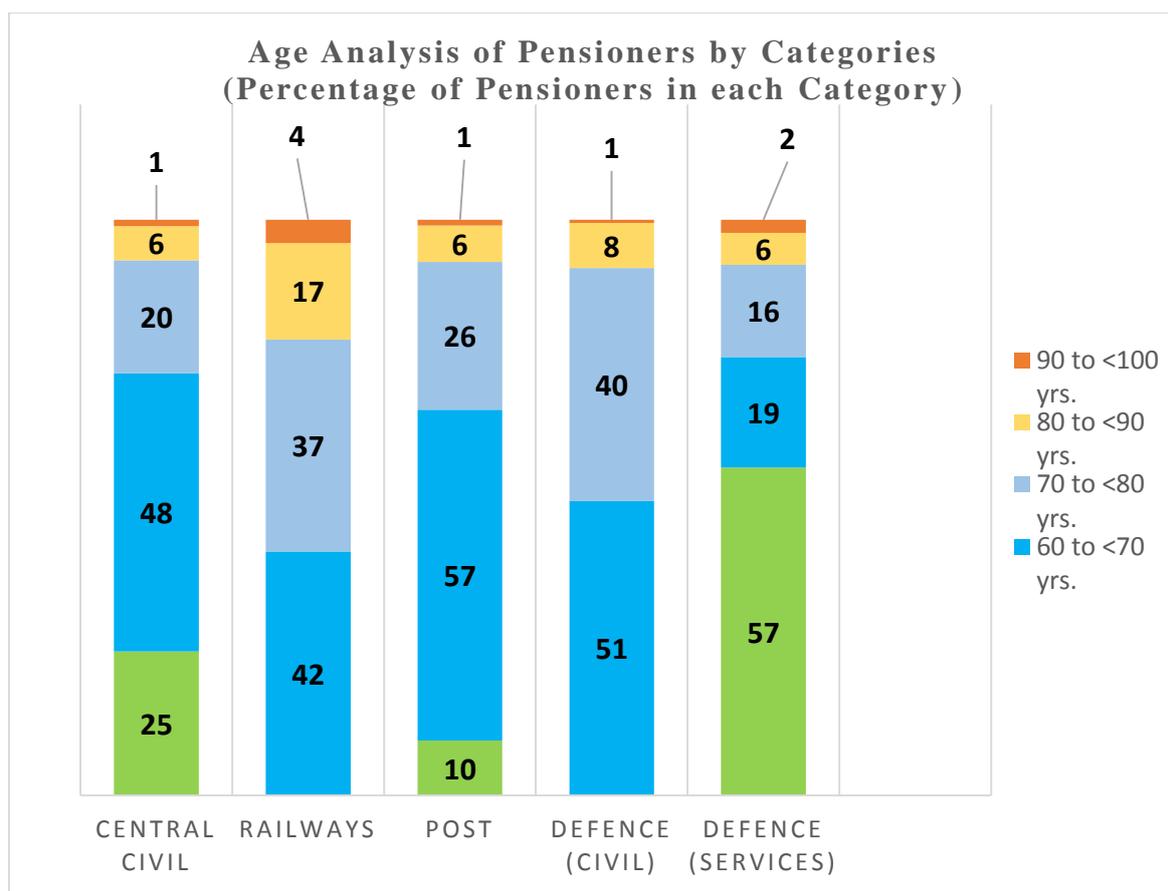
# Others includes those below 60 years of age and those above 100 years.

@ Others under Central Civil additionally includes cases whose revision had not been effected, certain categories of pensioners like Judges of Supreme Court and High Courts, Ex-MPs, freedom fighters.

^ Railways have included those less than 60 years of age in the 60-70 age group.

10.1.11 From the table above it can be observed that of the total 51.96 lakh pensioners, 37 percent are in the 60-70 age group, about 26 percent each are in the 70-80 and 'Others' age group. The balance 11 percent are in the 80 plus category and thus entitled to enhanced pension based on advancing age.

10.1.12 The stacked bar graph brings out for each category of pensioners the break up in percentage terms of each age group viz., 60-70 years, 70-80 years, 80-90 years, 90-100 years and Others.



*Railways have included those less than 60 years of age in the 60-70 age group*

10.1.13 The graph above brings out the following:

- i. Railways, in comparison to other categories have largest percentage of pensioners above the age of 80 years. While in all other categories this percentage is in the range of 7-9 percent, in the Railways it is 21 percent.
- ii. Defence Services have a large percentage of personnel retiring at an early age, as is confirmed by the data. 57 percent of defence service pensioners fall in the 'Others' age group. Central Civil which also includes CAPFs has 25 percent in 'Others' age group.

### **Expenditure on Pension and other Retirement Benefits**

10.1.14 Expenditure on pensions consists of superannuation and retirement pension, commuted value of pension, gratuities, family pensions, leave encashment benefits, compassionate allowance, government's contribution for defined pension scheme for civil personnel joining on or after 01.01.2014 etc. It also includes expenditure on medical treatment of CGHS pensioners. The total expenditure of the Union Government on pensions between FY 2007-08 and 2013-14 is as under:

(figures in ₹ in crore)

Year	2007-08	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14
<b>1. Civil</b>	<b>9,017</b>	<b>12,707</b>	<b>21,149</b>	<b>20,069</b>	<b>23,597</b>	<b>26,111</b>	<b>29,397</b>
(As % of total Pension expenditure)	(26.7)	(27.3)	(27.8)	(26.2)	(28.6)	(27.6)	(28.2)
(% increase over previous year)		(40.9)	(66.4)	(-5.1)	(17.6)	(10.7)	(12.6)
<b>2. Defence (Including Defence Civilians)</b>	<b>15,244</b>	<b>20,233</b>	<b>34,999</b>	<b>37,336</b>	<b>37,569</b>	<b>43,368</b>	<b>45,499</b>
(As % of total Pension expenditure)	(45.1)	(43.5)	(46.0)	(48.7)	(45.5)	(45.9)	(43.7)
(% increase over previous year)		(32.7)	(73.0)	(6.7)	(0.6)	(15.4)	(4.9)
<b>3. Railways</b>	<b>7,953</b>	<b>11,264</b>	<b>16,603</b>	<b>16,018</b>	<b>17,919</b>	<b>21,021</b>	<b>24,762</b>
(As % of total Pension expenditure)	(23.5)	(24.2)	(21.8)	(20.9)	(21.7)	(22.3)	(23.8)
(% increase over previous year)		(41.6)	(47.4)	(-3.5)	(11.9)	(17.3)	(17.8)
<b>4. Posts</b>	<b>1,609</b>	<b>2,274</b>	<b>3,339</b>	<b>3,177</b>	<b>3,499</b>	<b>3,968</b>	<b>4,443</b>
(As % of total Pension expenditure)	(4.8)	(4.9)	(4.4)	(4.1)	(4.2)	(4.2)	(4.3)
(% increase over previous year)		(41.3)	(46.8)	(-4.9)	(10.1)	(13.4)	(11.7)
<b>5. Total Pension expenditure</b>	<b>33,823</b>	<b>46,478</b>	<b>76,090</b>	<b>76,600</b>	<b>82,584</b>	<b>94,468</b>	<b>1,04,101</b>
(% increase over previous year)		(37.4)	(63.7)	(0.7)	(7.8)	(14.4)	(10.2)
Pension expenditure as % of GDP	<b>0.69</b>	<b>0.84</b>	<b>1.20</b>	<b>1.00</b>	<b>0.94</b>	<b>0.95</b>	<b>0.92</b>
<i>Pension Expenditure based on Union Finance Accounts of the respective years.</i>							
<i>[GDP at market prices based on Economic Survey 2014-15]</i>							

10.1.15 The table above brings out broadly the following:

- Substantial growth in expenditure on pensions by 3.1 times during the period 2007-08 to 2013-14, particularly in FY 2008-09 and 2009-10, in the aftermath of implementation of the recommendations of the VI CPC.
- As a percentage of GDP expenditure on pension rose significantly from 0.69 in FY 2007-08 to 1.20 in FY 2009-10. While there has been a fall in the ratio it was 0.92 in FY 2013-14, well above the levels prior to the implementation of the Report of the VI CPC.
- After the spurt in expenditure in FY 2008-09 and 2009-10, the expenditure stabilised from FY 2010-11. Yearly increases thereafter can be attributed largely to the increase in number of pensioners and additional dearness relief paid to pensioners from time to time.
- Expenditure on defence pensions has been the single largest component over the years ranging between 43.5 percent and 48.7 percent of total expenditure of the Union Government on pensions.

### **Pension Regime Over Time**

10.1.16 The changes in the pension payout regime in the recent decades, in terms of certain key parameters relating to pension, are listed below.

10.1.17 **Minimum and Maximum Pension:** The minimum and maximum pension as admissible based on recommendations of successive CPCs/decision of Government thereon is as under:

<i>Amount (₹)</i>		
CPC	Minimum Pension	Maximum Pension
IV CPC	375	4,500
V CPC	1,275	15,000
VI CPC	3,500	45,000

10.1.18 **Minimum and Maximum Family Pension:** The minimum and maximum family pension as admissible, based on recommendations of successive CPCs/decision of Government thereon is as under:

<i>Amount (₹)</i>		
CPC	Minimum Family Pension	Maximum Family Pension
IV CPC	375	1,250
V CPC	1,275	9,000
VI CPC	3,500	27,000

10.1.19 **Gratuity:**

Limit as per	Amount (₹ lakh)
IV CPC	1.0
V CPC (Interim Report)	2.5
V CPC (Final Report)	3.5
VI CPC	10.0

10.1.20 **Commutation:** The 15 year period of restoration has been uniform through the currency of the IV, V and VI CPCs.

CPC	%age of Pension which can be Commuted for Civilians	%age of Pension which can be Commuted for Defence Personnel
IV CPC	1/3 <sup>rd</sup>	45% for JCOs/ORs and 43% for Officers
V CPC	40%	
VI CPC	40%	50%

10.1.21 **Ex Gratia Lump Sum Compensation Circumstances and Amount:**

Circumstance in which Death Occurred	<i>(₹ in lakh)</i>	
	V CPC	VI CPC
Accident while performing duties	5	10
Acts of violence by terrorists, anti-social elements etc.	5	10
Border skirmishes and action against militants, terrorists, extremists etc. (and enemy action in international war as applied by MHA)	7.5	15

Specified high altitude, inaccessible border post etc.#		15
Enemy Action in international war or war like engagements notified by Ministry of Defence	10	20

Note: # Post VI CPC

#### 10.1.22 *Leave Encashment permitted at the time of retirement:*

CPC	Earned Leave
IV CPC	240 days
V CPC	300 days
VI CPC	300 days#
# excludes 60 days EL encashment during LTC	

### **Demands made with regard to Pension**

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10.1.23 The principal demands made before the Seventh Central CPC in respect of pensions for civil personnel and those common to both civil and defence personnel are:

- i. Raising the existing rates of pension and family pension
- ii. The quantum of minimum pension should equal the minimum wage
- iii. Increase in the rate of additional pension and family pension to the older pensioners as also reducing the age the eligibility for its receipt from the existing 80 years
- iv. Increasing the existing time period of seven years for enhanced family pension.
- v. Enhancement in the gratuity ceiling of ₹10 lakh and its indexation
- vi. Rationalisation of death gratuity
- vii. Reduction in the time period for restoration of basic pension, reduced on account of commutation
- viii. Ex-gratia lump sum compensation
- ix. Enhancement of ceiling of Earned Leave for purposes of Leave Encashment
- x. Enhancement in the existing rates of Fixed Medical Allowance
- xi. Enhancement in the rates of Constant Attendance Allowance
- xii. Parity in Pension between pre and post Seventh CPC retirees

#### ***Raising the Existing Rates of Pension and Family Pension***

10.1.24 In representations to and in meetings with the Commission a number of entities have, while seeking a raise in pension from the existing level of 50 percent of last pay drawn, questioned the basis for determination of pension at 50 percent of last pay drawn. Similarly representations for increasing family pension from existing 30 percent to 50 percent of the last pay drawn have been received by the Commission.

#### ***Analysis and Recommendations***

10.1.25 The Commission sought the views of the government in this regard. The Department of Pension and Pensioners Welfare stated that the VI CPC had recommended calculation of

pension @ 50 percent of last pay or the average emoluments (for last 10 months) whichever is more beneficial. The Commission also recommended delinking of pension from qualifying service of 33 years. Effectively the dispensation on pension has already been liberalised by the VI CPC. Further the recommendations of this Commission in relation to pay of both the civilian and defence forces personnel will lead to a significant increase in the pay drawn and therefore in the 'last pay drawn'/'reckonable emoluments.' **Therefore the Commission does not recommend any further increase in the rate of pension and family pension from the existing levels.**

### ***Quantum of Minimum Pension should Equal the Minimum Wage***

10.1.26 In representations/depositions before the Commission it has been stated that the existing minimum pension fixed at ₹3,500 is low and it has been argued that minimum pension be fixed equal to minimum pay for sustenance.

#### *Analysis and Recommendations*

10.1.27 The Commission sought the views of the government in this regard. The Department of Pension and Pensioners Welfare stated that as per the orders issued after V CPC, the minimum pension in the government was ₹1,275. The normal revised consolidated pension of a pre-2006 pensioner is 2.26 of the pre-revised basic pension. The revised minimum pension of ₹3,500 is much more than 2.26 time of the pre-revised pension of ₹1,275. Further the recommendations of this Commission in relation to pay of personnel will lead to a significant increase in the minimum pay from the existing ₹7,000 per month to ₹18,000 per month. This, based on the computation of pension, will raise minimum pension from the existing ₹3,500 to ₹9,000. The minimum pension based on the recommendations of this Commission will increase by 2.57 times over the existing level.

### ***Increase in the Rate of Additional Pension and Family Pension to the Older Pensioners***

10.1.28 In representations/depositions before the Commission, a case has been made by a number of Pensioners Bodies/Associations for lowering the existing age slabs of old pensioners for payment of additional quantum of pension and family pension from the existing 80 years of age. Enhancing the rates for payment of additional quantum of pension and family pension with advancing age have also been made.

#### *Analysis and Recommendations*

10.1.29 The additional pension with advancing age came into force based on the recommendations of the VI CPC. The rates as applicable for the additional pension are as under:

- 80 years to <85 years: 20% of basic pension
- 85 years to <90 years: 30% of basic pension
- 90 years to <95 years: 40% of basic pension
- 95 years to <100 years: 50% of basic pension
- 100 years and more: 100% of basic pension

10.1.30 The Commission sought the views of the government in this regard. Department of Pension and Pensioners Welfare stated that the additional pension for old pensioners of the age of 80 years and above has been allowed as per the recommendations of VI CPC. However, it is felt that the same should be allowed from 75 years onwards. The Ministry of Defence has not supported the proposal. The Commission is of the view that **the existing rates of additional pension and additional family pension are appropriate.**

***Increasing the existing time period of seven years for enhanced family pension***

10.1.31 The Commission has received representations seeking enhancement in the period of enhanced family pension from the existing seven years or 67 years, whichever is less, to ten years in case of death of retirees.

*Analysis and Recommendations*

10.1.32 The current rates of enhanced family pension are—

- i. In the case of death in service: Payable to the family of a government servant for a period of ten years from the date of death of a government servant, without any upper age limit.
- ii. In the case of death after retirement: Payable for a period of seven years or up to the date on which he would have attained 67 years had he survived, whichever is less.

10.1.33 **The Commission notes that the revision with regard to period of eligibility for the enhanced family pension of ten years was made based on recommendations of the VI CPC Report. No further change is being recommended by this Commission.**

***Enhancement in the Gratuity Ceiling and its Indexation***

10.1.34 A number of representations have been received by the Commission stating that there is a need to revise the existing ceiling of ₹10.00 lakh with regard to payment of service gratuity.

*Analysis and Recommendations*

10.1.35 Rule 49 and 50 of the CCS (Pension) Rules provides that a government servant is entitled to get retirement gratuity equal to one-fourth of his emoluments for each completed six monthly period of qualifying service subject to a maximum of 16.5 times of the last emoluments subject to a maximum of ₹10 lakh.

10.1.36 The Commission sought the views of the government in this regard. The Department of Pension and Pensioners Welfare stated that the VI CPC has increased the amount of gratuity from ₹3.5 lakh to ₹10 lakh w.e.f. 01.01.2006. This amount, in the view of the department, is not commensurate with emoluments that are available to senior officers at the time of retirement. The department has suggested to the Commission that a view could be taken to index gratuity with amount of DA admissible at the time of retirement.

10.1.37 The Commission notes that there is merit in the argument advanced to index the ceiling on gratuity so that the benefits of the enhanced ceiling are available to personnel in a manner which is more even over a time frame. **The Commission recommends enhancement in the**

**ceiling of gratuity from the existing ₹10 lakh to ₹20 lakh from 01.01.2016. The Commission further recommends, as has been done in the case of allowances that are partially indexed to Dearness Allowance, the ceiling on gratuity may increase by 25 percent whenever DA rises by 50 percent.**

***Rationalisation of Death Gratuity***

10.1.38 The Commission has received representations pointing to a need for rationalization of current slabs for death gratuity, especially for the slab of 5 to 20 years of qualifying service in which family pensioners are stated to be placed at a disadvantageous position.

***Analysis and Recommendations***

10.1.39 As per Rule 50 of Pension Rules, the death gratuity admissible will be as follows, subject to the maximum limit prescribed for the gratuity:

<b>Length of Service</b>	<b>Rate of Death Gratuity</b>
Less than one year	2 times of monthly emoluments
One year or more but less than 5 years	6 times of monthly emoluments
5 years or more but less than 20 years	12 times of monthly emoluments
20 years or more	Half month of emoluments for every complete six monthly period of qualifying service subject to a maximum of 33 times of monthly emoluments

10.1.40 The Commission sought the views of the government in this regard. Department of Pension and Pensioners Welfare stated that it had received similar demands from pensioners' association and it feels a need for a review of the existing slabs for death gratuity.

**10.1.41 The Commission, after examination of the matter, recommends the following revised rates for payment of death gratuity:**

<b>Length of Service</b>	<b>Rate of Death Gratuity</b>
Less than one year	2 times of monthly emoluments
One year or more but less than 5 years	6 times of monthly emoluments
5 years or more but less than 11 years	12 times of monthly emoluments
11 years or more but less than 20 years	20 times of monthly emoluments
20 years or more	Half month of emoluments for every complete six monthly period of qualifying service subject to a maximum of 33 times of emoluments

***Reduction in the time period for Restoration of Basic Pension***

10.1.42 The Commission has received a number of representations requesting reduction of restoration period of commuted portion of pension from the existing 15 years.

### *Analysis and Recommendations*

10.1.43 The Commission notes that prior to V CPC the commutation allowed was one-third. However, there was no restoration. The Supreme Court, vide their judgement dated 09.12.1986, allowed restoration of pension after 15 years. The Supreme Court in its judgement specifically stated that though the amount is recovered in 12 years, yet since there is a risk factor and some of the states are restoring pension after 15 years, the period of restoration is fixed at 15 years. The V CPC in its recommendation increased the percentage of commutation to 40 percent and recommended restoration period at 12 years. But the reduction of restoration period was not accepted by the government. The VI CPC did not recommend any change in the maximum percentage of commutation allowed or in the period of restoration. **This Commission also does not recommend any change either in the maximum percentage of commutation or in the period of restoration.**

### *Enhancement of ceiling of Earned Leave for purposes of Leave Encashment*

10.1.44 The Commission has received representations seeking raising the ceiling limit of 300 days to 450 days for purposes of Leave encashment.

### *Analysis and Recommendations*

10.1.45 The Commission notes that based on the recommendations of the VI CPC, serving employees are entitled for encashment of Earned Leave up to 60 days while in service. This is not to be deducted from the maximum number of Earned Leave of 300 days encashable at the time of retirement. The VI CPC, therefore, has further liberalised the regime of leave encashment.

**10.1.46 The recommendations in relation to pay of both the civilian and defence forces personnel will also lead to a significant increase in the pay drawn and therefore in the total amount of leave encashment available for an employee. Therefore raising the present ceiling of 300 days is not recommended by the Commission.**

### *Ex-gratia lump sum compensation*

10.1.47 The Commission has received representations seeking enhancement in *ex-gratia* lump sum compensation for Next-of-Kin (NoK) of CAPF, Assam Rifles and defence forces personnel who die in harness in performance of their bona fide official duties.

10.1.48 The issue has been dealt with in Chapter 10.2.

### *Fixed Medical Allowance*

10.1.49 The Commission has received representations seeking enhancement in Fixed Medical Allowance, currently payable at the rate of ₹500 per month for pensioners not covered under Central Government Health Service (CGHS).

10.1.50 The Commission has examined the matter in Chapter 8.17.

### ***Constant Attendance Allowance***

10.1.51 The Commission has received representations seeking enhancement in Constant Attendance Allowance from the present rate of ₹4,500 per month.

10.1.52 The Commission has examined the matter in Chapter 8.17.

### ***Parity in Pension between Pre and Post Seventh CPC Retirees***

10.1.53 This Commission has received a number of representations on the issue of disparities in pensions between past pensioners and existing pensioners. The JCM-Staff Side, has in its memorandum, stated that the pay of every pre-Seventh CPC retiree should be notionally re-determined (corresponding to the post from which he or she retired and not corresponding to the scale from which he or she retired) as if he or she is not retired and then the pension be computed under the revised liberalised rules which are to be applicable to the post Seventh CPC retirees. A similar view has been expressed by a number of other Associations/Bodies representing Central Government pensioners. Further, certain groups of pensioners have contended that based on the recommendations of the VI CPC, the new pay structure consisting of Pay Bands and Grade Pays has led to bunching of a number of pre revised pay scales into a particular Pay Band. This, in their view, has placed pre-01.01.2006 pensioners in certain pay scales/Pay Bands at a disadvantage not only compared to the post 01.01.2006 pensioners in the corresponding pay scales but also in comparison to post 01.01.2006 retirees of lower pay scales.

### ***Analysis and Recommendations***

10.1.54 The Commission is of the view that the issue of parity in pensions is extremely important from the viewpoint of inter-temporal equity and merits a careful examination.

10.1.55 **Treatment of Existing and Past Pensioners over time:** The concerns of pensioners' associations and of individual pensioners on the issue of disparities in pensions amongst broadly comparable retirees, has been dealt with in reports of successive CPCs and also by the government. This is detailed in the succeeding paragraphs.

10.1.56 Till the III CPC, it was a general view that past and future pensioners cannot be treated at par and the practice was that benefit of improvement in the pension would be available to newly retiring pensioners from a prospective date. In fact the III CPC took the view that serving government employees and pensioners could not be treated at par as regards grant of DA at the same rate. A significant change in the paradigm for treatment of pensioners, past and future, emerged from the judicial pronouncement in D.S. Nakara vs Union of India in 1982 (AIR 1983 SC 130), based on which, for the first time, improvements in pensionary benefits were extended to pensioners who had retired prior to the date from which improvements became effective.

10.1.57 The IV CPC recommended, for both civil and defence pensioners, additional relief in terms of a percentage increase in amount of pension subject to a certain minimum increase. Separate rates were applicable to pensioners drawing pension upto ₹500 per mensem and those above ₹500 per mensem.

10.1.58 The V CPC made a definitive shift in the treatment of past pensioners. The Commission took the view that the process of bridging the gap in pension of past pensioners, set into motion by the IV CPC by grant of additional relief in addition to consolidation of pension, needed to be continued so as to achieve complete parity over a period of time. It, accordingly, recommended that pension of all the pre-1986 retirees may be updated by notional fixation of their pay as on 1 January, 1986 by adopting the same formula as for the serving employees. The consolidated pension so arrived at was to be not less than 50 percent of the minimum pay, as revised by V CPC, of the scale of the pensioner at the time of retirement. This principle by which past pensioners are brought up to the minimum of the scale which replaced the scale in which the pensioner retired has been termed as modified parity. This consolidated amount of pension was to be the basis for grant of dearness relief in future.

10.1.59 The VI CPC noted that modified parity had already been conceded between pre and post 1 January, 1996 pensioners. It also observed that full neutralisation of price rise on or after 1 January, 1996 had also been extended to all the pensioners. Therefore, the Commission felt that no further changes in the extant rules were necessary. To maintain the existing modified parity between present and future retirees, it recommended that those who retired before 01.01.2006 be given the same fitment benefit as was recommended for the existing government employees.

10.1.60 The above points to a distinct transition in the view taken by successive CPCs and the government, beginning with the III CPC. The V CPC, by recommending that pension of all the pre-1986 retirees should be updated by notional fixation of their pay, made a landmark advancement in the regime for past pensioners. In principle, the VI CPC proposed provision of the same modified parity as was envisaged in by the V CPC. However, the new pay structure introduced by the VI CPC, based on running Pay Bands and Grade Pays, led to the bunching of a number of pre revised pay scales into a particular Pay Band, thereby diminishing the benefit of the intended modified parity. This naturally led to several representations following which certain corrective orders were issued by the government, some of which were based on the orders of various Courts.

10.1.61 **Judicial Pronouncements on the Issue:** The issue of pension has been a matter of debate in a large number of cases before the Hon'ble Supreme Court of India. One of the early leading judgments on the subject is the case of D.S. Nakara V/S Union of India & Ors. [1983] 1 SSC 305. In this case, it was held that pensioners form a class as a whole and cannot be micro-classified by an arbitrary, unprincipled and unreasonable eligibility criteria for grant of revised pension. This ratio further came up for consideration before another constitutional bench in the case of Krishan Kumar V/S Union of India & Ors. [(1990 4 SCC 207)]. This constitutional bench distinguished the D.S. Nakara (supra) and held that it has limited application. The D.S. Nakara case again came up for discussion in the case of Indian Ex-Services League V/S Union of India & Ors [(1991) 2 SCC 104]. This constitutional bench further considered the case of D.S. Nakara and held that this case has limited application and its ambit cannot be enlarged to cover all claims made by pensioners retirees or a demand for an identical amount of pension to every retiree from the same rank irrespective of the date of retirement, even though the reckonable emoluments for computation of their pension be

different. The decision of D.S. Nakara came up for consideration in two successive constitutional benches and they did not approve the ratio enunciated in the case D.S. Nakara (Supra). Subsequently, the case of D.S. Nakara (Supra) has been followed by some benches and some have distinguished it. A large number of cases have been summed up recently in the decision given in the case of State of Punjab V/S Amar Nath Goyal [(2005) 6 SCC 754]. In this case, all cases on the subject were reviewed and it was laid down that the government can make distinction in the matter of payment of pension between two classes of pensioners. Various decisions, including the aforesaid two constitutional benches i.e., Krishan Kumar (Supra) and Indian Ex-Services League (Supra) and the judgement given in D.S. Nakara (Supra) were considered. Decisions given in the case of Action Committee South Eastern Railway Pensioners V/S Union of India [(1991 Supp. (2) SCC 544)] was also referred to. In this case also, it was accepted that distinction can be made between two pensioners. Similarly in the case of State of Rajasthan V/S Amrat Lal Gandhi [(1997) 2 SCC 342], it was held that financial implication can be a consideration for making two classes of the pensioners though similarly placed. Similarly in the case of State of Punjab V/S Buta Singh [(2000) 3 SCC 733], the Supreme Court held that the position that emoluments of persons holding the same status who retired after a notified date must be treated to be the same cannot be accepted. In the case of State of Punjab V/S G.L. Gupta [(2003) 3 SCC 736] it was held that for grant of additional benefits that had financial implications, the prescription of a specific future date for conferment of additional benefits could not be considered arbitrary. However, the Apex Court has also taken a contrary view in some cases relying on D.S. Nakara's case.

10.1.62 In the case of Dhanraj & Ors. V/S State of J&K and others [(1994) 4 SCC 30], it was held with reference to government order of J&K, that the distinction between pre and post retirees of June 1981 in payment of pension cannot be justified and it is violative of Article 14 of Constitution. Similarly, in a recent judgement of Hon'ble Court given in the case of Union of India & Anr. V/S SPS Vains (Retd.) & Ors. [(2008) 2 SCC (LS 838)], the case of D.S. Nakara (Supra) was followed and it was held that the disparity created within the same class i.e., two officers both retired as Major Generals one prior to 1.1.1996 and other after that date but getting different amounts of pension was arbitrary and that the same also offends Article 14 of the Constitution of India.

10.1.63 The legal position that emerges from the aforesaid decision of the Apex Court is that classification should be founded on a rational basis while distinguishing one class from other. It should not be discriminatory or violative of Article 14 of the Constitution. The Apex Court has examined each case on its merit and wherever they have found that distinction between similarly placed classes is discriminatory then the same has been struck down.

10.1.64 **Pension Payout to Personnel in the Central Government:** The preceding paragraphs bring out the evolution of the pension regime over time and the role of the Judiciary in settling the law on the subject. There is clear evidence that governments have progressively moved towards a liberalised regime for past pensioners. The VI CPC has further provided for additional pension with advancing age. What this has effectively translated into is testified by

examples<sup>36</sup> of pension fixation of personnel across groups who have retired in the past decades. For example a Secretary to the Government of India retiring on 31 August, 1992 was in receipt of a basic pension of ₹4,000 per month. The basic pension after implementation of the V and VI CPC got revised to ₹13,000 and ₹40,000 respectively. With the benefit of dearness relief<sup>37</sup> this pensioner is on date entitled to a total payout in terms of pension and dearness relief of ₹87,600. Further, as a pensioner who is over 80 years of age he is entitled to an additional pension equivalent to 20 percent of basic pension. In effect the pensioner is in receipt of a total payout of ₹105,120 per month as on date. Similarly, a Director (in GP 8700 as per VI CPC) retiring on 30 September, 1994 with a basic pension of ₹2,556 per month got revised basic pension of ₹7,042 and ₹22,701 per month after implementation of the V and VI CPC respectively. With the benefit of dearness relief<sup>38</sup> the pensioner is on date entitled to a total payout in terms of pension and dearness relief of ₹49,715 per month. The basic pension for a Group 'C' official retiring on 30 September, 1991 from the scale of ₹950- 1500 was fixed at ₹717 per month. His basic pension, after implementation of the V and VI CPC, got revised to ₹2,188 and ₹4,946 respectively. With dearness and pensionery increase due beyond 80 years the pensioner is in receipt of a total payout of ₹12,998 per month.

10.1.65 The three illustrations point to a substantial increases in pension, across groups, during a span of between 20 and 25 years.

**10.1.66 Recommendations of the Commission:** For employees joining on or after 01.01.2004, the concept of pension, so far as Civilian employees including CAPFs are concerned, has undergone a complete change. After the enactment of the Pension Fund Regulatory and Development Act, 2013, it is not the exclusive liability of the government to pay the pension. As per the new dispensation the employee and the government are to make equal matching contribution towards their pension. This dispensation is not applicable to the defence forces personnel. They continue to get the defined benefit pension as before. In this section the Commission is dealing with Civilian pensioners under the old pension scheme, i.e, those who joined before 01.01.2004.

10.1.67 The Commission recommends the following pension formulation for civil employees including CAPF personnel, who have retired before 01.01.2016:

- i) All the civilian personnel including CAPF who retired prior to 01.01.2016 (expected date of implementation of the Seventh CPC recommendations) shall first be fixed in the Pay Matrix being recommended by this Commission, on the basis of the Pay Band and Grade Pay at which they retired, at the minimum of the corresponding level in the matrix. This amount shall be raised, to arrive at the notional pay of the retiree, by adding the number of increments he/she had earned in that level while in service, at the rate of three percent. Fifty percent of the total amount so arrived at shall be the revised pension.**

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<sup>36</sup> Actual cases as obtained from Central Pension Accounting Office (CPAO) etc.

<sup>37</sup> Dearness Relief of 119 percent, as effective from 1 July, 2015.

<sup>38</sup> Dearness Relief of 119 percent, as effective from 1 July, 2015.

- ii) **The second calculation to be carried out is as follows. The pension, as had been fixed at the time of implementation of the VI CPC recommendations, shall be multiplied by 2.57 to arrive at an alternate value for the revised pension.**
- iii) **Pensioners may be given the option of choosing whichever formulation is beneficial to them.**

10.1.68 It is recognised that the fixation of pension as per formulation in (i) above may take a little time since the records of each pensioner will have to be checked to ascertain the number of increments earned in the retiring level. It is therefore recommended that in the first instance the revised pension may be calculated as at (ii) above and the same may be paid as an interim measure. In the event calculation as per (i) above yields a higher amount the difference may be paid subsequently.

10.1.69 Illustration on fixation of pension based on recommendations of the Seventh CPC.

#### Case I

10.1.70 Pensioner 'A' retired at last pay drawn of ₹79,000 on 30 May, 2015 under the VI CPC regime, having drawn three increments in the scale ₹67,000 to 79,000:

		Amount in ₹
1.	Basic Pension fixed in VI CPC	39,500
2.	Initial Pension fixed under Seventh CPC (using a multiple of 2.57)	1,01,515- Option 1
3.	Minimum of the corresponding pay level in 7 CPC	1,82,200
4.	Notional Pay fixation based on 3 increments	1,99,100
5.	50 percent of the notional pay so arrived	99,550- Option 2
6.	Pension amount admissible (higher of Option 1 and 2)	1,01,515

#### Case II

10.1.71 Pensioner 'B' retired at last pay drawn of ₹4,000 on 31 January, 1989 under the IV CPC regime, having drawn 9 increments in the pay scale of ₹3000-100-3500-125-4500:

		Amount in ₹
1.	Basic Pension fixed in IV CPC	1,940
2.	Basic Pension as revised in VI CPC	12,543
3.	Initial Pension fixed under Seventh CPC (using a multiple of 2.57)	32,236 Option 1
4.	Minimum of the corresponding pay level in 7 CPC	67,700
5.	Notional Pay fixation based on 9 increments	88,400
6.	50 percent of the notional pay so arrived	44,200 Option 2
7.	Pension amount admissible (higher of Option 1 and 2)	44,200

## Pension and Related Benefits of Defence Forces Personnel

## Chapter 10.2

### Background on Defence Pension

10.2.1 The origin of military pensions can be traced back to ancient Rome, which offered pensions to its military personnel. Initially offered on an ad-hoc basis, Augustus formalised a pension plan for veteran legionnaires in 13 BC which promised a pension upon completion of 20 years in service. Similar schemes re-emerged with the creation of the nation states in Europe in the 17<sup>th</sup> century which led to establishment of professional standing armies. On August 26, 1776, the Continental Congress enacted the first American pension law. Pension in modern Indian history can be traced to Lord Clive Military Fund, which provided benefits for European officers and other ranks of East India Company and Indian Army and their widows but not their children. A formal pension legislation called The Pensions Act, 1871 came into effect from 8 August, 1871.

10.2.2 Till 1953 the Old Pension Code formed the basis for regulating the pension structure of JCO/ORs. Effective 1.6.1953 the Post War Pension Code was introduced based on the recommendations of the Armed Forces Pension Revision Committee (AFPRC). The underlying philosophy governing the rate of pension was not to induce continuance in service to gain more pension once they ceased to be useful. Some modifications in regulation of pension were made effective 1.3.1968 based on the recommendations of the Kamath Committee. The pension and retirement benefits of defence forces personnel from the III CPC onwards have been regulated based on recommendations made by successive Pay Commissions.

### Defence forces pensioners—Special characteristics

10.2.3 Defence forces personnel retire at a relatively young age. The retirement of JCOs/ ORs who constitute the bulk of defence forces personnel in the three Services is as under:

(in years)

Sl. No.	Rank	Army		Navy		Air Force	
		Term of Engagement	Retiring Age	Term of Engagement	Retiring Age	Term of Engagement	Retiring Age
1	Sepoy/ Equivalent	19-22	42-48	15	52	17-22	52
2	Naik/ Equivalent	24	49	19-22	52	19-24	49-52
3	Havildar/ Equivalent	26	49	25-28	52	25-28	49-52
4	Naib Subedar/ Equivalent	28	52	30-32	52	28-33	52

Sl. No.	Rank	Army		Navy		Air Force	
		Term of Engagement	Retiring Age	Term of Engagement	Retiring Age	Term of Engagement	Retiring Age
5	Subedar/ Equivalent	30	52	34-35	57	30-35	52-57
6	Subedar Major/ Equivalent	34	54	37	57	33-37	54-57

10.2.4 While the table above indicates the term of engagement and retiring age for JCOs/ORs, the personnel retire on completion of their term of engagement or retirement age whichever is earlier. Officers in all the three Services generally retire between the ages of 54 to 60 years.

10.2.5 Data received by the Commission indicates that 57,500 defence forces personnel retired during the year 2013-14. Of these 96 percent were JCOs/ORs. The largest number of retirements were from the ranks of Havildar and equivalent at 24,458, which constituted over 43 percent of all retirements among defence forces personnel.

10.2.6 Defence forces personnel have been exempted from the National Pension System introduced across the entire spectrum of Central Government employees, with effect from 01.01.2004. Fresh entrants to the Defence Forces are the only ones who continue to be eligible for the Defined Benefit pension regime (pay-as-you-go model). Further, in the computation of reckonable emoluments for pension for defence forces personnel, the Military Service Pay, which has been granted only to these personnel, is specifically included.

10.2.7 An option may, however, be given to the Defence forces personnel to join the NPS, should they wish to do so.

### **Defence Pensions in Select Countries**

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10.2.8 Pakistan, France, China and Germany also have 'pay-as-you-go' model schemes for their defence personnel, as is the case in India.

10.2.9 In the UK, all public service pension schemes (including the Armed Forces schemes) have been replaced by new schemes from April 2015. The Armed Forces Pension Scheme (AFPS 15) remains non-contributory and in the nature of a Defined Benefit scheme. It is based on career average pensionable pay, which means it will guarantee a certain level of pension. The scheme is based on a Career Average Revalued Earning (CARE) model while the earlier pension schemes were final salary/final rank based schemes. AFPS 15 will also continue to provide valuable additional benefits such as ill-health pensions and payments to family members after pensioner's death.

10.2.10 In the US, defence pension is a non-contributory and Defined Benefit scheme but it is being financed through an accrual system. Under this system, each year the individual services transfer from their budgets into the Retirement Fund the amount necessary to fund the eventual retirement benefits earned by the entitled personnel. While such a policy has no implications for the recipient, as he would continue to receive his entitlement, the important change it brings about is that if today a policy is changed that would affect future retirement benefits for the

current force, the policy maker would now see the immediate budgetary consequences of that decision in the increase in the amount to be transferred to the retirement fund.

10.2.11 Japan, post-World War II, does not have a separate pension scheme for military personnel. Defence pensioners are treated in the same way as national government employees and are covered by the same pension arrangement as national government employees. In South Korea defence pensions are financed by contributions from the military members and the government (8.5 percent of basic salary, respectively). In addition, whenever pension deficit occurs, it is to be subsidised by the government's general budget.

10.2.12 In Australia and New Zealand, over a period of time, personnel of the Defence forces have also been brought under the Defined Contribution system. Hybrid pension schemes have been developed with a fixed contribution by the government with optional contribution by the employee.

10.2.13 In the last couple of decades, there has been increasing concern about the sustainability of unfunded pension systems in our country. In the context of Defence forces personnel, the annual addition of large numbers to the pool of retirees, the general increase in longevity, as also the proposed introduction of the One Rank One Pension scheme, will together lead to a huge increase in the government's liability towards Defence Pensions. The government may, therefore, explore the possibility of laying down a Defined Contribution Scheme for Defence forces personnel where the employee makes a contribution and a suitable amount is contributed by the government so that a sizeable corpus is built up.

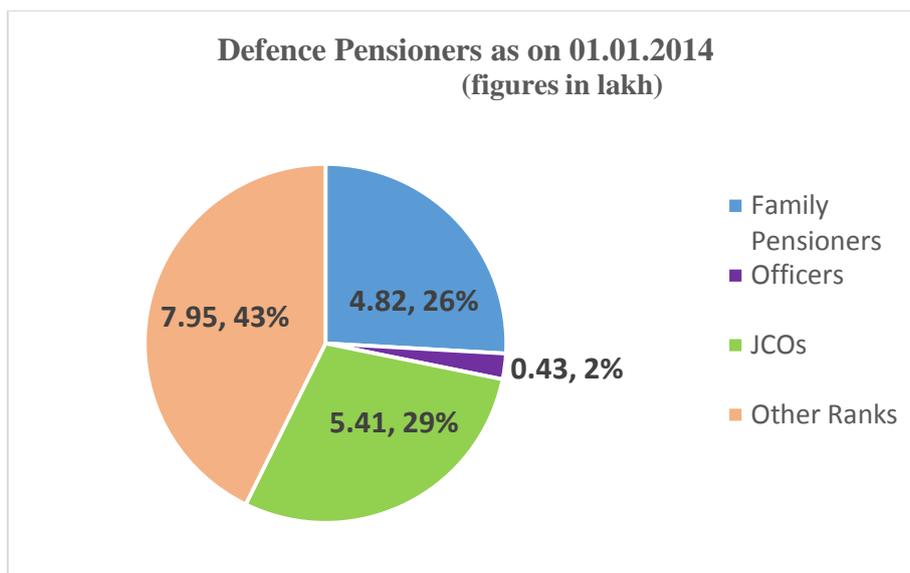
### **Analysis of Data on Defence Pensioners**

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10.2.14 Defence Pensions are budgeted and accounted for under the Ministry of Defence and provide for pensionary charges in respect of retired defence personnel, including civilian employees of the three Services viz., Army, Navy and Air Force and also employees of Ordnance Factories etc. The Commission has received wide ranging data from the Controller General of Defence Accounts in relation to defence pensioners. As on 01.01.2014 there were 24.1 lakh defence pensioners: 18.6 lakh defence forces pensioners and 5.5 lakh defence civilians.

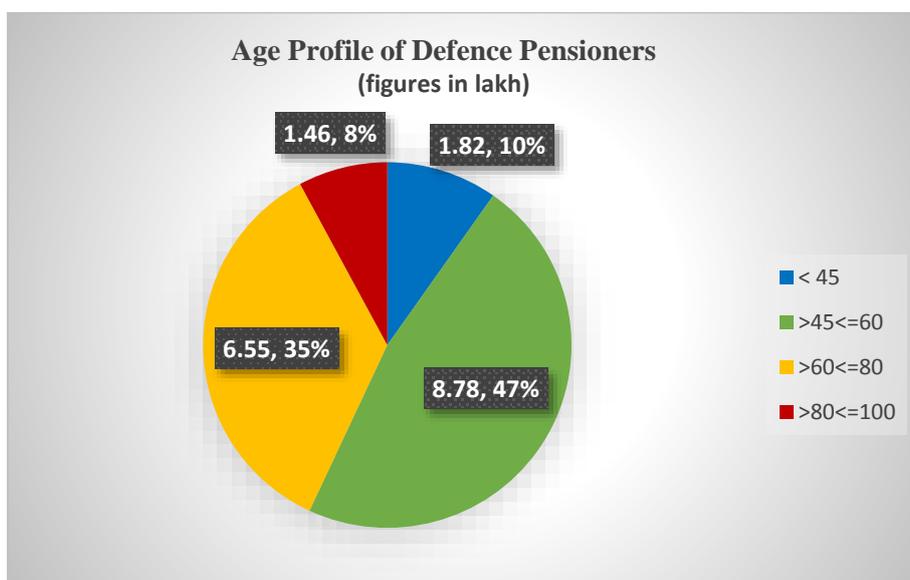
#### ***Defence Pensioners- Categories***

10.2.15 Of the 18.6 lakh Defence forces pensioners on 01.01.2014 the chart below brings out the break down between Officers, JCOs and ORs and Family pensioners.



***Defence pensioners, age wise***

10.2.16 The variation in age of retirement of defence personnel is reflected in the age profile of defence pensioners. Unlike civil pensioners, amongst defence forces pensioners there is a large percentage of pensioners below the age of 60. The age profile of the 18.6 lakh defence pensioners as on 01.01.2014 is brought out in the following pie chart:



10.2.17 Ten percent pensioners are below the age of 45 years, while 47 percent are between 45-60 years of age. Over 1.45 lakh viz., 8 percent of defence pensioners, inclusive of family pensioners, are in age group of eighty and above. This category receives additional pension as per with prescribed slabs.

***Defence Pensioners with Disability Element***

10.2.18 The Commission had sought information on defence pensioners with disability element. It was informed that such data was not being maintained for pensioners who retired

prior to 01.01.2006. For the seven year period 2007-08 to 2013-14, there were 37,537 pensioners who retired with disability element: 35,386 amongst JCOs /ORs and 2151 among officers.

### **Demands Relating to Defence Pensioners**

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10.2.19 The Commission has received a number of demands relating to pensions for defence forces personnel through the Joint Services Memorandum (JSM) from the Services, Pensioners Associations and Bodies including those dealing with the needs of special categories like war veterans, disability etc. The demands/representations received in the Commission have been examined under the broad categories of Retiring Pension, Family Pension, Disability Pension and Ex-gratia lump sum compensation.

### **Demand Relating to Retiring Pension**

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10.2.20 The principal demands made before the Seventh CPC in respect of retiring pensions as applicable to the defence personnel were:

- i. Minimum pension should be fixed at 75 percent of reckonable emoluments for JCOs/ Other Ranks or a compulsory early retirement compensation package or lump sum amount.
- ii. Additional quantum of pension with advancing age should commence at the age of 70 years for JCOs/ Other Ranks instead of 80 years as prevails today.
- iii. Pre 2006 Honorary Naib Subedar may be given pension of Naib Subedar.
- iv. Defence Security Corps (DSC) personnel may be granted second pension on completion of 10 years of service at par with civilians.
- v. The depression in pension for qualifying service between 15 and 20 years may be removed and complete earned pension may be made admissible to Territorial Army personnel.

### **Minimum Pension for JCOs/ ORs**

10.2.21 The Services, in the JSM, have sought enhancement of the Service Pension to 75 percent of last drawn reckonable emoluments for JCOs and ORs. In case enhancement of pension to 75 percent of last drawn reckonable emoluments is not granted for JCOs/OR, the Services have sought a compulsory early retirement compensation package or compulsory lateral absorption in government or PSU as an alternative.

### *Analysis and Recommendations*

10.2.22 Service pension for all categories of employees has been fixed at 50 percent of the last pay drawn. The recommendations in relation to pay of both the civilian and defence forces personnel will lead to a significant increase in the pay drawn and therefore in the 'last pay drawn'/'reckonable emoluments.' It is also to be noted that in the case of defence forces personnel, in particular all JCOs/ORs, the last pay drawn includes the element of Military Service Pay, which is also taken into account while reckoning pension. The Commission has

also recommended an increase in Military Service Pay. The increase in pay and MSP will automatically and significantly raise the level of pension of JCOs/ORs, since pension is related to the last pay drawn/ reckonable emoluments. **Therefore the Commission does not recommend any further increase in the rate of pension for JCOs/ORs.**

#### **Additional Quantum of Pension with Advancing Age**

10.2.23 The Services have sought a modification in the existing old age pension scheme for JCOs/ ORs whereby the additional quantum of pension should commence at the age of 70 rather than the existing age of 80. The quantum of increase has also been sought to be raised upwards for various categories of old age pensioners.

#### *Analysis and Recommendations*

10.2.24 The scheme of additional pension and additional family pension with advancing age was introduced subsequent to recommendations of the VI CPC. The amount of pension for existing pensioners will be revised upwards in accordance with the fitment formula that has been prescribed by the Commission. **No further increase in the existing rate of additional pension and additional family pension with advancing age is therefore recommended by the Commission.**

#### **Pre-2006 Honorary Naib Subedar**

10.2.25 The Services have sought that the provision of grant of pension of Naib Subedar to Havildars and equivalent who are given Honorary rank of Naib Subedar after retirement, currently applicable to post 01.01.2006 retirees only, should also be extended to pre 01.01.2006, retirees. The Services have contended that the current policy has resulted in creation of two classes of pensioner's viz., pre and post 01.01.2006, which is undesirable.

#### *Analysis and Recommendations*

10.2.26 The Commission has examined the matter. It notes that the VI CPC had recommended that the pension of all Honorary rank Naib Subedar will be payable by taking this placement as a regular promotion to the higher grade and this would be applicable "henceforth." The VI CPC has been unambiguous as far as the date of effect of the benefit. **This Commission does not find any merit in re-opening an issue that has been clearly settled. Therefore no change is being recommended in this regard.**

#### **Defence Security Corps (DSC) Personnel**

10.2.27 The Services have sought reduction in the qualifying service for entitlement of second pension to Defence Security Corps (DSC) personnel from 15 to 10 years. To support their demand it has been contended that all employees taking up second employment in Central Government establishments earn their second pension after completing 10 years of service whereas for DSC personnel 15 years of service is mandatory.

### *Analysis and Recommendations*

10.2.28 The Commission notes that personnel in the Defence Security Corps are tasked to protect defence units/installations and defence civil establishments and they are subject to the Army Act. The personnel in the Corps are drawn from amongst JCOs and ORs retiring from active service from the three Services. The present demand is made on the premise that all employees taking up second employment in Central Government establishments earn their second pension after completing 10 years of service. This does not however hold true post 1 January, 2004. Civilian personnel joining after 1.1.2004 are covered only by the National Pension System, therefore those taking up second employment in Central Government establishments will also not be entitled to any pension, other than through the defined contribution regime. **The Commission therefore does not recommend reduction in the qualifying service for entitlement of second pension to Defence Security Corps (DSC) personnel from 15 to 10 years.**

### **Depression in Pension for Qualifying Service**

10.2.29 Territorial Army personnel qualify for pension after 20 years of service. Those with qualifying service between 15 and 20 get a 'depressed' pension. The services have asked for this depression to be removed and for the complete earned pension be made admissible to Territorial Army (TA) personnel. To advance their case they have contended that TA personnel are governed by the same conditions and guidelines as are applicable to all other defence service personnel while calculating the pension. Therefore reducing their pension would create a lower category of personnel and an implied class system. The demand for this is to be done away with.

### *Analysis and Recommendations*

10.2.30 The Commission, on perusal of the statutes governing the Territorial Army, notes that the qualifying 'embodied' service for a Territorial Army personnel may be continuous or rendered in broken spells. For calculating the total 'embodied' service, the break in service due to dis-embodiment is condoned but the period of break itself is not treated as qualifying service for pension. The five percent cut is only imposed on the pension of those JCO/ORs, whose qualifying, embodied service has been rendered in broken spells. **The Commission observes that pension formulation is appropriate and finds no justification for a review of the existing arrangements with regard to pension of Territorial Army personnel.**

### **Demand Relating to Family Pension**

10.2.31 The principal demands made before the Seventh CPC in respect of family pension in respect of Defence Forces personnel are as follows:

- i. Enhanced Ordinary Family Pension to be made admissible for a duration of 10 years after death of the individual, both in harness as well as after retirement.
- ii. Special Family Pension at the rate of 80 percent of the last reckonable emoluments as against the existing level of 60 percent.

- iii. Additional quantum of family pension with advancing age should commence at the age of 70 for JCOs/Other Ranks instead of 80 as prevails today.
- iv. Inclusion of war injury element/disability element in computation of family pension for widows of ex-servicemen who were in receipt of war injury pension/disability pension and commutation of the war injury element/disability element, if already not done by the individual prior to his demise.

### **Enhanced Ordinary Family Pension**

10.2.32 The Services have sought that the enhanced rate of ordinary family pension should be continued to be paid at a rate equal to service/ retiring pension and made admissible for a duration of 10 years after death of the individual, both in harness as well as after retirement. In addition, the existing cap of minimum service of seven years for being eligible for this pension be removed.

#### *Analysis and Recommendations*

10.2.33 The Commission has considered the issue. It notes that the regime of enhanced rate of ordinary family pension applies to both civil and defence pensioners. **No change is being recommended by the Commission for either civilian or defence pensioners.**

### **Special Family Pension**

10.2.34 The Services have sought that the Special Family Pension be enhanced and be paid at the rate of 80 percent of last drawn reckonable emoluments from the existing rate of 60 percent. Increase in rate, it is contended, is justified as the widow is not extended government employment unlike widow of civilian Central Government servant, when the spouse dies in service.

#### *Analysis and Recommendations*

10.2.35 The recommendations of the Commission in relation to pay of defence forces personnel will lead to a significant increase in the pay drawn and therefore in the 'last pay drawn.' **No further increase in the existing rate of Special Family Pension is therefore recommended by the Commission.**

### **Additional Quantum of Family Pension with Advancing Age**

10.2.36 The Services have sought a modification in the existing old age pension scheme for JCOs/ORs whereby the additional quantum of pension should commence at the age of 70 rather than the existing age of 80. The quantum of increase has also been sought to be raised upwards for various categories of old age pensioners.

#### *Analysis and Recommendations*

10.2.37 The scheme of additional pension and additional family pension with advancing age was introduced subsequent to recommendations of the VI CPC. The amount of pension for existing pensioners will be revised upwards in accordance with the fitment formula that has been prescribed by the Commission. **No further increase in the existing rate of additional**

**pension and additional family pension with advancing age is therefore recommended by the Commission.**

### **Inclusion of War Injury Element/Disability Element in Computation of Family Pension**

10.2.38 War Injury Pension/Disability Pension for defence personnel on invalidment/retirement/ superannuation has two elements- (i) service and (ii) war injury/disability. As per the existing orders on the death of the said personnel the widow is entitled to a family pension on account of the service element only. The demand is for continuance of the War Injury Pension/Disability Pension received by the personnel upon invalidment/retirement/ superannuation to the widow of the defence service personnel, in addition to the family pension fixed at 30 percent of reckonable emoluments. Commutation of the war injury element/ disability element, if already not done by the individual prior to his demise has also been sought.

10.2.39 The recommendations of the Commission in relation to pay of defence forces personnel will lead to a significant increase in the pay table and therefore in the 'last pay drawn'/ 'reckonable emoluments.' In view of the enhancement in pay the **Commission is not recommending any further change in the existing provisions with regard to inclusion of war injury element/disability element in the computation of family pension.** The demand made with the regard to commutation of war injury element/ disability element is also not being recommended.

### **Demands Relating to Disability and War Injury Pension**

#### **Disability Pension**

10.2.40 The orders regulating grant of disability pension in the case of defence forces personnel are detailed in view of the circumstances in which they operate. Disability pension is granted in two broad categories- (a) Non Battle cases and (b) War Injury cases.

10.2.41 Armed forces personnel retired with disability attributable to or aggravated by such service and assessed at 20 percent or more are awarded disability pension. Those invalided out with any disability attributable to or aggravated by such service are also awarded disability pension.

10.2.42 The regime of disability element for non-battle cases has, over time, moved from fixed slab rates to one based on percentage of reckonable emoluments. This shift was recommended by the VI CPC.

10.2.43 **Non Battle Cases:** In Non Battle cases there are two categories—(i) Cases Attributable/ Aggravated to service and (ii) Cases Neither Attributable/ Nor Aggravatable to service. The manner in which these cases are being currently regulated is as under:

	<b>Neither Attributable Nor Aggravated (NANA)</b>		<b>Attributable or Aggravated by Military Service</b>	
<b>Invalided Out</b>	Qualifying Service < 10 Years: Only Invalid Gratuity is paid.	Qualifying Service ≥ 10 Years: Invalid pension equal to 50% of last RE is being paid.	Disability Pension comprising (i) Service Element (SE) equal to 50% of last Reckonable Emoluments (RE) and Disability Element (DE) equal to 30% of last RE is paid for 100% disability. Determination of DE is done as per broadbanding principle which is as follows:	
			Percentage of Disability	Percentage of RE to be reckoned for DE
			Less than 50	50
			50-75	75
			76-100	100
<b>Retired with Disability</b>	Pension equal to 50% of last RE is being paid.		Disability Pension comprising (i) Service Element (SE) equal to 50% of last RE and Disability Element (DE) equal to 30% of last RE for 100% disability is being paid. Determination of DE is done as per broadbanding principle, at rates above, for disability ≥ 20%. There is no DE for disability <20%.	
<b>Premature/ Voluntary Retirees</b>	Pension equal to 50% of last RE is being paid.		Disability Pension comprising (i) Service Element (SE) equal to 50% of last RE and Disability Element (DE) equal to 30% of last RE for 100% disability is being paid. For lesser percentage of disability, the amount of DE is reduced pro-rata. There is no DE for disability <20%.	

**10.2.44 War Injury Cases:** Currently in War Injury cases there are two distinct categories- (i) those invalided out and (ii) those retained in service. In case of those invalided out the pension paid is 50 percent of reckonable emoluments, subject to a minimum of ₹7,020. This is in addition to 100 percent of reckonable emoluments for those with 100 percent disability and on pro rata basis for those with lesser disability. For personnel suffering war injury but who are retained in service, the pension paid out is 50 percent of reckonable emoluments in addition to 60 percent of reckonable emoluments for those with 100 percent disability and on pro rata basis for those with lesser disability.

**10.2.45** The principal demands made before the Seventh CPC in respect of disability pensions as applicable for defence forces personnel were:

- i. In the case of disability pension, an upward revision from the existing rate of 30 percent to 50 percent of last pay drawn, in cases of 100 percent disability.
- ii. Enhancing the cover of Disability.
- iii. Additional old age pension should be applicable for disability/ war injury pension.
- iv. All cases of invalidment due to disability Neither Attributable Nor Aggravated (NANA) to service, be awarded Disability Pension.
- v. Enhancement in the rate of war injury pension where individual is retained in service.
- vi. Ex-gratia lump sum compensation to invalided out defence personnel.
- vii. Ex-gratia award for 100 percent disability be made equal to the stipend being paid to Cadets.
- viii. The need to empanel well established civil prosthetic centres so as to make facilities for good quality repairs and replacement of artificial limbs easily accessible.
- ix. Ex-gratia lump sum compensation.

### **Enhancement of the Rate of Disability Pension**

10.2.46 The Services have sought enhancement of the rate of disability pension for 100 percent disability from the existing level of 30 percent of the last drawn reckonable emoluments to 50 percent. For lower percentages of disability, the amount of disability element is sought to be pro-rated.

*Analysis and Recommendations*

10.2.47 The regime of disability element for non-battle cases has moved from fixed slab rates to a percentage of reckonable emoluments. The rates of disability element for 100 percent disability as admissible over the years, is indicated in the table below:

**Rate of Disability Element for 100 Percent Disability (in ₹ per month)**

Rank	Pre III CPC	After III CPC	After IV CPC	After V CPC	After VI CPC	
					Pre 2006*	Post 2006@
Officers	170.00	200	750	2600	9,279- 27,000	8,100- 27,000
Honorary Commissioned Officers	142.50	170				
Subedar Major	105.00	110	550	1900	4,764- 6,591	4,650- 12,900 (9867#)
Subedar	90.00					
Naib Subedar	65.00					
Havildar	48.00	60	450	1550	3,510- 4,899	3,138- 7,920
Naik	40.00					
Sepoy	35.00	45				

Notes: Rates as per Defence Pension Payment Instructions, CGDA

\* The disability element shall not be less than 30 percent of minimum of fitment table for rank in revised pay structure issued for implementation of recommendation of VI CPC corresponding to pre revised scale held by armed forces personnel at time of retirement/discharge/ invalidment for 100 percent disability.

@ It is as per VI CPC pay structure as accepted by government for armed forces personnel.

# While ₹34,800 is top of the scale for PB 2, the highest stage that an MWO has reached in the IAF is ₹24,690.

10.2.48 The ratio of maximum to minimum disability pension for officers and ORs across various points in time is detailed below:

	Pre III CPC	After III CPC	After IV CPC	After V CPC	After VI CPC
<b>Ratio of maximum to minimum</b>	4.85	4.44	1.66	1.67	8.60

10.2.49 The notable facts about the disability payout regime are:

- There was a gradual rationalisation in the number of slabs from eight, prior to III CPC to three after the IV CPC.
- The ratio of maximum to minimum quantum of compensation for disability across the ranks witnessed a decline from 4.85 prior to the III CPC to 1.67 post V CPC. As a consequence of the implementation of the recommendations of the percentage based system based on the VI CPC Report the ratio of the maximum to minimum was reversed and now stands at 8.60.
- Implementation of the VI CPC recommendations resulted in a substantial increase in the disability element. For 100 percent disability, at the minimum level ie., for ORs, it

went up from ₹1,550 to ₹3,138, ie., a little over double and at highest level amongst officers from ₹2,600 to ₹27,000, ie., by 10.38 times.

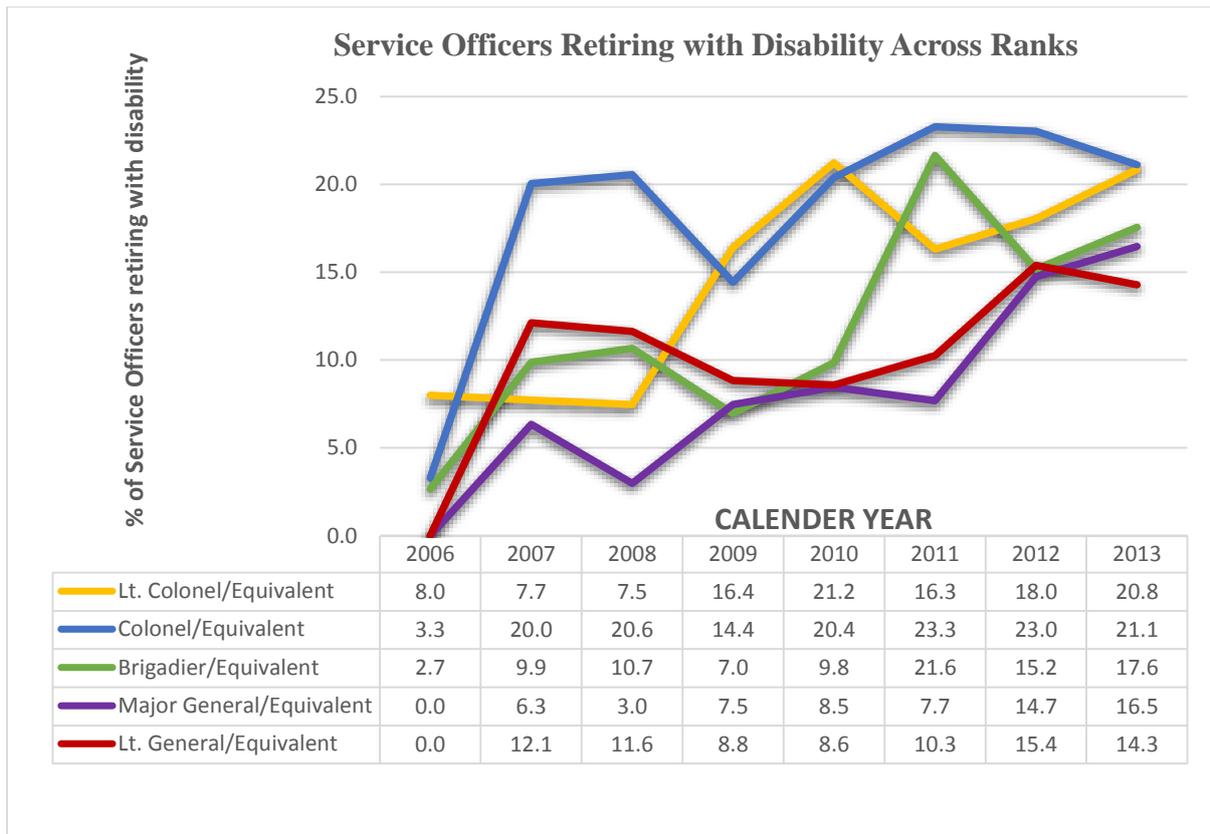
- d. Disability pension consists of two elements viz., service element and disability element. While the service element was linked with the qualifying service, disability element was not. Therefore, for the same level of disability, the service officer invalided out and one who served on and retired in due course, got the same quantum of disability element.

10.2.50 To examine the recent trends in disability cases, the Commission sought data and further clarifications with regard to all cases of pensioners with disability element. The total number of pensioners superannuating with disability element, each year, from 2007-08 to 2013-14, as provided by the Controller General of Defence Accounts (CGDA) is tabulated below:

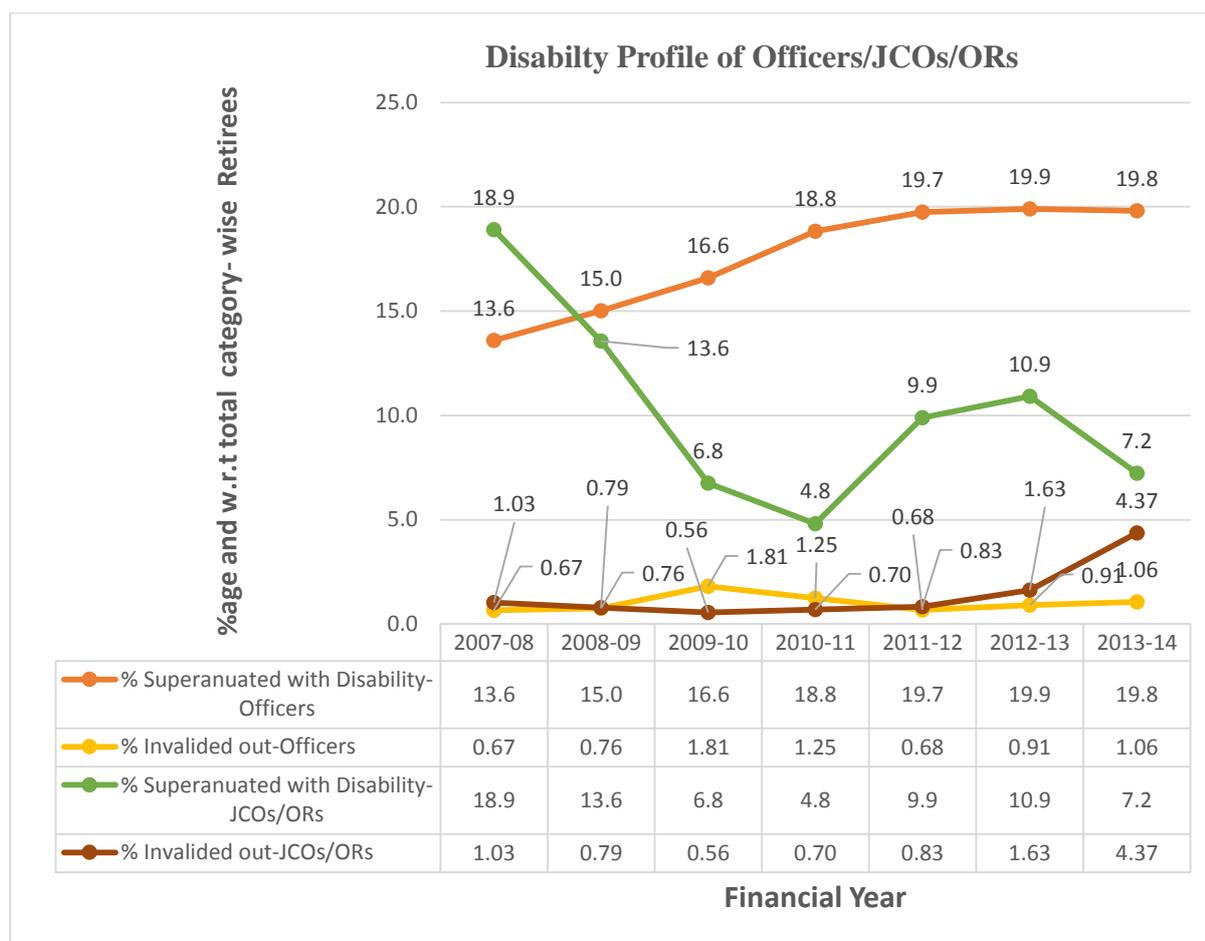
Financial Year	JCOs/ORs	Commissioned Officers	Total	Total JCO/OR Retirees	Total Officer Retirees
2007-08	9,355	285	9,640	49396	2096
	(18.9)	(13.6)	(18.7)		
2008-09	6,908	318	7,226	50913	2118
	(13.6)	(15.0)	(13.6)		
2009-10	2,644	284	2,928	39133	1712
	(6.8)	(16.6)	(7.2)		
2010-11	1,840	316	2,156	38209	1678
	(4.8)	(18.8)	(5.3)		
2011-12	4,765	321	5,086	48201	1626
	(9.9)	(19.7)	(10.2)		
2012-13	5,837	327	6,164	53446	1643
	(10.9)	(19.9)	(11.2)		
2013-14	4,037	318	4,355	55901	1606
	(7.2)	(19.8)	(7.6)		

10.2.51 From above data, the following trends are discernible:

- As a percentage of the total officer retirees, the number of officers retiring with disability has increased in 2013-14, as compared to 2007-08 (13.6 percent to 19.8 percent).
- The percentage of JCOs/ORs retiring with disability is, on the other hand, decreasing (18.9 percent to 7.2 percent).
- The percentage of officers retiring with disability is considerably higher than JCO/ORs retiring with disability.



10.2.52 It is observed that there has been an upward trend in the personnel superannuating with disability element at senior levels.



10.2.53 Data on personnel invalidated out of service has also been made available to the Commission in respect of officers.

#### Officers Invalidated Out

Year Rank	2006	2007	2008	2009	2010	2011	2012	2013	2014
Major/equivalent	16	15	19	16	10	10	7	5	1
Lt Col/equivalent	12	15	14	18	13	4	4	4	1
Col/equivalent	10	9	5	5	10	3	3	0	1
Brig/equivalent	3	1	1	3	4	0	0	0	0
Major General/equivalent	1	0	0	0	0	0	0	0	0
Lt General/equivalent	0	0	0	0	0	0	0	0	0

10.2.54 While the number of officers retiring with disability element has shown a significant increase at levels of Brigadier and above in recent years, it is notable that since 2010-11, no officer in these ranks has been invalidated out.

10.2.55 The feature that stands out when the historical evolution of the regime relating to disability pension is studied is the shift from slab based system to a percentage based disability pension regime consequent to the implementation of the VI CPC's recommendations. This move has been contrary to the tenets of equity insofar as treatment of disability element between Officers and JCOs/ORs is concerned borne out by the fact that the ratio of maximum

to minimum quantum of compensation for disability across the ranks is now disproportionately high at 8.6. **The Commission is therefore of the considered view that the regime implemented post VI CPC needs to be discontinued, and recommends a return to the slab based system. The slab rates for disability element for 100 percent disability would be as follows:**

Rank	Levels	Rates (in ₹ per month)
Service Officers	10 and above	27,000
Honorary Commissioned Officers		
Subedar Major/ Equivalent	6 to 9	17,000
Subedar/ Equivalent		
Naib Subedar/ Equivalentents		
Havildar/ Equivalentents	5 and below	12,000
Naik/ Equivalentents		
Sepoy/ Equivalentents		

#### **Enhancing the Cover of Disability**

10.2.56 The Services have sought that disability element should be made admissible to personnel on retirement as well as invalidment in the event of his/her acquiring any amount of disability (presently Nil in case of Disability less than 20 percent) that is attributable to/ aggravated by military service or otherwise.

10.2.57 The issue of how disability element should be determined for personnel retiring with disability, as distinct from those being invalided out, has been the subject matter of judicial pronouncements in the recent past. In Ram Avatar vs Union of India, the Supreme Court has held that personnel retiring on attaining the age of superannuation or on completion of tenure of engagement, if found to be suffering from some disability which is attributable to/ aggravated by military service, would be entitled to the benefit of 'rounding' of disability pension for disability greater than 20 percent. The Commission has also noted that the government has decided to implement the benefit of broadbanding of disability ('rounding' of disability pension) w.e.f. 01.01.2015 for all eligible cases except premature cases/voluntary retirement cases. **The Commission, keeping in view the above, recommends broadbanding of disability for all personnel retiring with disability, including premature cases/voluntary retirement cases for disability greater than 20 percent.** This will ensure uniformity in treatment of disability cases as far as determination of disability element is concerned and bring the regime at par with those invalided out for disability greater than 20 percent.

#### **Additional old age Pension should be Applicable for Disability/War Injury Pension**

10.2.58 The Services have sought that the clauses of additional old age pension be made applicable to both the elements of disability/war injury pension.

10.2.59 The scheme of additional pension and additional family pension with advancing age was introduced subsequent to recommendations of the VI CPC. The amount of pension for existing pensioners will be revised upwards in accordance with the fitment formula that has been prescribed by the Commission. **No further enhancement by inclusion of elements of disability/war injury pension is therefore recommended by the Commission.**

#### **Neither Attributable Nor Aggravated (NANA) cases, be awarded Disability Pension**

10.2.60 The Services have sought the discontinuation of Invalid Pension and Gratuity in all cases of invalidment due to disability Neither Attributable Nor Aggravated (NANA) by service; instead, they have sought award of Disability Pension for all such cases.

10.2.61 As per existing regulations in cases of disability Neither Attributable Nor Aggravated (NANA) by service for personnel with less than ten years' service the individual is entitled to invalid gratuity only, payable at half a month's last drawn reckonable emoluments plus dearness allowance for every six months of service. Those having more than ten years of service are entitled to invalid pension payable at fifty percent of last reckonable emoluments. The Commission, taking note of the legal position settled by the Supreme Court, is of the view that a member of the armed forces is presumed to be in a sound physical and mental condition at the time of his entry into the service if there is no note or record to the contrary made at the time of such entry. Therefore in the event of his subsequent discharge from service on medical grounds any deterioration in his health is presumed to be attributable to military service. **The Commission therefore recommends that while the existing regulations involving disability Neither Attributable Nor Aggravated (NANA) by service may continue, it is for the authorities to establish, in each case, through a reasoned order that disability was Neither Attributable Nor Aggravated (NANA) by military service.**

#### **War Injury Pension where Individual is Retained in Service**

10.2.62 For cases of war injury where the individual is retained in service, the Services have sought that the war injury element should be enhanced and awarded at the rate of 80 percent of last drawn reckonable emoluments for 100 percent disability. For lesser percentage of disability, the amount of disability element be reduced pro-rata.

10.2.63 The Commission notes that the war injury element as per existing regime is calculated at 60 percent of the last drawn reckonable emoluments for cases of 100 percent disability. For lower percentages of disability, the amount of Disability Element is reduced pro-rata. The pay of all defence forces personnel as per the recommendations of the Commission are being enhanced. This will itself translate into enhancement of payout to those retiring with war injury and retained in service. **In view of the foregoing the Commission does not recommend any change in the existing regime of payouts for those with war injury and retained in service.**

#### **Ex-gratia Lump Sum Compensation to Invalidated out Defence Personnel**

10.2.64 The Services have sought application of broad banding principle for determining the extent of disability for payment of Ex-gratia award to service personnel boarded out on account of disability/war injury attributable to or aggravated by military service.

10.2.65 The existing orders involve payment of ex-gratia lump sum compensation of ₹9 lakh for 100 percent disability. For disability/war injury lower than 100 percent but not less than 20 percent, the amount of ex-gratia compensation is proportionately reduced. No ex-gratia compensation is payable for disability/war injury less than 20 percent. **The Commission is recommending an increase in the existing lump sum compensation of ₹9 lakh for 100 percent disability to ₹20 lakh. However it finds no justification to recommend broad banding for payment of Ex-gratia award to service personnel boarded out on account of disability/war injury attributable to or aggravated by military service.**

10.2.66 The Services have sought enhancement of ex-gratia disability award equal to stipend paid to cadets from the existing ₹6,300 per month for 100 percent disability. In support of their demand it has been contended that training of cadets is extremely demanding and a cadet is susceptible to injuries. Therefore there is a need to indemnify a cadet against any disability which may occur during the period of training.

10.2.67 The Commission notes that cadets are not considered on duty during training and therefore cannot be treated at par with serving defence forces personnel. **The Commission, however, keeping in views the facts relating to cadets recommends an increase ex-gratia disability award from the existing ₹6,300 per month to ₹16,200 per month for 100 percent disability.**

#### **Empanelment of Well-established Civil Prosthetic Centres**

10.2.68 In the case of pensioners with disabilities one of the submissions made before the Commission was that all disabled ex-servicemen have to travel to Artificial Limb Centre (ALC), Pune for repair and replacement of their prosthetic fittings. In addition to ALC there are only five sub-centres in the entire country and they are ill-equipped and unable to carry out even minor repairs. A case has therefore been made for empanelment of well-established civil prosthetic centres to make facilities for good quality repair and replacement of artificial limbs easily accessible to disabled ex-servicemen.

10.2.69 **In view of the hardships faced by disabled ex-servicemen the Commission recommends that the government may empanel well established civil prosthetic centres where retired pensioners can avail the facility.**

#### ***Ex-gratia Lump Sum Compensation***

10.2.70 The Commission has received representations seeking enhancement in *Ex-gratia* lump sum compensation for Next of Kin (NoK) of CAPF, Assam Rifles and defence forces personnel who die in harness in performance of their bona fide official duties.

10.2.71 The circumstances in which the *Ex-gratia* lump sum compensation is currently admissible and the quantum in each category are as under:

Sl. No.	Circumstances	Quantum (₹)	Remarks
1.	Death occurring due to accidents in course of performance of duties	10 lakh	Identical provisions for Defence and CAPF personnel
2.	Death in the course of performance of duties attributable to acts of violence by terrorists, anti-social elements etc.	10 lakh	
3.	Death occurring in border skirmishes and action against militants, terrorists, extremists, etc.	15 lakh	Provision for CAPF personnel
	Death occurring in enemy action in international war		
4.	Death occurring while on duty in the specified high altitude, inaccessible border posts, etc on account of natural disasters, extreme weather conditions	15 lakh	Identical provisions for Defence and CAPF personnel
5.	Death occurring during enemy action in international war or such war like engagements, which are specifically notified by Ministry of Defence	20 lakh	Applicable only for Defence forces personnel

10.2.72 As may be seen, there are four circumstances listed for payment of *Ex-gratia* lump sum compensation in case of Next-of-Kin (NoK) for CAPF/Assam Rifles personnel while there are five circumstances listed for such payout to NoK in the case of defence forces personnel.

10.2.73 The Ministry of Home Affairs has sought the doubling of *Ex-gratia* lump sum payable to the Next of Kin (NoK) of CAPF and Assam Rifles personnel from the existing ₹10 lakh to ₹20 lakh and from the existing ₹15 lakh to ₹30 lakh, depending on the circumstances.

10.2.74 The Defence Services, in their memorandum, have sought quadrupling of the amount of lump sum compensation. They have also suggested inclusion of some additional categories in the list of identified circumstances in which *Ex-gratia* lump sum compensation is paid. The proposal of the Services in this regard is summarised below:

Sl. No.	Circumstances	Existing (₹)	Sought (₹)	New Categories proposed by the Services
1.	Death occurring due to accidents in course of performance of duties.	10 lakh	40 lakh	-
2.	Death in the course of performance of duties attribute to acts of violence by terrorists, anti-social elements etc.	10 lakh	40 lakh	-
3.	Death occurring in border skirmishes and action against militants, terrorists, etc.	15 lakh	60 lakh	Death occurring in action against sea pirates
4.	Death occurring while on duty in the specified high altitude, inaccessible border posts, etc on account of natural disasters, extreme weather conditions.	15 lakh	60 lakh	Death occurring while on duty in fire/blasts/explosions on board ships/submarines/aircrafts, death while handling the indigenised weapons/machinery and on account of natural disasters, extreme weather/sea conditions
5.	Death occurring during enemy action in international war or war like engagements, specifically notified by Ministry of Defence.	20 lakh	80 lakh	Death occurring during evacuation of Indian Nationals from a war-torn zone in foreign country etc.

#### *Analysis and Recommendations*

10.2.75 The Commission has considered the existing regime regulating the *Ex-gratia* lump sum compensation and the demands made before the Commission and observes that while the set of circumstances in which defence forces personnel and those in CAPFs and Assam Rifles are accorded *Ex-gratia* payment are broadly similar, some variations do exist. In this regard, the Commission is of the view that as far as possible these should apply identically to all the personnel covered by these orders.

10.2.76 As regards the new categories sought to be added by the Defence Services to the existing circumstances, the Commission recommends the following:

<b>Addition asked for</b>	<b>Recommendation</b>
Death occurring while on duty in fire/ blasts/explosions on board ships/ submarines/ aircrafts	Not recommended for inclusion as a separate category. It may be included in the existing circumstance 'Death occurring due to accidents in course of performance of duties'
Death occurring in action against sea pirates	May be included in the existing circumstance 'Death occurring in border skirmishes and action against militants, terrorists, extremists'
Death while handling the indigenised weapons/machinery	Not recommended for inclusion as a separate category. It may be included in the existing circumstance 'Death occurring due to accidents in course of performance of duties'
Death on account of natural disasters, extreme weather/sea conditions	Not recommended for inclusion as a separate category. It may be included in the existing circumstance 'Death occurring due to accidents in course of performance of duties'
Death during evacuation of Indian Nationals from a war-torn zone in foreign country etc.	May be included in the existing circumstance 'Death occurring during enemy action in international war or such war like engagements, which are specifically notified by Ministry of Defence.'

**10.2.77 The Commission recommends a common regime for payment of Ex-gratia lump sum compensation for civil and defence forces personnel, payable to the Next of Kin at the following rates:**

(₹ in lakh)

<b>Circumstances</b>	<b>Existing</b>	<b>Proposed</b>
Death occurring due to accidents in course of performance of duties.	10 lakh	25 lakh
Death in the course of performance of duties attribute to acts of violence by terrorists, anti-social elements etc.	10 lakh	25 lakh
Death occurring in border skirmishes and action against militants, terrorists, extremists, sea pirates	15 lakh	35 lakh
Death occurring while on duty in the specified high altitude, inaccessible border posts, on account of natural disasters, extreme weather conditions	15 lakh	35 lakh
Death occurring during enemy action in war or such war like engagements, which are specifically notified by Ministry of Defence# and death occurring during evacuation of Indian Nationals from a war-torn zone in foreign country	20 lakh	45 lakh

# If any CAPF/ Assam Rifles/ Coast Guard personnel is killed in an area notified by Ministry of Defence in war or such war like engagements, the Next of Kin in his case shall receive the same ex-gratia lump sum as NOK of defence personnel in the same circumstances.

### **Parity in pension between pre and post Seventh CPC defence forces retirees**

10.2.78 The differential in pension between past and new retirees from the defence forces has been an issue that has engaged the attention of the government and various Parliamentary Committees. A number of committees and bodies have been appointed to examine the issue. This differential arises on account of the fact that computation of pension depends upon the pay scale of the person at the time of retirement. With the passage of time and revision of pay

scales by successive Pay Commission, the pay and therefore the pension, of those retiring in later years undergoes a change.

10.2.79 The Estimates Committee (1980-81), in its report on resettlement of Ex-Servicemen, noted that the disparity in pension between past and present pensioners of equal rank was inequitable and recommended that the matter should be examined and a just solution found.

10.2.80 The IV CPC, on the other hand, observed that the amount of pension undergoes changes as and when the pay scales are revised. Any attempt to equalise pension with reference to revised scale of pay would, in fact, amount to the retrospective application of these scales of pay.

10.2.81 In 1991 the government set up a High Level Empowered Committee which recommended a One Time Increase (OTI) in pension from 01.01.1992. All pre-1973 pensioners (JCOs/ORs/ Commissioned officers) were brought to the level of post-1973 retirees. Graded addition with reference to post-1973 rates of pension was also made to determine OTI in rates to bridge the gap to some extent up to post 1986 level.

10.2.82 The V CPC, after taking into account the historical background including the recommendations of High Level Committees, recommended that total parity may be brought between pre 01.01.1986 and post 01.01.1986 retirees. Thereafter, for all pre 01.01.1996 retirees, their pension was consolidated as per the specified fitment formula. If the resultant figure fell short of the pension applicable to the post 01.01.1996 retirees for the same rank, it was to be stepped up to the minimum pension prescribed for the same rank (Para 165.8). It went on to state that every Pay Commission gives certain benefits in pay which are over and above the impact of inflation, either due to upgradation of recruitment qualifications or change in job contents. The benefits accorded on this account need not necessarily be passed on to the pensioners. Thus, the additional benefits suggested by them for future pensioners would not be fully available to the pre 01.01.1996 retirees. It, however, recommended partial parity known as **modified parity** in respect of pre and post-01.01.1996 pensioners. This provided that in case the revised consolidated pension of a person was less than 50 percent of the minimum of the revised pay scale, it would be stepped up to that level.

10.2.83 The Commission notes that a number of improvements have been brought about aimed at narrowing the gap between past and current pensioners. These include:

- a. All pre 1997 PBOR pensioners have been brought at par with post 1997 pensioners.
- b. Pension of all pre 2006 PBOR pensioners has been reckoned with reference to notional maximum pay in post 01.01.2006 revised pay structure corresponding to the maximum pre VI CPC pay scales as per fitment table of each rank with enhanced weightage awarded by the group of Ministers.
- c. A separate pay scale of ₹67,000–79,000 was created to address the issue of disparity in pension of pre and post 01.01.2006 pensioners at the level of Lieutenant General and equivalent in the other two services to enable them to get pension at the rate of ₹36,500 and

- d. Linkage of full pension with 33 years of qualifying service has been removed w.e.f. 01.01.2006 instead of 01.09.2008 in case of commissioned officers.

10.2.84 **Pension payout to defence forces personnel over time:** The evolution of the pension regime over time and the role of the Judiciary in settling the law on the subject has been detailed in Chapter 10.1. There is clear evidence that governments have, over time, progressively moved towards a liberalised regime for past pensioners. The VI CPC has further provided for additional pension with advancing age. In the case of defence forces personnel particularly, a number of improvements have been effected after implementation of the VI CPC recommendations. Two Committees were set up, one in 2009 and another in 2012, under the Chairmanship of the Cabinet Secretary. Based on recommendations made by them, changes in the pension rules were notified in years 2010 and 2013. Each notification went a step further in bridging the gap between pre 2006 and post 2006 pensioners. What this has effectively translated into is testified by examples of pension fixation of defence forces personnel across groups who have retired in the past decades. For example, a Lt Colonel (in GP of ₹8,000 in VI CPC, retired on 31 July, 1990 with a basic pension of ₹2,703 per month. The basic pension got revised to ₹7,550 and ₹25,700 per month after implementation of the V and VI CPC respectively. The basic pension was further revised in September 2012 to ₹26,265. With the benefit of dearness relief<sup>39</sup>, the pensioner is on date entitled to total pay out in terms of pension and dearness relief of ₹57,520 per month. Similarly, a Subedar (in GP of ₹4600 in VI CPC, retiring on 30 June, 1991 with a basic pension of ₹1,300 per month got revised to ₹6,188 and ₹9,325 per month after implementation of the V and VI CPC respectively. After further revision, the basic pension of the Officer was fixed at ₹11,970 per month. With the benefit of dearness relief, the pensioner is on date entitled to total pay out in terms of pension and dearness relief of ₹26,214 per month.

10.2.85 The illustrations point to a substantial increases in pension, across various categories of defence pensioners.

10.2.86 **Recommendations:** The concept of pension, so far as Civilian employees including CAPFs are concerned, has undergone a complete change. Entrants on or after 01.01.2004 on the civilian side are covered under the National Pension System. In the case of defence forces personnel however, the government has continued with the Defined Benefits pension regime. This regime, as far as past pensioners is concerned, has also witnessed significant improvements with a view to establishing parity between old and new pensioners. The Commission has dwelt on the judicial pronouncements regulating the regime of pensions in detail in Chapter 10.1.

10.2.87 **The Commission recommends the following with regard to fixation of pension for past defence forces personnel retirees:**

- i. **All the Defence Forces who retired prior to 01.01.2016 (expected date of implementation of the Seventh CPC recommendations) shall first be fixed in the Pay Matrix being recommended by this Commission, on the basis of the**

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<sup>39</sup> Dearness Relief of 119 percent, as effective from 1 July, 2015.

**Pay Band and Grade Pay at which they retired, at the minimum of the corresponding level in the matrix. This amount shall be raised to arrive at the notional pay of the retiree by adding the number of increments he/she had earned in that level while in service, at the rate of three percent. Military Service Pay shall be added to the amount which is arrived at after notionally fitting him in the Seventh CPC matrix. Fifty percent of the total amount so arrived at shall be the revised pension.**

- ii. **The second calculation to be carried out is as follows. The pension, as had been fixed at the time of implementation of the VI CPC recommendations, shall be multiplied by 2.57 to arrive at an alternate value for the revised pension.**
- iii. **Pensioners shall be entitled to the higher of the two.**

**It is recognised that the fixation of the pension as per the above formulation (i) above may take a little time since the records of each pensioner will have to be checked to ascertain the number of increments earned in the retiring level. It is, therefore, recommended that in the first instance the pension, may be fixed in terms of formulation (ii) above, till final fixation of the pension under the Seventh CPC matrix is undertaken.**

#### 10.2.88 Illustration on fixation of pension for defence forces personnel based on recommendations of the Seventh CPC

##### Case I

10.2.89 Pensioner 'A' retired at last pay ₹46,310 in PB-4 with GP 8700 on 31 March, 2006 under the VI CPC regime, having drawn one increment in the V CPC pay scale ₹15,100-450-17,350.

		Amount in ₹
1.	Basic Pension fixed in VI CPC	30,505
2.	Initial Pension fixed under Seventh CPC (using a multiple of 2.57)	78,398 Option 1
3.	Minimum of the corresponding pay level in 7 CPC	1,25,500
4.	Notional Pay fixation based on one increment	1,29,300
5.	Notional Pay after adding Military Service Pay of ₹15,500	1,44,800
6.	50 percent of the notional pay in pay level so arrived and Military Service Pay	72,400 Option 2
7.	Pension amount admissible (higher of Option 1 and 2)	78,398

## Case II

10.2.90 Pensioner 'B' retired at last pay ₹13,100 in GP 2800 on 31 May, 2015 under the VI CPC regime, having drawn two increments in PB-1.

		Amount in ₹
1.	Basic Pension fixed in VI CPC	8,950
2.	Initial Pension fixed under Seventh CPC (using a multiple of 2.57)	23,002 Option 1
3.	Minimum of the corresponding pay level in 7 CPC	35,400
4.	Notional Pay fixation based on 2 increments	37,600
5.	Notional Pay after adding Military Service Pay of ₹5,200	42,800
6.	50 percent of the notional pay in pay level so arrived and Military Service Pay	21,400 Option 2
7.	Pension amount admissible (higher of Option 1 and 2)	23,002

### **Introduction**

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10.3.1 Pension has been one of the key Terms of Reference (TORs) for successive Pay Commissions. While the VI CPC was the first Pay Commission to have been constituted after the introduction of the National Pension System (NPS) which came into effect on 01.01.2004, the VII CPC is the first one to be constituted after some experience has been gained on this count.

### **Pension Related TOR of the Commission**

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10.3.2 The TOR of the present Commission - *to examine the principles which should govern the structure of pension and other retirement benefits, keeping in view that retirement benefits of all Central Government employees appointed on and after 01.01.2004 are covered by the National Pension System (NPS)*—limits the mandate of this Commission only to the Old Pension System (OPS). However, during its interaction with staff associations and other stakeholders, the Commission received many grievances/suggestions relating to both the OPS and the NPS. It has also been averred, inter alia, that NPS is proving to be an impediment in attracting and subsequently retaining the best talent for the Central Civil Services/All India Services (AIS). In this backdrop, the Commission decided to address the grievances related to NPS, which have been discussed in this chapter. Issues relating to OPS and other retirement benefits have been dealt in Chapter 10.1 and Chapter 10.2.

### **NPS Background**

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10.3.3 The Commission notes that the NPS is the culmination of a series of social security and pension related reform initiatives in India. As in many other countries, pension reforms in India were driven by the fiscal constraints of supporting a public pension system and the longer-term problems of an ageing population. Government of India, in 1998, set up the Committee for Old Age Social and Income Security (OASIS). The OASIS committee concluded, among other things, that the Defined Benefit Scheme (DBS), serving the Central Government retirees, is unaffordable for government and it should be replaced by a Defined Contribution Scheme (DCS).

10.3.4 The Commission notes that the total pension liability on account of Central Government employees had risen from 0.6 percent of GDP (at constant prices) in 1993-94 to 1.66 percent of GDP (at constant prices) in 2002-03. Pension expenditure of the Central Government grew at a compound annual growth rate (CAGR) of 21 percent during the period 1990 to 2001. This was also reflected in the increasing fiscal deficits. Further, in the DBS, pensions were wage indexed, and thus the outgo on this account would have increased manifold. The stressed fiscal situation, thus, set the stage for introduction of the NPS in India. The Bhattacharya Committee

Report (HLE Group on NPS) (Feb 2002) recommended that an unfunded Defined Benefit (DB), Pay As You Go (PAYG) scheme or a pure Defined Contribution (DC) scheme would not be suitable and therefore recommended a hybrid DB/DC scheme to meet the requirements of central civil servants.

### **International Experience on Pension Reforms**

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10.3.5 Pension reforms, in recent times, have been initiated in many countries across the world. The Commission notes that an aging population, changing social structures, uncertain and inadequate social security benefits and rising fiscal liabilities have been the major causes behind pension reforms, especially for a transition from DBS to DCS.

### **Introduction of NPS**

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10.3.6 On the basis of various reports, the Central Government made the decision to place all new recruits into Central Government from 01.01.2004 onwards (excluding Defence Forces) under NPS. NPS is managed by the Pension Fund Regulatory and Development Authority (PFRDA), which was initially set up as an interim authority. The PFRDA Act was passed by Parliament and notified w.e.f. 01.02.2014, bestowing statutory status on the authority.

### **NPS Features**

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10.3.7 Under the NPS, employees contribute 10 percent of their monthly salary (basic plus DA) towards their pension with matching contribution from Central Government. In respect of the AIS officers working under them, the matching contribution is made by the State Governments. Three professional Pension Fund Managers invest the funds under NPS following an asset allocation framework mandated by government. The Central Record Keeping Agency (CRA) maintains a separate pension account for each individual employee identified by a unique Permanent Retirement Account Number (PRAN). Individual employees have been given online access through the CRA website to view the status of their pension wealth.

10.3.8 Under the NPS, upon superannuation, the individual is required to invest at least 40 percent of pension wealth for purchase of annuity and the remaining up to 60 percent is paid to him as lump sum. The annuity provides for pension for the lifetime of the employee. Individual subscribers to the NPS are not covered under the General Provident Fund. Regulations issued by the PFRDA now provide for partial withdrawals up to 25 percent of the contribution made by the subscriber to his individual account after at least ten years from the date of joining, up to a maximum of three times during the tenure of the subscription for certain specified purposes, before superannuation. The regulations issued by PFRDA also provide that if the employee dies in service, then at least 80 percent of the accumulated pension wealth shall be mandatorily utilized for purchase of annuity and the balance amount would be paid to the nominee(s)/legal heirs.

## Performance of the NPS

10.3.9 Over 13 lakh Central Government subscribers have accumulated pension wealth of over ₹24,000 crore by the end of 2013-14. The Compound Annual Growth Rate (CAGR) of returns on the scheme are tabulated below:-

*(in percent)*

Year	2008-09	2009-10	2010-11	2011-12	2012-13	2013-14	2014-15
CAGR (Central Govt.)	12.02	12.06	10.72	9.41	9.95	9.10	9.11

10.3.10 The Commission further notes that all State Governments (with the exception of Tripura and West Bengal) have switched to NPS on the Central Government pattern.

## Grievances against the NPS

10.3.11 The NPS has now been in effect for over 10 years. During this period, there has been perceptible progress in putting together the architecture and providing information to subscribers. Major concerns, however, remain. Broadly, these are as under:

- i. The larger federations and staff associations advocated scrapping the NPS on the ground that it discriminates between two sets of government employees.
- ii. Individuals covered under NPS have pleaded for reverting to the OPS on the grounds of uncertainty regarding the actual value of their future pension in the face of market related risks.
- iii. Individuals have pointed out that under NPS, the effective salary becomes less since the employee has to mandatorily contribute 10 percent of pay towards the pension fund.
- iv. Individuals have stated that grievance redressal facility is not effective and consultation with stakeholders has been non-existent. This communication gap has generated insecurity in the minds of stakeholders including staff and Group 'A' officers of Central Government as well as All India Service Officers.
- v. Associations have complained that Family Pension after the death of the employee is not ensured in the NPS. Moreover, if an employee dies at an early age, the family would suffer since annuity from the contribution would be grossly inadequate.
- vi. Individuals have complained that NPS subscribers have no recourse to GPF for their savings. Their personal savings (10% of salary) are considered part of a larger corpus. It has been pointed out that the right approach would be to consider only government's contribution and the returns earned on it as the effective amount available for purchase of annuities.
- vii. Associations have pointed out that unlike the facility under GPF, it is not possible to take refundable advances under NPS, even to meet obligatory social expenditure. This forces employees towards increased indebtedness as they have to borrow from elsewhere.
- viii. Grievances also relate to tax treatment under NPS. While contributions and accumulations in NPS are exempt, lump sum withdrawals from NPS at any time are taxable at par with any other income. In addition, there is a service tax liability on any amount utilised for purchase of annuity.

- ix. It has been pointed out that though NPS became effective from 2004, detailed instructions were issued only in late 2009 and in many cases the credit of contributions began from 2012. In the case of AIS officers in some States, contributions by the concerned State Government are yet to be fully made and deployed. The net result of this has been that contributions for the period 2004-2012 have not been made in full or have earned simple interest and did not get any market linked returns. Because of the prevailing confusion, contributions made by some AIS officer have been returned to them without interest. This will have a huge impact on the eventual corpus as the benefits of compounding were not available for the first 8 -9 years.
- x. Individuals, in their presentation before the Commission, stated that annuities under NPS have no compensation for inflation unlike dearness relief under OPS. Further, in the case of OPS there is a revision in basic pension itself after every Pay Commission. This too is not available in respect of annuity of NPS subscribers.
- xi. It has been pointed out that government employees are not given freedom of choice in choosing their fund manager based on performance and track record as the contributions are divided in a pre-specified ratio among selected Pension Fund Managers. It has been stated that government employees have no say in asset allocation of their money.
- xii. Concerns were raised that the contribution of 10% + 10% will not be sufficient to create a corpus which provides reasonable assurance that pension will be 50 percent of the last pay drawn.

### **Analysis of the Issues by the Commission**

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10.3.12 The Commission has examined these concerns raised by the stakeholders. The Commission also interacted with Chairman, PFRDA, and representatives of the Department of Pensions and Pensioners Welfare (DPPW), Department of Personnel and Training (DoPT), Department of Expenditure (DoE) and the Department of Financial Services (DFS).

10.3.13 In so far as the future value of pension under NPS is concerned, the Commission notes that this would depend upon a combination of factors: (i) performance of the invested fund, which in turn would depend on the asset mix of the investment and general economic situation of the country, (ii) cost of financial intermediation, (iii) contribution rates, (iv) period of contribution, (v) performance of the fund manager and (vi) development of the annuity market.

### **Analysis of the Asset Mix of Investments**

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10.3.14 On asset mix of the investment, the pension funds, the world over, are invested in different assets including government and corporate bonds, equities, foreign securities etc. government bonds are generally the lowest risk and lowest yield. Corporate bonds and equities are higher risk and higher yield. Typically, systems use a mix of at least two types of assets— Government Bonds and Corporate Bonds/Equities.

10.3.15 As per the investment guidelines stipulated by the government for Central Government employees under NPS, up to 55 percent can be invested in government bonds, up to 40 percent

in corporate debt securities, up to 15 percent in equities and up to 5 percent in money market instruments. International experiences on asset mix vary across countries which have adopted the DCS.

10.3.16 The Commission notes that an innovative approach to investment under the DCS is the Life Cycle Approach. Under this, the asset mix of each individual changes based on his/her age. The underlying assumption under this approach is that younger workers are better able to absorb year on year volatility and therefore can undertake risk while older workers should reduce risk as they approach retirement.

10.3.17 A carefully selected asset mix is the sine qua non to higher returns. **The Commission recommends that the investment choices under NPS be calibrated on a life cycle approach and the choices be offered in a simple manner so that any lay person can understand and act accordingly. The Commission also recommends that government, in consultation with PFRDA, come up with different options for investment mix and provide subscribers a range of options.**

### **Contribution Rates**

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10.3.18 In DCS, typically, the employees as well as the employers contribute towards a pension fund. As discussed earlier, the quantum of pension payouts would also depend upon the contribution rates. Higher the contribution rate, better would be the pension payouts. The contribution rates for both the employees and the employers vary across the globe. The Commission has received suggestions that the government's contribution should be enhanced from the present 10 percent in aid of a higher payout under the NPS. Associations and individuals have made presentations before the Commission highlighting that forecasts suggest that a 10 percent contribution from government will not be adequate to provide reasonable post retirement financial security in all cases. **The Commission, therefore, recommends that this important aspect should be re-examined in detail by an expert body for making course corrections if required.**

### **Period of Contribution**

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10.3.19 The Commission notes that time is of the essence in building up a reasonable corpus and ensuring that effects of compounding are significant. It is therefore essential that contributions by individuals and corresponding contributions by government are made in time, and more importantly, are deployed without any loss of time. Any delays in this respect, particularly in the initial years can have a large impact on the eventual corpus.

### **2004-2011 Entrants**

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10.3.20 Government employees who have joined service between 2004 and 2011 have suffered due to delay in finalizing the structure of the NPS and the issue of detailed instructions. Although they have made regular contributions, in many cases, this money and/or counterpart contributions were not deployed in the market. In the case of AIS officers, some states are yet

to release counterpart contributions or pay interest on delayed contributions. This has led to a situation where the accumulated corpus even after 11 years of service could be meagre. It is necessary that this situation which arose during the transition from OPS to NPS be addressed. **The Commission therefore recommends that Central Governments and State Governments should, in a time bound manner, ensure that all the due contribution along with compounded interest, where contributions have been delayed, be deposited in the accounts of the beneficiaries. Advisories should be issued to the State Governments to deposit amounts, if not already done, in respect of NPS beneficiaries belonging to All India Services.**

10.3.21 Many Association have pointed out that unlike the facility under GPF, it is not possible to make withdrawals under NPS, even to meet obligatory social expenditure. This forces employees towards increased indebtedness as they have to borrow from elsewhere.

10.3.22 The Commission notes that under the NPS Tier-I account, a subscriber is permitted to make partial withdrawal of twenty five percent of the contributions made to his/her individual pension account for certain specified purposes. Such withdrawals are permitted a maximum of three times during the entire tenure of subscription and a period of at least five years should have elapsed between two such withdrawals.

10.3.23 The Commission further notes that there exists a voluntary Tier-II account. Under this account, a subscriber can, at any time, withdraw the accumulated wealth either in full or part and there is no limit on such withdrawals provided the account has sufficient balance of accumulated pension wealth to cover the amount being withdrawn. However, the Tier-II account is yet to be made operational. **The Commission therefore recommends that PFRDA should take steps to make the Tier-II accounts operational as early as possible to enable the NPS subscribers the facility of withdrawals from their accounts in case of requirement.**

### **Transparency under NPS**

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10.3.24 Many associations and individuals have complained that the information relating to the NPS is inadequate, resulting in high degree of uncertainty in the minds of contributors about post-retirement benefits. The Commission noted that PFRDA sends a communication to every participant each month with the current pension wealth and the latest contribution that has been credited. **The Commission recommends that focused efforts be made to capture email addresses and mobile numbers of subscribers so that seamless communication is ensured for all subscribers. The Commission recommends that consultation with stakeholders should also be held periodically in different parts of the country.**

10.3.25 The Commission notes that no department of Government of India is taking ownership of the NPS. **The Commission recommends that a Committee consisting of Secretary, Department of Financial Services, Secretary, Department of Pensions and Pensioners Welfare and Secretary, Department of Administrative Reforms and Public Grievances may be constituted to review the progress of implementation of NPS. The Commission**

**also recommends that steps should be taken for establishment of an Ombudsman for redressing individual grievances relating to NPS.**

### **Tax Treatment under the NPS**

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10.3.26 NPS is under the Exempt–Exempt - Tax (EET) regime while the General Provident Fund under the OPS is under Exempt–Exempt–Exempt (EEE) dispensation. Under the NPS, while the contributions and the accumulations are tax-exempt, withdrawals are taxable. As such, this is an inferior tax treatment when compared to other pension programmes such as General Provident Fund, Contributory Provident Fund, Employees Provident Fund and Public Provident Fund wherein contributions, accumulations and withdrawals are tax-exempt. **The Commission feels that tax neutrality should be ensured across various avenues for long term savings for post retirement incomes so that the employees covered by NPS are not at a disadvantage. The Commission therefore recommends that withdrawals under the NPS should be tax-exempt to place NPS at par with other pension schemes. The Commission also recommends that the service tax levied at the time of annuity purchase by NPS subscribers should be exempted.**

### **Issue of Family Pension In Case Of Death of the Subscriber**

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10.3.27 Another complaint received by the Commission from staff associations and individuals is that Family Pension after the death of the employee is not ensured in the NPS. The Commission notes that the government had provisionally extended benefits under the Central Civil Service (Extraordinary Pension) Rules, Family Pension/Extraordinary Family Pension/Liberalised Pensionary Award to government servants appointed on or after 01.01.2004.

10.3.28 Rules regulating these benefits have now been notified by the PFRDA. PFRDA regulations provide for an exit option from NPS in case of premature death of the subscriber by availing of additional relief from government, in which case the entire accumulated pension wealth inclusive of subscriber's contribution would be transferred to government. **The Commission recommends notification of a scheme by government for provision of additional relief in such cases consequent to exit from NPS.**

### **Framing of Rules and Regulations**

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10.3.29 The Commission notes that rules and regulating relating to NPS are being framed and notified by PFRDA from time to time. Associations and individual officers have raised the issue of the need for greater involvement of stakeholders in finalizing these regulations **The Commission recommends that government encourage the PFRDA to set up a strong consultative mechanism involving the DPPW, DoPT, DFS and some associations of employees for a review of regulations and for finalizing future regulations to bring clarity and remove uncertainty relating to NPS. The Commission also recommends that draft regulations should be widely publicized to enable subscribers to respond to any proposed changes, as normally done by other regulatory authorities.**

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## *General Issues*

### **Introduction**

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11.1.1 The Ministry of Agriculture comprises three departments, viz., Department of Agriculture and Cooperation, Department of Agricultural Research and Education and Department of Animal Husbandry, Dairying and Fisheries. These are discussed below:

- i. **Department of Agriculture and Cooperation:** The vision of the Department of Agriculture and Cooperation is to enhance productivity and production of agricultural commodities to ensure the food, nutritional and livelihood security of the nation by successful implementation of various new initiatives and agricultural missions and schemes such as National Food Security Mission, National Horticulture Mission, National Mission on Oilseeds and Oil Palm, National Mission for Sustainable Agriculture, National Mission on Agricultural Extension and Technology, Integrated Scheme for Farmers Income Security etc. The department is organised into 27 divisions and has five attached offices and twenty-one subordinate offices which spread across the country. Further, one PSU, nine autonomous bodies, ten national level cooperative organisations and one Authority are functioning under the administrative control of the department.
- ii. **Department of Agricultural Research and Education (DARE):** This Department was created in the Ministry of Agriculture in December, 1973 to coordinate and promote agricultural research and education in the country. DARE provides the necessary government linkages for the Indian Council of Agricultural Research(ICAR), the premier research organisation for coordinating , guiding and managing research and education in agriculture including horticulture, fisheries and animal sciences in the entire country. With 108 ICAR institutions and 65 agricultural universities spread across the country, this is one of the largest national agricultural research system in the world. Apart from ICAR, the Department of Agricultural Research and Education has other autonomous bodies viz., the Central Agricultural University (CAU), Imphal established in the year 1993 and Agrinnovate India Limited, Delhi incorporated on 19 October, 2011, under its administrative control.
- iii. **Department of Animal Husbandry, Dairying and Fisheries:** This department came into existence on 1 February, 1991 through merger of two Divisions of the Department of Agriculture and Co-operation viz., Animal Husbandry and Dairy Development into a separate department. The Fisheries Division of the Department of Agriculture and Co-operation and a part of the Ministry of Food Processing Industries were later transferred to this Department on 10 October, 1997. The Department advises the State Governments/Union Territories in the formulation of policies and programmes in animal husbandry, dairy development and fisheries. The focus of the activities is on (a)

Development of requisite infrastructure in States/UTs for improving animal productivity; (b) Promoting infrastructure for handling , processing and marketing of milk and milk products; (c ) Preservation and protection of livestock through provision of health care; (d) Strengthening of central livestock farms for development of superior germ plasm for distribution to States; and (e) Expansion of aquaculture in fresh and brackish water, development of marine fisheries infrastructure and post-harvest operations and welfare of fisherfolk. The department has eleven subordinate offices spread all over the country to carry out its functions.

## Personnel Position

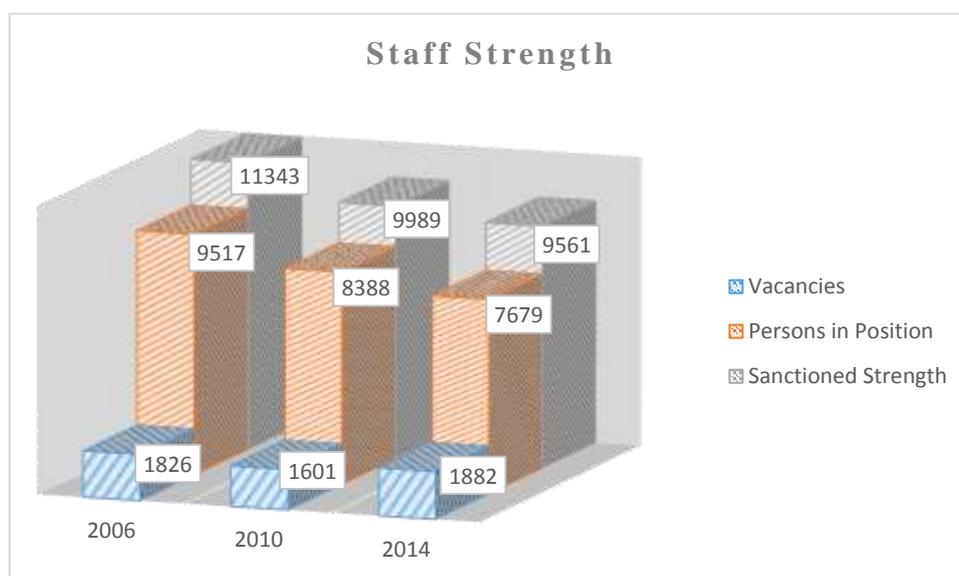
11.1.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of the Ministry of Agriculture, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	988	606	382	39
B	2,758	2,123	635	23
C	5,815	4,950	865	15
<b>Total</b>	<b>9,561</b>	<b>7,679</b>	<b>1,882</b>	<b>20</b>

11.1.3 The above table shows that in overall terms 20 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 7,679 persons in position (PIP), 6,320 employees are pre-2004 recruits and remaining 1,359 employees have been recruited on or after 01.01.2004.

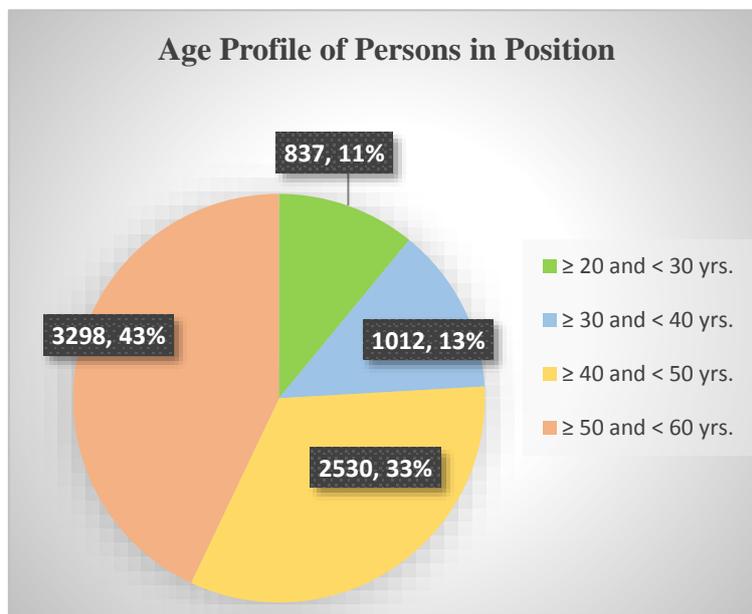
## Inter Temporal Trend of Personnel

11.1.4 The following bar chart indicates the inter-temporal position of personnel in the Ministry of Agriculture as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



## Age Profile of the Persons in Position

11.1.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Agriculture. It indicates that about 43 percent of the PIP shall be retiring within the next ten years.



## Expenditure on Personnel and Contractual Employees

11.1.6 The following table brings out the expenditure incurred by the Ministry of Agriculture, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

Particulars	(₹ in lakh)		
	2010-11	2011-2012	2012-13
Expenditure on Salaries and Allowances	28,805.25	29,795.98	32,750.12
Expenditure on Contractual Employees	39.78	67.19	154.32
<b>Total</b>	<b>28,845.03</b>	<b>29,863.17</b>	<b>32,904.44</b>

## Training

11.1.7 While the Departments of Agriculture and Cooperation and Agricultural Research and Education have not furnished any information on training of the personnel of these departments, the Department of Animal Husbandry, Dairying and Fisheries has identified 142 posts for training for core competencies and 65 posts for training for specialised competencies. The department has indicated that in 2012-13, training was imparted to 167 persons for core competencies and to 13 persons for specialised competencies. During the year 2013-14, 171 employees were trained on core competencies and ten persons were trained for specialised

## ***Cadre Related Issues***

### **Department of Agriculture and Cooperation** ***Directorate of Marketing and Inspection (DMI)***

#### **Marketing Officers Group I and III**

11.1.8 A comparative table of Marketing Officers in four Groups, I, II, III and IV is shown below:

<b>Category of Posts</b>	<b>Grade Pay</b>	<b>Entry level Qualification</b>
Marketing Officer (Group I) Agricultural Commodities	4600	M Sc Botany/Agriculture/Agricultural Science or MA (Economics) with two years' experience
Marketing Officer (Group II) Meat and Meat products	5400 (PB-3)	BSc (Veterinary Science) with registration with the Veterinary Council of India
Marketing Officer (Group III) Oils and fats	4600	MSc Chemistry/Agricultural Chemistry/Dairy Chemistry/B Tech (Dairy Development)
Marketing Officer (Group IV) Cold Storage	4600	B Tech.

11.1.9 The demand is for upgradation of the grade pay of Marketing Officers of Groups I, III and IV from GP 4600 to GP 5400 (PB-3) so as to be placed at par with the Marketing Officer Group II.

#### *Analysis and Recommendations*

11.1.10 The Commission has noted that the Marketing Officers in the DMI are recruited through the UPSC and are categorized under four groups for implementation and monitoring of various schemes. Of these, Marketing Officers (Group II) are registered with the Veterinary Council of India and are considered at par with Veterinarians. The latter have a degree of Bachelor in Veterinary Science and are considered at par with GDMOs/Dental Doctors, who have a MBBS degree. Accordingly higher entry pay for marketing officers in Group II vis-à-vis marketing officers in Groups I, III and IV is justified. **The Commission is, therefore, not recommending any upgradation of the posts of Marketing Officers in Groups I, III and IV.**

## Laboratory Staff

11.1.11 The DMI has a chain of Regional Agmark Laboratories with an apex laboratory in Nagpur. The hierarchy of the Laboratory staff of DMI is as follows:

Hierarchy	Grade Pay	Entry Level Qualification/Method of Filling	No. of Posts
Director of Laboratories	7600	PhD with 10 years' experience and research publications in reputed national and international journals. (Recruitment by UPSC)	1
Assistant Director	5400 (PB-3)	100 percent by promotion	3
Chief Chemist	4600	100 percent by promotion	5
Senior Chemist	4200	100 percent by promotion	18
Junior Chemist	2800	B.Sc. (Chemistry)	118

11.1.12 The association has demanded one upgradation for each level in the hierarchy. They have further stated that with one upgradation, the Director of Laboratories will be placed at par with Jt. Agricultural Marketing Advisor of DMI.

### *Analysis and Recommendations*

11.1.13 It is noted that the minimum entry level qualification for Junior Chemist is a Bachelor's degree (with chemistry as a subject). The post is considered appropriately placed at GP 2800 and no upgrade is recommended.

## Statistical Wing

11.1.14 The association has demanded higher GP 4600 for the posts of Statistical Assistant in the DMI. **The Commission is of the view that the present level of Statistical Assistants in the GP 4200 is appropriate as it is also the entry level of subordinate statistical services.**

## Storekeepers

11.1.15 The existing hierarchy of the Storekeepers of DMI is as follows:

Post	Grade Pay	Entry Level Qualification/Method of Filling	No. of posts
Storekeeper Gr. I	2800	B.Sc. with Chemistry (100 percent by promotion)	1
Storekeeper Gr. II	2400	B.Sc. with Chemistry (Direct recruitment)	6

11.1.16 The association has demanded upgradation of the level of Storekeeper Gr.I from GP 2800 to GP 4600 and that of Storekeeper Gr.II from GP 2400 to GP 4200. The justification given is that the VI CPC had recommended these higher grade pays.

### *Analysis and Recommendations*

11.1.17 The category of Storekeeper is discussed at length in Chapter 7.7. In the entry level of Storekeeper, where the entry level qualification prescribed is that of graduation, they are invariably placed in PB-I, GP 2400. The Storekeeper Gr. II has therefore been appropriately placed and no change is recommended. The post of Storekeeper Gr. I is a promotional post and here again no change is recommended.

### **Isolated Posts in DMI**

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11.1.18 Higher GP 2800 has been sought for the posts of Carpenter in the GP 1900 and Dark Room Assistant in the GP 2400. The Commission is of the view that DMI should look into the necessity of continuing with these posts. **No upgrade is recommended.**

## **Department of Animal Husbandry, Dairying and Farming Veterinarians**

### **Hierarchy**

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11.1.19 Veterinarians are classified into three categories - Veterinary Officers, Veterinary Supervisors and Para-Veterinarians including auxiliary staff. Directors of Veterinary and Veterinary surgeons are included amongst Veterinary Officers. Veterinary Supervisors include Animal House Supervisors/Caretakers and Biological/Zoological/Veterinary Assistants. Para-veterinarians cover Animal Husbandry Assistants, Compounders, Dressers, Stockmen, Stock Assistants, Vaccinators, and Milk Recorders. Within this category there is an auxiliary group at a lower level comprising Animal attendants, Bull Attendants, Cattle Attendant, Shepherds etc.

11.1.20 Veterinary Officers enter service in the GP 5400 (PB-3) with minimum qualification of degree in veterinary science (BVSc) along with registration with the Veterinary Council of India. Veterinary Supervisors require a minimum entry level qualification of degree in Biological Sciences (includes both Zoology and Botany) while Para Veterinarians enter with Class X and Diploma or Certificate or Training or Experience in the relevant field. More than half the Veterinarians are posted in the department and attached offices of Animal Husbandry and Dairy. The ministries of Environment and Forests and Health and Family Welfare besides CPOs also have veterinarians posted with them. Besides these Central Government departments, veterinarians are employed in Union Territories as well.

11.1.21 The Indian Veterinary Association has demanded the creation of an Indian Veterinary Service (IVS) for Veterinary Officers on the lines of the All India Services or alternatively, Central Veterinary Service to meet the challenges arising out of this rapidly evolving field of science and technology. In their memorandum they have stated that an organised service will have a significant role to play in preserving national livestock wealth and upgrading socio-economic conditions of livestock owners. Veterinary Officers have further demanded that the veterinarian cadre be treated as a specialist cadre and treated at par with Medical and Dental Doctors in the Central Government. Accordingly the association has demanded complete parity

of pay and career prospects including grant of DACP<sup>40</sup> to Veterinary Officers at par with General Duty Medical Officers (GDMO) and Dental Doctors. They have argued that DACP has been denied to them on the ground that the V and the VI CPC did not specifically recommend its extension to Veterinary Officers. In so far as Veterinary Supervisors and Para-Veterinarians including Auxiliary Staff are concerned they have demanded upgradation of pay scales for seeking parity for similar levels across different trades as also parity across different offices/UTs for the same level in the same trade.

#### *Analysis and Recommendations*

11.1.22 The Commission has noted that Veterinary doctors are working in different capacities in various departments of the Central Government and Union Territories. However, the subject of preservation, protection and prevention of animal diseases etc. fall in the State List and accordingly the State Governments have been empowered to recruit veterinarians and regulate their conditions of service. **The Commission therefore does not agree with the demand for creation of the Indian Veterinary Service (IVS) on the lines of the All India Services.** In so far as the demand for Central Veterinary Service (CVS) is concerned, the administrative department has informed that the number of veterinarians in the Central Government is too small to justify creation of an organised service. The Commission has also been informed that the presence of Veterinarians in other Central ministries/departments is not significant. Accordingly **the Commission does not recommend creation of a central service.**

11.1.23 On the issue regarding parity with GDMOs and Dental Doctors, the Commission has noted that the V CPC had taken the view that a degree in Veterinary Science is comparable to an MBBS degree. Accordingly the V CPC had recommended complete parity for veterinarians as a class with other doctors and medical practitioners' cadres. The government partially accepted the principle of parity and provided Non-Practicing Allowance (NPA) to holders of BVSc but did not extend the benefit of DACP. The VI CPC also did not discuss the demand of DACP for the veterinarians and included them under the Modified Assured Career Progression (MACP) Scheme as was available to non-organised Group 'A' Services. The administrative ministry is of the view that that status quo may be maintained. **The Commission endorses this view.**

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<sup>40</sup> DACP is Dynamic Assured Career Progression, a time bound promotional channel given to GDMOs and Dental Doctors. DACP is similar MFCS, which is discussed in the Chapter 7.5 on Scientific Services.

11.1.24 With regard to Veterinary Supervisors and Para-Veterinarians including auxiliary staff, their pay structure is as under:

Post	Minimum Entry Level Qualification	Grade Pay
Veterinary Supervisors	BSc degree in Biological Sciences	4200
Para Veterinarian: Higher Staff	Matric + two years' certificate course+ 1 year experience	2400
Para Veterinarian: Auxiliary Staff	8 <sup>th</sup> Class + two years' experience of handling animals	1800

11.1.25 The Commission observes that the above categories are appropriately placed. **No upgrade is, therefore, recommended.**

### Specific Demands

#### Veterinary Doctors

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11.1.26 The existing hierarchy of Veterinary Officers engaged by the department for its Animal Husbandry and Livestock Health Division in various pay grades is as follows:

Hierarchy	Grade Pay	Entry Level Qualification/ Method of Filling	Posts
Animal Husbandry Commissioner	HAG	By Deputation	1
Joint Commissioner	8700	100 percent by promotion	5
Deputy Commissioner	7600	100 percent by promotion	4
Assistant Commissioner	6600	100 percent by promotion	11
Livestock Officer	5400 (PB-3)	BVSc with 3 years' experience	9

11.1.27 The association has demanded creation of a post in the apex scale as is available to Central Health Service cadre. The Memorandum also carried a demand for grant of Post-Graduate Allowance, Risk Allowance and Conveyance Allowance as also compensation for farm animal activities in the form of Farm Care Allowance.

#### *Analysis and Recommendations*

11.1.28 Assessing the need for a post in the apex level as well as post creation is an administrative matter. **The Commission however recommends Professional Update Allowance to Veterinary Doctors as given to GDMOs/Dental Doctors.** The Commission does not find the demand for other allowances justified.

## Quarantine Officers

11.1.29 The hierarchy of Quarantine Officers as compared to Livestock officers is as follows:

Hierarchy	GP	EQ/ Method of Filling	Posts	Hierarchy	GP	EQ/ Method of Filling	Posts
Quarantine Officer	5400 (PB-3)	BVSc with 3 years' experience	4	Livestock Officer	5400 (PB-3)	BVSc with 3 years' experience	9
			2	Assistant Commissioner	6600	By promotion	11
				Deputy Commissioner	7600	By promotion	4
				Joint Commissioner	8700	By promotion	5

11.1.30 The Association of Quarantine Officers has sought improved promotional prospects similar to that of Livestock Officers, who also start in the GP 5400 (PB-3) in the same department with the same educational qualifications. While the Quarantine Officers (QOs) can only move up to the GP 6600 as Regional Officers, Livestock officers can progress to the level of Joint Commissioner (GP 8700). QOs have sought a similar dispensation or alternatively, the extension of DACP Scheme at par with similarly placed officers. They have also demanded grant of 20 percent Risk Allowance on account of high risk of exposure to dangerous zoonotic diseases as live and other material is handled in suspected subclinical stage.

### *Analysis and Recommendations*

11.1.31 It is noted that the minimum educational qualifications for the post of Quarantine Officer is BVSc with 3 years' experience, which is the same as that of Livestock Officer. Accordingly in the view of the Commission, **the department may examine the feasibility of merging the Quarantine Officers' cadre with Livestock Officers' cadre as the number of Quarantine Officers is few and the nature of duties of the two cadres is comparable.** The Commission does not agree with the demand for risk allowance.

### Senior Technical Assistant (STA) and Technical Officers of Dairy, Fodder and Fisheries Division

11.1.32 A comparative table of the posts of Senior Technical Assistant (STA) in the Dairy, Fodder and Fisheries division is as follows:

Post and Grade Pay	Entry Level Qualification	Post and Grade Pay	Entry Level Qualification	Post and Grade Pay	Entry Level Qualification
<b>Dairy</b>		<b>Fodder</b>		<b>Fisheries</b>	
Senior Technical Assistant GP 4200	BSc in Dairy Science or Dairy Technology and 2 years' practical experience or Diploma in Dairy Technology with 4 years' experience	Senior Technical Assistant GP 4200	MSc in Agriculture (Agronomy)/BSc in Botany or Zoology or Chemistry with MSc in Dairying or BSc in Agriculture with 2 years' experience.	Senior Technical Assistant GP 4600	MSc Zoology or Fisheries Science or Marine Biology with 3 years' experience

11.1.33 A second table comparing the posts of Technical Officer in the Dairy Division, Livestock Officer in Fodder Division and Fisheries Research Investigation Officer (FRIO) is given below:

Post and Grade Pay	Entry level Qualification	Post and Grade Pay	Entry level Qualification	Post and Grade Pay	Entry level Qualification
<b>Dairy</b>		<b>Livestock</b>		<b>Fisheries</b>	
Assistant Commissioner (Dairy Development) ₹6600	On promotion after 7 years	Assistant Commissioner (AH) GP 6600	On promotion after 5 years	Assistant Commissioner (Fy) GP 6600	On promotion after 5 years
Technical Officer (Dairy) ₹4600	50 percent DR with BSc in Dairy Science or Dairy Technology and 2 years' practical experience or Diploma in Dairy Tech. with 4 years' experience /50 percent by promotion	Livestock Officer GP 5400 (PB-3)	BVSc and Animal Husbandry and registration in the Veterinary Council of India or Veterinary Council of States with 3 years' experience (100 percent DR)	FRIO GP 5400 (PB-3)	MSc Zoology or Fisheries Science or Marine Biology or Diploma in Fisheries Science with 3 years' experience (80 percent by promotion and 20 percent by deputation)

11.1.34 Senior Technical Assistant (STA) in the Dairy and Fodder Divisions of the D/o AH, D&F have demanded pay at par with their counterparts in Fisheries Division on the ground that the educational qualifications, job intensity, level of responsibilities for all Senior Technical Assistants in the department are similar. For similar reasons, pay parity has also been demanded for Technical Officers in the Dairy Division with Livestock Officer and FRIO.

*Analysis and Recommendations*

11.1.35 The Commission has noted that minimum qualification of Senior Technical Assistants in Fisheries division is MSc with three years' experience whereas in the Fodder division the experience required is less and in the Dairy division the experience as well as educational qualification are lower. The Commission, therefore, does not recommend upgrading the post of STA in Fodder and Dairy Divisions. The Commission also does not support the demand for upgrading Technical Officer (Dairy) to a level at par with Livestock Officers and FRIO as the minimum qualification for Technical Officer (Dairy) is lower.

**Sheep Shearer cum Supervisor, Central Sheep Breeding Farm (CSBF)**

11.1.36 The Commission has made a comparison of the posts of Sheep Shearer cum Supervisor, CSBF and Stockman in Central Cattle Breeding Farms (CCBF) as given in the table below:

Post	Grade Pay	Entry level Qualification	Post	Grade Pay	Entry level Qualification
Sheep Shearer-cum-Supervisor	1900	X Class or equivalent with certificate in machine shearing and 7 years' practical experience (on promotion after 12 years as Shepherd failing which by DR)	Stockman	2400	Class X with 2 years' experience. (100 percent DR)
Shepherd	1800	X Class			

11.1.37 The Central Sheep Breeding Farm, Hissar engages Sheep Shearer cum Supervisors. The Sheep Shearer cum Supervisors are in the GP 1900 and have sought upgradation of their pay scale at par with the Stockman in the GP 2400 in CCBF. The administrative department has also urged the Commission to consider placing Sheep Shearer cum Supervisor at the level as that of Stockman in CCBF as his job is equally demanding physically and requires high skills.

*Analysis and Recommendations*

11.1.38 The Commission has noted that the Sheep Shearer cum Supervisor has no promotional avenue. On the other hand Stockman starts in the GP 2400 and eventually moves up to the GP 4600 as Livestock Officer. The entry qualifications of Stockman and Sheep Shearer cum Supervisor are of similar level. As their nature of duties is also similar, **the Commission recommends that the grade pay of Sheep Shearer cum Supervisors be upgraded to the GP 2400. Since the upgradation will involve a jump from the level of Shepherd in the GP 1800 to Sheep Shearer cum Supervisor in the GP 2400 after a period of 12 years, the Commission is of the view that the government may consider introducing an appropriate level in between so as to graduate the progression from Shepherd to Sheep Shearer cum Supervisor.**

## **Fishery Survey of India**

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11.1.39 The Association has demanded higher level of pay for various categories of posts in the Fishery Survey of India. The demands made in the memoranda are from Floating Staff comprising Jr./Sr. Deck Hands, Bosun (Certified), Mate Grade I, Skippers, Chief Engineer Grade I, Chief Engineer Grade II, Mate Grade I and Grade II and Cook. Further to this, the Floating staff of the Fishery Survey have demanded that they be given High Sea Allowance or compensatory Holiday/Off on return ashore. Also, Risk Allowance/Hardship Allowance or provision of life insurance has been demanded by the Floating Staff.

### *Analysis and Recommendations*

11.1.40 The Commission is of the view that the functions attached to these posts and conditions of service do not justify higher levels of pay. The Commission has further noted that the VI CPC had recommended grant of TA/DA to these categories of staff while on board. This may continue. High Sea Allowance is therefore not considered necessary since TA/DA rates are being increased.

## Department of Atomic Energy

## Chapter 11.2

### General Issues

#### Introduction

11.2.1 The Department of Atomic Energy (DAE) was set up in August 1954. The Department's vision is to empower India through technology, creation of more wealth and providing better quality of life to its citizens. The Department of Atomic Energy is engaged in the design, construction and operation of nuclear power/research reactors and supporting nuclear fuel cycle technologies covering exploration, mining and processing of nuclear minerals, production of heavy water, nuclear fuel fabrication, fuel reprocessing and nuclear waste management. The focus areas of work in DAE are:

- a. Increasing share of nuclear power through deployment of indigenous and other proven technologies.
- b. Building and operation of research reactors for production of radioisotopes and carrying out radiation technology applications in medicine, agriculture and industry.
- c. Developing advanced technologies, lasers, supercomputers, advanced materials and instrumentation and encouraging transfer technology to industry.
- d. Support to basic research in nuclear energy and related frontier areas science, interaction with universities and academic institutions and
- e. Contribution to national security.

#### Personnel Position

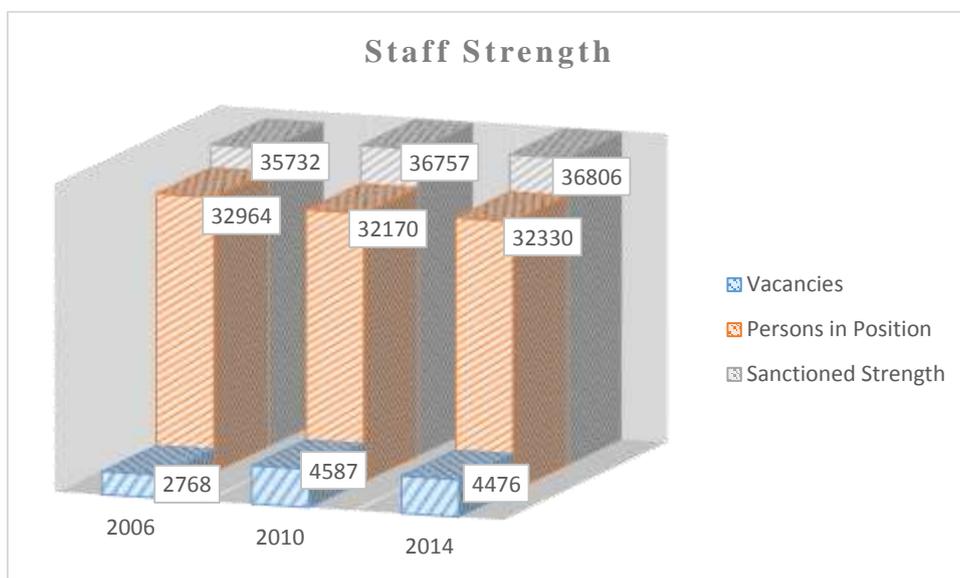
11.2.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Atomic Energy, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	9,082	8,515	567	6
B	13,198	12,404	794	6
C	14,526	11,411	3,115	21
<b>Total</b>	<b>36,806</b>	<b>32,330</b>	<b>4,476</b>	<b>12</b>

11.2.3 The above table shows that in overall terms 12 percent of total sanctioned strength of the department is lying vacant as on 01.01.2014. Of 32,330 persons in position (PIP), 22,331 employees are pre-2004 recruits and remaining 9,999 employees have been recruited on or after 01.01.2004.

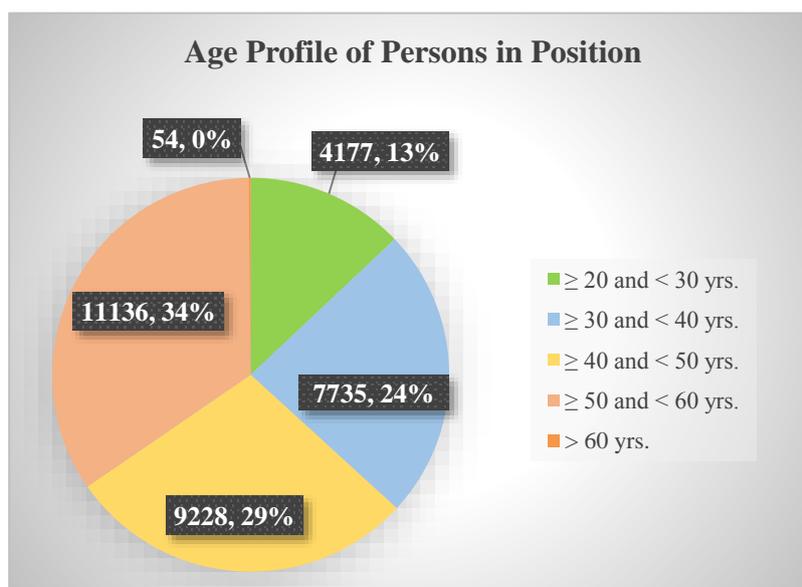
### Inter Temporal Trend in Position

11.2.4 The following bar chart indicates the inter temporal position of personnel in the Department of Atomic Energy as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.2.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Department of Atomic Energy. It indicates that of 32,330 PIP, 11,136 employees which is about 34 percent shall be retiring within next 10 years. 54 employees beyond the age of 60 years are employed in the department. (The retirement age of Scientists working with the DAE is 62 years)



## **Expenditure on Personnel and Contractual Employees**

11.2.6 The following table brings out the expenditure incurred by the Department of Atomic Energy, on salaries and allowances on the employees working in the department through the years 2010 to 2013.

<b>Particulars</b>	<i>(₹ in lakh)</i>		
	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	1,67,332	1,89,004	2,10,706
Expenditure on Contractual Employees	870	925	993
<b>Total</b>	<b>1,68,202</b>	<b>1,89,929</b>	<b>2,11,699</b>

## **Training**

11.2.7 The National Training Policy of the Government of India has laid emphasis on a competency framework- delineation of core skills and specialised skills, classification of posts in terms of functions etc. Each ministry/department is also expected to adopt a systematic approach to training which includes formulation of a training plan, creation of a training infrastructure and a system of monitoring and evaluation.

11.2.8 The department has identified 5137 Group 'A' posts, 4312 Group 'B' posts and 3211 Group 'C' posts for core competencies. It has also identified 991 Group 'A' posts, 1457 Group 'B' posts and 769 Group 'C' posts for specialised competencies. The department has indicated that in 2012-13, training was imparted to 4110 persons for core competencies and 2111 for specialised competencies. During the year 2013-14, 4956 persons were trained on core competencies and 1877 persons were trained for special competencies.

11.2.9 In the year 2013-14, an amount of ₹235.15 lakh was provided as training budget against which an amount ₹137.01 lakh was utilised during the year.

## ***Cadre Related Issues***

### **Scientific and Technical Personnel**

11.2.10 The Association for Atomic Energy Employees has demanded for its Scientific and Technical Personnel a more attractive pay package, improved career progression and incentives to attract and retain best scientific/engineering talent. The association has further submitted that PRIS has indeed been effective in arresting attrition and accordingly has demanded an increase in the incentive percentage at the organizational and group levels. Extension of PRIS at the group and individual levels to officers at the apex level (Director BARC/Secretary, DAE/Chairman, AEC) has also been sought, on the grounds that these officers, apart from discharging their respective duties as Head of Organization, are also actively engaged in scientific and technological activities. The association has further demanded that PRIS at the individual level, which is available only to scientific and technical personnel in the form of additional increments, should also be extended to the administrative,

auxiliary, purchase and store staff of the department. Demands have also been made for exempting Medical Leave for fulfilling the conditionality of attendance for being considered eligible for grant of PRIS.

*Analysis and Recommendations*

11.2.11 The Commission is not in favour of recommending different pay packages for different departments. Specific incentives and allowances are available which recognize the unique contribution and working conditions of different departments. In so far as improved career progression is concerned, the Commission has noted that the Merit Promotion Scheme (MPS) presently in place in the department provides a good framework for the same. In so far as the expansion or enhancement of PRIS is concerned, the Commission is of the view that no change is warranted. The scheme itself is discussed in the Chapter 7.5.

**Scientific Officers**

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11.2.12 The hierarchy of Scientific Officers is as follows:

Hierarchy	Grade Pay/Scale	Entry Level Qualification/ Method of Filling
Scientific Officer H	10000	By promotion
Scientific Officer G	8900	By promotion
Scientific Officer F	8700	By promotion
Scientific Officer E	7600	By promotion
Scientific Officer D	6600	By promotion
Scientific Officer C	5400	By promotion
Scientific Officer B	4800	BE/BTech/MSc

11.2.13 One level higher grade pay has been demanded for Scientific Officers of DAE, at par with Scientists, up to the level of Scientific Officer H.

*Analysis and Recommendations*

11.2.14 The Commission is of the view that since the initial recruitment of Scientific Officer is in the GP 4800, which is a Group 'B' level whilst that of Scientists is in GP 5400 (PB-3), which is a Group 'A' level, an identical structure is not possible.

## Scientific Assistants

11.2.15 The hierarchy of Scientific Assistants is as follows:

Hierarchy	Grade Pay	Entry Level Qualification/ Method of Filling
Scientific Assistant G	7600	By promotion
Scientific Assistant F	6600	By promotion
Scientific Assistant E	5400	By promotion
Scientific Assistant D	4800	By promotion
Scientific Assistant C	4600	Dip in Engg or BSc - DR/ Promotion post for Scientific Assistant B with 2 years' experience in plant training
Scientific Assistant B	4200	BSc or Diploma in Engineering

11.2.16 A demand has been made to upgrade Scientific Assistant B by one level and correspondingly upgrade the higher levels as the entry level qualification for Scientific Assistant B warrants a higher entry grade pay.

### *Analysis and Recommendations*

11.2.17 The Commission notes for the entry level qualification prescribed, the GP 4200 for Scientific Assistants in DAE appears to be appropriate and no change is required.

## Security Staff

11.2.18 The hierarchy of Security Staff is as follows:

Hierarchy	Grade Pay	Entry Level Qualification/Method of Filling
Chief Security Officer	7600	By promotion
Deputy Chief Security Officer	6600	By promotion
Security Officer	4800 [5400 (PB-3) after 4 years]	By promotion from Assistant Security Assistants (A) and (B) having 6 years' and 8 years' combined qualifying service respectively
Assistant Security Officer B	4600	By promotion
Senior Security Assistant/ Assistant Security Officer A	4200	By promotion
Security Assistant	2400	By promotion
Security Guard C	2000	By promotion
Security Guard B	1900	By promotion
Security Guard A	1800	Xth Class

11.2.19 The association in their memorandum have claimed that the Security Staff of DAE have to perform duties that exceed their normal line of duty and as such should be treated under essential services or special duty, which warrants higher grade pay. In line with their

responsibilities, the staff association has also demanded grant of Employee Care Allowance and Patrolling Allowance.

#### *Analysis and Recommendations*

11.2.20 The Commission has noted that the security cadre of DAE is a small composite cadre of security personnel specially trained in handling all security aspects of nuclear facilities and conjointly perform security duties with Central Armed Police Forces (CAPFs) and State Police who are deployed at many Atomic Energy establishments. The Commission is of the view that DAE may increasingly seek the deployment of CISF to protect its establishments while phasing out its security cadre.

### **Work Assistant/Hospital Assistant**

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11.2.21 Higher grade pay has been demanded by various categories of Work Assistants and Hospital Assistants of DAE considering their nature of work and non-conventional activities. The Commission however does not find the demand justified. Accordingly no upgrade is recommended.

### **Medical Officers**

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11.2.22 The Association for Atomic Energy Doctors has demanded parity with Medical Doctors in the Central Health Scheme of the Ministry of Health and Family Welfare including the provision of the Dynamic Assured Career Progression (DACP). Further, it has been demanded that the split duty system in the DAE should be abolished and dispensaries with split duty hours should be operated with a provision of split duty allowance of 10-15 percent of basic pay to Doctors.

#### *Analysis and Recommendations*

11.2.23 The Commission has noted that Doctors of DAE Hospital form part of the Group 'A' Cadres and thus are at par with Doctors of Central Government Health Scheme (CGHS). Therefore, in accordance with the general recommendations on medical services, the Commission recommends that the Medical Doctors in the DAE may be treated at par with doctors of the Central Health Services at appropriate levels. The Commission, therefore, recommends extending the DACP Scheme to the Medical Doctors of the DAE in lieu of the MFCS, as DACP has been designed specifically for Doctors whilst MFCS is exclusively for scientists. Other demands are not justified.

## Ministry of AYUSH

## Chapter 11.3

### General Issues

#### Introduction

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11.3.1 Department of Indian System of Medicine and Homoeopathy (ISM&H) was established in March 1995 and was subsequently renamed as the Department of Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homoeopathy (AYUSH) in November, 2003 with a view to providing focused attention to the development of education and research in Ayurveda, Yoga and Naturopathy, Unani, Siddha and Homoeopathy systems. The department has been elevated to an independent Ministry w.e.f. 09.11.2014. The vision of the Ministry is to position AYUSH as the preferred systems of holistic healthcare for all.

#### Personnel Position

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11.3.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of AYUSH, is as follows:

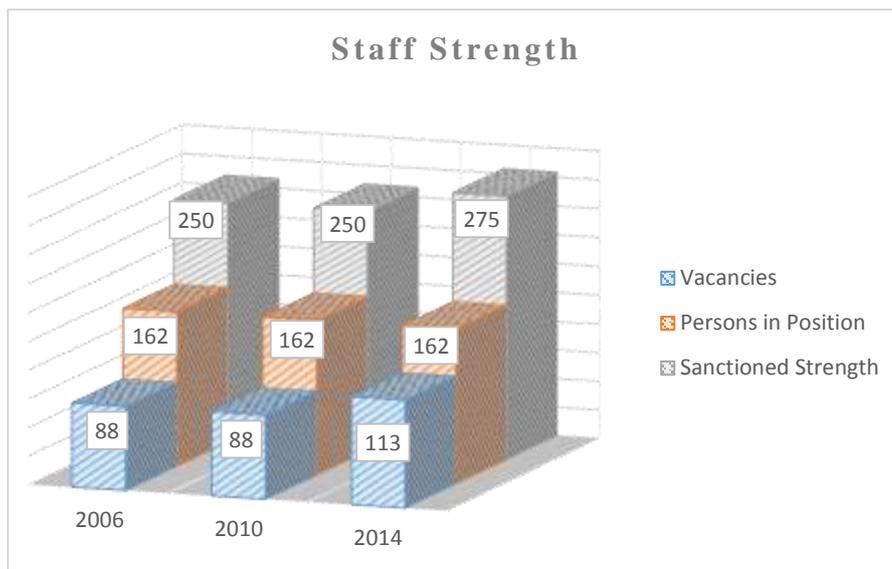
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	95	59	36	38
B	88	42	46	52
C	92	61	31	34
<b>Total</b>	<b>275</b>	<b>162</b>	<b>113</b>	<b>41</b>

11.3.3 The above table shows that in overall terms 41 percent of total sanctioned strength of the Ministry is lying vacant as on 01.01.2014. Of the 162 persons in position (PIP), 158 employees are pre-2004 recruits and remaining 4 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

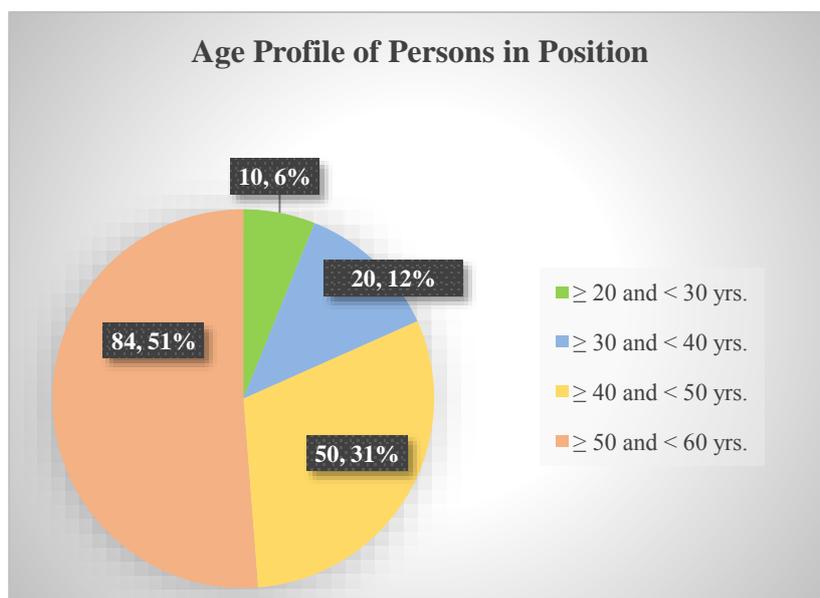
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11.3.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of AYUSH as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.3.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of AYUSH. It indicates that about 51 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.3.6 The following table brings out the expenditure incurred by the Ministry of AYUSH, on salaries and allowances on the employees working in the Ministry through the years 2010 to 2013.

Particulars	(₹ in lakh)		
	2010-11	2011-2012	2012-13
Expenditure on Salaries and allowances	981.67	1039.51	1106.67
Expenditure on Contractual Employees	18.63	39.42	43.84
<b>Total</b>	<b>1,000.30</b>	<b>1,079.01</b>	<b>1,150.47</b>

### *Cadre Related Issues*

#### **CGHS Ayurvedic Physicians Association**

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11.3.7 All India CGHS Ayurvedic Physicians Association has represented for total parity in pay and allowances with that of General Duty Medical Officers (GDMOs) of CHS, etc. Similarly, CGHS Homeopathic Doctors have demanded that promotion should be granted to them up to SAG level under DACP, on the lines of GDMOs of CHS.

11.3.8 The Commission has already dealt with these demands in the Chapter 7.6.

#### **Research Assistants**

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11.3.9 JCM-Staff Side has represented that Research Assistants, in Pharmacopoeia Laboratory for Indian Medicine, Ghaziabad, a subordinate office of the Ministry of AYUSH, may be granted a GP 4200/4600 against the existing GP 2800.

11.3.10 The entry level qualification for the post of Research Assistant is Master degree in Science/Pharmacy. The duties and responsibilities of Research Assistant include setting up of Pharmacopoeial standards for Ayurveda, Siddha and Unani Drugs.

11.3.11 With the same entry level qualifications, Research Assistants of Central Drugs Laboratory, Kolkata and Natural Centre for Disease Control, Delhi are in GP 4600 and GP 4200 respectively. **Taking note of this, the Commission recommends GP 4200 for Research Assistant of Pharmacopoeia Laboratory for Indian Medicine.**

# Ministry of Chemicals and Fertilizers

## Chapter 11.4

### *General Issues*

#### **Introduction**

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11.4.1 Ministry of Chemicals and Fertilisers comprises of the following three departments:

- i. Department of Chemicals and Petrochemicals,
- ii. Department of Fertilizers,
- iii. Department of Pharmaceuticals.

**Department of Chemicals and Petrochemicals:** The vision of the Department of Chemicals and Petrochemicals is to facilitate the growth and development of the Chemical and Petrochemical industry and to enable it to become an environment friendly global player. With this vision the department formulates and implements policy and programmes for achieving growth in this sector. It also fosters the spirit of public-private partnership for overall development of above-mentioned sectors of the industry. The department has two functional divisions viz., Chemicals and Petrochemicals. There are two Public Sector enterprises in the chemical sector and one Public Sector enterprise in the petrochemical sector. There are two autonomous organisation under the department which receive grants from the government to carry out government's mission in this sector.

**Department of Fertilizers:** The vision of the department is to achieve fertilizer security for the country for sustainable agricultural growth, supported by a robust domestic fertiliser industry. The main functions of the Department of Fertilizers include planning, promotion and development of the Fertilizer Industry, planning and monitoring of production, import and distribution of fertilizers and management of financial assistance by the way of subsidy/concession for indigenous and imported fertilizers.

**Department of Pharmaceuticals:** The Department of Pharmaceuticals, under the Ministry of Chemicals and Fertilisers came into being w.e.f. 1 July, 2008 with the objective to give greater focus and thrust on the development of pharmaceutical sector in the country and to regulate various complex issues related to pricing and availability of medicines at affordable prices, research and development, protection of intellectual property rights and international commitments related to pharmaceutical sector which require integration of work with other ministries. The work of the department has been divided in three Divisions viz., Pharmaceuticals Industry Division, PSUs Division and R&D Division comprising of National Institute of Pharmaceutical Education and Research, and Research and Development. The National Pharmaceuticals Pricing Authority, an attached office of this department, is entrusted with the work of fixation and revision of prices of pharmaceutical products under Drug Price Control Order of 2013.

## Personnel Position

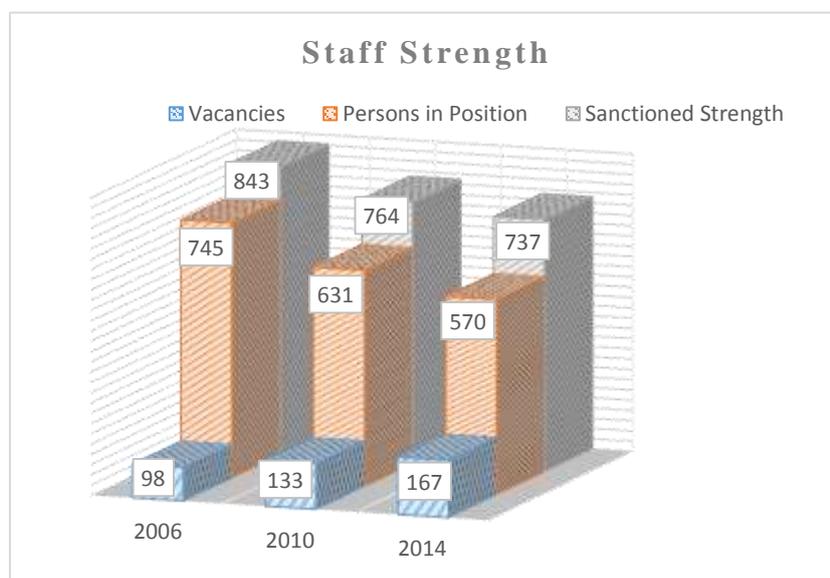
11.4.2 The number of sanctioned posts in various grades vis-à-vis ‘persons in position’ as on 01.01.2014, as reported by the Ministry of Chemicals and Fertilizers, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	120	91	29	24
B	248	191	57	23
C	369	288	81	22
<b>Total</b>	<b>737</b>	<b>570</b>	<b>167</b>	<b>23</b>

11.4.3 The above table shows that in overall terms, 23 percent of total sanctioned strength of the three departments of the ministry are lying vacant. Of the 570 persons in position (PIP), 500 employees are pre-2004 recruits and remaining 70 persons have been recruited on or after 01.01.2004.

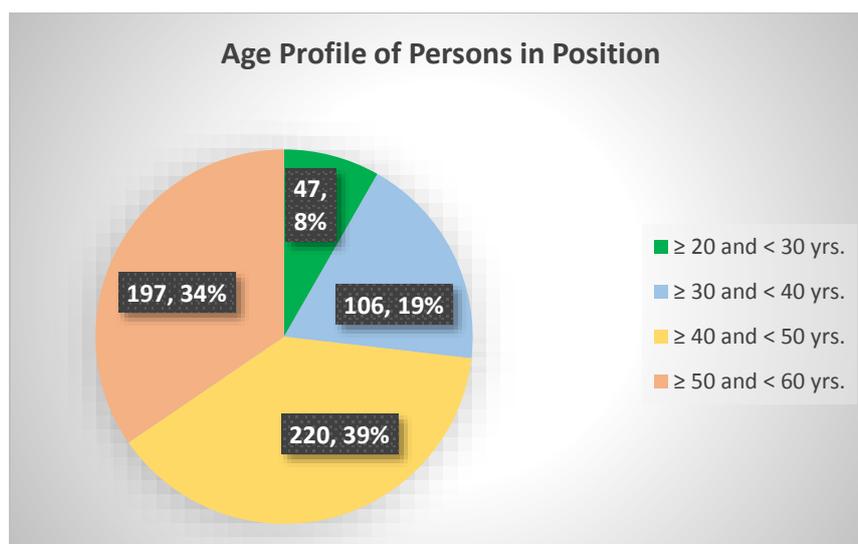
## Inter Temporal Trend of Personnel

11.4.4 The following graph indicates the inter temporal position in the Ministry of Chemical and Fertilisers as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



## Age Profile of the Persons in Position

11.4.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Chemical and Fertilizers. It indicates that about 34 percent of the PIP will be retiring within next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.4.6 The following table brings out the expenditure incurred by the Ministry of Chemicals and Fertilizers on salaries and allowances on the employees working in the three departments of the ministry through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	2412.79	2890.06	3502.28
Expenditure on Contractual Employees	25.31	35.03	39.49
<b>Total</b>	<b>2438.10</b>	<b>2925.09</b>	<b>3541.77</b>

## Ministry of Civil Aviation

## Chapter 11.5

### General Issues

#### Introduction

11.5.1 The vision of Ministry of Civil Aviation is to enable the people to have access to safe, secure, sustainable and affordable air connectivity services with world class civil aviation infrastructure. With this vision, the ministry formulates and implements national policies and programmes in the civil aviation sector. Functions relating to Railway safety, including inquiries into serious railway accidents are also performed by this Ministry. Ministry of Civil Aviation has the following attached offices for monitoring and regulating the civil aviation sector:

- i. Directorate General of Civil Aviation
- ii. Bureau of Civil Aviation Authority
- iii. Commission of Railway Safety
- iv. Aircraft Accident Investigation Bureau

#### Personnel Position

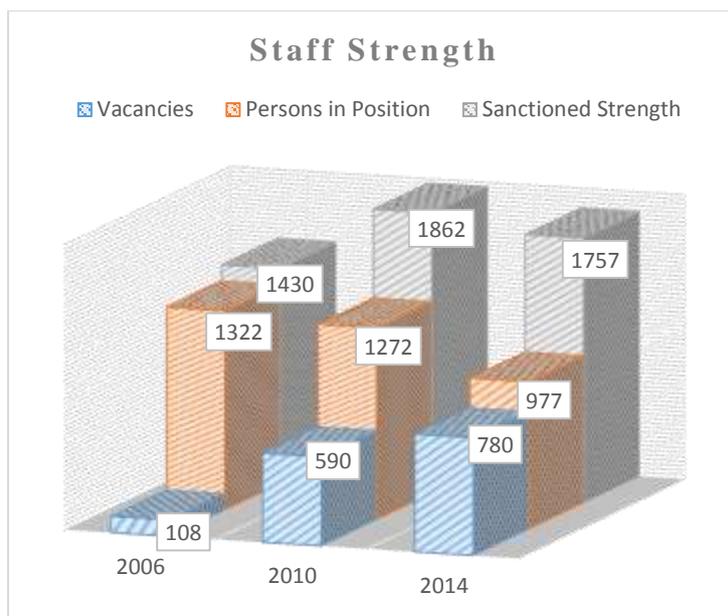
11.5.2 Number of sanctioned posts in various grades vis-à-vis persons in position as on 01.01.2014, as reported by the Ministry of Civil Aviation, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	680	396	284	42
B	303	163	140	46
C	774	418	356	46
<b>Total</b>	<b>1,757</b>	<b>977</b>	<b>780</b>	<b>44</b>

11.5.3 The above table shows that in overall terms 44 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 977 persons in position (PIP), 928 employees are pre-2004 recruits and the remaining 49 employees have been recruited after 01.01.2004.

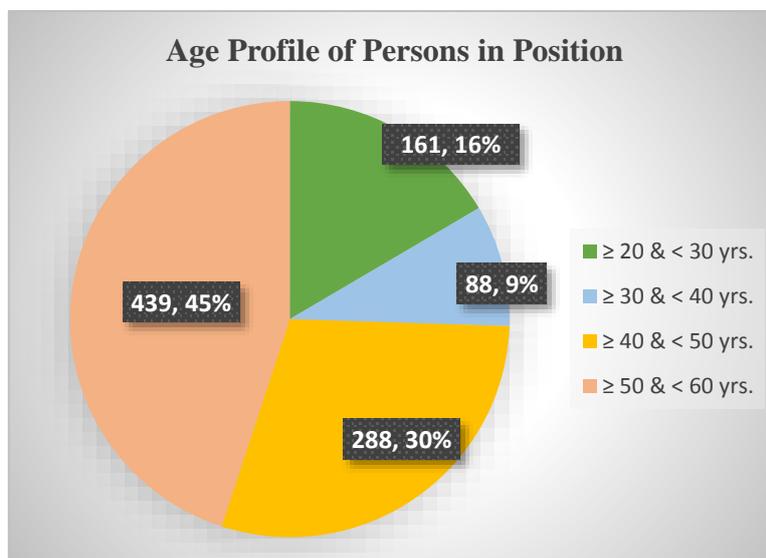
#### Inter Temporal Trend of Personnel

11.5.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Civil Aviation as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.5.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Civil Aviation. It indicates that of the 977 persons in position, 439 employees which is about 45 percent, shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.5.6 The following table brings out the expenditure incurred by the Ministry of Civil Aviation, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	5108.18	4931.71	5691.35
Expenditure on Contractual Employees	342.21	321.29	374.14
<b>Total</b>	<b>5450.39</b>	<b>5253.00</b>	<b>6065.49</b>

## **Training**

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11.5.7 The Ministry of Civil Aviation has formulated a training plan. 24 Group 'A' posts and 4 Group 'B' posts have been identified for core competencies. No post has been identified by the ministry for specialised competencies. The ministry has indicated that in 2012-13, training was imparted to 119 persons for core competencies and to 21 persons for specialised competencies. During the year 2013-14, 252 persons were trained on core competencies and 44 persons were trained for special competencies. No separate budget provision exists in the ministry for training.

## Ministry of Coal

## Chapter 11.6

### General Issues

#### Introduction

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11.6.1 The vision of Ministry of Coal is to secure availability of coal to meet the demand of various sectors of the economy in an eco-friendly and sustainable manner. With this vision in mind the ministry works with a mission to (i) augment coal production through government companies and by captive mining by adopting state-of-the-art and clean technologies with a view to improve productivity, safety, quality and ecology, (ii) augment the resource base by enhancing exploration efforts with thrust on increasing proved resources, (iii) develop necessary infrastructure for prompt evacuation of coal. The Office of the Coal Controller's Organisation (CCO), a subordinate office of Ministry of Coal headquartered at Kolkata, discharges various statutory functions. Coal India Limited with its headquarters at Kolkata, under the administrative control of the Ministry of Coal, has eight subsidiary companies in different parts of the country.

#### Personnel Position

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11.6.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014 as reported by the Ministry of Coal, is as follows:

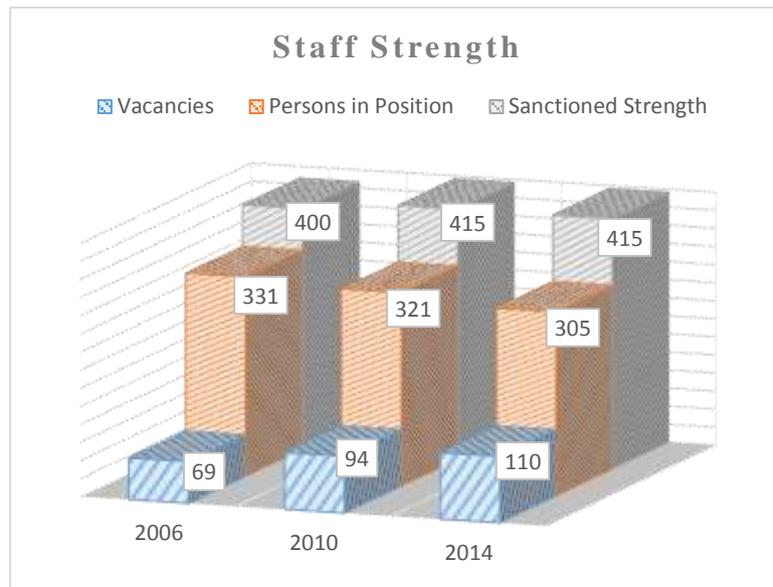
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	52	40	12	23
B	130	102	28	22
C	233	163	70	30
<b>Total</b>	<b>415</b>	<b>305</b>	<b>110</b>	<b>27</b>

11.6.3 The above table shows that in overall terms 27 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 305 persons in position (PIP), 293 employees are pre-2004 recruits and remaining 12 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

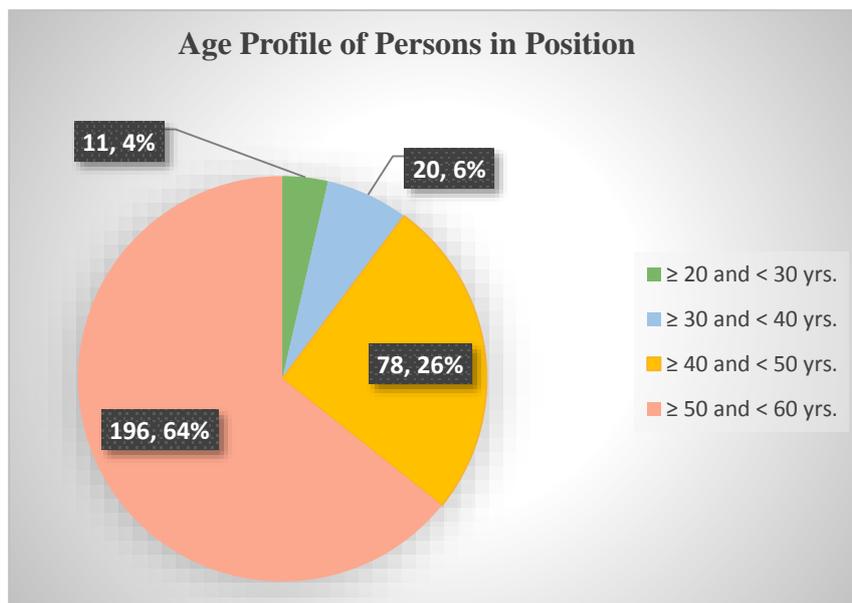
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11.6.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Coal as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.6.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Coal. It indicates that about 64 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.6.6 The following table brings out the expenditure incurred by the Ministry of Coal, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	1416	1505	1679

## **Training**

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11.6.7 The Ministry of Coal has identified fourteen/two Group 'A' posts for training in core competencies and specialised competencies respectively. One person in specialised competencies has been trained in each of the year 2012-13 and 2013-14. The ministry has not made any budget provision for training in the year 2013-14.

## *General Issues*

### **Introduction**

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11.7.1 The Ministry of Commerce and Industry comprises two departments namely, (i) Department of Commerce and (ii) Department of Industrial Policy and Promotion.

- i. **Department of Commerce:** The Department of Commerce works with a vision of making India a significant player in world trade by 2020, obtain market access for our exports by negotiating multilateral, bilateral and regional trade agreements; promote and diversify exports through plan schemes, policies and strategies and to assume a role of leadership in international trade organisations. The Department of Commerce formulates, implements and monitors the Foreign Trade Policy (FTP) which provides the basic framework of policy and strategy to be followed for promoting exports and trade. The trade policy is periodically reviewed to incorporate changes necessary to take care of emerging economic scenarios both in the domestic and international economy. There are (i) three attached offices (ii) ten subordinate offices, (iii) ten autonomous bodies (iv) five PSUs (v) two Advisory bodies (vi) fourteen Export Promotion Councils and (vii) five other organisations under the administrative control of the Department of Commerce.
- ii. **Department of Industrial Policy and Promotion:** The vision of the Department of Industrial Policy and Promotion is to promote Indian Industry and facilitate a balanced growth of Industries. The Department of Industrial Policy and Promotion was established in 1995 and was reconstituted in the year 2000 with the merger of the Department of Industrial Development. The department is responsible for formulation and implementation of promotional and developmental measures for growth of the industrial sector, keeping in view the national priorities and socio-economic objectives. While individual administrative ministries look after the production, distribution, development and planning aspects of specific industries allocated to them, the Department of Industrial Policy and Promotion is responsible for the overall industrial policy. The department has three attached offices and two subordinate offices.

### **Personnel Position**

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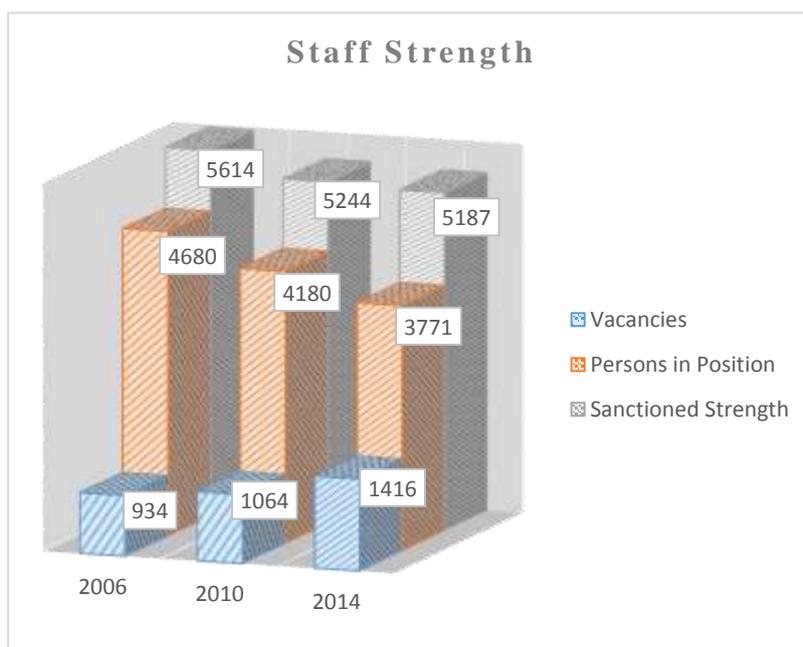
11.7.2 The number of sanctioned posts in various grades vis-à-vis persons in position as on 01.01.2014, as reported by the Ministry of Commerce and Industry, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	1,218	802	416	34
B	1,556	1,171	385	25
C	2,413	1,798	615	25
<b>Total</b>	<b>5,187</b>	<b>3,771</b>	<b>1,416</b>	<b>27</b>

11.7.3 The above table shows that in overall terms 27 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 3,771 persons in position (PIP), 3,361 employees are pre-2004 recruits and the remaining 410 employees have been recruited on or after 01.01.2004.

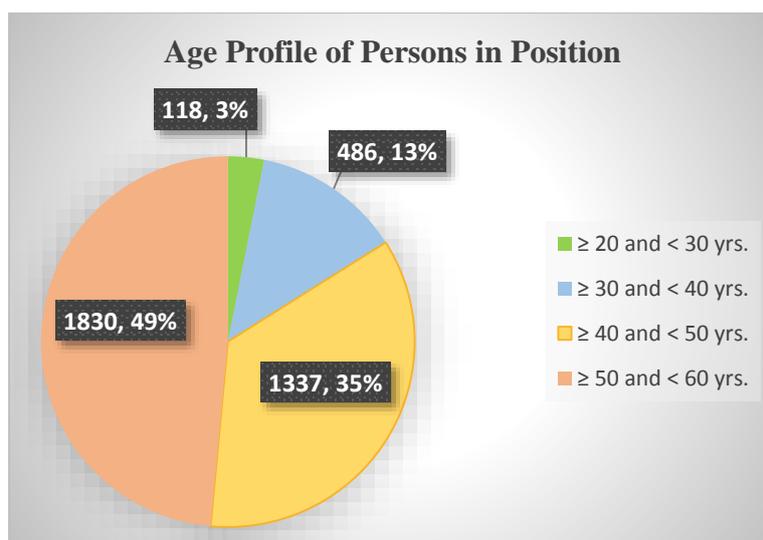
### Inter Temporal Trend of Personnel

11.7.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Commerce and Industry as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.7.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Commerce and Industry. It indicates that about 49 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.7.6 The following table brings out the expenditure incurred by the Ministry of Commerce and Industry on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

*(₹ in lakh)*

Particulars	2010-11	2011-2012	2012-13
Expenditure on Salaries and Allowances	16,966.85	18,018.05	20,007.17
Expenditure on Contractual Employees	68.12	110.47	160.09
<b>Total</b>	<b>7,034.97</b>	<b>18,128.52</b>	<b>20,167.26</b>

### Training

11.7.7 The Department of Commerce has identified 352 posts for training for core competencies and 2 posts for training on specialised competencies. The department has indicated that in 2012-13, training was imparted to 219 persons for core competencies and to 38 persons for specialised competencies. During the year 2013-14, 239 persons were trained on core competencies and 51 persons were trained for special competencies. An amount of about ₹41 lakh was spent on training of the employees in the year 2013-14.

11.7.8 The Department of Industrial Policy and Promotion has identified 123 posts for training for core competencies and 152 posts for training on specialised competencies. The department has indicated that in 2012-13, training was imparted to 7 persons for core competencies and to 33 persons for specialised competencies. During the year 2013-14, 51 persons were trained for special competencies. For training, no separate provision exists in the department's budget.

## ***Cadre Related Issues***

### **Department of Commerce**

#### **Directorate General of Supplies and Disposals (DGS&D)**

11.7.9 DGS&D, an attached office under the Department of Commerce, is a central purchase and quality assurance organisation of Government of India. The functions of DGS&D are carried out through its functional wings viz., the Supply Wing and the Quality Assurance Wing.

11.7.10 The Quality Assurance Non Gazetted Staff Association has raised demands relating to upgradation of the post of Stenographers as Private Secretaries, time bound promotions, uniform pay scales for Secretariat and Non-Secretariat staff and reasonable parity with Stenographers of Central Secretariat Stenographer Service (CSSS).

#### *Analysis and Recommendations*

11.7.11 The hierarchy of Stenographers in the Quality Assurance Wing of DGS&D is as under:

<b>Name of the Post</b>	<b>Grade Pay</b>
Stenographer Grade I	4200
Stenographer Grade II	2400

11.7.12 The Commission examined the demand relating to upgradation of post of Stenographers as Private Secretaries and Senior Private Secretaries. It is noted that posts of secretarial support staff are created based on functional justification and entitlement of the supervisory officers. In the instant case, functional justification for upgradation of the posts of Stenographers has not been provided. **The Commission, therefore, recommends normal replacement pay levels for this cadre.** As far as the demand for time bound promotion is concerned, the Commission observes that such promotions can be made only in the existing hierarchy, subject to fulfilment of qualifications prescribed in the Recruitment Rules. The posts of Stenographers in DGS&D are covered under the MACP Scheme. The Department of Commerce has conveyed that a proposal for restructuring of ministerial and stenographic cadre of DGS&D's regional offices is already under consideration. **The Commission, therefore, does not make any recommendation in this matter.** As far as uniform pay scales for Secretariat and Non-Secretariat/field organisations and reasonable parity with Stenographers of CSSS are concerned, **the Commission has discussed about the matter in the Chapter 7.7.**

#### **Directorate General of Commercial Intelligence and Statistics (DGCI&S)**

11.7.13 The Directorate General of Commercial Intelligence and Statistics (DGCI&S), a subordinate office under the Department of Commerce, is entrusted with the work of collecting, compiling and publishing/disseminating trade statistics and various commercial information required by policy makers, researchers, importers, exporters, traders as well as overseas buyers.

11.7.14 It has been demanded that the posts of Data Processing Assistants (DPAs), Senior Investigators (SIs) and Statistical Officers (SOs) in the non-ministerial cadres of DGCI&S may be up-graded from GP 2400, GP 4200 and GP 4600 to GP 4200, GP 4600 and GP 4800, respectively. These demands have been made on the grounds of parity with the posts of Data Processing Assistant-III/ II/ I in the National Sample Survey Organisation (NSSO). It has been argued that the duties and responsibilities as well as the educational qualification for the posts of DPAs in DGCI&S and DPAs-III in NSSO are identical.

*Analysis and Recommendations*

11.7.15 The Commission notes that their hierarchy is as under:

Posts	Grade Pay
Statistical Officer	4600
Senior Investigator	4200
Data Processing Assistant	2400

11.7.16 The Commission observes that any demand for higher pay scales should be based on sound rationale viz., enhanced job content and responsibilities, upgraded skill sets, etc. The Commission notes that the basic job profile of the DPAs, which is collection and compilation of foreign trade statistics, has not undergone much change, either in terms of job content or responsibilities. In job profiles of such nature, adoption of newer technology and training should ideally result in substantial reduction in the work force. This is not the situation obtaining in respect of DPAs/ SIs/SOs of DGCI&S. As far as the entry level qualifications for the DPAs are concerned, the Commission notes that these have been revised recently, as reflected in the Recruitment Rules of 2012. However, the existing pool of DPAs largely consists of ministerial cadres of LDCs and UDCs. In such a scenario, upgradation of the pay scales of the DPAs will potentially disturb the existing parity between the ministerial and non-ministerial cadres of this small organization. On the issue of parity with the DPAs of NSSO, the Commission notes that the functions and responsibilities of posts in two different organizations can vary and hence there is no case for seeking parity. **The Commission, therefore, recommends replacement pay levels for the DPAs/ SIs/SOs of DGCI&S.**

## **Department of Industrial Policy and Promotion (DIPP)**

### **Petroleum and Explosives Safety Organisation (PESO)**

11.7.17 Petroleum and Explosives Safety Organisation (PESO) is a subordinate office under Department of Industrial Policy and Promotion (DIPP). The organisation is headed by Chief Controller of Explosives. PESO administers Explosives Act, 1884 and Petroleum Act, 1934 and the rules made thereunder related to manufacture, import, export, transport, possession, sale and use of explosives, petroleum products and compressed gases. The hierarchy is as under:

Name of the Post	Grade Pay
Chief Controller of Explosives	10000
Joint Chief Controller of Explosives	8700
Deputy Chief Controller of Explosives	7600
Controller of Explosives	6600
Deputy Controller of Explosives	5400

### *Creation of Organised Service*

11.7.18 It has been demanded that an organised service may be created for the technical Group 'A' officers belonging to PESO in the name of 'Indian Explosives Service.' DIPP, the cadre controlling authority, has supported the demand.

### *Analysis and Recommendations*

11.7.19 The Commission notes that recruitment in the entry level Group 'A' post of Deputy Controller of Explosives in PESO is made through Direct Recruitment (95 percent) and by promotion (5 percent). The Group 'A' posts in the PESO consists of five tiers i.e., GP 5400 (PB-3)/6600/7600/8700/10000. All the vacancies above Junior Time Scale (i.e., above Deputy Controller of Explosives) and up to Senior Administrative Grade (i.e., Chief Controller of Explosives) are filled up from the next lower grade through promotion. The Commission further notes that the entry level qualification prescribed for Deputy Controller of Explosives under Direct Recruitment category is Degree in Chemical Engineering/Technology or Masters in Chemistry with three years' experience in the relevant field. The Commission observes that the V CPC had recommended creation of an organised service for the technical Group 'A' officers of PESO. The V CPC had also recommended that the recruitment to the post at the entry level may be made through the Indian Engineering Services Examination. **This Commission, however, observes that this is an administrative matter and the DIPP should take a view in the matter.**

### *Risk Allowance*

11.7.20 It has been demanded that officers of PESO should get risk allowance equivalent to 25 percent of their salary. It has been stated that the officers are involved in technical evaluation and assessment of designs and equipment, hazardous operations as well as technical investigation of accidents and during discharge of duties they are exposed to highly hazardous products which are prone to explosion and fire. It has also been stated that most of government departments in Central Government as well as in State Governments dealing with hazardous substances are entitled to risk allowance.

### *Analysis and Recommendations*

**11.7.21 The Commission has recommended a new matrix for payment of Risk and Hardship Allowances depending upon the degree of risk and hardship inherent in a particular job profile. The Commission recommends that DIPP should assess the risk**

**profile of the PESO officials at various levels and thereafter place them, with the approval of Ministry of Finance, at the appropriate cell in the matrix.**

### **Controller General of Patents, Designs and Trade Marks (CGPDTM)**

11.7.22 The Office of Controller General of Patents, Designs and Trade Marks (CGPDTM) supervises the working of the Patents Act, 1970, the Designs Act, 2000 and the Trade Marks Act, 1999. It also renders advice to the government on matters relating to these subjects.

11.7.23 The Patent Office, functioning under the CGPDTM, is geographically divided and located at Kolkata, Chennai, Mumbai and Delhi. It examines and analyses the patent applications for grant of patent by conducting novelty search for invention disclosed in the patent or design documents through comprehensive search of scientific and technological database. The patents rights are given after conducting thorough and careful examination by an Examiner of Patents and Designs under the supervision of senior patent officers. The hierarchy of Group `A` posts of Examiners/Controllers in the Patent Office is as under:

<b>Post</b>	<b>Grade Pay</b>
Controller General of Patents and Designs	10000
Senior Joint Controller of Patents and Designs	8900
Joint Controller of Patents and Designs	8700
Dy. Controller of Patents and Designs	7600
Assistant Controller of Patents and Designs	6600
Examiner of Patents and Designs	5400 (PB-3)

11.7.24 A proposal has been forwarded for declaring the Patent Office as a Scientific Organisation for implementing the Modified Flexible Complimenting Scheme (MFCS). It has been argued that the Patent Office does not have any suitable career advancement scheme for highly qualified and trained manpower. Due to bleak promotions prospects, the attrition rate is very high at the level of Examiner of Patent and Designs. It has also been stated that a sizeable number of officers who were selected after going through the rigorous qualifying examination either did not join or those who joined left the job for better prospects.

#### *Analysis and Recommendations*

11.7.25 The Commission notes that for availing the benefit of Flexible Complimenting Scheme (FCS), an organisation needs to be recognised as Scientific and Technical Organisation by a Committee constituted for that purpose in the Department of Science and Technology (DST). The recommendation of the Committee is then examined and approved by DoPT and thereafter, concurred by the Department of Expenditure (DoE). **The Commission observes that this is an administrative matter and DIPP should follow the laid down procedure in the matter.**

## Ministry of Communications and Information Technology

## Chapter 11.8

11.8.1 The Ministry of Communications and Information Technology comprises three Departments viz., Department of Posts, Department of Telecommunications and Department of Electronics and Information Technology.

### Department of Posts

11.8.2 The present postal system in India came into existence with the Indian Post Office Act of 1854. The same year, the Railway Mail Service was introduced as also the Sea Mail Service from India to Great Britain and China. The first postage stamp valid across the country was issued on 1 October, 1854. This provided an affordable and uniform rate of postage based on weight.

### General Issues

#### Personnel Position

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11.8.3 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Posts, is as follows:

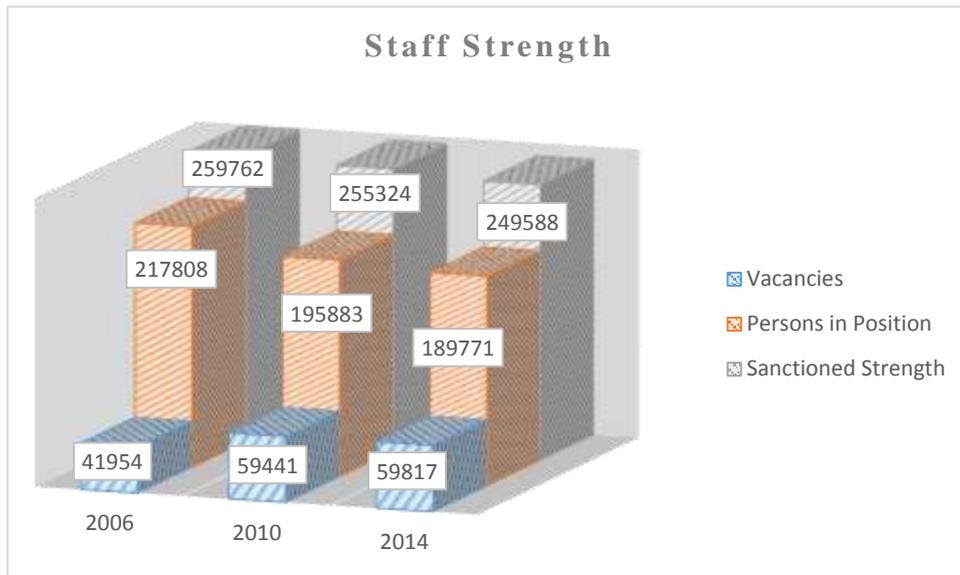
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	658	527	131	20
B	9,855	6,826	3,029	31
C	2,39,075	1,82,418	56,657	24
<b>Total</b>	<b>2,49,588</b>	<b>1,89,771</b>	<b>59,817</b>	<b>24</b>

11.8.4 Of the 1,89,771 persons in position (PIP), 1,37,508 employees are pre-2004 recruits and remaining 52,263 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

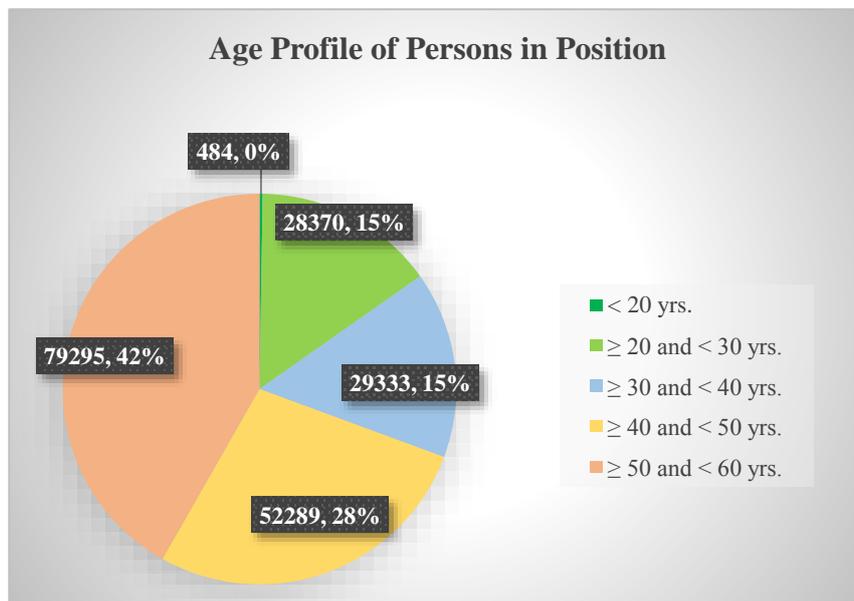
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11.8.5 The following bar chart indicates the inter temporal position of personnel in the Department of Posts as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.8.6 The following pie chart brings out the age profile of the persons in position (PIP) in the Department of Posts. It indicates that about 42 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.8.7 The following table brings out the expenditure incurred by the Department of Posts, on salaries and allowances on the employees working in the department through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	6,58,800.00	7,09,800.00	7,73,000.00
Expenditure on Contractual Employees	922.16	1,147.03	1,954.88
<b>Total</b>	<b>6,59,722.16</b>	<b>7,10,947.03</b>	<b>7,74,954.88</b>

## Training

11.8.8 The Department of Posts has intimated that it formulates annual training plan for all categories of staffs of the department. Physical infrastructure has been created for imparting training to the employees of the department. An amount of ₹25.48 crore was provided in the year 2013-14 for Training, of which, ₹22.95 crore was utilised during the year.

## Cadre Related Issues

### Postal Services Board

11.8.9 The Postal Services Board (PSB) is the apex management body of the Department of Posts. It consists of seven members. While Chairman, PSB is in the apex level, the remaining six members are in the HAG+ scale.

11.8.10 The association of Indian Postal Services-Group 'A' has demanded apex level for the six posts of Members of Postal Service Board (PSB) at par with the Members of the Railway Board, Central Board of Direct Taxes (CBDT), Central Board of Excise and Customs (CBEC) and the Telecom Commission. The association has stated that the Members of PSB have always been at par with the members of CBDT and CBEC. However, in year 2009 the parity was disturbed when Members of CBDT and CBEC were elevated to the apex level. The association thus wants restoration of the earlier parity and is seeking elevation of Members of the PSB to the apex level.

### Analysis and Recommendations

11.8.11 The Commission is of the view that mere restoration of historical parity cannot be a justification for upgrading levels since in most cases historical parities, particularly at senior levels, do get disturbed for various reasons and actions arising out of informed and conscious decisions taken by the government. The Commission has examined the demand for granting apex level to the members of the PSB and is of the view that adequate functional justification for the same does not exist.

11.8.12 The Commission has further noted that there is a functional distribution amongst the six Members of the PSB as per which they oversee the functions of Planning, Banking and HRD, Technology, Operations, Postal Life Insurance and Personnel. No Member has been assigned the finance function, and the same is being discharged by Joint Secretary and Financial Advisor (JS&FA) of the Department of Posts, who is a permanent invitee to the meetings of the PSB. The Commission believes that the finance function is an important one

and it warrants the exclusive attention of a full-fledged member of the PSB. The Commission however is not in favour of creating an additional post of member to discharge the financial function and is of the view that the portfolios of the six members can be so re-arranged that the need to create a new post of Member is obviated. **The Commission is further of the view that after reshuffling of the portfolios the newly designated post of Member (Finance) should be encadred with Indian Postal and Telegraph Accounts and Finance Service (IP&TAFS) as the financial advice in Postal and Telecom Departments is the core function of this service.**

### **Indian Postal Service Group `A`**

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11.8.13 The existing hierarchy of Indian Postal Service (IPos) is as follows:

<b>Designation</b>	<b>Grade Pay</b>	<b>No. of Posts</b>
PSB Members	HAG+	6
Chief Post Master General	HAG	26
Post Master General	10000	73
Director, Post Services	8700	105
	7600	
Assistant Post Master General	6600	198
Senior Superintendent, Posts	5400 (PB-3)	67

11.8.14 The following demands have been made:

- i. Upgradation of the post of Director, National Postal Academy, presently in the HAG level, to the apex level.
- ii. Upgradation of posts of Chief Post Master General (CPMG) in seven circles (Maharashtra, Delhi, West Bengal, Tamil Nadu, Karnataka and Uttar Pradesh) from HAG to HAG+.
- iii. Upgradation of posts of Chief Post Master General (CPMG) in Business Development (BD) and Postal Life Insurance (PLI), from HAG to HAG+.
- iv. Upgradation of posts of Post-Master General (PMG) of the circle for the Northeast from SAG to HAG.
- v. Creation of two new circles for the Northeast (with 3 States in each circle) and each headed by a PMG at the SAG level. [At present each state in the Northeast has a JAG level officer in charge of Postal operations.]
- vi. Upgradation of posts of Post Master General (PMG) in Andaman and Nicobar Islands from JAG to SAG.

#### *Analysis and Recommendations*

11.8.15 In so far as Director, National Postal Academy is concerned, the view taken is that functional justification from upgrading the post to Apex level does not exist. As far as the rest of the demands for upgradation/creation of posts are concerned, these are administrative matters, which may be taken up with the concerned departments in the government.

## Post Masters' Cadre

11.8.16 The existing hierarchy of the Post Masters' Cadre is as follows:

Post	Grade Pay	No. of Posts	Method of filling
Senior Post Master	4800	116	25 percent from Postman Gr.III with 2 years' experience. 75 percent LDCE from IPOs with 6 years' experience.
Post Master Gr.III	4600	495	LDCE from Postman Gr.II with 5 years' experience
Post Master Gr.II	4200	511	LDCE from Postman Gr.I with 6 years' experience
Post Master Gr.I	2800	2097	LDCE from PAs with 5 years' experience
Postal Assistant (PA)	2400	Information not available	50 percent LDCE from MTS 50 percent Direct Recruitment

11.8.17 There are demands that officers of this cadre should also be permitted to appear for the Limited Departmental Competitive Examination (LDCE) for the post of Senior Post Master along with Inspector (Post).

### *Analysis and Recommendations*

11.8.18 The Commission has noted that 75 percent of the posts of Senior Postmaster in the GP 4800 are earmarked through LDCE for Inspector (Posts) who are in the GP 4200 whilst the balance 25 percent is available to Post Master Grade III (GP 4600) through seniority based promotions. The Commission notes that to ensure that professionally qualified, trained and meritorious officials head key Post Offices, it was decided, as recently as November, 2010 to introduce a separate cadre of Postmasters. Given the distinct emphasis on merit the demand of the Postmasters' cadre seems justified. It is also further noted that besides the post of Senior Post Master, Inspectors also have growth opportunities in their own hierarchy, going up to the level of Senior Superintendent in the GP 5400 (PB-3). The Commission is thus of the view that promotional prospects of the Inspectors' cadre would not significantly reduce if Post Masters, specifically Postmaster Gr. II (GP 4200) and Postmaster Gr.III (GP 4600) are also allowed to appear for LDCE for the 75 percent of the Senior Post Masters' post. **Accordingly the Commission recommends that while 25 percent of the posts of Senior Post Master may continue to be filled up from Post Master Gr.III through seniority based promotions, eligible officers from the Post Masters' cadre (Postmaster Gr.II and Postmaster Gr.III) may also be permitted to appear for LDCE along with Inspector (Posts) for the balance 75 percent of the Senior Postmasters' posts.**

## Inspector Cadre

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11.8.19 The existing hierarchy of the Inspector Cadre is as follows:

Hierarchy	Grade Pay	Entry level Qualification and Method of Filling	No. of Posts
Inspector (Posts)	4200	Graduation. 33.34 percent DR and 66.66 percent promotion through LDCE from Postal Assistants.	2187
Asstt. Superintendent Posts, Asstt. Manager (MMS)	4600	100 percent by promotion	1824
Superintendent (Posts) (Group 'B')	4800 After 4 years 5400 (PB-2)	75 percent by promotion from Inspectors and ASP/HSG I 25 percent LDCE	657 (on promotion) 166 (through LDCE)
Senior Superintendent (Posts)	5400 (PB-3)	75 percent by promotion from Inspectors and ASPs–25 percent DR	50

11.8.20 Their association has demanded upgradation of entry level pay of Inspector (Posts) from GP 4200 to GP 4600, if required through merging the posts of Inspector (Posts) and Assistant Superintendent.

### *Analysis and Recommendations*

11.8.21 The Commission has noted that the VI CPC had placed Inspector (Posts) at par with Inspectors of CBDT/CBEC. Subsequently the inspectors of CBDT/CBEC were elevated to GP 4600. The Commission has further noted that Inspector (Posts) and Inspectors of CBDT/CBEC are recruited through the same combined graduate level examination. **The Commission, therefore, recommends that Inspector (Posts) who are presently in the GP 4200 should be upgraded to GP 4600. With this upgradation, Inspector (Posts) shall come to lie in an identical grade pay as that of their promotion post of Assistant Superintendent of Posts (ASPOs). A higher grade would thus need to be extended to ASPOs. Accordingly, the Commission recommends that the promotional post of ASPOs be placed in the next higher GP 4800 and further, the post of Superintendent (Posts), which is presently in the GP 4800, be moved up to GP 5400 (PB-2).**

### Postal Assistant/Sorting Assistant

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11.8.22 The existing hierarchy of Postal Assistant/Sorting Assistant is as follows:

Post	Grade Pay	Entry Level Qualification and Method of Filling
HSG I	4600	100 percent by promotion
HSG II	4200	100 percent by promotion
LSG	2800	100 percent by promotion
Postal Assistant/Sorting Assistant	2400	Class XII for DR (50 percent) 50 percent LDCE from MTS
MTS	1800	X pass

11.8.23 They have demanded enhancement of minimum educational qualifications for Direct Recruits for Postal Assistants/Sorting Assistants from Class XII to Graduation and the entry grade pay from GP 2400 to GP 4200. Lower Selection Grade (LSG) and Higher Selection Grade (HSG) II and I, which are promotional posts in this cadre, have accordingly been sought to be placed in higher levels.

#### *Analysis and Recommendations*

11.8.24 The Commission is of the view that there is no justification for the upgrade sought.

### Postal Assistants (Savings Bank Control Organization) Cadre

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11.8.25 Their existing hierarchy is as follows:

Post	Grade Pay	Entry Level Qualification and Method of Filling
HSG I–Chief Supervisor	4600	100 percent by promotion
HSG II–Senior Supervisor	4200	100 percent by promotion
LSG–Supervisor	2800	100 percent by promotion
Postal Assistant (SBCO)	2400	Class XII–100 percent Direct Recruitment

11.8.26 They have demanded an increase in the entry grade pay of Postal Assistants (SBCO) from GP 2400 to GP 4200, on the grounds that their duties are such that they cannot be equated with postal assistants in postal circles but more pertinently with audit staff. They have also demanded 10 percent of grade pay as cash handling allowance.

#### *Analysis and Recommendations*

11.8.27 The Commission has noted that the stipulated entry level qualification and recruitment process of Postal Assistants (SBCO) is similar to that of direct recruit Postal Assistants in the Postal Assistants' cadre and their promotional channel is also identical. The Commission is therefore of the view that no upgradation is warranted. As regards grant of cash handling allowance, the Commission is of the view that with the spread of banking and internet based payments coming into vogue there is no merit in granting an allowance for handling cash.

## Postman Cadre

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11.8.28 The existing hierarchy of Postmen Cadre is as follows:

Post	Grade Pay	Entry Level Qualification and Method of Filling
Postman	2000	Class X: 50 percent by DR 50 percent by promotion from MTS
MTS	1800	Class X or ITI

They have demanded that the grade pay of Postman may be enhanced from GP 2000 to GP 2800.

### *Analysis and Recommendations*

11.8.29 The Commission has noted that VI CPC had consciously recommended upgradation of the Postman in Department of Posts and the analogous post of Mail Guard in Railway Mail Service to their present level. The Commission has noted the entry level qualifications prescribed (Class X or ITI for MTS) as also the work content, and is of the view that there is no justification for further raising the entry grade pay of Postman.

## Post Office (PO) and Rail Mail Service (RMS) Accountants

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11.8.30 There are demands for creation of a separate cadre for the accountants of this cadre and placing them at par with organised accounts cadres.

11.8.31 The Commission is, however, of the view that the proposal is in the nature of cadre restructuring, which is not in its ambit.

## Rail Mail Service (RMS) Mail Guard

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11.8.32 The hierarchy of RMS Mail Guard is as follows:

Post	Grade Pay	Entry level Qualification and Method of Filling
Sorting Assistant	2400	50 percent DR with Class XII 50 percent through LDCE from Postman (three yrs of service) and MTS (five yrs of service)
Mail Guard	2000	Class X for Direct Recruits (50 percent DR, 50 percent by promotion, 25 percent from MTS and 25 percent from GDS)
MTS	1800	Class X or ITI

Higher GP 2400 has been demanded for Mail Guards. Demands have also been received for merger of the cadres of Mail Guard with Sorting Assistants in GP 2400.

### *Analysis and Recommendations*

11.8.33 The Commission has noted that mail guards are posted in Transit Mail Offices and Transit Sections (Trains) and their duties and responsibilities are considered arduous in nature. It is also noted that the VI CPC had consciously established relativity between Mail Guard,

Postman and Constables of Central Police Organizations. As no modification in the grade pay of Postman is recommended, the Mail Guard shall also be placed in same pay level.

### **Despatch Rider, Mail Motor Service (MMS)**

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11.8.34 The hierarchy of Despatch Rider, MMS in comparison to the Drivers' category is as follows:

<b>Post</b>	<b>Grade Pay</b>	<b>Entry Level Qualification/ Method of Filling</b>	<b>Post</b>	<b>Grade Pay</b>	<b>Entry level Qualification/ Method of Filling</b>
			Driver Spl Grade	4200	100 percent by promotion
			Driver Grade I	2800	100 percent by promotion
			Driver Grade II	2400	100 percent by promotion
Despatch Rider	1900	Class X plus valid driving license	Driver Grade III	1900	Class X plus valid driving license

A demand has been made for merger of the post of Despatch Riders with the MMS drivers, as the nature of their work is similar.

#### *Analysis and Recommendations*

11.8.35 The Commission is of the view that this is an administrative matter and it is for the department to take a view.

### **Multi-Tasking Staff (MTS)**

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11.8.36 They have demanded higher GP 2000 for MTS-domestic posts and GP 2400 for MTS-foreign posts, stating that the two job profiles require greater skills as compared to MTS of other departments. Higher educational qualification for entry into MTS-foreign posts has also been proposed.

#### *Analysis and Recommendations*

11.8.37 The Commission is of the view that given the minimum entry level qualification of Class X, and the job content of MTS-domestic posts, the existing entry GP 1800 appears to be appropriate. In so far as MTS-foreign posts are concerned, it is noted that they have, as Packers of Foreign Posts, been treated as skilled workers and accordingly, in the wake of a judgement of the High Court of Delhi, they were provided GP 1900. No upgrade is considered necessary for either MTS-domestic or MTS-foreign posts.

## Binders

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11.8.38 The hierarchy of the Binders' category is as follows:

Post	Grade Pay	Entry Level Qualification/ Method of Filling
Binding Foreman	4200	100 percent by promotion
Binding Section Holder	2800	100 percent by promotion
Binder Grade I	2400	100 percent by promotion
Bindery Assistant	1900	Class X

A demand has been made to increase the entry pay of Binders from GP 1900 to GP 2400.

### *Analysis and Recommendations*

11.8.39 The Commission notes that in the Binders' cadre, initial recruitment is made as Bindery/Binding Assistant in the GP 1900 with Class X as a minimum eligibility condition. The grade pay that has been accorded is at par with the grade pay of entrants to other cadres with similar entry level qualifications. Therefore, there is no justification for raising the entry grade pay as sought.

## Various posts in Postal Dispensaries

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11.8.40 Higher levels of pay have been sought for staff nurses and paramedical staff, at par with similar categories of posts in other departments including CGHS.

### *Analysis and Recommendations*

11.8.41 The Department of Posts has been operating 52 postal dispensaries in 22 cities (Circles) across the country. The Commission has noted that the VI CPC had recommended that all dispensaries being run in the Department of Posts be merged with CGHS and all postal employees including retired postal employees be covered under the CGHS Scheme wherever applicable. Following this recommendation 19 Postal Dispensaries in 12 cities were merged with CGHS w.e.f. August, 2013. **The Commission is in agreement with the views of the VI CPC and recommends immediate merger of the remaining 33 postal dispensaries in 10 postal circles with CGHS so that the postal dispensary employees get the benefit of CGHS posts. Merging of the postal dispensaries with CGHS will also help in better use of infrastructure. The Commission has separately discussed the issue regarding extension of the benefits under CGHS to retired postal employees in Chapter 9.5.**

## Artisans

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11.8.42 A demand has been made to upgrade the levels of artisans at par with those in Railways and Defence. In their memoranda the staff side has pointed out that the V CPC had clubbed both the pay scales of Artisan Grade I (1320-2040) and the feeder post of Artisan Grade II (1200-1800) into one pay scale of 4000-6000. This anomaly, as the staff side pointed out was rectified in respect of Artisans staff of Railways and Defence whereby Artisan Grade II were

placed in the pay scale of 4000-6000 and Artisan Grade I were placed in the pay scale of 4500-7000. Accordingly, the Staff Side has urged that the pay scales as implemented for Artisans of Railways/Defence be given to Grade I and Grade II Artisans of MMS of the Department of Posts.

*Analysis and Recommendations*

11.8.43 The Commission has observed that the VI CPC had upgraded the post of Artisan Grade I to GP 2800 as a consequence of which the anomaly in the hierarchical structure of artisans in the Department of Posts had got resolved. The Commission is of the view that no anomaly exists in the present pay structure of these posts. The cadre of artisans in the Department of Posts shall accordingly be extended only the corresponding replacement level of pay.

**Translation Officer**

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11.8.44 A demand has been submitted to upgrade the post of Translation Officer (French) to GP 5400 (PB-3) at par with Junior Interpreter in the Ministry of External Affairs as also Assistant Foreign Language Examiner in the Intelligence Bureau on the grounds that all the three posts carry similar RRs with no difference in the nature of duties.

*Analysis and Recommendations*

11.8.45 The Commission has noted that the educational qualifications as per the RRs and the nature of work which is essentially translation, do not differ across the three posts. Further the post of Translation Officer in the Department of Posts is different from the posts encadred with the Official Language Services as this Service is primarily concerned with Hindi as the Official Language. As such Translation Officer cannot be placed under common category of Official Language cadre. The Commission, therefore, suggests that a comparative study of the job profiles be carried out by the department to arrive at the precise job content and a view taken thereafter.

**Technical Supervisors**

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11.8.46 A demand has been submitted to grant higher grade pay to the isolated post of Technical Supervisors of Mail Motor Service (MMS) to which the entry is presently in GP 4200 with minimum qualification of diploma in Mechanical/Automobile Engineering with two years of experience.

*Analysis and Recommendations*

11.8.47 The Commission notes that the existing level of Technical Supervisors of MMS is in line with the VI CPC recommendations that posts carrying minimum qualification of diploma in Engineering should be placed in GP 4200. Hence they are placed at the appropriate level and no upgrade is recommended.

## **Gramin Dak Sewaks**

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11.8.48 A demand has been made before the Commission for treating Gramin Dak Sewaks (GDS) as civil servants at par with other regular employees for all purposes.

### *Analysis and Recommendations*

11.8.49 The Commission has carefully considered the demand and noted the following:

- a. GDS are Extra-Departmental Agents recruited by Department of Posts to serve in rural areas.
- b. As per the RRs, the minimum educational qualification for recruitment to this post is Class X.
- c. GDS are required to be on duty only for 4-5 hours a day under the terms and conditions of their service.
- d. The GDS are remunerated with Time Related Continuity Allowance (TRCA) on the pattern of pay scales for regular government employees, plus DA on pro-rata basis.
- e. A GDS must have other means of income independent of his remuneration as a GDS, to sustain himself and his family.

11.8.50 Government of India has so far held that the GDS is outside the Civil Service of the Union and shall not claim to be at par with the Central Government employees. The Supreme Court judgment also states that GDS are only holders of civil posts but not civilian employees. The Commission endorses this view and therefore has no recommendation with regard to GDS.

## **Separation of Cadres**

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11.8.51 System Administrators and Marketing Executives have demanded creation of separate cadres with higher pay scales. Presently incumbents of these posts are drawn from the cadre of Postal Assistants/Sorting Assistant Cadre.

11.8.52 The V and the VI CPC have also dealt with this issue and have not recommended separation of cadres. The Commission also does not see any rationale for creating separate cadres.

## **Department of Telecommunications**

11.8.53 The vision of the Department of Telecommunications is to provide secure, reliable, affordable and high quality converged telecommunication services anytime, anywhere for an accelerated inclusive socio-economic development. The department is working towards the objective of maximising public goods by making available affordable, reliable and secure telecommunication and broadband services across the entire country. The Department of Telecommunications has five PSUs under its administrative control viz., (i) Mahanagar Telephone Nigam Limited (MTNL), (ii) Bharat Sanchar Nigam Limited (BSNL), (iii) Indian Telephone Industries Limited (ITI), (iv) Telecommunications Consultants India Limited (TCIL) (v) Bharat Broadband Network Limited (BBNL). Centre for Development of Telematics (C-DOT), an autonomous body, is Department of Telecommunications' R&D arm. The regulatory measures, taken up by Telecom Regulatory Authority of India (TRAI),

facilitate orderly growth of telecom sector by promoting healthy competition and enhancing investment efficiency besides protecting interests of consumers.

## General Issues

### Personnel Position

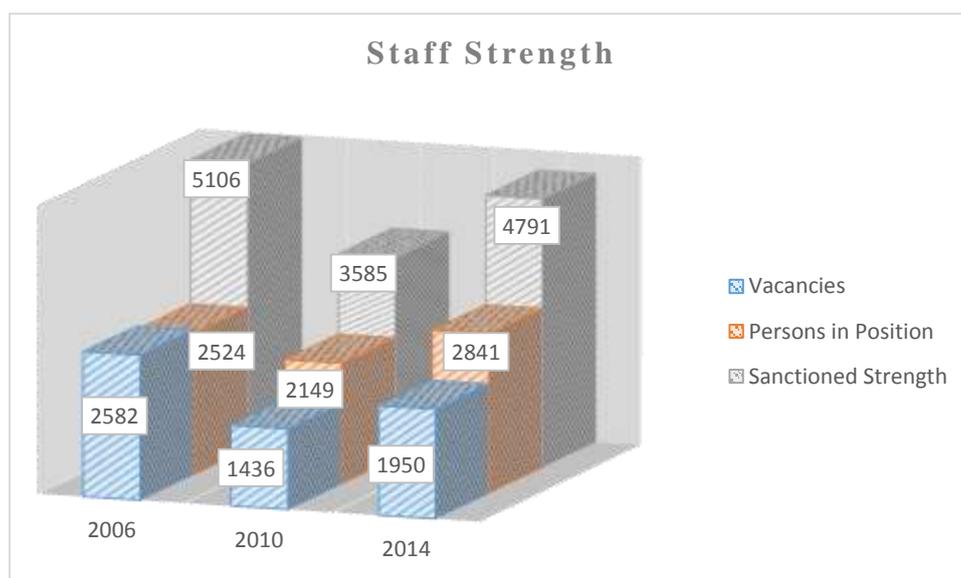
11.8.54 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Telecommunications, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	1,039	864	175	17
B	1,292	734	558	43
C	2,460	1,243	1,217	49
<b>Total</b>	<b>4,791</b>	<b>2,841</b>	<b>1,950</b>	<b>41</b>

11.8.55 The above table shows that in overall terms 41 percent of total sanctioned strength of the department is lying vacant as on 01.01.2014. Of the 2,841 persons in position (PIP), 2,545 employees are pre-2004 recruits and remaining 296 employees have been recruited on or after 01.01.2004.

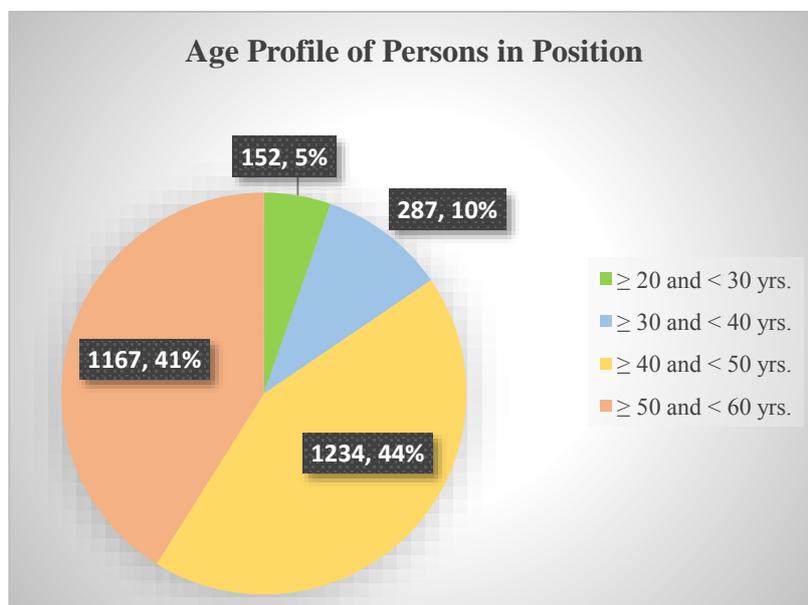
### Inter Temporal Trend of Personnel

11.8.56 The following bar chart indicates the inter temporal position of personnel in the Department of Telecommunications as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.8.57 The following pie chart brings out the age profile of the persons in position (PIP) in the Department of Telecommunications. It indicates that about 41 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.8.58 The following table brings out the expenditure incurred by the Department of Telecommunications, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

Particulars	₹ in lakh		
	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	8,677	16,729	21,979

### Cadre Related Issues

#### Indian Telecom Service

11.8.59 The Indian Telecom Service (ITS) is an Organised Group 'A' Services of the Central Government. The Officers of this service are responsible for policy formation, licensing and regulatory functions in the telecom and associated sectors. The Indian Telecom Services Association has demanded creation of an All India Information and Communication Technology Services (ICT) on the lines of IAS, IPS and IFS by merging the Department of Telecom and Department of Electronics and Information Technology. This step, as the Association states, will ensure ICT based implementation of government initiatives and help

in improving service delivery, reduce costs and build technical capabilities within the government.

*Analysis and Recommendations*

11.8.60 The VI CPC had recommended disbanding of the ITS Group `A` Service following the corporatization of the telecom services under the MTNL/BSNL, with the suggestion that the officers of the service be absorbed elsewhere. This, however, has not taken place and ITS Officers continue to serve in various capacities in the government. With the sweeping changes in the Telecom Sector and the adoption of the National Telecom Policy (NTP 2012) the activities of the Department of Telecommunications have undergone a sea change, with government's role becoming primarily that of a regulator rather than a service provider. Therefore, a complete re-examination of the role and structure of ITS, with a view to ascertaining what would be the most desirable structure and size in coming times, both in the medium and long term, indeed needs to be done. The Commission however does not agree with the suggestion of creating an All India Information and Communication Technology Services.

**Indian Post and Telegraph Accounts and Finance Services (IP&TAFS)**

11.8.61 The IP&TAFS was created in 1972 and recruitment to it is through the Civil Services Examination. Their core area of work, as the name suggests, is financial and accounts management of Department of Telecommunications and Posts. The hierarchy of IP&TAFS is as follows:

Grade Pay	Designation	No. of Posts
Apex		0
HAG+	Adviser (Finance)	1
HAG	Senior Deputy Director General	6
10000	Deputy Director General	37
8700	Director	111
7600		
6600	Chief Accounts Officer/Deputy Director/ Assistant Director General	198
5400 (PB-3)	Assistant Chief Accounts Officer	67

11.8.62 The IP&TAFS has demanded creation of a post of Member (Finance) in HAG+ in the Postal Services Board and encadering it in IP&TAFS, as this service is a specialised service for the Finance/Accounts function in this sector. The demand has been made in view of the earlier existence of this post, which in 1992-93 was downgraded to Joint Secretary level owing to non-availability of officers from IP&TAFS with requisite length of service. At that time the other members of the Postal Services Board continued in the HAG grade. The association has made a further demand of creating a revenue directorate in the Department of Telecom to be headed by Controller General of Communication Accounts (CGCA), a post to be created in

the apex level. The association has stated that such a dispensation is required in view of Department of Telecom being the largest source of non-tax revenue of the government, mobilizing upwards of ₹20000 crore per annum.

11.8.63 A separate demand has also been made for upgradation of the posts of Advisor Finance and DDG (LF -II) to the apex level, and the posts of Sr. DDG (WPF), DDG (LF-I) and DDG (IA) to the HAG+ Scale. Likewise, the Financial Advisor to Senior DDG (TEC) has also been sought to be placed in the SAG Scale. Demands have also been made for upgradation of posts of Financial Advisors in all postal circles to the SAG level since the administrative Head of Circle, belonging to IPoS, is in the HAG scale. Presently, Financial Advisors in all circles are either in Junior Administrative Grade or Senior Time Scale. Yet another demand is that Financial Advisor in ministries/departments as well as other organizations of the government should preferably be from Accounts and Finance Service as they have specialization in this field, by giving them equal participation under Central Staffing Scheme.

#### *Analysis and Recommendations*

11.8.64 While discussing the portfolios of members of the Postal Services Board, the Commission has already recommended encadering of the post of Member (Finance) with IP&TAFS. The Commission further recommends **encadering of the apex level post of Member (Finance) in Telecom board with IP&TAFS as this service is also meant to render finance advice in telecom department.** In so far as the other demands for upgradation of various posts at the field and headquarters level is concerned, the Commission is of the view that these are administrative matters which should be looked into by government.

### **Department of Electronics and Information Technology**

11.8.65 The mission of the Department of Electronics and Information Technology is to promote the inclusive and sustainable growth of the Electronics, Information Technology (IT) and Information Technology enabled Services (ITeS) industries, adopting a multipronged approach that includes development of human resources, promoting innovation, enhancing efficiency through digital services and ensuring a secure cyber space. National Informatics Centre (NIC), an attached office of the department, is a premier organisation providing e-Governance ICT Infrastructure, applications and services for the delivery of citizen centric services. NIC provides ICT support to the government in 80 ministries/departments., 36 States/UTs and 650 districts. National Informatics Centre Network (NICNET), the nationwide Network has more than 70,000 end users.

#### ***General Issues***

##### **Personnel Position**

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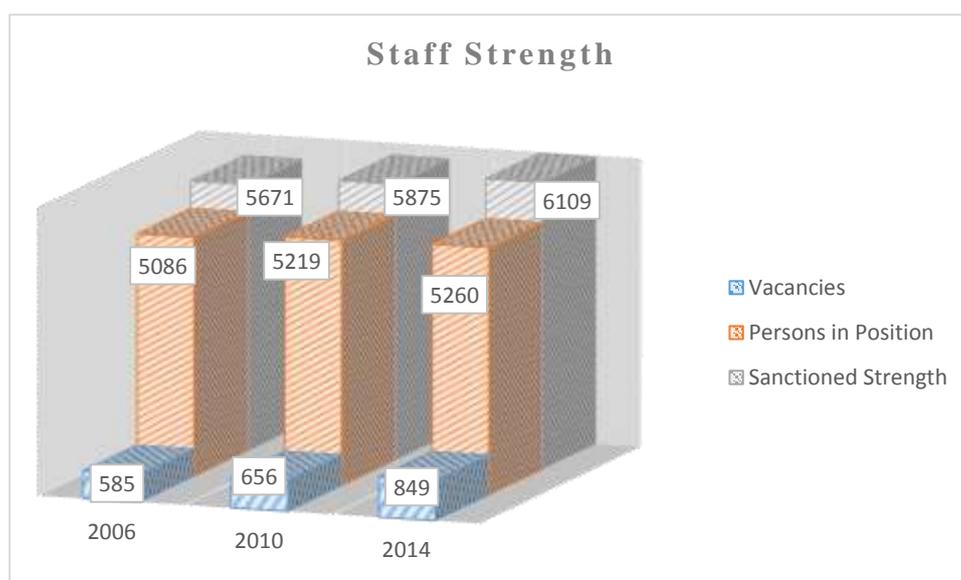
11.8.66 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Electronics and Information Technology, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	3,210	3,004	206	6
B	1,758	1,420	338	19
C	1,141	836	305	27
<b>Total</b>	<b>6,109</b>	<b>5,260</b>	<b>849</b>	<b>14</b>

11.8.67 The above table shows that in overall terms 14 percent of total sanctioned strength of the department is lying vacant as on 01.01.2014. Of the 5,260 persons in position (PIP), 4,233 employees are pre-2004 recruits and remaining 1,027 employees have been recruited on or after 01.01.2004.

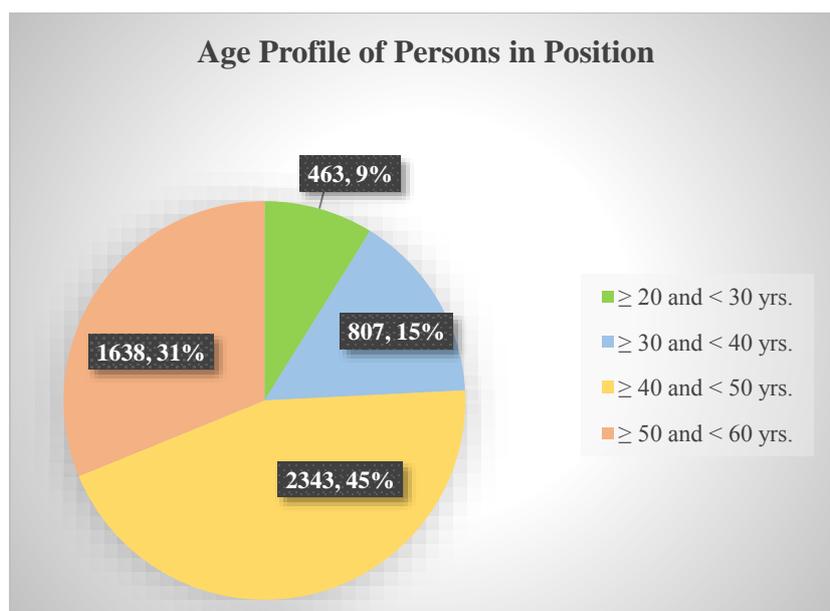
### Inter Temporal Trend of Personnel

11.8.67 The following bar chart indicates the inter temporal position of personnel in the Department of Electronics and Information Technology as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.8.69 The following pie chart brings out the age profile of the persons in position (PIP) in the Department of Electronics and Information Technology. It indicates that about 31 percent of the PIP shall be retiring within the next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.8.70 The following table brings out the expenditure incurred by the Department of Electronics and Information Technology, on salaries and allowances on the employees working in the department through the years 2010 to 2013.

*(₹ in lakh)*

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	32,517.39	35,155.22	40,430.63
Expenditure on Contractual Employees	945.31	1,644.07	2,955.79
<b>Total</b>	<b>33,462.70</b>	<b>36,799.29</b>	<b>43,386.42</b>

### **Training**

11.8.71 The Department of Electronics and Information Technology has intimated that the department has identified 281 posts for training on core competencies and 277 posts for training on specialised competencies. The department has imparted training to 182 persons and to 188 persons for core competencies during the years 2012-13 and 2013-14 respectively. The department also imparted training to one person and to three persons for specialised competencies during the years 2012-13 and 2013-14 respectively. An amount of ₹1.46 crore was utilised for staff training during the year 2013-14.

### **Cadre Related Issues**

#### **National Informatics Centre (NIC)**

11.8.72 The National Informatics Centre (NIC) is a premier Science and Technology institution with a strength of 3500 professionals that functions under the Department of

Electronics and Information Technology for providing e-Governance solutions, integrated services and global solutions in the government sector.

11.8.73 The hierarchy of Group `A` and above posts is as follows:

Grade Pay	Designation	No. of Posts
HAG	Director General	1
10000	Scientist G (Deputy Director General)	45
8900	Scientist F (Senior Technical Director)	183
8700	Scientist E (Technical Director)	543
7600	Scientist D (Principal System Analyst)	753
6600	Scientist C (Senior System Analyst)	679
5400 (PB-3)	Scientist B (System Analyst)	641

11.8.74 A demand has been placed before the Commission for creation of an Organised Group `A` Service for NIC Scientists on the pattern of All India Service (AIS)/Organised Group `A` Central Services, as their functions, orientation and presence are at par with the All India Services. The NIC staff has also demanded upgradation of the post of Director General (DG), NIC to the apex level. A separate demand has also been made for creation of additional posts at the level of Additional Director General (ADG), which is in the HAG level (Scientist H) so as to create a promotional avenue for Dy. Director General (DDG), who is in the SAG level (Scientist G). NIC has further demanded grant of Non-Practicing Allowance (NPA) to their scientific cadres or alternatively permission to enter private practice subject to rules/regulations government may notify on the arrangement.

#### *Analysis and Recommendations*

11.8.75 The Commission has noted that the Expert Committee on HR Policy for e-Governance chaired by Nandan Nilekani, the then Chairman, UIDAI, which gave its recommendations in January 2013, has suggested that there should be a dedicated well-structured civil services cadre for IT on the lines of IRS/IPS/IFS etc. **The Commission is therefore of the view that government may examine the aspect of proper positioning of NIC to enable it to shoulder a bigger role of e-Governance for meeting emerging challenges.** The Commission has further noted that the V CPC had approved upgradation of the post of DG, NIC to Secretary rank and creation of posts of Additional Director General (ADG) at Additional Secretary level for better coordination between NIC and their counterparts on e-Governance front. This, as the Commission observes, has not been implemented so far. As these are administrative matters, the government may take an early decision on these issues.

## Ministry of Consumer Affairs, Food and Public Distribution

## Chapter 11.9

### *General Issues*

#### **Introduction**

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11.9.1 Ministry of Consumer Affairs, Food and Public Distribution comprises two departments:

- i. **Department of Food and Public Distribution:** The Department of Food and Public Distribution was created with the vision to ensure food security for the citizens of the country. The main functions of the department are (i) formulation and implementation of the national policies relating to procurement, movement, storage and distribution of food grains, implementation Public Distribution System(PDS), maintenance of central reserves of food grain and promotion of scientific storage, formulation of national policies relating to export and import, buffer stocking, quality control and specifications of food grains; (ii) administration of food subsidies relating to rice, wheat and coarse grains; (iii) policy matters relating to sugar and sugarcane sector (iv) supporting industries, the control of which by the Union is declared by Parliament by law to be expedient in public interest, as far as these relate to Vanaspati, Oilseeds, Vegetable oils, Cakes and Fats; and (v) price control of and inter-se trade and commerce in and supply and distribution of Vanaspati, Oilseeds, Vegetable oils, Cakes and Fats. In carrying out its functions, the Department of Food and Public Distribution is assisted by two attached offices, viz (a) Directorate of Sugar (b) Directorate of Vanaspati, Vegetable Oils and Fats; and three subordinate offices viz., (a) National Sugar Industries, Kanpur (b) Indian Grain Storage Management and Research Institute, Hapur (c) Quality Control Cells (QCSS) and three Central Public Sector Enterprises.
- ii. **Department of Consumer Affairs:** The Department of Consumer Affairs is responsible for the formulation of policies for consumer cooperatives, monitoring prices, consumer movement in the country and controlling of statutory bodies like Bureau of Indian Standards (BIS) and Weights and Measures.

#### **Personnel Position**

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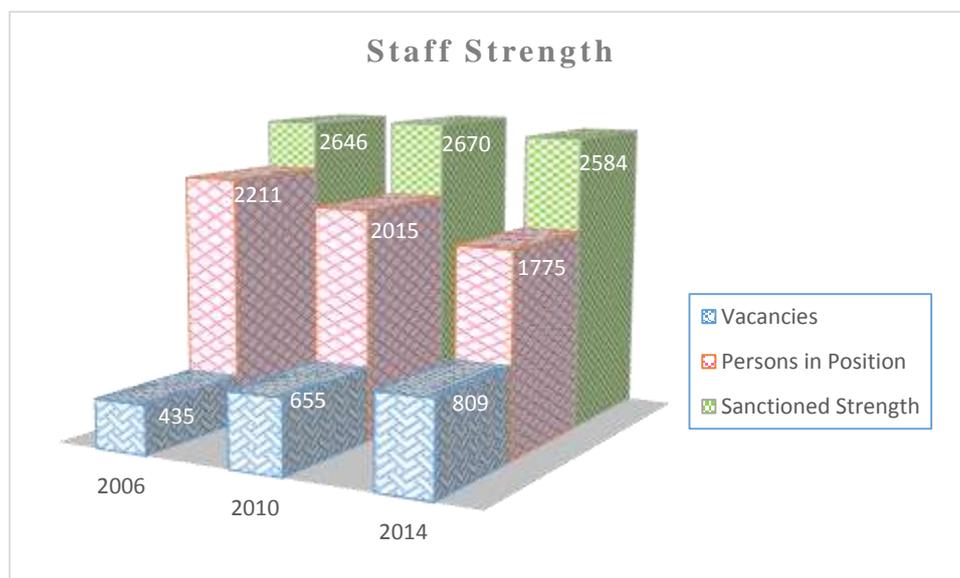
11.9.2 The number of sanctioned posts in various grades vis-à-vis persons in position as on 01.01.2014, as reported by the Ministry of Consumer Affairs, Food and Public Distribution is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	351	227	124	35
B	792	527	265	33
C	1,441	1,021	420	29
<b>Total</b>	<b>2,584</b>	<b>1,775</b>	<b>809</b>	<b>31</b>

11.9.3 The above table shows that in overall terms 31 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 1,775 persons in position, 1,482 employees are pre-2004 recruits and the remaining 293 employees have been recruited on or after 01.01.2004.

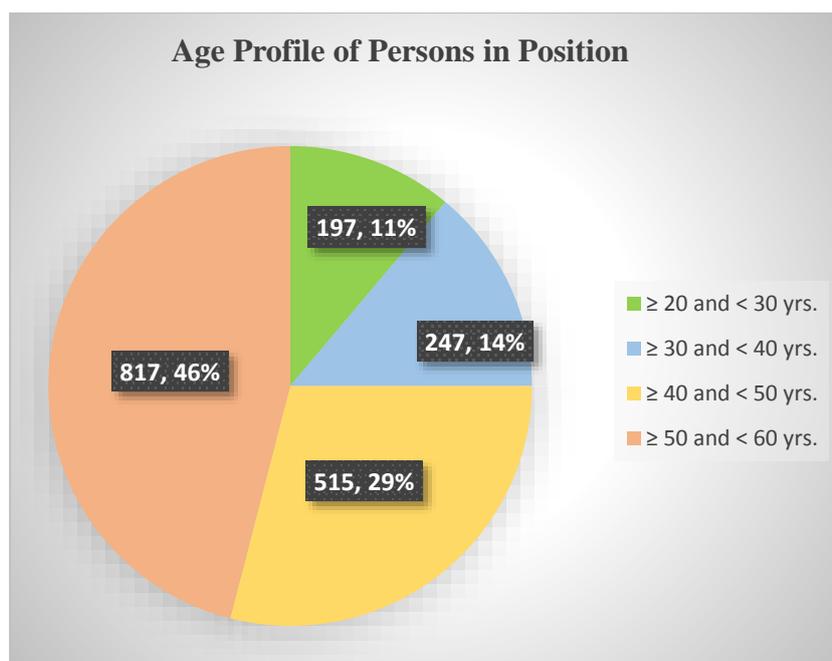
### Inter Temporal Trend of Personnel

11.9.4 The following graph indicates the inter temporal position of personnel in the ministry as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.9.5 The following chart brings out the age profile of the persons in position (PIP) in the Ministry of Consumer Affairs, Food and Public Distribution. It indicates that about 46 percent of PIP will be retiring within next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.9.6 The following table brings out the expenditure incurred by the Ministry of Consumer Affairs, Food and Public Distribution on salaries and allowances on the employees working in two departments of the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	8,864.29	9,225.10	9,899.90
Expenditure on Contractual Employees	123.95	184.18	230.34
<b>Total</b>	<b>8988.24</b>	<b>9409.28</b>	<b>10130.24</b>

### **Training**

11.9.7 The Department of Food and Public Distribution has neither formulated any training plan nor has reported no specific budget provision for training for the year 2013-14. The Department of Consumer Affairs has identified 471 posts for core competencies and 68 posts specialised competencies. Of these, 20 persons belonging to core competencies group and 46 persons belonging to specialised group were trained in 2012-13 and 18 persons belonging to core competencies group and 32 persons belonging to specialised group were trained in 2013-14.

## ***Cadre Related Issues***

### **Directorate of Sugar**

#### **Accounts and Statistical Cadre**

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11.9.8 In their demand, the Directorate of Sugar has compared the pay scales of Assistants and Section Officers of the Accounts and Statistical cadre with the Assistants and Section Officers of CSS cadre and demanded parity with them on the grounds that the incumbents of these posts are performing the same duties as are being performed by the Assistants and Section Officers of CSS cadre.

11.9.9 It has been argued that the anomaly in pay structure of Accounts and Statistical cadre working in the Directorate of Sugar was created post IV CPC when the government upgraded the pay scale of Assistant of CSS from ₹1400-2600 to ₹1640-2900. As a result the Assistant of CSS started to draw pay equivalent to that being drawn by Section Officer.

11.9.10 After the V CPC the pay of Assistants was further revised to ₹6500-10500 from ₹5500-9000 and post VI CPC, when the government upgraded the post of Assistant (CSS) from GP 4200 to GP 4600 a situation has arisen where Section Officer of the Accounts and Statistical cadre now draws pay in GP 4200 despite being in a supervisory post whereas an Assistant in CSS who is reporting to this Section Officer is drawing higher pay in GP 4600.

#### *Analysis and Recommendations*

**11.9.11 Since, Assistants and Section Officers belonging to Accounts and Statistical cadre working in the Directorate of Sugar are distinct posts as compared to the Assistants and Section Officers of the Central Secretariat Service, hence pay parity on such grounds cannot be extended. However, in general, the issue has been dealt with in Chapter 7.1.**

## Ministry of Corporate Affairs

## Chapter 11.10

### General Issues

#### Introduction

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11.10.1 The vision of the Ministry of Corporate Affairs is to enable sustained corporate growth with enlightened regulation. The mandate of the ministry *inter alia* includes the administration of a wide range of statutes for the regulations of the corporate sector. The ministry has a three tier organisational structure with Headquarters at New Delhi, seven offices of Regional Directors at Ahmedabad, Chennai, Shillong, Hyderabad, Kolkata, Mumbai and NOIDA, fifteen Registrars of Companies, fourteen Official Liquidators and nine Registrar of Companies-cum-Official Liquidators in the States and Union Territories. The Official Liquidators function under the overall administrative control of the ministry and are attached to the corresponding High Courts.

#### Personnel Position

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11.10.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Corporate Affairs, is as follows:

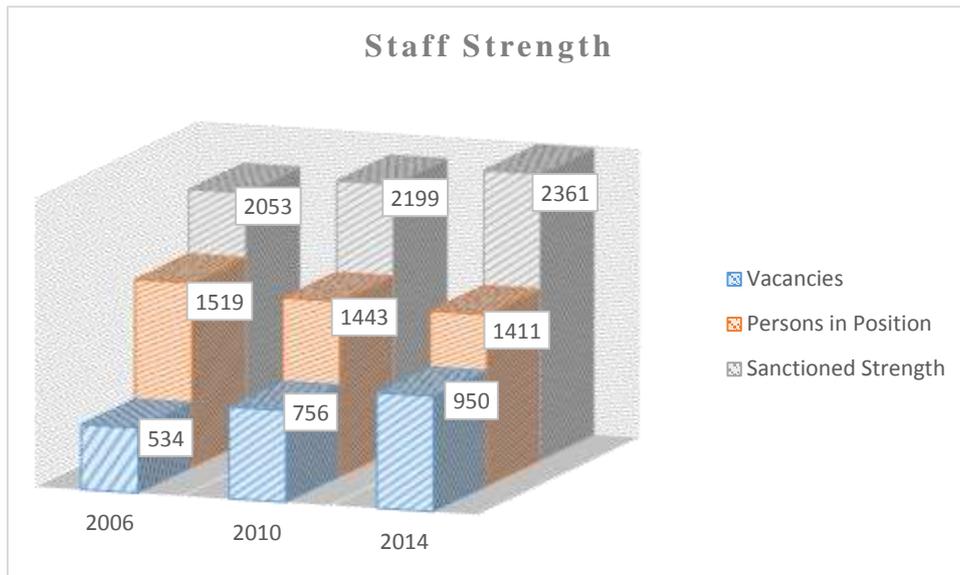
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	560	385	175	31
B	819	488	331	40
C	982	538	444	45
<b>Total</b>	<b>2,361</b>	<b>1,411</b>	<b>950</b>	<b>40</b>

11.10.3 The above table shows that in overall terms 40 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 1,411 persons in position (PIP), 1,076 employees are pre-2004 recruits and remaining 335 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

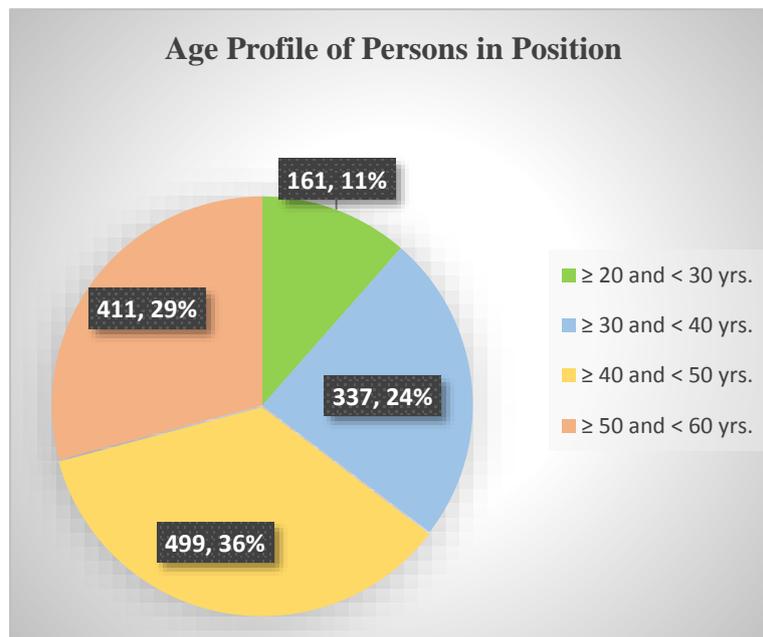
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11.10.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Corporate Affairs as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.10.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Corporate Affairs. It indicates that about 29 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.10.6 The following table brings out the expenditure incurred by the Ministry of Corporate Affairs, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	6,260.00	6,660.00	7,378.00
Expenditure on Contractual Employees	278.72	350.94	489.93
<b>Total</b>	<b>6,538.72</b>	<b>7010.94</b>	<b>7867.93</b>

## **Training**

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11.10.7 The Ministry of Corporate Affairs has identified 5 posts for training for core competencies and 51 posts for training for specialised competencies. The ministry did not have any training programme during the year 2012-13. In the year 2013-14, 32 Group 'B' officers were trained for specialised competencies. For training, the ministry has not indicated any separate budget provision.

## ***Cadre Related Issues***

### **Indian Corporate Law Service Cadre**

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11.10.8 Indian Corporate Law Service (ICLS) is an Organised Group 'A' Service under Ministry of Corporate Affairs. They have demanded time-bound promotion and additional increments on the pattern of IAS. It has also been demanded that instead of NFU, regular promotion should be given.

#### *Analysis and Recommendations*

11.10.9 Being an Organised Group 'A' Service, their issues are dealt with in Chapter 7.3.

### **Competition Appellate Tribunal**

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11.10.10 The Competition Appellate Tribunal is a statutory organization established in 2009 under the provisions of the Competition Act, 2002 to hear and dispose of appeals against any order passed by the Competition Commission of India. Courts Masters of the Competition Appellate Tribunal have sought upgrade from their existing GP 4200 to GP 5400 (PB-3).

11.10.11 The demand has been made on the ground that the post of Court Master in Supreme Court of India and High Court of Delhi are in a higher grade pay.

#### *Analysis and Recommendations*

11.10.12 The Commission notes that post of Court Master is a deputation post. As per the Recruitment Rules of the Competition Appellate Tribunal, the educational qualification of the Court Master is graduation.

11.10.13 The Commission is of the opinion that different organisations perform different functions. Parity in pay scales should not be claimed for posts in two different organisations simply on the basis of similar nomenclature. Enough functional justification must precede such parity. As far as Court Masters are concerned, the Commission has come across a full array of

pay scales for this post in different organisations. There are quite a few organisations like Customs Excise and Service Tax Appellate Tribunal and National Green Tribunal where Court Masters are placed in GP 4200. **The Commission, therefore, does not find merit in the demand for upgrade of Court Masters of the Competition Appellate Tribunal.**

## Ministry of Culture

## Chapter 11.11

### General Issues

#### Introduction

11.11.1 The Ministry of Culture is mandated *inter alia* to preserve, promote and disseminate all forms of art and culture through (i) maintenance and conservation of heritage, historical sites and ancient monuments (ii) promotion of literary, visual and performing art through various organisations (iii) promotion of institutional and individual non-official initiatives in Art and Culture (iv) administration of Museums to ensure preservation, conservation and to facilitate public access to heritage (v) administration of Public Libraries (vi) maintenance of manuscript records and digitation (vii) promotion of institution and organisations of Buddhist studies (viii) promotion of research in Anthropology and Ethnology. The ministry functions through two attached offices viz (a) Archaeological Survey of India, New Delhi and (b) National Archives of India, New Delhi and six subordinate offices viz., (a) Anthropological Survey of India, Kolkata (b) Central Reference Library, Kolkata (c) National Gallery of Modern Arts, New Delhi (d) National Library, Kolkata (e) National Museum, New Delhi (f) National Research Laboratory for Conservation of Cultural Property, Lucknow.

#### Personnel Position

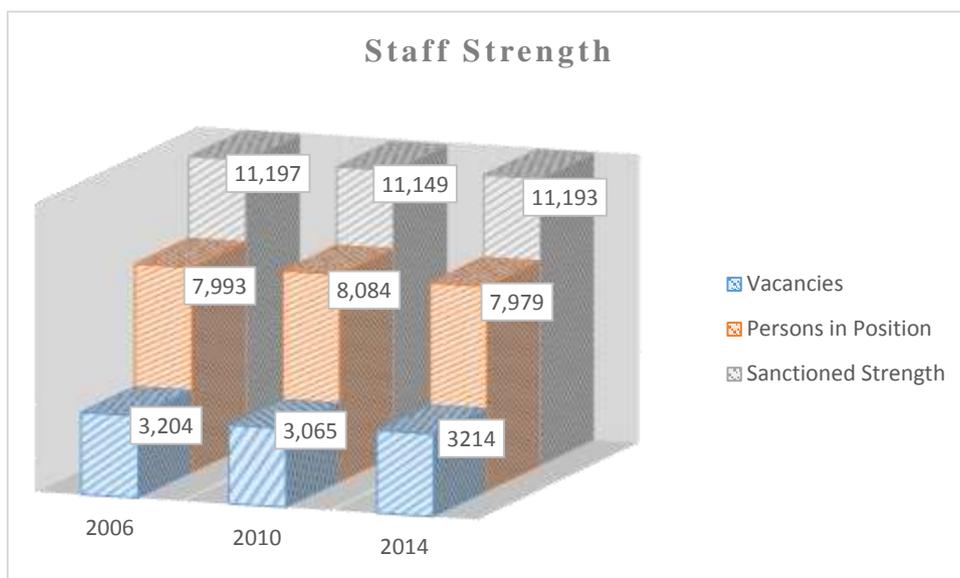
11.11.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Culture, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of sanctioned strength
A	499	241	258	52
B	1,447	872	575	40
C	9,247	6,866	2,381	26
<b>Total</b>	<b>11,193</b>	<b>7,979</b>	<b>3,214</b>	<b>29</b>

11.11.3 The above table shows that in overall terms 29 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 7,979 persons in position (PIP), 6,744 employees are pre-2004 recruits and remaining 1,235 employees have been recruited on or after 01.01.2004.

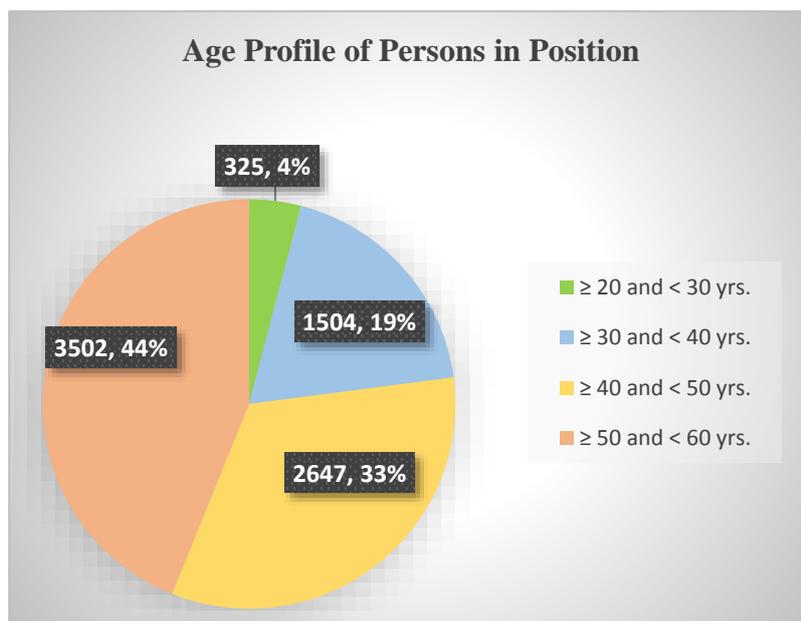
#### Inter Temporal Trend of Personnel

11.11.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Culture as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.11.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Culture. It indicates that about 44 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.11.6 The following table brings out the expenditure incurred by the Ministry of Culture, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	22,928.03	24,499.51	25,835.19
Expenditure on Contractual Employees	107.00	107.00	116.00
<b>Total</b>	<b>23,035.03</b>	<b>4,606.51</b>	<b>25,951.19</b>

### ***Cadre Related Issues***

11.11.7 The Commission has received representations with reference to certain posts/cadres in the Ministry of Culture. The Commission has also received the views of the ministry in case of a number of demands on which its views were sought. The recommendations of the Commission with regard to the demands have been dealt with in terms of the offices that these posts/cadres belong to.

## **Archaeological Survey of India**

### **Assistant Archaeologists**

11.11.8 The organisational structure of the Archaeological Survey of India is as under:

Post	Grade Pay
Director General	HAG
Additional Director General	10000
Joint Director General	8700
Director	7600
Superintending Archaeologist	6600
Deputy Superintending Archaeologist	5400 (PB-3)
Assistant Superintending Archaeologist	4600
Assistant Archaeologist	4200

11.11.9 The present organisational structure involves entry at level of Assistant Archaeologist through Staff Selection Commission and of Deputy Superintending Archaeologist through UPSC. Assistant Archaeologists are the feeder cadre for Assistant Superintendent Archaeologist who are in the GP 4600.

11.11.10 Assistant Archaeologists have sought a higher entry pay scale with GP 5400 (PB-3) (Group `A`) in place of the current GP 4200. To advance their case they have stated that the education qualification for Assistant Archaeologists is a post graduate degree in Indian History/Archaeology/Anthropology Geology; their pay scale is lower than school teachers and that entry level pay in Geological Survey of India with same entry level qualification and similar nature of work is placed at GP 5400 (PB-3).

### *Analysis and Recommendations*

11.11.11 The ministry in its reply to the Commission has suggested entry level posts in archaeology cadre at the level of Deputy Superintending Archaeologist/Deputy Director (Archaeology) in the GP 5400 (PB-3) instead of Assistant Archaeologists so as to attract meritorious candidates through direct recruitment from UPSC.

11.11.12 The Commission is of the view that the level at which recruitment of archaeologists should be made is a matter that should be decided by the ministry.

11.11.13 The Commission notes that the entry level qualification for Assistant Archaeologists is post graduation degree. In the present circumstance of recruitment of Assistant Archaeologists through the SSC there is no case for upgradation in pay from the existing GP 4200.

## **National Archives of India**

### **Assistant Archivists**

---

11.11.14 Assistant Archivists, presently in GP 4200 are being currently recruited through the Staff Selection Commission. They are the feeder cadre for Archivists who are in the GP 4600.

11.11.15 The Commission has received representation for a higher entry pay scale with GP 4800 for Assistant Archivists. To advance their case they have stated that the entry level education qualification for the post is post-graduation and one year diploma in archival studies or two years experience of research in modern Indian History.

### *Analysis and Recommendations*

11.11.16 The Commission notes that that Assistant Archivists are being currently recruited through the Staff Selection Commission. The ministry in its reply to the Commission have supported the demand of the Association of Indian Archivists and suggested a GP 4800 for Assistant Archivists which is slightly higher than the GP 4600 available for the Assistants of CSS. For the post of Archivists, the ministry has suggested GP 5400 (PB-3).

11.11.17 The Commission taking note of the demands made, reply of the ministry, the role of Archivists and the entry level qualifications recommends as under:

- **The existing cadre of Assistant Archivists should be upgraded to GP 4600 from the existing GP 4200, and then placed at the appropriate level in the Pay Matrix.**
- **Accordingly, the Commission recommends upgradation in the pay for the cadre of Archivists to GP 4800 from the existing GP 4600. After upgradation, these employees should be placed at the appropriate level in the Pay Matrix.**

### **Assistant Microphotographer/Assistant Chemist and Microphotographer/Scientific Officer**

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11.11.18 The Commission has received representation for a higher entry pay scale with GP 4800 in place of the current GP 4200 for Assistant Microphotographer and Assistant Chemists.

To advance their case they have stated that they are professionals in conservation/preservation of records and have lower entry level pay scales than their counterparts in the National Museum. Similarly for the post of Micro-photographer and Scientific Officer a higher GP 5400 (PB-3) has been sought.

*Analysis and Recommendations*

11.11.19 The Commission notes that that Assistant Microphotographer and Assistant Chemist are being currently recruited through the Staff Selection Commission and their entry level qualification is graduation. They are the feeder cadre for Microphotographer and Scientific Officer respectively who are in the GP 4600. The essential qualifications for a Scientific Officer is post graduation/Bachelor of Engineering in paper technology with three years experience in research/teaching in a recognised educational institution etc.

11.11.20 The ministry in its reply to the Commission have endorsed the demand of the Association for revision to GP 4800 for the cadre of Assistant Microphotographer and Assistant Chemist. For Microphotographer/Scientific Officer the ministry has recommended GP 5400 (PB-2).

**11.11.21 The Commission taking note of the entry level qualification of graduation does not recommend any upgradation in the pay of Assistant Microphotographer and Assistant Chemist.**

**11.11.22 The Commission is recommending upgradation in the pay for the post of Scientific Officer from the existing GP 4600 to GP 4800, and a non-functional upgrade to GP 5400 (PB-2) after four years. After upgradation, these employees should be placed at the appropriate level in the Pay Matrix.**

## **Anthropological Survey of India**

### **Research Associates**

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11.11.23 The Commission has received representation for a higher entry pay scale with GP 4600 in place of the current GP 4200 for Research Associates. To advance their case they have stated that the entry level education qualification for the post is post-graduation.

*Analysis and Recommendations*

11.11.24 The Commission notes that that there are 110 posts of Research Associates in the Anthropological Survey of India who are being recruited through the Staff Selection Commission. They are the feeder cadre for Assistant Anthropologists who are in the GP 4600. **The Commission does not find sufficient grounds to recommend any upgradation in the pay of Research Associates.**

## National Research Laboratory for Conservation of Cultural Property

### **Technical Restorers and Senior Conservation Assistant**

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11.11.25 Proposal for upgradation in the pay of Technical Restorers from GP 2800 to GP 4200 and from GP 4200 to GP 4600 for Senior Conservation Assistant has been received by the Commission. Another proposal received in this regard is the merger of the posts of Technical Restorers and Senior Conservation Assistant posts as their qualification and duties are the same. They have justified their case on grounds of parity with analogous technical posts in conservation in the Central Government. Director, National Research Laboratory for Conservation of Cultural Property has contended that the post of Technical Restorers has been upgraded and merged with Senior Conservation Assistant in Archaeological Survey of India, National Archives of India and National Museum.

#### *Analysis and Recommendations*

11.11.26 The ministry in its reply to the Commission has supported the proposal that the post of Technical Restorers be upgraded and merged with Senior Conservation Assistant.

11.11.27 The Commission notes that there are eight posts of Technical Restorers. They are the feeder cadre for the four posts of Senior Conservation Assistant. The Commission notes that the entry level qualification for the higher post of Senior Conservation Assistant is a B.Sc. in chemistry/degree diploma in fine arts with six month training course in conservation of cultural property and three years' experience in conservation work. However for the lower post of Technical Restorer the entry level qualification is a post graduation in conservation of cultural property/master degree in science or post graduation in fine arts with six months training. The Commission notes the anomalous entry level qualifications for the two cadres wherein the feeder cadre has a higher entry level educational qualification.

**11.11.28 The Commission recommends upgradation for Technical Restorer from the existing GP 2800 to GP 4200 and merger with the post of Senior Conservation Assistant.**

### **National Library, Kolkata**

11.11.29 The National Library Karmi Association represents Group 'C' category of employees of the National Library, Kolkata. The Association has made the following request with regard to upgradation in pay for various categories of posts.

<b>Name of Post</b>	<b>Existing Pay Structure</b>	<b>Pay Structure Sought</b>
Upper Divisional Clerk	2400	2800
Lower Divisional Clerk	1900	2400
Library Clerk	1900	3200
Senior Library Attendant	1800	2800
Library Attendant	1800	2400
Junior Library Attendant	1800	2000

*Analysis and Recommendations*

11.11.30 Librarians are a common category. Recommendations in relation to Junior Library Attendant, Library Attendant, Library Attendant and Senior Library Attendant are contained in Chapter 7.7. Similarly Lower Divisional Clerk and Upper Divisional Clerk are also common categories. Recommendations in relation to them are contained in Chapter 11.35.

## Ministry of Defence

## Chapter 11.12

### *General Issues*

#### **Introduction**

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11.12.1 The Ministry of Defence provides the policy framework and the wherewithal to the Armed Forces to discharge their responsibilities for the defence of the country. Policy directions of the government on all defence and security related matters are communicated for implementation to the Services Headquarters, Inter-Services Organisations, Production Establishments and Research and Development Organisation. The Ministry of Defence comprises four departments viz., Department of Defence (DOD), Department of Defence Production (DDP), Department of Defence Research and Development (DDR&D) and Department of Ex-Servicemen Welfare. The Defence Secretary functions as Head of Department of Defence and is additionally responsible for coordinating the activities of the four departments in the ministry. The principal functions of the departments are as follows:

- i. **Department of Defence:** This department deals with the integrated Defence Staff (IDS) and three Armed Forces and various Inter-Services Organisations. It is also responsible for the preparation of defence budget, establishment, defence policy, defence acquisition, defence cooperation and coordination of activities.
- ii. **Department of Defence Production:** This department deals with the matters pertaining to defence production, indigenisation of imported stores, equipment and spares, departmental production units of the Ordnance Factory Board, and Defence Public Sector Undertakings (DPSUs).
- iii. **Department of Defence Research and Development:** The function of this department is to advise on scientific aspects of military equipment, logistics and research, design and development of equipment used by the Armed Forces.
- iv. **Department of Ex-Serviceman Welfare:** This department deals with the policy and planning for rehabilitation/resettlement of Ex-service personnel and pension matters of Ex-Servicemen.

#### **Personnel Position**

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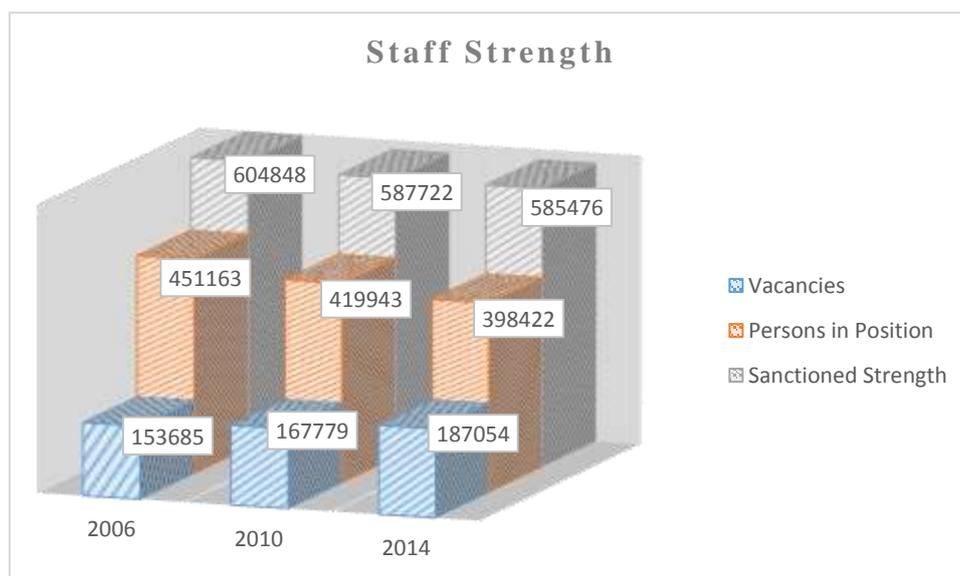
11.12.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Departments of the Ministry of Defence (excluding the three Armed Forces), is as follows:

Group	Sanctioned strength	Persons in position	Vacancy	Vacancy as %age of sanctioned strength
A	17,405	17,160	245	1
B	84,939	59,415	25,524	30
C	4,83,132	3,21,847	1,61,285	33
<b>Total</b>	<b>5,85,476</b>	<b>3,98,422</b>	<b>1,87,054</b>	<b>32</b>

11.12.3 The table shows that in overall terms 32 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 3,98,422 persons in position (PIP), 2,96,119 employees are pre-2004 recruits and remaining 1,02,303 employees have been recruited on or after 01.01.2004.

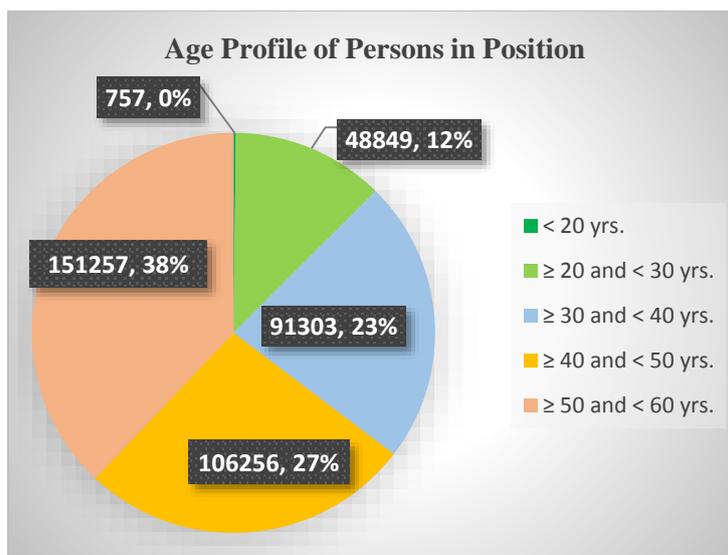
### Inter Temporal Trend of Personnel

11.12.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Defence as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.12.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Defence. It indicates that about 38 percent of the PIP shall be retiring within the next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.12.6 The following table brings out the expenditure incurred by the Ministry of Defence, on salaries and allowances of employees working in the ministry through the years 2010 to 2013.

(₹ in crore)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	10,604.50	12,529.30	12,887.91

### **Training**

11.12.7 Ministry of Defence has identified 70,751 civilian posts for training for core competencies and 20,628 civilian posts for training in specialised competencies. The ministry has indicated that during the year 2012-13, training was imparted to 54,591 and 19,200 employees on core competencies and specialised competencies respectively. In the year 2013-14, training was imparted to 52,370 and 18,087 employees on core competencies and specialised competencies respectively. For the year 2013-14 an amount of ₹167.49 crore was provided as training budget, of which ₹164.49 crore was utilised.

### **Cadre Related Issues**

#### **Department of Defence**

#### **Indian Coast Guard**

##### **General**

11.12.8 In January 1977, the Cabinet approved raising of the Indian Coast Guard (ICG) and accordingly on 1 February, 1977 the Interim Indian Coast Guard was formed and placed under the Ministry of Defence. Its primary role is to protect the maritime and other national interests of the country in the maritime zones of India. Indian Coast Guard is the only Armed Force in

India that performs Maritime Search and Rescue (SAR) at sea. Indian Coast Guard, in its submission has stated that it is the fourth largest Coast Guard in the world after those of United States of America, Japan and South Korea.

11.12.9 The Indian Coast Guard has 105 surface platforms under various categories which include Offshore Patrol Vessels, Pollution Control Vessels, Fast Patrol Vessels, Inshore Patrol Vessels, Interceptor Boats, Air Cushion Vessels and Interceptor Crafts. In addition, 43 non commissioned craft are also part of assets of the Indian Coast Guard. The Indian Coast Guard has 64 aircrafts, which includes 40 Dorniers (fixed wing aircraft) and 24 Helicopters (Chetak and Advanced Light Helicopters).

### ***Personnel Position of Coast Guard***

<b>Personnel Position as on 31.07.2014</b>			
<b>Cadre</b>	<b>Sanctioned Strength</b>	<b>Posted Strength</b>	<b>Deficiency</b>
Officers	1976	1411	565(29%)
Enrolled Personnel	10,169	8,312	1,857(18%)
Civilians	1664	1162	502(30%)
<b>Total</b>	<b>13,809</b>	<b>10,885</b>	<b>2924(21%)</b>

11.12.10 ***Officer Cadre:*** At the head of the Coast Guard is the Director General (DG). The hierarchy below the DG consists of the Additional Director General, Inspector General, Deputy Inspector General, Commandant, Commandant (Junior Grade), Deputy Commandant and Assistant Commandant. Assistant Commandant to Commandant superannuate at age of 57 years, the rest superannuate at 60 as is the case in most Central Armed Police Forces (CAPFs).

11.12.11 ***Enrolled Personnel:*** The starting rank for Enrolled Personnel in the Coast Guard is Navik. The rank structure above Navik is of Uttam Navik, Pradhan Navik, Adhikari, Uttam Adhikari, Pradhan Adhikari. All Enrolled Personnel superannuate at age of 57 years as is the case in most Central Armed Police Forces (CAPFs).

11.12.12 **The Chairman and Dr. Rathin Roy recommended raising the retirement age to a uniform 60 years for all personnel in Indian Coast Guard as well as CAPFs.**

11.12.13 **However, Shri Vivek Rae, Member, Seventh CPC has not agreed with this recommendation, the reasons for which are explained in Chapter 11.22 in the context of CAPFs. Moreover, the Indian Coast Guard has not made any submission on this matter and neither have the views of Ministry of Defence been obtained by the Seventh CPC.**

### ***Cadre Related***

#### ***Merger of Group 'Z' in Group 'Y'***

11.12.14 The Enrolled Personnel in the Indian Coast Guard are in three categories- Z, Y and X in terms of the pay groups. The VI CPC recommended merger of 'Z' group in 'Y' group in respect of Enrolled Personnel of Indian Navy which was accepted and implemented by the government. However, no such recommendations were made in respect of Enrolled Personnel

in the Indian Coast Guard which led to disparity in the pay of PBORs. Whereas the Cooks/Stewards/Musicians of Indian Navy, all of whom are in Group Y, join in GP 2000, the Cooks, Stewards, Musicians of Indian Coast Guard having identical entry level qualification and who undergo the same courses along with personnel of the Indian Navy are placed in GP 1900. Further, the Enrolled Followers of Indian Coast Guard who perform duties similar to that of Topass in Indian Navy join in GP 1800 whereas his Naval counterpart 'Topass' joins with GP 2000. The Coast Guard has contended that despite having same entry level qualification and nature of job, there exists a disparity in grade pay.

#### *Analysis and Recommendations*

11.12.15 The Ministry of Defence, whose views were sought, also consider this as an anomalous situation and sought necessary correction in the matter. **The Commission, taking note of the facts, recommends the merger of Group 'Z' into Group 'Y' in respect of Enrolled Personnel of the ICG.**

#### *Direct Entry Diploma Holders*

11.12.16 In Indian Coast Guard, Direct Entry Diploma Holders (DEDH) join as Yantrik in Technical Branch and are placed in GP 2400 along with a Yantrik Pay of ₹800 per month. However, Direct Entry Diplomas Holders in other civil services, including Indian Railway are placed in GP 4200. In the Indian Navy, the Diploma Holders (Artificer-IV) with similar qualification and nature of job as of Yantrik of ICG are placed in GP 2800 along with X Pay of ₹1,400 per month.

11.12.17 The Coast Guard, in their memorandum to the Commission, have sought that Yantrik be equated at par with Direct Entry Diploma Holders in the Indian Navy (X Group personnel) and be inducted in GP 2800 and a Yantrik Pay of ₹1,400 per month.

#### *Analysis and Recommendations*

11.12.18 The Commission notes that the Direct Entry Diploma Holders on the civil side, the Indian Navy and the Coast Guard have identical minimum entry qualifications. **The Commission observes that the demand of the direct entry diploma holders joining the Central Government for placement in GP 2800 along with higher Yantrik Pay is justified and recommends upgradation and placement of Direct Entry Diploma Holders Yantriks in Pay Level 5 of the Defence pay matrix, corresponding to the existing GP 2800 and a Yantrik Pay of ₹6,200 per month.**

#### *Upgradation of pay scale of Sarang Lascar*

11.12.19 The Sarang Lascar in Coast Guard Organisation is presently in GP 1900, whereas their counterparts in the Indian Navy and other Central Government Organisation viz., Director General of Lighthouse and Lightships (DGLL), Ports etc. are placed in GP 2400.

11.12.20 Indian Coast Guard, in its memorandum, has stated that the Sarang Lascar in Indian Coast Guard performs similar duties and is assigned similar responsibilities as their counterparts in other services. They have sought parity in pay of Sarang Lascar with their civil and naval counterparts.

*Analysis and Recommendations*

11.12.21 The Commission notes that the Ministry of Defence has also supported the request for parity. **Taking note of the facts, upgradation and placement of Sarang Lascar in Pay Level 4 corresponding to the existing GP 2400 is recommended.**

***Maritime Security and Safety Pay (MSSP)***

11.12.22 The Indian Coast Guard has sought compensation by way of a Maritime Security and Safety Pay (MSSP) on the lines of the Military Service Pay (MSP) for the defence forces personnel. They have argued their case on the grounds that the nature of work in the Coast Guard and the responsibilities devolving upon them are over and above the normal working conditions of office/desk job.

*Analysis and Recommendations*

11.12.23 The demand has come up earlier too. It is noted that the ministry had suggested grant of 80 percent of MSP to Coast Guard Service to the Anomalies Committee set up post VI CPC.

11.12.24 The Commission has carefully considered this demand of the Coast Guard. A similar demand has also been made by some Central Armed Police Forces (CAPFs). The Commission has, however, taken a conscious decision that that Military Service Pay will be admissible to the three defence forces personnel alone. In Chapter 6.1 it has brought out the unique elements that distinguish the three Defence services from others making them the sole category of personnel which would be eligible for Military Service Pay. **In view of this the Commission does not agree with the proposal for the grant of Maritime Security and Safety Pay (MSSP) to personnel belonging to the Indian Coast Guard.**

***Upgradation of Pay scales of Director General to Apex Scale***

11.12.25 The pay scale of the Director General Indian Coast Guard has been fixed in HAG+ Grade (₹75,500-80,000). In their memorandum the Coast Guard has sought upgradation of the post of DG, Coast Guard to the Apex level. Parity in the pay scales has been sought with the Directors General of other Central Armed Police Forces and Commanders-in-Chief in the Indian Navy who are in Apex scale of ₹80,000 (fixed). To support their demand they have contended that post 26 November, 2008, the responsibilities of the DG ICG have undergone a quantum change at the national and international level and the service has been entrusted to take on the arduous and essential task of coastal security. Further DG, ICG has been assigned the responsibility for overall coordination between Central and State agencies in all matters related to coastal security.

*Analysis and Recommendations*

11.12.26 The Commission has taken note of the view of the Ministry of Defence, which has not supported the upgradation of DG ICG to the apex scale on the ground that it will affect the pay structure of Coast Guard hierarchy.

11.12.27 The Commission has also taken note of the expanding role of the ICG, the additional responsibilities it is has been tasked with, the need for overall coordination with coastal States

as also the fact that all the heads of CAPFs in the Ministry of Home Affairs and Directors General of Police (DGP) in States are now placed in the Apex grade. **The Commission therefore recommends upgradation of the post of DG, ICG to the Apex grade.**

***Upgradation of Pay Scales of Additional Director General to HAG+***

11.12.28 The ICG, in its memorandum, has stated that post 26 November, 2008, a post of Additional Director General (ADG) has been introduced due to additional responsibilities entrusted to the service and also due to the growth of the service in the last 37 years. ICG has requested upgradation the pay scale of ADG to HAG+ pay scale keeping in view the responsibilities shouldered by the ADG and the number of years of service already rendered by the officer.

*Analysis and Recommendations*

11.12.29 The Commission has carefully considered the proposal of the ICG. Additional Director General (ADG) are currently in the pay scale of ₹67,000-79,000. It is noted that the Ministry of Defence has not supported the upgradation of ADG, ICG to HAG + on the ground that it will affect the structure of the Coast Guard hierarchy. Apart from the Coast Guard itself, the Commission notes that the Additional Director General (ADG) in all Central Armed Police Forces (CAPFs) are in the pay scales of ₹67,000-79,000 while the Special Directors General are placed in the scale of ₹75,500-80,000. Taking the overall situation into account **the Commission does not agree with the request that the ADG in ICG be upgraded to the HAG + level.**

***Placement of Second Officer-in-Charge in Pay Scale of Commander in India Navy***

11.12.30 The ICG, in its memorandum, has sought to bring on par the post of Commandant (JG) with the post of Commander in the Indian Navy so as to reduce the huge disparity in terms of pay, perks and status. The proposal involves upgradation of existing pay scale of Commandant (JG) from GP 7600 to GP 8000 in PB-4.

*Analysis and Recommendations*

11.12.31 Similar proposals have also been received from a number of CAPFs. The placement of Second in Command in PB-4 would not only affect the pay of subsequent levels within the ICG but also disturb parity with other Services, including Indian Police Service and the Defence forces. The first level in PB 4 corresponds to GP 8700 being drawn by Commandants in CAPFs/ICG and to GP 8000 being drawn by Lieutenant Colonels and their equivalents in the Defence Services. **Besides in the new pay structure being recommended by the Commission, the issue of disproportionate spacing between certain pay bands and grade pays has been addressed. The Commission therefore does not agree with upgradation of the existing pay scale of Commandant (JG).**

***Grant of Non Functional Upgradation to Coast Guard***

11.12.32 The Indian Coast Guard (ICG) has sought grant of Non Functional Upgradation (NFU) in line with Organised Group 'A' Services. To support its contention it has stated that the promotional prospects in the rank of DIG and above are very bleak. It has further stated that since

Coast Guard is a relatively young service, the number of officers retiring on superannuation in the next 5-10 years is very low, thereby resulting in meagre number of vacancies in the rank of DIG and above. In these circumstances, most of the officers in the rank of DIG and above will retire in the same rank despite being eligible for promotion to the next rank.

#### *Analysis and Recommendations*

11.12.33 The deliberations relating to the NFU presently available to Organised Group `A` Services and whether it should be allowed to continue or not have been elaborated in Chapter 7.3. The aspect of grant of Non-functional upgradation to officers of the CAPFs was also discussed at length. After considering the various aspects the Chairman felt that NFU should be allowed to continue as it has been in existence for the last 10 years and is being availed by all the Organised Group `A` Services. Therefore the Chairman did not propose to abolish it.

**11.12.34 Further, with a view to ameliorate the difficulties faced by the officers owing to stagnation at various levels, the Chairman felt that NFU should be extended to the CAPFs (including ICG) and Defence forces as well. The manner in which NFU is to be regulated in the CAPFs, including ICG is discussed in Chapter 11.22.**

**11.12.35 Shri Vivek Rae and Dr. Rathin Roy, Members, Seventh CPC, have not agreed with the views of the Chairman. They are of the considered view that NFU till SAG and HAG level, granted to Organised Group `A` Services, should be withdrawn. They have also not supported extension of NFU to Defence Forces and CAPFs, including ICG. The rationale for their views has been elaborated in Chapter 7.3 and is not being repeated here.**

### **Indian Defence Estates Service, Group `A`**

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#### *Upgradation to HAG+ and HAG*

11.12.36 The Indian Defence Estates Service Officers Association, in its representation to the Commission, has sought upgradation of six posts of Principal Directors and one post of Senior Additional Director General from the existing HAG level to HAG+. They have also sought upgradation of four posts of Additional Director General and one post of Director National Institute of Defence Estates Management (NIDEM) from the existing SAG level to HAG.

#### *Analysis and Recommendations*

11.12.37 The Commission notes that there are a total of 189 duty posts in the Indian Defence Estates Service which include one at Apex, seven at HAG and nineteen at SAG level. The Commission also notes that the last cadre restructuring of the Indian Defence Estates Service was undertaken in 2009. The proposal is essentially in the domain of cadre restructuring of the Group `A` Service, an area which the Commission is not entering into.

#### *Other Demands*

11.12.38 The Association has made a number of other demands like disparity in appointment to senior posts in Government of India, removal of the 'edge' in pay for the IAS in salary increment, empanelment for Central Staffing Scheme and vertical growth in the respective

Service. These demands are common to other Central Services Group 'A' and have been dealt with in Chapter 7.3.

## **Military Engineering Service (MES)**

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### ***Upgradation of Post of DG to HAG+***

11.12.39 In its memorandum the Indian Defence Service of Engineers (IDSE) Association has sought upgradation of the post of Director General (Personnel) from the existing HAG level to HAG+. In advancing their case they have stated that currently the ADG and Director General (Personnel) are both in the HAG scale.

#### *Analysis and Recommendations*

11.12.40 The Commission notes that Indian Defence Service of Engineers is a Group 'A' Technical Service with 979 duty posts. **The Commission does not find adequate justification for the proposal. It is therefore not recommending upgradation of the post of Director General (Personnel) from the existing HAG level to HAG+.**

### ***Civilianization of Military Engineering Service***

11.12.41 The IDSE Association has made its case for the civilianization of the MES, citing the example of UK, where the works services are stated to be civilianized. The recommendations of the Estimates Committee of Parliament have also been cited in support of their demand.

#### *Analysis and Recommendations*

11.12.42 The Commission notes that the V CPC in its Report (Para 33.15) had specifically taken the view that the “*Armed Forces need not divert their manpower to organisations like Survey of India, Directorate General of Quality Assurance, DRDO, MES, BRO etc. There should be a gradual civilianisation of all these organisations...*”

11.12.43 The view of the Ministry of Defence, however, is that this is purely an administrative issue and that the government can decide on manning of cadre as per operational and administrative requirement.

11.12.44 The Commission has noted the views of the ministry. At the same time it notes the concerns regarding shortage of officers in the Armed Forces as has been articulated forcefully in the Joint Services Memorandum (JSM) by the Services: “*...shortages have resulted in tremendous pressure on the other officers posted to the combat units which are functioning with 50 percent strength of officers. Frontline leadership has been seriously affected which is the key factor in war and other warlike operations including counter insurgency operations.*”

11.12.45 **This position brings out the need for the Armed Forces to focus on core functions and the validity of the view taken by the V CPC. To that extent, the ministry may like to review the matter.**

## **Indian Naval Armament Service, Group `A`**

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### *Upgradation and Creation of posts at senior levels*

11.12.46 It has been stated that since 1996, the role of Director General of Naval Armament (DGoNA) has increased manifold with the addition of capital as well as revenue procurement responsibilities and the creation of additional depots. Apart from this they have also made reference to the recommendation of V CPC that each service should have one encadred Secretary level or equivalent post in the Apex scale, to press their case for upgradation of the post of DGoNA.

### *Analysis and Recommendations*

11.12.47 It is noted that Indian Naval Armament Service has a total of 108 duty posts. **The Commission does not find adequate justification for in the proposal and is therefore not recommending upgradation of the post of Director General of Naval Armament from the existing HAG level to HAG+. With regard to other requests for upgradation of posts at HAG, creation of posts at SAG level and time-bound promotion, the Commission is of the view that these are administrative matters and need to be seen in the context of cadre restructuring of the Service.**

11.12.48 **Parity in pay:** The Commission notes that there is no case for historical parity in pay of an officer at the Junior Administrative Grade (GP 7600) with a Commander of the Indian Navy as Defence Civilian and service personnel are two different categories and not comparable.

11.12.49 **Armament Service Allowance:** As regards the grant of Armament Service Allowance @30 percent to INAS officers, the Commission does not find the proposal justified.

## **Naval Store Service**

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11.12.50 Upgradation in pay for the posts of Director in GP 8700, Senior Naval Store Officer in GP 7600, Naval Store Officer in GP 6600, Assistant Naval Store Officer in GP 5400 (PB-3) has been sought, in each case to one level higher than what it is at present.

### *Analysis and Recommendations*

11.12.51 **The Commission does not see any merit in such en-bloc upgradation and does not recommend any upgrade in levels for the concerned posts.**

## **Other Defence Civilians under Indian Navy**

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### *Civilian Education Instructors and Officers (CEIs and CEOs)*

11.12.52 The Commission has received representations for upgrading the pay scales of various posts and creation of cadre structures for Civilian Education Instructor/Civilian Education Officer Cadres in MOD as below:

Existing Designation and Grade Pay	Designation, Cadre Structure and Grade Pay sought
Civilian Education Officer, GP 4600	Senior Civilian Education Officer-I with GP 5400 (PB-3)
	Civilian Education Officer with GP 5400 (PB-2)
Civilian Education Instructor, GP 4200	Lecturer I with GP 4800
	Lecturer II with GP 4200

*Analysis and Recommendations*

11.12.53 The views of the Ministry of Defence have been taken on board. Since the Civilian Education Instructors (CEIs) of the Indian Navy are teachers imparting training up to the level of Class XII, to Navy cadets, the designations of Lecturer I and II as has been proposed are not appropriate. The Commission has been informed that they have historically been treated similar to Trained Graduate Teachers (TGTs) of Kendriya Vidyalaya. There was however a hiatus, caused by a lowering of the educational requirements stipulated for them. The Ministry of Defence has informed that post V CPC, the requirement of Degree/Diploma in teaching was, in their case, made a 'desirable' qualification instead of an 'essential' one. This caused their pay levels to be fixed below that of the TGTs by the VI Pay Commission. However, in September 2014, based on the orders of the Central Appellate Tribunal (Cuttack Bench), a new pay structure has been notified as under:

- |      |                                  |                |
|------|----------------------------------|----------------|
| i.   | Civilian Education Officer       | GP 5400 (PB-3) |
| ii.  | Civilian Education Instructor-I  | GP 4800        |
| iii. | Civilian Education Instructor-II | GP 4600        |

11.12.54 The revised pay structure is subject to the condition that Recruitment Rules would be amended forthwith to include B. Ed as an essential qualification. Therefore the matter stands resolved.

**11.12.55 In view of foregoing, the Commission does not recommend any further changes in the pay structure for Civilian Education Instructors.**

*Cinema Projectionist*

11.12.56 The Pay Commission has received representations for upgrading the pay scales of various posts in Cinema Projectionist hierarchy in Ministry of Defence as below:

Name of Post	Existing Grade Pay	Grade Pay sought
Senior Cinema Projectionist	2800	4200
Cinema Projectionist I	2400	2800
Cinema Projectionist II	1900	2000

*Analysis and Recommendations*

11.12.57 In response to a query the Commission has been informed that the entry level qualification for the Cinema Projectionist II GP 1900 is Middle School and possession of licence prescribed by the State Government.

**11.12.58 The Commission does not find any justification for en-bloc upgradation of the pay in Cinema Projectionist hierarchy.**

***Litho Machine Operator***

11.12.59 The Commission has received representation from Naval Employees Union for upgrading the pay scales of various posts and creation of cadre structures in Litho Machine operator cadre in the Ministry of Defence as detailed below:

Existing Designation and Grade pay	Designation, Cadre Structure and Grade Pay Sought
Litho Machine Operator GP 2400	Senior Offset Machine Technician GP 5400 (PB-3)
	Offset Machine Technician Grade I, GP 4800
	Offset Machine Technician Grade II. GP 4200

*Analysis and Recommendations*

11.12.60 In response to a query the Ministry of Defence has stated that the mode of recruitment for Litho Machine Operator is by transfer, failing which by direct recruitment. The entry level qualification for direct recruitment is Class X or equivalent plus three years' experience in Photo Studio. The total number of posts in the Indian Navy is four.

**11.12.61 The Commission does not find any justification for upgradation of the pay scale and creation of cadre structure for Litho Machine operator. It accordingly, recommends replacement pay level corresponding to current grade pays.**

***Yard Craft Personnel***

11.12.62 Enbloc upgradation in levels has been sought for Yard Craft personnel occupying a number of existing posts.

Name of Post	Existing Grade Pay	Grade Pay Sought
<b>Deck Side</b>		
Master(OT)	4600	5400 (PB-3)
Master I Class	4200	5400
Master II Class	2800	4800
Syrang of Lascar	2400	4200
Tindal of Lascar	1900	2800
Lascar	1800	2000
<b>Engine Side</b>		
Chief Engine Driver	4600	5400 (PB-3)
Engine Driver-I	4200	5400

Name of Post	Existing Grade Pay	Grade Pay Sought
Engine Driver-II	2800	4800
Engine Driver	2400	4200
Greaser	1900	2800
Fire Assistant	1800	2000
<b>Telephone Operator</b>		
CGO (Telecom) (To be created)		5400 (PB-3)
Senior Telephone Supervisor (To be created)		4800
Telephone Supervisor	4200	4200
Telephone Operator I	2400	2800
Telephone Operator II	2000	2000

11.12.63 To advance their case, they have stated that Master Oil Tanker is responsible for the safety of the craft under his charge. Since the Oil Tanker carries inflammable liquids, the Master, it has been contended, has to implement special measures for the security of the cargo. On the basis of the nature of duties upgrades have similarly been sought for Master Oil Tanker/ Master-I and II, Syrang of Lascar and Tindel of Lascar.

*Analysis and Recommendations*

11.12.64 Ministry of Defence in its reply has stated that the post of Master (Oil Tanker) for direct recruits entails an entry level qualification of Class XII in addition to Maharashtra Maritime Board (MMB) certificate, basic knowledge of Electronic Main Control Panel and knowledge of swimming. Ministry has stated that the increase sought is not commensurate with the educational qualifications. Further, such upgradation would disturb the parity between the Deck Side Staff and the Engine Side.

11.12.65 In the case of the Telephone Operators (TO) upgrade has been sought for one level (TO I) along with creation of two new levels. The latter however is an administrative matter to be considered by the ministry on a need basis.

**11.12.66 The Commission does not find the demands for pay upgradation persuasive and recommends replacement pay levels for all Yard Craft personnel.**

## Defence Civilians under Indian Army

### Civilian Security Officers

11.12.67 Upgradation of pay levels, as summarised below, has been sought:

Name of Post	Existing Grade Pay	Proposed Grade Pay
Senior Civilian Security Officer (NFSG) (to be created)	-	8700
Senior Civilian Security Officer	6600	7600
Civilian Security Officer	5400 (PB-3)	6600
Civilian Assistant Security Officer	4600	4800

11.12.68 In their justification, they have stated that the primary role of officers of this cadre is to ensure proper security and fire fighting measures in the vital defence installations of Indian Army and in DGQA. It has been stated that Chief Security Officer performs dual duties of fire officer as well as security officer. With rapid change in modern technologies, security officers have to keep pace with the changing security scenario. The role of these officers has further enhanced due to increased inventory, infrastructure, introduction of advance equipment and sensitive/sophisticated gadgets.

#### Analysis and Recommendations

11.12.69 The Commission has been informed that the total cadre strength of civilian security officers is 41 viz., Civilian Assistant Security Officers-27, Civilian Security Officers-10 and Senior Civilian Security Officers- 4. Prior to August, 2009, the cadre was limited only to the posts of Civilian Assistant Security Officers and Civilian Security Officers. As a result of the cadre restructuring in August, 2009, this cadre was restructured from two tier to three tier wherein the post of Senior Civilian Security Officer was introduced.

**11.12.70 The Commission notes the cadre of Security Officers has been restructured recently by the government. Hence no upgrades are considered justified.**

### Girl Cadet Instructors

11.12.71 The Commission has received memorandum regarding upgradation of pay levels and grant of time scales which is summarised below:

Name of Post	Existing Grade Pay	Grade Pay Sought
Girl Cadet Instructor(GCI)	2400	4600

*Upgradation of posts have also been sought, to GP 4800; GP 5400 (PB-3) and GP 6600 on completion of 6 years, 10 years and 25 years of service respectively.*

11.12.72 To advance their case, they have stated that GCIs forms a vital interface between the NCC cadets and the organization. In addition it has been stated that they carry out administrative and other duties given by Officer Commanding related to NCC.

*Analysis and Recommendations*

11.12.73 The Ministry of Defence has not supported their demands and stated that, a three level jump in pay scale as has been sought is not appropriate.

**11.12.74 The Commission does not find the demand for a three level jump justified. As far as the demand for creation of promotion channels is concerned, this is an administrative matter, for the ministry to examine.**

*Examiners cadre in General Services/ BCS/ Military Intelligence Directorate*

11.12.75 The Commission has received memorandum from Examiner cadres in GS/BCS/ MI Directorate of Ministry of Defence regarding upgradation of pay scales which is summarised below:

Name of Post	Existing Grade Pay	Grade Pay Sought
Examiner - I	4600	5400 (PB-3)
Examiner- II	4200	4800

11.12.76 To advance their case they have stated that Examiners constitute a very small cadre. The entry level qualification is a language based Bachelor's degree from a recognised university along with three years' experience in translation from the concerned language to English and vice-versa.

*Analysis and Recommendations*

11.12.77 The Ministry of Defence, in its reply, has stated that prior to VI CPC, the post of Examiner-II was in the pay scale of ₹5,000-8,000. As per recommendation of the VI CPC, Examiner-II was placed in the Grade Pay attached to the scale of ₹6,500-10,500 viz., GP 4200.

**11.12.78 The Commission, while noting the entry level qualification for grade of Examiner-II, does not see any justification for a pay upgrade.**

*History Division Staff*

11.12.79 The Commission has received memorandum seeking upgradation of pay scales as detailed below:

Name of Post	Existing Grade Pay	Grade Pay sought
Director	7600	8700
Deputy Director	6600	7600
Assistant Director	4600	5400 (PB-3)
Research Assistant	4200	4600
Heraldic Assistant		

*Analysis and Recommendations*

11.12.80 The ministry, in its response to the Commission, has stated that direct recruitment in the cadre is mainly at the level of Research Assistant/ Heraldic Assistant which is also the

feeder grade for remaining posts. The essential qualification for direct recruitment is a Masters degree in History and Sanskrit along with two/ three years research experience in History/ Ancient history. The ministry has stated that History Division functions as the record and reference office of the Ministry of Defence and the Indian Armed Forces and also conducts research in Indian History, Culture and Mythology with a view to tracing the heraldic tradition of the country. They have supported upgradation in pay of the posts keeping in view the qualifications and the work profile.

**11.12.81 The Commission, taking note of the qualifications and the work profile of History Division Staff, recommends upgradation of the pay level of Research/ Heraldic Assistant from existing GP 4200 to GP 4600. Since Assistant Director is promotional post for Research/Heraldic Assistant, the Commission also recommends upgradation of the pay scale of Assistant Director from existing GP 4600 to GP 4800. The Commission does not see any justification for upgradation of pay scales of Deputy Director and Director. In their case it recommends replacement pay levels corresponding to their existing Pay Bands and Grade Pay.**

*Conservancy Staff*

11.12.82 The Commission has received representations for upgrading the pay scales of various posts in their cadres as below:

Name of Post	Existing Grade Pay	Grade Pay Sought
General Supervisor	2400	4600
Accountants	2000	4200
Conservancy Storekeeper	1800	2800
Sanitary mats/land Supervisor	1800	2400
Conservancy Safai Karamchari	1800	2000

11.12.83 The Commission notes that the upgrade request for various posts is for two to four levels higher than what it exists today.

*Analysis and Recommendations*

**11.12.84 The Commission does not find the proposal justified.**

*Canteen Stores Depot Officers*

11.12.85 The Commission has received memorandum regarding upgradation of pay scales which is summarised below:

Name of Post	Existing Grade Pay	Grade Pay sought
Joint General Manager	8700	10000
Deputy General Manager	7600	8900
Assistant General Manager	6600	7600
Manager	5400 (PB-3)	6600
Assistant Manager	4600	4800 After four years, time scale of GP 5400 (PB-2)

11.12.86 In their justification, they have stated that CSD service are comparable to the Ordnance Service but the officers cadre is not organised and does not have the Non-Functional grade of PB-4 with GP 8700. They have also stated that they take 24 years to get promoted from Junior Time Scale to Junior Administrative Grade.

*Analysis and Recommendations*

11.12.87 Ministry of Defence has informed to the Commission that there are 46 posts of Manager (GP 5400 (PB-3)) in Canteen Stores Department. Other posts in the cadre viz., Assistant GM, Deputy GM and Joint GM are filled by through deputation/ promotion. Of the two posts of Joint GM, one post is filled exclusively by deputation from Brigadier /equivalent (GP 8900).

**11.12.88 Keeping in view the nature of duties in a Canteen Store Depot, the shortages of officers in the Army upto the level of Lieutenant Colonel and equivalent, the Commission recommends that the posts of Assistant General Manager and Deputy General Manager should be earmarked for civilian Group `A` Officers of the Canteen Store Depot. As regards pay the Commission recommends replacement pay levels for the above mentioned posts.**

*Additional Directorate General of Signal Intelligence*

11.12.89 The Commission has received representations for upgrading the pay scales of various posts in the Cryptanalysis Division as detailed below:

Name of Post	Existing Grade Pay	Grade Pay Sought
Director (R)	8700	10000
Principal Research Officer (PRO)	7600	8900
Senior Research Officer (SRO)	6600	8700
Research Officer (RO)	5400 (PB-3)	7600
Junior Research Officer (JRO)	4800	6600
Senior Technical Assistant (STA)	4600	5400 (PB-3)

11.12.90 To advance the case for pay upgrades, they have stated that Research officers of Signal Intelligence Directorate are engaged in the study and analysis of highly secured data

involving foreign languages. The work is highly sensitive and scientific in nature involving original research and development of various techniques in cryptanalysis.

*Analysis and Recommendations*

11.12.91 **The Commission notes that entry level qualification for Senior Technical Assistant is a degree in Engineering/Post Graduation in Science and it is placed in GP 4600. The Commission does not see any justification for pay upgrade for the posts as has been sought by the Association.**

## **Department of Defence Production**

### **Ordnance Factory**

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*General*

11.12.92 The Ordnance Factory Board (OFB) is a departmentally run organization under Ministry of Defence. The Ordnance Factories are mainly engaged in manufacturing of Arms and Ammunition, Armoured fighting vehicles, Transport Vehicles, clothing, parachute, leather equipment, optical Lens and Weapons, cable etc.

11.12.93 The Board reported that of the total staff in position as on 1 April, 2014 of 98,892, 66,355 were industrial employees, 13,670 were non industrial employees, 8,882 were Chargeman (Supervisory cadre) and 6,120 were Junior Works Manager (JWM). Group 'A' cadres include 1,421 officers belonging to the Indian Ordnance Factory Service and 194 of Indian Ordnance Factory Health Service. In addition there are 1,360 Nursing staff. The top and middle management positions are manned by Indian Ordnance Factories Service (IOFS) officers. The service provides leadership to the organization at the unit level of 41 Ordnance Factories and 17 independent Establishments.

*Cadre Related*

*Upgradation of Pay Scale of Members of Ordnance Factory Board*

11.12.94 The Indian Ordnance Factory Service Officers Association in its memorandum has stated that prior to the V CPC, nine Members of OFB had an edge in pay scale over Members of CBDT and CBEC and the Controller General of Defence Accounts (CGDA) and Director General of Defence Estates (DGDE) as brought out in the table below:

(in ₹)

Post	Pre-IV CPC Scale	Post-V CPC Scale	Post-VI CPC Scale
DGDE	7,300-7,600	26,000 (FIXED)	80,000 (FIXED)
CGDA	7,300-7,600	26,000 (FIXED)	80,000 (FIXED)
Member/ CBCE	7,300-7,600	24,050-650-26,000	80,000 (FIXED)
Member/ CBDT	7,300-7,600	24,050-650-26,000	80,000 (FIXED)
Member/OFB	7,300-8,000	24,050-650-26,000	75,500-80,000

11.12.95 This edge, it has been stated, has been whittled down by successive Pay Commissions and by Government of India. IOFS Officers Association have demanded to upgrade the pay scale of members of OFB to Apex scale to restore historical parities existing before V CPC.

*Analysis and Recommendations*

11.12.96 The Commission notes that the government has as recently as November 2014 approved a cadre review and issued necessary orders.

**11.12.97 In view of the foregoing the Commission does not recommend the upgradation of pay scale of Members of Ordnance Factory Board to apex scale.**

*Upgradation of Pay Scale of Heads of Ordnance Factory Organisation to HAG level*

11.12.98 The IOFS Officers Association in their submission have contended that there are two distinct functional levels of General Manager and Additional General Manager. There are 41 Ordnance Factories (OFs) and 17 independent establishments and 9 of these are headed by Officers at the HAG level. The rest are headed by Officers at the SAG level. Therefore upgradation of all the posts to HAG has been sought.

*Analysis and Recommendations*

11.12.99 The Commission has been informed that the government has, as recently as November 2014, approved a cadre review for the Indian Ordnance Factory Service and issued necessary orders.

**11.12.100 In view of the foregoing the Commission does not recommend the upgradation of pay scale of General Managers of remaining 32 Ordnance Factories and Heads of 17 independent establishments to HAG level.**

*Upgradation of pay scales of Chageman and Junior Works Manager (JWM)*

11.12.101 Upgradation has been sought as shown in the table below:

Name of Post	Existing Grade Pay	Grade Pay sought
Junior Works Manager	4600	5400 (PB-3)
Chageman	4200	4600

11.12.102 Presently 75 percent of JWM get promoted from the cadre of Chargeman while the remaining 25 percent are inducted based on a Limited Departmental Competitive Examination (LDCE) and/or by direct recruitment.

*Analysis and Recommendations*

11.12.103 **Chargeman:** Ministry of Defence has informed the Commission that Chargeman who are Direct Recruits with a three-year Engineering Diploma as qualification, are tasked with a supervisory role on the shop floor and in offices. The ministry has not supported the upgradation sought because it would disturb the existing relativities.

11.12.104 **Junior Works Manager:** With regard to JWM (Group 'B' Gazetted) the Ministry of Defence has stated that they are placed in GP 4600, whereas similarly placed categories in some other departments are placed in GP 4800. The ministry has suggested that JWMs in OFB should be placed in GP 4800. Further, to remove the distortions in the cadre and to provide reasonable career progression to JWMs, the ministry has suggested introduction of two higher selection grades.

11.12.105 With regard to the Chargeman, the Commission notes that they are indeed appropriately placed. In fact persons with three-year Engineering Diploma are placed in GP 4200 across several the government departments including the Railways. It therefore does not recommend the upgradation of GP from 4200 to 4600. As regards Junior Works Manager, the Commission notes that the VI CPC had settled the pay scale for all posts in subordinate engineering cadres carrying a minimum qualification of engineering degree and having an element of direct recruitment to be placed in the running pay band of GP 4600. The Commission does not find any justification in disturbing this settled formulation. At the same time it notes that the avenues for progression for the JWM cadre are indeed extremely limited. Accordingly, to meet the genuine career aspirations of this cadre, **the following is recommended:**

- i. **Of the total pool of posts in GP 4200 and GP 4600, ten percent should be earmarked to be placed in GP 4800.**
- ii. **The posts in GP 4800 should be filled up from personnel in GP 4200 and GP 4600 in the following manner:**
  - **70 percent of such earmarked posts should be filled up through promotion from GP 4600;**
  - **30 percent should be filled up through a Limited Departmental Competitive Examination in which employees from both GP 4200 and GP 4600 would be eligible to compete. This will enable deserving and meritorious employees at GP 4200 to jump GP 4600 and go directly to GP 4800 [level 8].**
- iii. **80 percent of the employees in GP 4800, will be eligible for non-functional upgrade to level 9 [GP 5400 (PB-2)] upon completion of four years in level 8, on a seniority-cum-suuitability basis.**

## Director General of Quality Assurance

### Scientific Staff

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11.12.106 The Commission has received representation for upgrading the pay scales of various posts in Scientific Staff as detailed below:

Name of Post	Existing Grade Pay	Grade Pay Sought
Senior Scientific Officer-II	5400	5400 (PB-3)
Junior Scientific Officer	4800	Junior Technical Officer (Scientific) and Junior Scientific Officer posts be merged and given GP 4800
Junior Technical Officer (Scientific)	4600	
Scientific Assistant	4200	4200

11.12.107 To advance their case, they have stated that Quality Assurance work being carried out in DGQA is similar to the work of research departments and they should be treated like scientific cadres rather than technical cadres. They have also emphasized that the pay scales of Scientific staff should be higher than that of Technical staff, because their job bears more responsibility and they have to work in Laboratories throughout their duty hours and under hazardous conditions.

#### *Analysis and Recommendations*

11.12.108 It has been ascertained that the post of Scientific Assistant is filled by direct recruitment by those with an essential qualification of Bachelor's degree in Science or diploma in Engineering or Technology. In DGQA, the post of Junior Technical Officer (Scientific) is filled purely by promotion from amongst Scientific Assistants. In Indian Navy, Air Force and DGQA, there are similar scientific/ technical cadre posts with comparable/ identical grade pay.

**11.12.109 The Commission observes that the Scientific Staff of DGQA are placed appropriately and no upgradation is required.**

## Department of Defence Research and Development

### *General*

11.12.110 The Defence Research and Development Organization (DRDO) was formed in 1958 by amalgamating the Technical Development Establishments of the Indian Army and Directorate of Technical Development and Production, of the Defence Science Organization. DRDO is today the largest R&D organization of the country. As on 01.01.2014 the total strength of DRDO was 25,282.

## ***Cadre Related***

### **Upgradation of Pay Scale of 1/3rd of Distinguished Scientists**

11.12.111 DRDO has sought upgradation of pay scale of one-third of distinguished Scientists from HAG+ to Apex grade. It has been stated that there are presently 17 distinguished Scientists in HAG+ and the proposal has been justified on the ground that they act as executive and functional heads of a cluster comprising 8-10 large laboratories.

#### *Analysis and Recommendations*

11.12.112 **The Commission does not find adequate justification for the proposal.**

### **Enhancing Grade Pay of Scientist F Level from GP 8900 to GP 10000**

11.12.113 While seeking an enhancement in Grade Pay of Scientist F level from GP 8900 to GP 10000, it has been stated that at present the difference in Grade Pay of Scientist 'E' (GP 8700) and of Scientist F (GP 8900) is a mere ₹200.

#### *Analysis and Recommendations*

11.12.114 Scientist F are presently in position in a number of ministries/departments, hence a unilateral revision for one department is not feasible. In any case the revised pay structure being recommended by the Commission will address the issue of the marginal differential in grade pay wherever the problem exists. **The Commission therefore does not recommend enhancing Grade Pay of Scientist F level from GP 8900 to GP 10000.**

### **Entitlement of DG DRDO for Incentives**

11.12.115 Incentives such as Professional Update Allowance and Variable Increments (₹10,000 per month) are currently available to other distinguished scientists of the organization but not the DG DRDO. It has been stated that DG DRDO is shouldering multiple responsibilities in strategic hi-tech areas and also as an expert on issues related to Defence and Military Affairs in addition to his association with various development projects being undertaken by DRDO.

#### *Analysis and Recommendations*

11.12.116 The Commission sees no reason to exclude the DG DRDO from the Professional Update Allowance. **It is recommended that DG DRDO also be given this allowance.** In so far as variable increments are concerned, these are akin to the individual component of the Performance Related Incentive Scheme. A view has been taken in the case of departments of Space and Atomic Energy that the Heads of these two organisations would not be eligible for the variable increments under PRIS. **On the same lines the Commission recommends that the DG DRDO should be outside the ambit of variable increments to individuals.**

### **Grant of “Scientific Pay” as Retention Strategy**

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11.12.117 Grant of a separate pay component in the form of “Scientific Pay” to Scientists levels ‘C’ and above at the rate of 25 percent of the Basic Pay, to be counted for all allowances i.e., DA, HRA etc. and also for pension and pensionary benefits has been sought. This is seen as a retention strategy.

11.12.118 To advance their case it has been stated that DRDO, is the largest scientific organization of the country, engaged in R&D in critical areas of Defence Research. The requirement of technological strength of DRDO is multidisciplinary in nature and is increasing exponentially, due to changing global security situations. It has been argued that this can be reasonably met only if the organization harnesses the academic strength present in the country to fill in the technology gaps and create pools of technical excellence in key areas.

#### *Analysis and Recommendations*

**11.12.119 The overall position regarding Scientists has been discussed in the Chapter 7.5. The Commission does not find justification for the grant of Scientific Pay as has been sought.**

### **Enhancement of Superannuation Age**

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11.12.120 Enhancement of superannuation age of Scientists/Technologists from 60 to 65 years has been sought. It has been stated that there also has been significant increase in longevity with improved health care in the country and presently the Scientists at the age of 60 years, in general, are more physically fit, as compared to 10 years back. It has also been contended that Science and Technology has now become the major driver of the economic growth of the country and it is therefore imperative that experience and expertise of the Scientists and the Technologists of the country is optimally utilized in the national interest.

#### *Analysis and Recommendations*

11.12.121 The Commission notes that presently the age of superannuation of Scientific Services in Central Government is 60 years i.e., at par with other Central Government employees. However, provision exists for extension up to 64 years for “Scientists and other Specialists” in exceptional cases. **The Commission does not recommend any change in the retirement age for Scientists/Technologists. They span across ministries/departments and a common approach on this may be taken by the government.**

### **Implementation of Non Functional Upgradation (NFU) Scheme for Scientists of DRDO**

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11.12.122 The Commission has received a request for implementation of Non Functional Upgradation Scheme for Scientists of DRDO, to ensure parity with other Group ‘A’ Services and limited parity with IAS and to address the delays in promotion to the Senior Administrative Grade (SAG).

*Analysis and Recommendations*

11.12.123 The Commission notes that there already exists a scheme whereby time bound career progression to higher levels for meritorious Scientists is available. Further they have the benefit of the system of variable increments given at the time of promotion under Merit Promotion Scheme (MPS). **The Commission therefore finds no justification to additionally extend the Scheme of Non Functional Upgradation to Scientists of DRDO.**

**Parity between Stenographer Cadre of DRDO and CSSS**

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11.12.124 Parity between Stenographer cadre of DRDO and CSSS has been sought. DRDO has contended that same career progression opportunities to existing DRDO Stenographer Cadre should be provided as are available to CSS/AFHQ SS personnel.

*Analysis and Recommendations*

11.12.125 **The Commission in Chapter 7.1 is recommending identical pay levels for personnel in Headquarters and in the field offices. This should address the grievances with regard to pay for the Stenographers cadre in DRDO.**

**Vehicle Operators**

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11.12.126 The Commission has received memoranda from various staff associations of Ministry of Defence regarding Vehicle Operators in DRDO. They have sought an upgradation of pay scales and merger of various posts in Vehicle Operator cadre as detailed below:

<b>Name of Post</b>	<b>Existing Grade Pay</b>	<b>Grade Pay Sought</b>
Vehicle Inspector (To be created)		4800
Vehicle Supervisor (To be created)		4600
Vehicle Operator 'C'	2800	4200
Vehicle Operator 'B'	2400	2400
Vehicle Operator 'A'	1900	

11.12.127 The justification given is that vehicle operators in DRDO drive mainly heavy duty vehicles like missile carriers, tank carriers, etc. which is more arduous than performing staff car duties. DRDO has suggested grant of special pay @10 percent of basic pay to vehicle operators. In this regard, Ministry of Defence has stated that grant of special pay may leads to similar demands from other cadres performing similar duties.

*Analysis and Recommendations*

11.12.128 The Commission does not favour grant of special pay to all vehicle operators in DRDO. At the same time it notes that there exists a four tier cadre structure for civilian motor drivers as opposed to a three tier one in DRDO. The details of this are indicated in Chapter 7.7. Amongst these, Civilian Motor Driver (Special Grade) is in GP 4200. **The Commission**

**recommends that the feasibility of creating a similar cadre structure for drivers in DRDO may be examined.**

### **Security Staff**

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11.12.129 The Commission has received memoranda from various staff associations regarding Security Staff in DRDO. They have sought an upgradation of pay scales and merger of various posts in Security staff cadre which as detailed below:

<b>Name of Post</b>	<b>Existing Grade Pay</b>	<b>Grade Pay Sought</b>
Security Officer	4800	5400 (PB-3)
Asst. Security officer	4600	4600
Security Assistant 'C'	2800	
Security Assistant 'B'	2400	2400
Security Assistant 'A'	1900	

11.12.130 To advance their case, they have stated that Security Assistants of DRDO are not only manning the Security Gates but are also responsible for the security of the key and strategic DRDO labs.

#### *Analysis and Recommendations*

11.12.131 **The Commission is of the view that the requirement of Security Staff of DRDO should be met by Defence Service Corps (DSC) personnel who are already deployed to meet such requirement for defence installation.**

### **Defence (Finance) Division**

#### **Indian Defence Accounts Service, Group 'A'**

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#### *Encadrement of Posts*

11.12.132 The Indian Defence Accounts Service Officers Association, in its representation to the Commission, has sought encadrement of all Under Secretary and above posts in the Ministry of Defence (Finance) for IDAS officers.

#### *Analysis and Recommendations*

11.12.133 The Commission notes that the Indian Defence Accounts Service and the Defence Accounts Department are tasked with accounting of all charges relating to the Armed Forces, financial advice to field formations of the Armed forces in addition to dealing with pay and allowances and pensions of defence forces personnel. Their overview on defence finances is therefore unique. **The Commission is of the view that the government should utilise the services of Indian Defence Accounts Service officers in the Ministry of Defence (Finance), where their expertise can be best put to use, within the overall structure of the Central Staffing Scheme.**

## **Organised Accounts Staff**

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11.12.134 The demands made in respect of the organised accounts cadre of the Ministry of Defence by the Confederation of Defence Recognised Association are focused on two posts viz., Senior Auditors and Assistant Accounts Officers.

### ***Senior Auditors***

11.12.135 They have contended that Senior Auditor of organised Accounts cadres have traditionally been at par with Assistants and that the existing parity between them has been disturbed by the government upgrading the level of Assistant from GP 4200 to GP 4600, while Senior Auditors remains at GP 4200. To advance their case, they have stated that a job evaluation of the Audit staff of IA&AD and Assistants of CSS carried out by Administrative Staff College, Hyderabad at instance of III CPC, gave a higher job rating to Auditors than Assistants of CSS.

11.12.136 In 1984, the government bifurcated the Audit cadre of IA&AD into Auditors (20 percent) and Senior Auditors (80 percent) and granted the pay scale of Assistant of CSS to Senior Auditors. The IV CPC, had, after above consideration, taken the view that there should be broad parity in the pay scales of the staff in IA&AD and other accounts organisations. The recommendation of IV CPC was accepted by the government and implemented w.e.f. 01.01.1986 for audit and from 1 April, 1987 for accounts in case of IA&AD and other Accounts Departments and Senior Auditors have been given same pay scale of Assistant of CSS.

### ***Analysis and Recommendations***

**11.12.137 The Commission, in Chapter 7.1, has already taken a view with regard to pay level of Assistants of CSS. The recommendation there in will settle the parities as have been sought to be established.**

### ***Assistant Accounts Officers***

11.12.138 They have contended that the existing parity between Assistant Account Officer (AAO) of organised accounts cadre and Section Officers of CSS was disturbed by granting Non Functional upgradation to GP 5400 (PB-3) after four years of service to the latter. They have stated that in the original scheme of things, Section Officer(A)/ Assistant Accounts Officer of organised accounts were also included for non functional upgradation to GP 5400 (PB-3) after four years as evident from English release dated 14 August, 2008 of Press Information Bureau. Para 10 (v) of this English release reads “Government has continued the present position of granting Group ‘A’ scale to Group ‘B’ officers after 4 years of service and these officers would be placed in PB-3 instead of PB-2 recommended by the VI CPC. This would benefit Group ‘B’ officers of the Railways, Accounts Services, CSS, CSSS and DANICS and DANIPS.”

### ***Analysis and Recommendations***

11.12.139 The Commission notes that non-functional upgradation from GP 4800 to GP 5400 (PB-3), on completion of four years of service, has been accorded to a number of posts by the

government in 2008 viz., Delhi and Andaman and Nicobar Islands Civil Service, Delhi and Andaman and Nicobar Islands Police Service, Officers of the Central Secretariat Service and those of Central Secretariat Stenographers Service as well as other similarly placed Headquarters Services. This has also been extended to Group 'B' Officers of the Departments of Posts and Revenue. While extending this benefit, officers in GP 4800, both in Headquarters and in the field formations of these two organisations have been covered. In 2015, this benefit was also extended to Section Officers in the Indian Coast Guard.

**11.12.140 The Commission is therefore of the view that there is no justification for excluding officers in the organised accounting departments who are at GP 4800 from this dispensation. It therefore recommends that all officers in organised accounts cadres (in the Indian Audit and Accounts Department, Defence Accounts Department, Indian Civil Accounts Organisation, Railways, Post and Telecommunications) who are in GP 4800 should be upgraded, on completion of four years' service to GP 5400 (PB-2), viz., Pay level 9, in the pay matrix.**

## Ministry of Development of North Eastern Regions

## Chapter 11.13

### General Issues

#### Introduction

11.13.1 The Department of Development of North Eastern Region was created in 2001 and later elevated to a Ministry in 2004, to synergize the process of development of the region so that it enjoys growth parity with the rest of the country. While the ministry addresses the requirements of State specific infrastructure projects through its scheme of Non-Lapsable Central Pool of Resources (NLCPR) as a direct facilitator for infrastructure development, it is also monitoring the progress of implementation of projects/schemes in the infrastructure sectors of power, irrigation, roads and communications taken up by the Central Line ministries/departments. The North Eastern Council (NEC) is a statutory advisory body with functions to plan, finance and execute schemes of regional importance. The North Eastern Regional Agricultural Marketing Corporation (NERAMAC) and North Eastern Handlooms and Handicrafts Development Corporation (NEHHDC) are Central Public Sector Enterprises under the administrative control of the Ministry of DONER.

#### Personnel Position

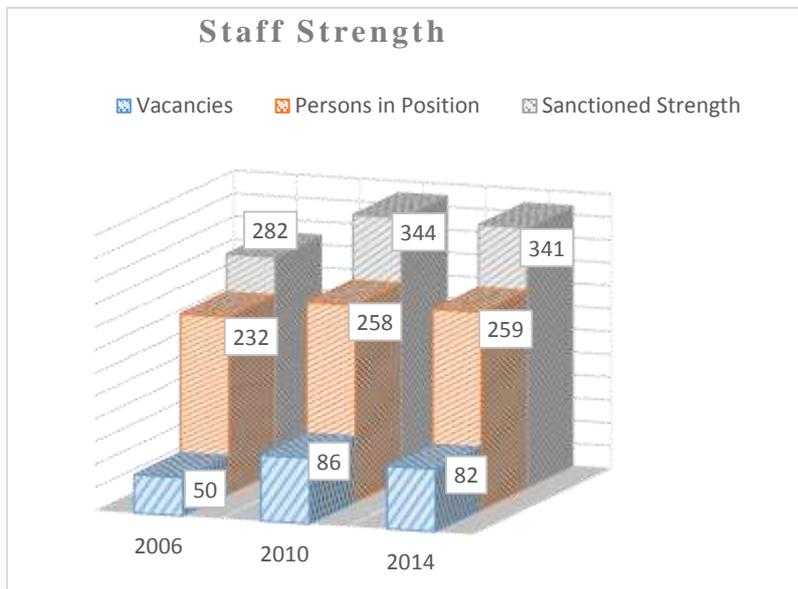
11.13.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Development of North Eastern Region is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	68	54	14	21
B	123	86	37	30
C	150	119	31	21
<b>Total</b>	<b>341</b>	<b>259</b>	<b>82</b>	<b>24</b>

11.13.3 The above table shows that in overall term 24 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 259 persons in position (PIP), 215 employees are pre-2004 recruits and remaining 44 employees have been recruited on or after 01.01.2004.

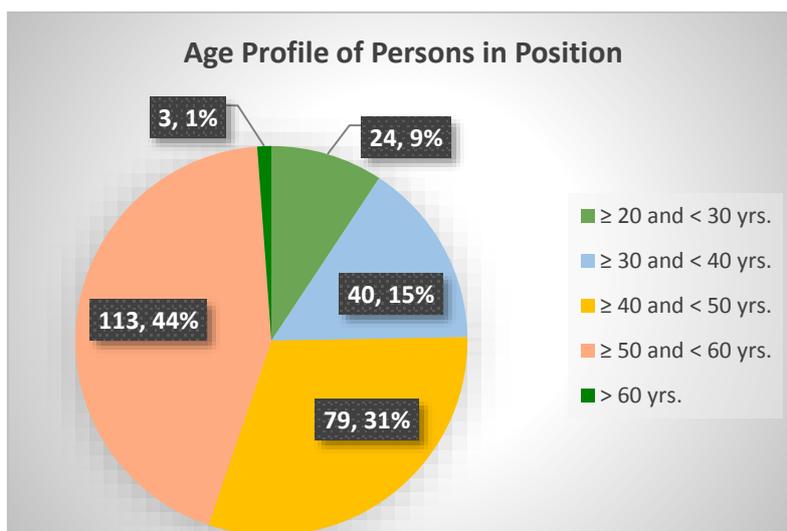
### Inter Temporal Trend of Personnel

11.13.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Development of North Eastern Region on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.13.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Development of North Eastern Region. It indicates that about 44 percent of PIP shall be retiring within next 10 years.



### **Expenditure on Personnel and Contractual Employees**

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11.13.6 The following table brings out the expenditure incurred by the Ministry of Development of North Eastern Region, on salaries and allowances on the employees working in that ministry, through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	1,175.32	1,337.81	1,472.89
Expenditure on Contractual Employees	--	20.49	21.77
<b>Total</b>	<b>1,175.32</b>	<b>1358.30</b>	<b>1,494.66</b>

# Ministry of Drinking Water and Sanitation

## Chapter 11.14

### General Issues

#### Introduction

11.14.1 The Department of Drinking Water Supply was created in the Ministry of Rural Development in the year 1999, with a vision of providing safe and adequate drinking water as well as access to sanitation for all in rural India. The department was renamed as Department of Drinking Water and Sanitation in the year 2010 and was upgraded as the Ministry of Drinking Water and Sanitation in the year 2011. It is the nodal ministry for the overall policy, planning, funding and coordination of the flagship programmes of the government for rural drinking water viz., the National Rural Drinking Water Programme and for sanitation, the Nirmal Bharat Abhiyan in the country. It provides support to the States in their endeavour to ensure that the rural population have access to safe and sustainable drinking water supply and improved sanitation facilities. There are three programme divisions namely Water, Water Quality and Sanitation to carry out the functions of the ministry. For ensuring hygiene, waste management and sanitation across the nation, the “Swachhh Bharat Mission” (SBM) was launched from 2 October, 2014. SBM is being implemented by the Ministry of Urban Development and by the Ministry of Drinking Water and Sanitation for urban and rural areas respectively. The vision is to achieve Swachhh Bharat by 2 October, 2019.

#### Personnel Position

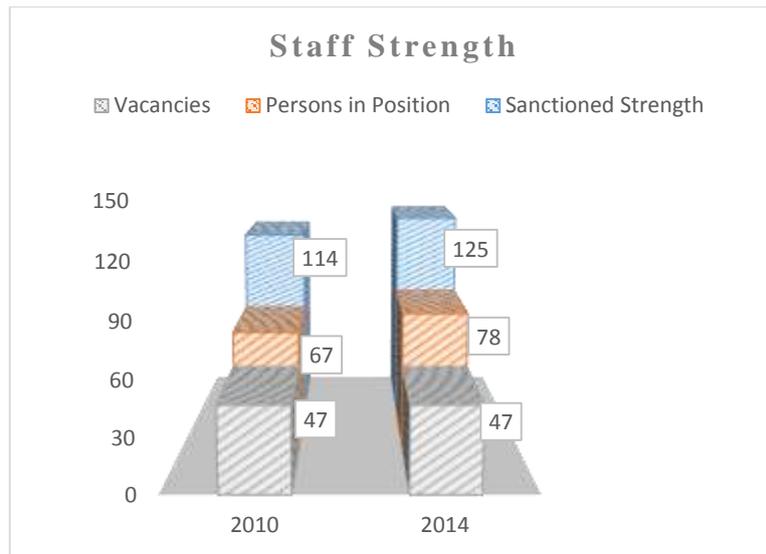
11.14.2 Number of sanctioned posts in various grades vis-à-vis persons in position as on 01.01.2014, as reported by the ministry, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	29	19	10	34
B	66	40	26	39
C	30	19	11	37
<b>Total</b>	<b>125</b>	<b>78</b>	<b>47</b>	<b>38</b>

11.14.3 The above table shows that in overall terms 38 percent of total sanctioned strength of the ministry is lying vacant.

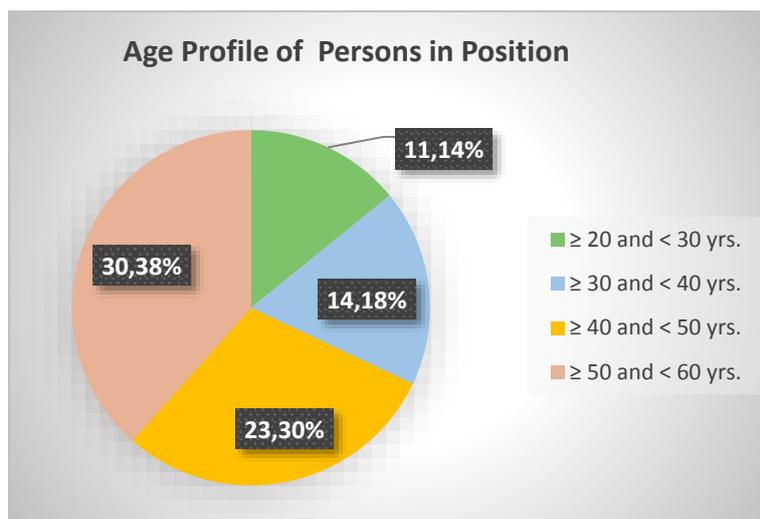
#### Inter Temporal Trend of Personnel

11.14.4 The following bar chart indicates the inter temporal position of personnel in the ministry as on 01.01.2014 vis-à-vis 01.01.2010.



### Age Profile of the Person in Position

11.14.5 The following chart brings out the age profile of the employees. It indicates that 30 employees of the total 78 persons in position in the ministry, shall be retiring within next 10 years.



### Expenditure on Personnel and Contractual Employees

11.14.6 The following table brings out the expenditure incurred by the Ministry of Drinking Water and Sanitation on salaries and allowances on the employees working in the ministry along with expenditure incurred by it on manpower engaged on contractual basis through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	411.32	426.81	486.01
Expenditure on Contractual Employees	3.91	6.02	31.96
<b>Total</b>	<b>415.23</b>	<b>432.83</b>	<b>517.97</b>

11.14.7 It can be seen from the above table that expenditure on contract manpower through outsourcing in 2012-13 has increased eight fold from the year 2010-11.

### **Training**

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11.14.8 The Ministry of Drinking Water and Sanitation has not formulated any training plan. The ministry for the year 2013-14 has reported no specific budget provision for training.

## Ministry of Earth Sciences

## Chapter 11.15

### General Issues

#### Introduction

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11.15.1 The Ministry of Earth Sciences (MoES) was set up in July 2006 by bringing under its administrative control India Meteorological Department (IMD), Indian Institute of Tropical Meteorology (IITM) and the National Centre for Medium Range Weather Forecasting (NCMRWF). The ministry is mandated to provide the nation with the best possible services in forecasting the monsoons and other weather/climate parameters, ocean state, earthquakes, tsunamis and other phenomena related to earth systems, through well integrated programmes. The ministry also deals with science and technology for exploration and exploitation of ocean resources (living and non-living) and plays a nodal role for Antarctic/Arctic and Southern Ocean research.

#### Personnel Position

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11.15.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by Ministry of Earth Sciences, is as follows:

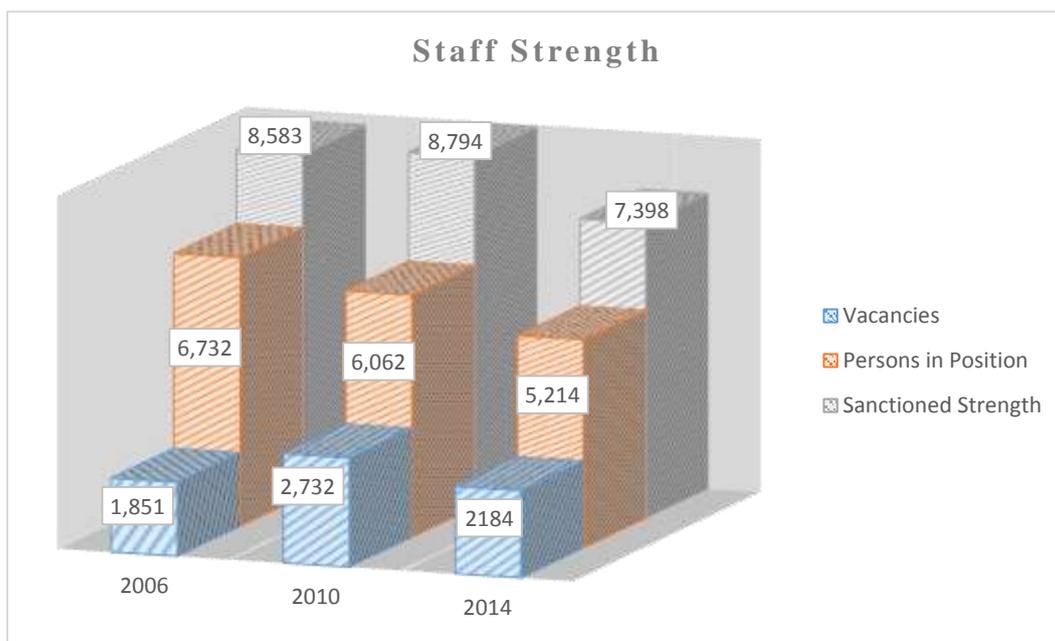
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
<b>A</b>	603	313	290	48
<b>B</b>	4,008	2,975	1,033	26
<b>C</b>	2,787	1,926	861	31
<b>Total</b>	<b>7,398</b>	<b>5,214</b>	<b>2,184</b>	<b>30</b>

11.15.3 The above table shows that in overall terms 30 percent of total sanctioned strength of the Ministry of Earth Sciences is lying vacant as on 01.01.2014. Of 5,214 persons in position (PIP), 5,070 employees are pre-2004 recruits and remaining 144 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

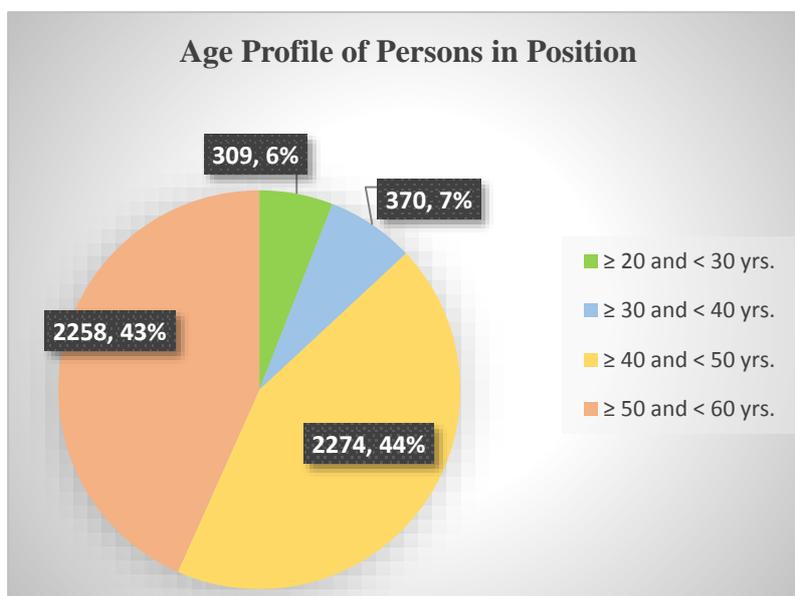
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11.15.4 The following bar chart indicates the inter temporal position of personnel in Ministry of Earth Sciences as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.15.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Earth Sciences. It indicates that about 43 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.15.6 The following table brings out the expenditure incurred by Ministry of Earth Sciences, on salaries and allowances on the employees working in the department through the years 2010 to 2013.

(₹ in lakh)			
Particulars	2010-11	2011-2012	2012-13
Expenditure on Salaries and Allowances	23,953	24,213	25,774
Expenditure on Contractual Employees	.....	.....	.....
<b>Total</b>	<b>23,953</b>	<b>24,312</b>	<b>25,774</b>

### *Cadre Related Issues*

#### **Indian Meteorological Department (IMD)**

##### **Group `A` Scientific Posts**

11.15.7 The hierarchy of Group `A` Scientific Posts of IMD is as follows:

Hierarchy	Grade Pay	Entry Level Qualification and Mode of Promotion	Posts
Scientist G (Addl DGM)	10000	MFCS	10
Scientist F	8900	MFCS	11
Scientist E (DDG)	8700	MFCS	30
Scientist D (Director)	7600	MFCS	73
Scientist C (Meteorologist Gr.I)	6600	MFCS	230
Scientist B (Meteorologist Gr.II)	5400 (PB-3)	M.Sc./M.Tech./B.E.	218

The Group `A` Scientific cadre of IMD has demanded merger of the post of Scientist E (GP 8700) and Scientist F (GP 8900) as the difference in grade pay is meagre.

##### *Analysis and Recommendations*

11.15.8 The Commission has noted that in general the promotion of Group `A` Scientists and Technologists working in Scientific Departments are governed by the Modified Flexible Complementing Scheme (MFCS) amended from time to time by the government. The Commission has further noted that the Group `A` Scientific Cadre of IMD was rationalized in 2011 following which a Scientist entering into the grade of Scientist B (GP 5400 (PB-3)) can, over time, be promoted up to Scientist G (GP 10000) under MFCS. The assessment norms for promotion under MFCS for each level including promotions from Scientist E to Scientist F are also quite rigorous. Accordingly the Commission does not recommend merger of any level operative for the Scientific Group `A` cadre as it would distort the MFCS that has been clearly laid out by DoPT. The MFCS has been discussed in the Chapter 7.5.

## Scientific Assistants of IMD

11.15.9 The hierarchy of the Scientific Assistants is as under:

Hierarchy	Grade Pay	Entry level Qualification	Posts
Assistant Meteorologist Gr.I	4800	95 percent promotion from Assistant Meteorologist Gr.II/3 percent from AM Gr.II Foreman (Indstl)/2 percent from AM Gr.II Foreman (Non-Indstl)	426
Assistant Meteorologist Gr.II	4600	By Promotion	743
Scientific Assistant	4200	BSc with Physics as one of the subjects/ Computer Science/IT/Computer Applications or Diploma in Engineering and Telecommunications	2433

11.15.10 The Association has demanded a higher GP for the entry level post of Scientific Assistant, presently in the GP 4200, on the ground that they are unfavourably placed in comparison with Scientific Assistants in other scientific departments such as Indian Space Research Organization, Bhabha Atomic Research Station, and Department of Atomic Energy despite having similar entry level educational qualification of B.Sc./B.Tech. It is stated that the scientific assistants in the latter departments enter at a higher GP 4600. Parity has also been sought on the grounds that Assistants of CSS, who are recruited through the same recruitment process as the Scientific Assistants, are in GP 4600. Further to this, the association has demanded that the next higher post in the promotional hierarchy of Scientific Assistant, which is that of Assistant Meteorologist Grade II in GP 4600 and Assistant Meteorologist Grade I in GP 4800 be merged and upgraded to GP 5400 (PB-2) since the duties attached to these posts are identical in nature. In addition, the association has demanded that a promotional channel to Group 'A', be opened up for the Scientific Assistant cadre or alternatively career progression analogous to Group 'A' be recommended. In this regard the association has demanded introduction of either Modified Flexible Complementing Scheme (MFCS) or Merit Based Promotion Scheme (MBPS) mode of promotion for Scientific Assistants (Group 'B' posts) in Indian Meteorological Department.

### *Analysis and Recommendations*

11.15.11 The Commission has noted that a Merit Promotion Scheme (MPS) operates in DRDO and Departments of Atomic Energy and Space wherein time bound promotions are in place for scientists as well as Groups 'B' and 'C' scientific staff. In other scientific departments including IMD, Modified Flexible Complementing Scheme (MFCS) exists, which is a time bound promotional channel only for Group 'A' posts. The Commission has further noted that for several years now scientific support staff have been demanding a time bound promotion scheme for Group 'B' and 'C' staff. Government has also set up committees that have recommended a Merit Based Promotion Scheme (MBPS) for Groups 'B' and 'C' staff, on which a view is yet to be taken. The Commission has discussed MBPS in the Chapter 7.5 wherein it has been suggested that government should take a final view in the matter at the

earliest. In so far as the grade pay is concerned, the GP 4200 for Scientific Assistants in IMD appears to be appropriate.

### **Mechanical/Technical Cadre in IMD**

11.15.12 The hierarchy of Mechanical/Technical Cadre in IMD is as follows:

<b>Hierarchy</b>	<b>Grade Pay</b>	<b>Entry Level Qualification</b>
Assistant Meteorologist Gr.I	4800	100 percent by promotion
Assistant Meteorologist Gr.II (Gazetted) (Foreman)	4600	100 percent by promotion
Mechanical Assistant	2800	100 percent by promotion
Mechanic Gr.I	2400	100 percent by promotion
Mechanic Gr.II	1900	Class X + 2 years' certificate course in Engineering Trade from ITI (80 percent DR/20 percent promotion from MTS via Trade Test + 3 years' experience

11.15.13 Higher grade pay has been demanded for the mechanical cadre posts in IMD. The demand has been made on the grounds that while the direct recruit to the post of Mechanic Grade II with minimum entry level qualification of Class X with Science and two years Diploma/Certification from ITI in specific Engineering Trade is in the GP 1900, an LDC in an administrative ministry with a minimum educational qualification of Class X and knowledge of typing is also directly recruited in the same GP 1900. An additional submission has been made by the department on 01.10.2015 for upgradation of the GP of Mechanic Grade II from GP 1900 to GP 2400 and also in respect of Mechanic Grade I from GP 2400 to GP 4200 in pursuance to the Order dated 16.09.2015 pronounced by the Hon'ble CAT (PB), New Delhi in OA No. 3371/2013.

#### *Analysis and Recommendations*

11.15.14 A comparison between technical and non-technical cadres is not considered appropriate. It is further noted that as per extant government orders, entry into the GP 1800 requires Class X + ITI in the relevant trade if any. The Commission is accordingly of the view that the entry GP 1900 for Mechanic Grade II is consistent with the entry level qualification that have been prescribed and therefore no further upgrade is recommended.

## **MTS (Technical) Cadre in IMD**

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11.15.15 The hierarchy of MTS (Technical Cadre) in IMD is as follows:

<b>MTS (Tech)</b>	<b>Grade Pay</b>	<b>Entry Level Qualification</b>
Scientific Assistant	4200	10 percent through departmental examination having B.E./B.Tech. qualification. 90 percent Direct Recruitment
Meteorological Observer I	2800	100 percent by promotion
Meteorological Observer II	2400	100 percent by promotion
Meteorological Observer III	2000	100 percent by promotion
MTS (Tech)	1800	X Class–100 percent Direct Recruitment

11.15.16 The association has demanded an upgrade of MTS (Tech) to GP 2000. The entry post to this cadre is as Meteorological Attendant. The association has also demanded that the MTS cadre should be compensated with appropriate risk allowance.

### *Analysis and Recommendations*

11.15.17 The Commission has noted that the IMD has already submitted a proposal to the government for introduction of two distinct cadres of MTS (Tech) and MTS (Non-Tech) with a provision for their career progression which includes a complete reorganization of two other cadres' viz., Lab Assistant and the Mechanical Cadre. Since the proposal involves creation as well as abolition of posts in certain grades, it amounts to cadre restructuring, a matter on which the Commission would like the government to take a view. The demand for risk allowance is not considered justified.

## **Miscellaneous Demands**

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11.15.18 Various demands have been made by the Association for revision of the amount of OTA as well as grant of other incentives for IMD personnel. Special allowances like stress allowance, health allowance at par with Airports Authority of India has also been demanded for staff posted at remote field stations without proper infrastructure.

11.15.19 The Commission is not in favour of recommending stress allowance and health allowance. The recommendation on OTA has been made in Chapter 8.17.

## Ministry of Environment, Forests and Climate Change

## Chapter 11.16

### General Issues

#### Introduction

11.16.1 The Ministry of Environment, Forest and Climate Change is tasked with planning, promotion, co-ordination and overseeing the implementation of India's environmental and forestry policies and programmes. The primary concerns of the ministry are implementation of policies and programmes relating to conservation of the country's natural resources including its lakes and rivers, its biodiversity, forests and wildlife, ensuring the welfare of animals, and the prevention and abatement of pollution. While implementing these policies and programmes, the ministry is guided by the principle of sustainable development and enhancement of human well-being.

#### Personnel Position

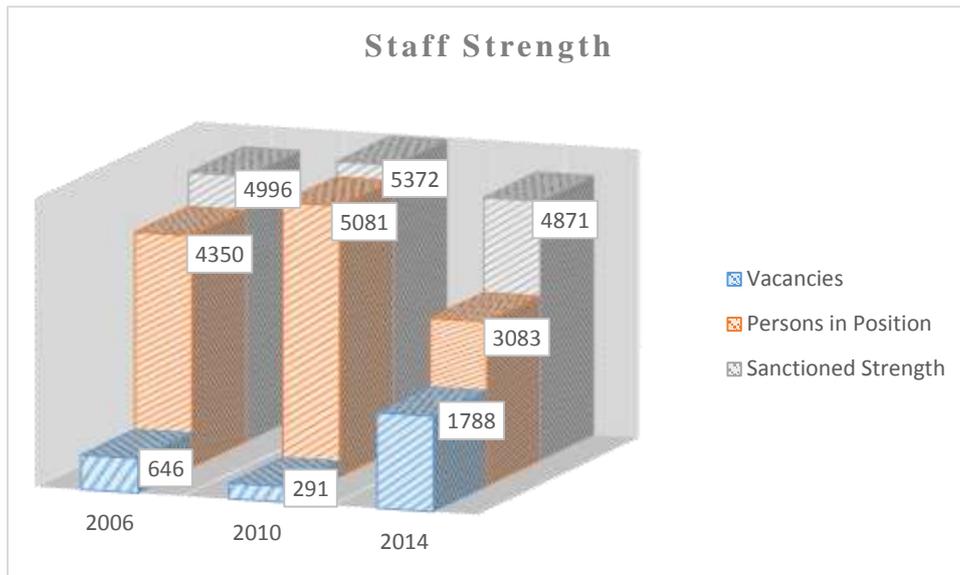
11.16.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Environment, Forest and Climate Change, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	854	665	189	22
B	1,300	707	593	46
C	2,717	1,711	1,006	37
<b>Total</b>	<b>4,871</b>	<b>3,083</b>	<b>1,788</b>	<b>37</b>

11.16.3 The above table shows that in overall terms 37 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 3083 persons in position (PIP), 2208 employees are pre-2004 recruits and remaining 875 employees have been recruited on or after 01.01.2004.

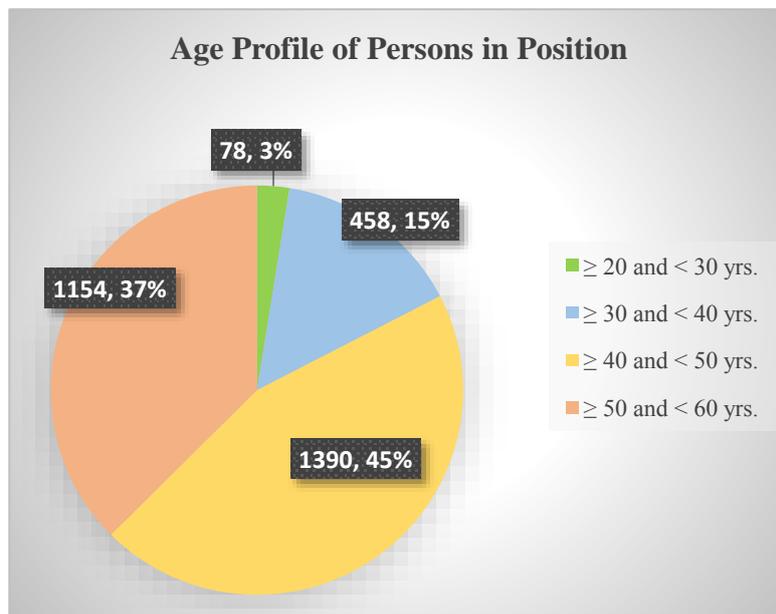
#### Inter Temporal Trend of Personnel

11.16.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Environment, Forest and Climate Change as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### **Age Profile of the Persons in Position**

11.16.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Environment, Forest and Climate Change. It indicates that about 37 percent of the PIP shall be retiring within the next ten years.



### **Expenditure on Personnel and Contractual Employees**

11.16.6 The following table brings out the expenditure incurred by the Ministry of Environment, Forest and Climate Change, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	13,163.81	13,869.22	15,089.87
Expenditure on Contractual Employees.	....	....	....
<b>Total</b>	<b>13,163.81</b>	<b>13,869.22</b>	<b>15,089.87</b>

## Training

11.16.7 While the training for the employees belonging to All India Services, Central Secretariat Service etc. is planned and organised by the Department of Personnel and Training, the training of the Indian Forest Service and Technical Officers (Forestry and Wildlife) is undertaken by the ministry. The ministry has identified 1600 posts for training under core competencies and 1068 posts for training under specialised competencies. The number of officials trained for core competencies and specialized competencies were 750 and 228 respectively during 2012-13, and 780 and 245 respectively during 2013-14. The ministry has created physical infrastructure for training. Monthly evaluation of training is undertaken. In the year 2013-14, an amount of ₹3.64 crore was provided in the budget of the ministry, for the training. The amount was fully utilised by the ministry.

## Cadre Related Issues

### Indira Gandhi National Forest Academy (IGNFA)

11.16.8 The hierarchy of IGNFA is as follows:

Post	Grade Pay	No.
Director	Apex	1
Additional Director	10000	1
Professor	10000	2
Additional Professor	8900	6
Associate Professor	7600/8700	6

11.16.9 The IGNFA has demanded upgradation of the post of Additional Director from the SAG to the HAG scale. They have also demanded merger of posts of Associate Professors (GP 7600 and GP 8700) and Additional Professors (GP 8900) so that the posts can be filled at either level. This, it felt, would attract willing officers from the field. To prevent attrition in IGNFA the association has further demanded grant of in-situ promotion to officers whenever they complete the prescribed residency period for higher posts. It is demanded that they be allowed the financial benefit of proforma promotion whenever they are promoted in the State cadre, as applicable. In addition, enhancement of the existing Training Allowance from 30 percent to 40 percent has also been demanded to attract talented and deserving officers to the academy.

*Analysis and Recommendations*

11.16.10 The IGNFA serves as the apex institution for capacity building for IFS personnel. The head of the faculty in the Institution is the Director who is in the apex scale and is supported by one Additional Director and two Professors at the SAG level. The Commission is of the view that the post of Additional Director in IGNFA is placed at an appropriate level. No further recommendation for upgradation is therefore warranted. The Commission is also not in favour of recommending merger of the posts of Associate Professors and Additional Professors as these are decisions best left to the administrative ministry. The Commission is also of the view that since training is a critical activity all efforts should be made to adequately staff training institutions. The demands related to training allowance have been addressed by the Commission in Chapter 8.14 of the Report. The recommendations contained therein shall apply in respect of the faculty of IGNFA.

**Forestry Wing (Technical) of Ministry of Environment and Forest**

11.16.11 The hierarchy of the technical cadre of Forestry Wing is as follows:

Post	Grade Pay	Entry Level Qualification	No.
Assistant Commissioner (Forestry)	6600	By promotion	1
Technical Officer Gr.I	4800	100 percent by promotion	13
Technical Officer Gr.II	4600	M.Sc. + Two years' relevant experience for Direct Recruits (60 percent) 40 percent by promotion from amongst Research Investigator with five years' regular service in the grade. (Composite method of recruitment)	20
Research Investigator	4200	M.Sc. + One year's relevant experience	15

11.16.12 They have made the following demands in respect of the Technical Officers in the Forestry Wing in the Ministry of Environment and Forests:

- i. Merger of the level Technical Officer Grade II (GP 4600) with Technical Office Grade I (GP 4800) and grant of NFU to direct recruit Technical Officers to GP 5400 (PB-2) after four years of service.
- ii. Creation of promotional avenues by increasing the number of posts of Assistant Commissioner (Forestry), which is in the GP 6600;
- iii. Creation of the post of Deputy Commissioner (Forestry) in GP 7600 at par with other ministries like Ministry of Agriculture and Rural Development;
- iv. Creation of posts of Commissioner (Forestry) in GP 8700/8900 replicating the same hierarchy of Scientists of Environment Cadre or merge the Technical (Forestry) and Scientific (Environment) Cadres to harmonize functional needs.

*Analysis and Recommendations*

11.16.13 The Commission is of the view that the demands are in the nature of cadre restructuring and are thus best examined by the concerned departments in the government.

**Andaman and Nicobar Forest Executive Cadre**

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11.16.14 The hierarchy of Andaman and Nicobar Forest Executive Cadre is as follows:

Post	Grade Pay	Entry Level Qualification/Method of Filling
Assistant Conservator of Forests	5400 (PB-3)	
Forest Ranger	4200	BSc/Engineering 66.66 percent - DR 33.33 percent from Deputy Ranger
Deputy Ranger	4200	100 percent by promotion
Forester	2800	Class XII (Science)–100 percent by Direct Recruitment
Head Forest Guard	2400	100 percent by promotion
Forest Guard	2000	Class X -100 percent Direct Recruitment

11.16.15 They have demanded that the post of Forest Ranger of Andaman and Nicobar Islands in the GP 4200 should be upgraded to GP 4600 as it presently lies in the same GP as that of the post of Deputy Ranger. The Association has also demanded Ration Money Allowance for the Andaman and Nicobar Forest Executive Staff as given to Police Personnel of Andaman and Nicobar Administration on the ground that the nature of duties especially with regard to their work in remote and difficult areas are similar to those of police personnel.

*Analysis and Recommendations*

11.16.16 The Commission has noted that the forest subordinate staff of Andaman and Nicobar Islands are between the level of Forest Guard in the GP 2000 and Deputy Ranger in the GP 4200. The overall responsibility of forest subordinate staff lies with the Forest Ranger who also happens to be in the GP 4200 which is same as its feeder post of Deputy Ranger. The Commission is of the view that the government should rationalize the hierarchy of Andaman and Nicobar Forest Executive Cadre so as to ensure a proper command structure. In so far as the demand for grant of Ration Money Allowance to the Forest Executive Staff in the Andaman and Nicobar Islands is concerned, the same is not considered justified.

**Botanical Survey of India (BSI) - Preservation Assistant/Botanical Assistant**

11.16.17 The hierarchy of Fieldman, Senior Head Mali, Preservation Assistant and Garden Supervisor, in respect of whom the demands have been made, are as follows:

Post	Grade Pay	Entry Level Qualification	No. of Posts	Post	Grade Pay	Entry Level Qualification	No. of Posts
Fieldman	1900	X Class	51	Sr. Head Mali	1900	X Class	1

Preservation Assistants' Hierarchy			Garden Overseer Hierarchy			
Hierarchy	Grade Pay	Entry level Qualification	Hierarchy	Grade Pay	Entry level Qualification	Posts
Botanist	4600	MSc Botany or Agriculture				44
Botanical Assistant	4200	MSc (Botany)/1 <sup>st</sup> Class BSc (Hons)/2 <sup>nd</sup> Class BSc with 5 years' experience				91
Senior Preservation Assistant	2800	BSc (Botany) + 2 years' experience	Garden Supervisor	2800		Nil. Posts merged with Senior Preservation Assistant
			Garden Overseer	2400	BSc (Botany)	7
Preservation Assistant	2000	BSc (Botany)				

11.16.18 The association has demanded that the post of Senior Head Mali and Fieldman in the Botanical Survey of India may be upgraded from their present GP 1900 and merged with Preservation Assistant in GP 2000 since all the three categories of posts involves similar job content. A demand has also been made to merge Garden Overseer in the GP 2400 with Senior Preservation Assistant in GP 2800. The Garden Overseer was earlier able to get promoted to Garden Supervisor in GP 2800, which no longer exists, having been merged elsewhere. The demand has been made with a view to recreating a promotional channel for Garden Overseers through sharing of the promotional avenue of Senior Preservation Assistant.

*Analysis and Recommendations*

11.16.19 The Commission has noted that there are 51 posts of Fieldman and only one post of Senior Head Mali in GP 1900 in the Botanical Survey of India. **The Commission accordingly recommends merger of the post of Senior Head Mali with the Fieldman.** However as both

Senior Head Mali and Fieldman are recruited with the entry level qualifications of X, it is not possible to merge their level with that of the Preservation Assistant, who may be performing the same set of duties but enters at GP 2000 with a minimum qualification of BSc in Botany. In so far as the demand for merging Garden Overseers with Senior Preservation Assistant is concerned the Commission has noted that previously Garden Supervisor was merged with Senior Preservation Assistant. Thus Garden Overseers may also be merged with the Preservation Assistant cadre particularly when there are only seven posts of Garden Overseers. **The Commission however recommends the merger of Garden Overseer with Preservation Assistant as both these levels have the same entry level requirement of B.Sc. (Botany). Further the merged post may be enhanced to GP 2400 to protect the present level of Garden Overseer.**

### **Scientific Cadre of Zoological Survey of India (ZSI)**

11.16.20 The hierarchy of ZSI, scientific cadre is as follows:

<b>Hierarchy</b>	<b>Grade Pay</b>	<b>Entry Level Qualification/Method of Filling</b>
Scientist H (Director)	10000	
Scientist G (Director)	10000	FCS
Scientist F (Addl. Dir)	8900	FCS
Scientist E (Jt. Dir)	8700	FCS
Scientist D (Dy. Dir)	7600	FCS
Scientist C	6600	(33 percent DR–66 percent Promotion) - MSc (Zoology)
Scientist B	5400(PB-3)	(33 percent DR–66 percent Promotion)–MSc (Zoology)
Assistant Zoologist	4600	MSc (Zoology) (33 percent DR–66 percent Promotion)

11.16.21 The association in their memorandum has demanded a higher GP 5400 (PB-3) for Assistant Zoologist. There is also a demand for merger of this post with Scientist B in the ZSI as the post is not in the purview of Modified Flexible Complementing Scheme (MFCS). In addition the Scientific Association of the ZSI has demanded merger of the post of Scientist E with Scientist F as the difference between their GP is meagre. The association has also suggested changes in the MFCS to enable Scientist G (GP 10000) to get non-functionally upgraded to Scientist H (HAG) in a time bound manner. They have further demanded that from among Scientist H posts the one earmarked for Director should be placed in the apex scale.

#### *Analysis and Recommendations*

11.16.22 The Commission has noted that post of Assistant Zoologist serves as the feeder post for Scientist B, which in turn is the entry grade into the Group `A` Scientific Cadre. The Commission is therefore of the view that neither can the GP 5400 (PB-3) be granted to Assistant Zoologist nor the post be merged with the Group `A` post of Scientist B. As regards

extension of the scheme of MFCS to Group `B` posts, the entire gamut of issues relating to the Merit Based Promotion Scheme (MBPS) has been covered in Chapter 7.5.

### **Administrative Cadre of ZSI**

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11.16.23 The association has demanded merger of the post of Junior Administrative Officer in the GP 4600 with Administrative Officer in the GP 5400 (PB-3) on the ground that the nature of their duties is similar.

#### *Analysis and Recommendations*

11.16.24 The Commission has noted that post of Junior Administrative Officer serves as the feeder post for Administrative Officer in the GP 5400 (PB-3) and the two are distinct as the post of Administrative Officer forms the entry grade into the Group `A` posts. Therefore, the Commission is of the view that no upgrade is needed.

### **Educational Assistant in National Museum of Natural History, New Delhi**

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11.16.25 A higher GP 4200 has been demanded for Educational Assistant in the National Museum of Natural History, New Delhi as has been given to similar posts in subordinate offices of the MoEF and other departments of the Government of India.

#### *Analysis and Recommendations*

11.16.26 The Commission has observed that the incumbent to the post of Educational Assistant who is directly recruited at the entry GP 2800 must possess a minimum qualification of B.Sc. in Botany and Zoology along with B.Ed. or two years of teaching at high school level. The justification given by the association for this demand is that similar posts in other subordinate offices such as Guide Lecturer, National Gallery of Modern Art with similar entry level qualification are in GP 4200.

11.16.27 It is suggested that a comparative study of the two job profiles be carried out by the ministry to arrive at the precise work content and a judicious view taken thereafter.

## Ministry of External Affairs

## Chapter 11.17

### General Issues

#### Introduction

11.17.1 The Ministry of External Affairs is responsible for the conduct of India's relations with the foreign countries. The ministry is responsible for the country's representation in the United Nations and it advises other ministries and State Governments when the latter have dealings with foreign governments or institutions. The Consular, Passport and Visa (CPV) Division of the ministry provides passport services through Central Passport Organization (CPO) and its network of Passport Offices and Passport Seva Kendras across the country and consular, visa and passport services to overseas Indian/foreign nationals through the Indian Missions and Posts abroad.

#### Personnel Position

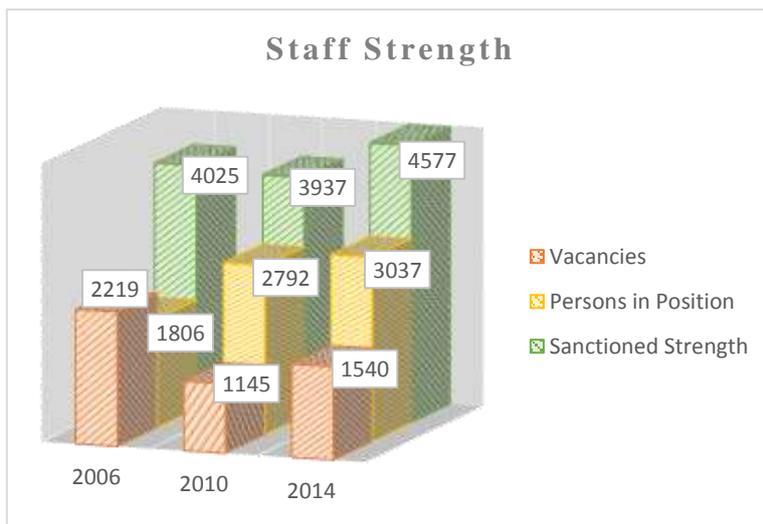
11.17.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of External Affairs, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	1392	1130	262	19
B	2305	1156	1149	50
C	880	751	129	15
<b>Total</b>	<b>4577</b>	<b>3037</b>	<b>1540</b>	<b>34</b>

11.17.3 The above table shows that in overall terms 34 percent of the total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 3037 persons in position (PIP), 2071 employees are pre-2004 recruits and the remaining 966 employees have been recruited on or after 01.01.2004. With over 37 percent of the total persons in position in Group 'A', the Ministry of External Affairs has one of the largest percentage in the Group 'A' category among ministries/ departments of the Government of India.

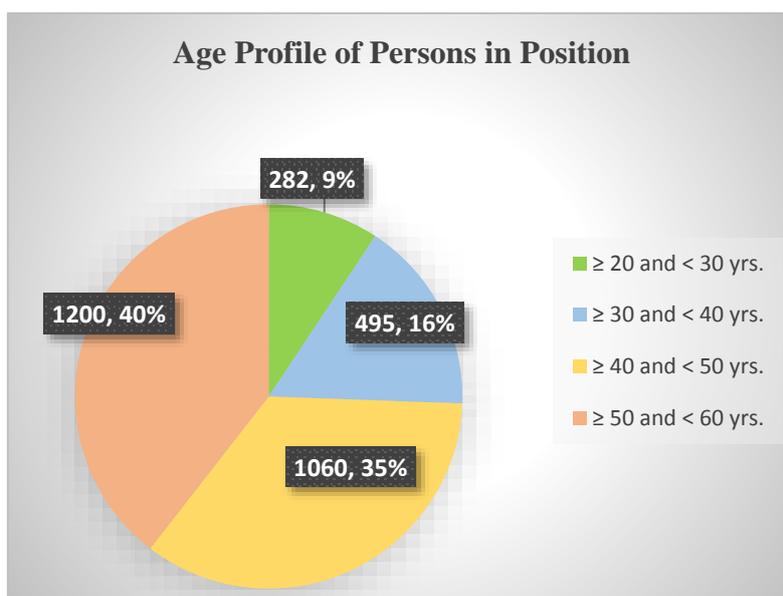
#### Inter Temporal Trend in Position

11.17.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of External Affairs as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.17.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of External Affairs. It indicates that of the 3037 persons in position in the ministry, 1200 employees shall be retiring in next 10 years, which is about 40 percent of the PIP.



### Expenditure on Personnel and Contractual Employees

11.17.6 The following table brings out the expenditure incurred by the Ministry of External Affairs, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013. Expenditure on Salaries and allowances witnessed an increase of 17 percent in the year 2012-13 when compared with the previous year.

(₹ in lakh)			
Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	82435.58	90445.77	106144.55
Expenditure on Contractual Employee	124.33	329.76	504.64
<b>Total</b>	<b>82559.91</b>	<b>90775.53</b>	<b>106649.19</b>

## **Training**

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11.17.7 The Ministry of External Affairs has created a training cell and training infrastructure. It has formulated a training plan for core competencies and specialised competencies for all groups of employees. The ministry has reported that it is evaluating the training being imparted to its employees on a quarterly basis. It has also reported that the objective of the training has been partially fulfilled. An amount of ₹2.54 crore was provided in the budget for the fiscal year 2013-14 against which an expenditure of ₹2.57 crore was incurred.

## ***Cadre Related Issues***

### **Indian Foreign Service, Group `A`**

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11.17.8 They have made the following demands:

#### ***Parity with IAS***

11.17.9 The Indian Foreign Service Group `A` Association has sought parity with the IAS in terms of pay, increments, promotion to senior levels and empanelment to Government of India.

#### ***Analysis and Recommendations***

11.17.10 This issue has been dealt with in Chapter 7.2 and Chapter 7.3.

#### ***Foreign Secretary***

11.17.11 The Association has sought upgradation of the post of Foreign Secretary to Principal Secretary to Government of India with a pay of ₹90,000 (fixed) on the ground that he is the head of the Foreign Service and first among the Secretaries in the Ministry of External Affairs.

#### ***Analysis and Recommendations***

11.17.12 Presently, only the Cabinet Secretary draws a pay of ₹90,000 in the entire civil service. Grant of pay of ₹90,000 (fixed) to the Foreign Secretary will disturb the relativities with other Secretaries/Heads of other Services who are at ₹80,000 (fixed). The arrangement of a number of Secretaries functioning in a ministry with one of them being 'first among Secretaries' exists in other ministries also, and therefore the arrangement is not unique to the Ministry of External Affairs. **The Commission therefore does not agree with the upgradation proposal for the post of Foreign Secretary.**

### ***Extending Medical Facilities to Non-dependents***

11.17.13 Indian Foreign Service (IFS) Officers have represented that full medical coverage should be extended to their parents at the place of their posting abroad, irrespective of the parents' financial/dependency status.

#### ***Analysis and Recommendations***

11.17.14 Dependent parents of IFS Officers are eligible for coverage under Assisted Medical Attendance (AMA) Scheme of the Ministry which provides medical reimbursement for treatment in empanelled hospitals/doctors abroad to all GoI officials who are posted abroad. Aged parents who do not fulfil dependency criteria in India are not given any benefit at the place of posting abroad of the officer. The dependency criteria is determined in accordance with CGHS norms which requires that the total income of the parents through pension or otherwise should not exceed ₹3,500 per month plus applicable DA. IFS Officers have represented that since medical costs are often prohibitively expensive, it is not possible for them to take their aged parents on postings with them at their own cost.

11.17.15 As reflected above, based on the recommendations of the VI CPC, the Government has been contemplating introduction of a Health Insurance Scheme. The Commission observes that there are many global health care insurance companies today who provide comprehensive health care coverage. Through suitable tie ups with these companies, the government may examine the possibility of enhancing the remit of the proposed Health Insurance Scheme to include all the officers/staff and their dependents posted in Embassies/Missions abroad. Needless to state, this should be preceded by a thorough examination of the annual costs involved under the AMA Scheme vis-à-vis likely annual cost under the insurance route. Dependent parents of IFS Officers/staff in Embassies/Missions posted abroad may be given the option for coverage under this Health Insurance Scheme after payment of requisite premium by officers or their parents.

## **Indian Foreign Service, Group 'B'**

### ***Issues Relating to Cadres and Recruitment Rules***

11.17.16 Indian Foreign Service, Group 'B' Officers Association has certain demands with regard to induction of IFS (B) officers into IFS Group 'A'. These include:

- i. merger of Senior time scale posts of IFS Group 'A' with IFS B Grade I posts and fixing of seniority of IFS B Grade I officers in amalgamated senior time scale posts of IFS Group 'A' as per extant rules,
- ii. to fix revised quota of 50 percent of total cadre strength of IFS Group 'A' for induction of IFS B officers in IFS Group 'A' on promotion.
- iii. to start induction of IFS B officers into IFS Group 'A' at Section Officers' level with two years of service in Section Officers grade.

*Analysis and Recommendations*

**11.17.17 The issues raised by the Association are essentially either administrative in nature or in the realm of the cadre structuring, both not in the ambit of the Commission**

**Indian Foreign Service, Group `B` Stenographers**

11.17.18 They have sought:

- i. merger of IFS (B) Stenographers in IFS (B) General cadre
- ii. lateral entry of IFS (B) Stenographers in IFS (B) General cadre, and
- iii. automatic upgrade of 37 Senior PPS and PSOs equivalent posts to the rank of Deputy Secretary/Director.

*Analysis and Recommendations*

11.17.19 The Commission in Chapter 7.1 has made recommendations with regard to the Central Secretariat Stenographers Service. The same shall apply here as well.

**Interpreters' Cadre**

11.17.20 They have sought parity in terms of service conditions and promotional avenues with similarly placed cadres like Legal and Treaties Cadre, etc. To advance their case, they have stated that there is no cadre review for the last 38 years and their career path takes them to just two levels above their induction grade.

*Analysis and Recommendations*

11.17.21 The demand made by the cadre pertains to the cadre restructuring, which is not in the ambit of the Commission.

## *General Issues*

### **Introduction**

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11.18.1 The Ministry of Finance comprises the following five departments:

- i. Department of Disinvestment
  - ii. Department of Economic Affairs
  - iii. Department of Expenditure
  - iv. Department of Financial Services
  - v. Department of Revenue
- i. **Department of Disinvestment:** The Department of Disinvestment was set up as a separate department in December, 1999 and later renamed as Ministry of Disinvestment in September 2001. From May 2004 onwards the Department of Disinvestment is one of the departments under the Ministry of Finance. The mandate of the department is on (i) all matters relating to disinvestment of Central Government equity from Central Public Sector Enterprises (CPSEs) (ii) all matters relating to sale of Central Government equity through offer for sale or private placement in the erstwhile CPSEs.
  - ii. **Department of Economic Affairs:** The Department of Economic Affairs is primarily concerned with monitoring current economic trends and advising government on all matters having a bearing on internal and external economic management. The preparation of the budget of the Union of India and its presentation to the Parliament every year is also the responsibility of the department.
  - iii. **Department of Expenditure:** The Department of Expenditure is the nodal department for overseeing the public financial management system in the Central Government and matters connected with State finances. The business allocated to the department is carried out through its Establishment Division, Plan Finance Division, Finance Commission Division, Office of the Chief Advisor Costs, Controller General of Accounts and Central Pension Accounting Office. The department has under its administrative control the National Institute of Financial Management (NIFM), Faridabad, which is an autonomous body.
  - iv. **Department of Financial Services:** The Department of Financial Services (DFS) is mainly responsible for policy issues relating to Public Sector Banks (PSBs) and Financial Institutions including their functioning, international banking relations, matter relating to National Bank for Agriculture and Rural Development (NABARD), Agriculture Finance Corporation, Co-operative Banks, Regional Rural Banks (RRBs), rural/agricultural credits, financial inclusion, matters relating to Insurance Sector and performance of public sector insurance companies, administration of various Insurance Acts, pension reforms including the National Pension System (NPS), legislative and

other issues regarding the Pension Fund Regulatory and Development Authority (PFRDA)etc.

- v. **Department of Revenue:** The Department of Revenue exercises control in respect of revenue matters relating to direct and indirect Union taxes through two statutory Boards, the Central Board of Direct Taxes (CBDT) and the Central Board of Customs and Central Excise (CBEC). Each Board is headed by a Chairman who is also ex-officio Special Secretary to the Government of India. The Department of Revenue is also entrusted with the administration and enforcement of regulatory measures provided in the enactments concerning Central Sales Tax, Stamp duties and other relevant fiscal statutes. Control over production and disposal of opium and its product is also vested in this department. Tax policies are formulated to mobilise financial resources for the nation, achieve sustained growth of economy, macro- economic stability and to promote social welfare by providing fiscal incentives for investments in the social sector.

### **Personnel Position**

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11.18.2 The number of sanctioned posts in various grades vis-à-vis ‘persons in position’ as on 01.01.2014, as reported by the Ministry of Finance, is as follows:

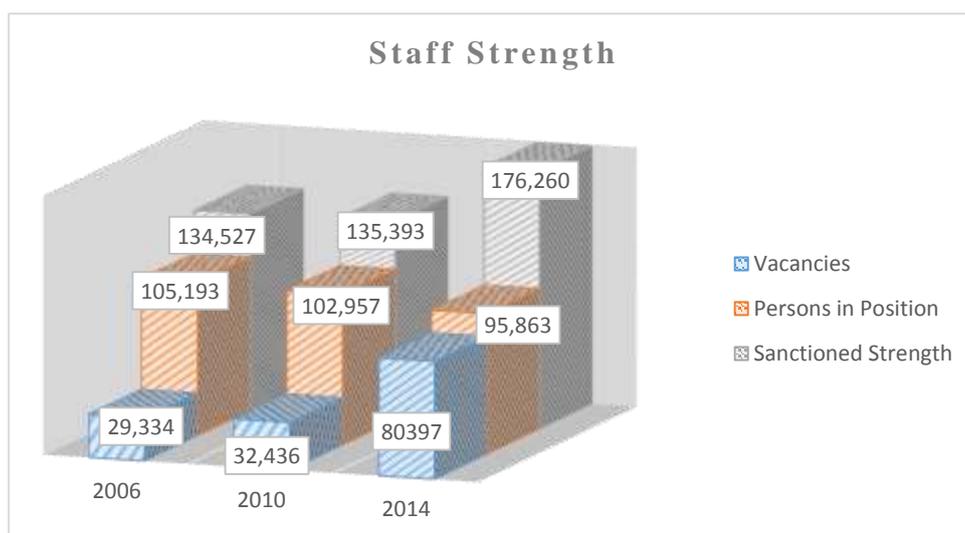
<b>Group</b>	<b>Sanctioned Strength</b>	<b>Persons in Position</b>	<b>Vacancy</b>	<b>Vacancy as %age of Sanctioned Strength</b>
<b>A</b>	12,985	5,847	7,138	55
<b>B</b>	65,508	40,925	24,583	38
<b>C</b>	97,767	49,091	48,676	50
<b>Total</b>	<b>1,76,260</b>	<b>95,863</b>	<b>80,397</b>	<b>46</b>

11.18.3 The above table shows that in overall terms, 46 percent of total sanctioned strength of the five Departments of the Ministry are lying vacant. Of the 95,863 persons in position (PIP), 64,514 employees are pre-2004 recruits and remaining 31,349 persons have been recruited on or after 01.01.2014.

### **Inter Temporal Trend in Position**

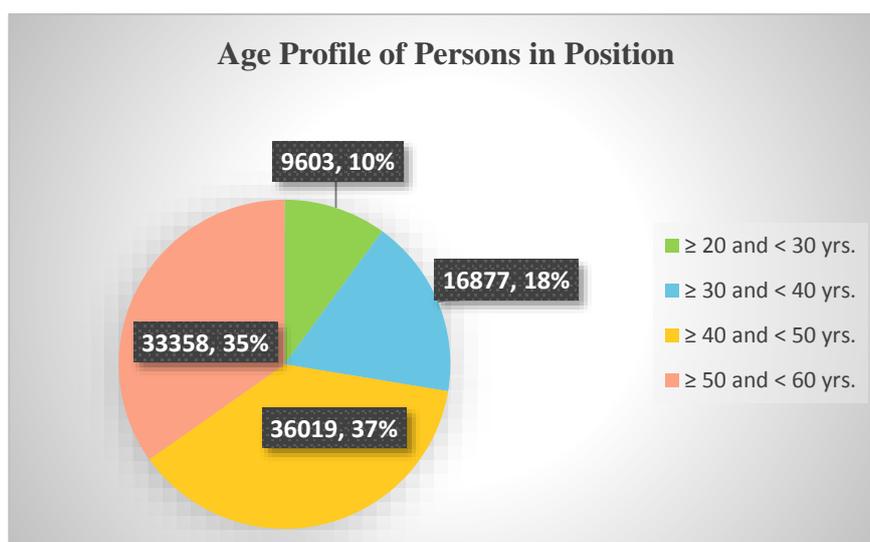
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11.18.4 The following graph indicates the inter temporal position in the Ministry of Finance as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.18.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Finance. It indicates that about 35 percent of the PIP will be retiring within next 10 years.



### Expenditure on Personnel and Contractual Employees

11.18.6 The following table brings out the expenditure incurred by the Ministry of Finance on pay and allowances on the employees working in the five Departments of the Ministry through the years 2010 to 2013.

Particulars	(₹ in crore)		
	2010-11	2011-12	2012-13
Expenditure on Pay and Allowances	4,314.54	4,561.75	5,064.19

## ***Cadre Related Issues***

### **Department of Economic Affairs (DEA)**

#### **Indian Economic Service**

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11.18.7 The Indian Economic Service (IES) is one of the Organised Group `A` Central Services. IES was constituted with the objective of institutionalising a core professional capacity within the government to undertake economic analysis and render advice for designing and formulating development policies, strengthening delivery systems, and monitoring and evaluating the public programmes. The role performed by the service therefore cuts across various ministries and departments. Their cadre posts are primarily in ministries/departments dealing with economic and social sectors. The hierarchy is:

<b>Post</b>	<b>Grade Pay</b>
Principal Adviser/Chief Adviser	Apex
Senior Economic Adviser/Senior Adviser	HAG
Economic Adviser/Adviser	10000
Director/Additional Economic Adviser	8700
Joint Director/Deputy Economic Adviser	7600
Dy. Director/Assistant Economic Adviser/ Senior Research Officer	6600
Assistant Director/Research Officer	5400

#### ***Advance Increments***

11.18.8 The IES Association has demanded that they should be given two advance increments on account of their higher eligibility qualification. The entry level qualification for the IES is post graduate degree in Economics or Applied Economics or Business Economics or Econometrics.

#### ***Analysis and Recommendations***

11.18.9 The Commission notes that entry level qualification has been prescribed keeping in mind the job content for this Group `A` service. Therefore, no special dispensation can be given to IES officers on this count.

#### ***Time Bound Promotion***

11.18.10 IES Officers have demanded creation of more posts at senior levels, and that time bound promotion should be given to them up to HAG level.

#### ***Analysis and Recommendations***

11.18.11 The Commission observes that for the entire Organised Central Group `A` Services taken together, the average percentage of senior duty posts at the Apex and HAG levels stand at 0.29 percent and 2.56 percent, respectively. Against this, in respect of IES officers, these

percentages stand at 1.37 percent and 4.1 percent, respectively. **In this backdrop, the Commission does not make any recommendations in this regard.**

***Re-designation of Posts of IES Officers***

11.18.12 It has been demanded that the posts held by IES officers may be re-designated as follows:

<b>HAG + (Apex)</b>	Principal Economic Adviser and Special Secretary
<b>HAG</b>	Additional Secretary and Economic Adviser
<b>SAG</b>	Joint Secretary and Economic Adviser
<b>NFSG</b>	Director/ Additional Economic Adviser
<b>JAG</b>	Deputy Secretary and Deputy Economic Adviser/Joint Director
<b>STS</b>	Under Secretary and Assistant Economic Adviser/Deputy Director
<b>JTS</b>	Assistant Director

11.18.13 **The Commission observes that the issue relating to re-designation of the posts of IES officers is an administrative one and should be addressed by the concerned cadre controlling authority.**

***Attracting Best Talent for IES***

11.18.14 The Association has suggested that steps should be taken to ensure that the best candidates opt for IES. Towards this end, the Association has demanded:

- i. Pay parity with some benchmark weighted average of corporate sector pay and pay received by an economist in the private sector.
- ii. Deputations to international organisations.
- iii. Creating posts in embassies, government-managed research institutes.

***Analysis and Recommendations***

11.18.15 The Central Government deals with a vast array of subjects. Many department specific services, accordingly, have been constituted to handle these varied sectors. However, in the government system, working in a particular segment does not become the basis for determining pay. Hence, special dispensation in respect of pay with comparators in the private sector cannot be extended to a particular service.

11.18.16 The Commission observes that deputation to international organisations involves consultation and concurrence of borrowing ministry/institutes. DEA has conveyed that the department has been encouraging IES officers to take up assignments in international organisations subject to qualification and overall guidelines of the DoPT. Hence, no recommendations are required.

***Utilising the Experience of IES officers***

11.18.17 It has been demanded that a pool of IES officers may be created for working in the States. It has been argued that if IES officers are brought at the district and state level, they

could become a crucial professional link between the Central and State Governments. The Association has opined that the experience of IES officers should be utilised in various wings of the government viz., Budget Division, Public Debt Management Office, Tax Revenue Administration.

#### *Analysis and Recommendations*

11.18.18 The Commission feels that deployment of IES officers at state level is a long term cadre planning issue and would require consultation with the states. In respect of allowing officers to join PSUs and regulatory bodies is concerned, the Commission notes that officers are allowed to take up job position in these organisations subject to their eligibility. **In any case, these demands are outside the remit of the terms of reference of this Commission, and hence no recommendation is being made.**

#### *Skill Upgradation of IES Officers*

11.18.19 It has been demanded that a dedicated training institute for IES officers should be established. Further, exchange programmes with other countries may be organised on a regular basis. It has also been demanded that the IES officers should be encouraged to acquire degrees in business administration, public policy and other soft skills which would be conducive for the discharge of their responsibilities. For this purpose, government should provide the necessary tie-ups and financing with the best institutions in the world.

#### *Analysis and Recommendations*

11.18.20 **The Commission observes that the skill sets should be in line with the job roles envisaged for the IES.**

### **Economic Officers**

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11.18.21 Economic Officers are feeder posts to the Indian Economic Service. Recruitment to this post is conducted through UPSC on the demand of individual ministry/department. The minimum qualification for this post is Post Graduation in Economics with two years research experience in economic analysis and data management.

11.18.22 They have demanded that the post of Economic Officers may be upgraded from the existing GP 4600 to GP 4800. This demand has been made on the grounds that till the V CPC, parity was maintained between Economic Officers and other considered parallel services viz., Section Officers (SOs) of Central Secretariat Service (CSS).

#### *Analysis and Recommendations*

11.18.23 The Commission observes that EOs were placed in the replacement pay scale of ₹6500-10500 by the V CPC. The VI CPC merged the pay scales of ₹5000-8000, ₹5500-9000 and ₹6500-10500 and placed the posts carrying these pay scales at GP 4200. However, subsequently, the government upgraded all the posts which were in pay scale of ₹6500-10500 to ₹7450-11500 and placed them in GP 4600. On this basis, the posts of EOs were also placed

in GP 4600. **This benefit of upgradation was thus applicable in the case of EOs as well who are placed in the GP 4600.**

11.18.24 The Commission notes that EOs and SOs are disparate cadres and comparison among them is not justified. **Therefore, the Commission recommends normal replacement pay levels for Economic Officers.**

## Department of Financial Services

### Debts Recovery Tribunal

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11.18.25 The Government of India has constituted thirty three Debts Recovery Tribunals (DRTs) and five Debts Recovery Appellate Tribunals (DRATs) across the country to help financial institutions recover their bad debts quickly and efficiently. The DRTs enforce provisions of the Recovery of Debts Due to Banks and Financial Institutions (RDDBFI) Act, 1993 and also Securitization and Reconstruction of Financial Assets and Enforcement of Security Interests (SARFAESI) Act, 2002.

#### *Recovery Inspectors of Debts Recovery Tribunal*

11.18.26 It has been demanded that posts of Recovery Inspectors of DRTs may be up-graded from GP 4200 to GP 4600 at par with the Inspectors of Income Tax.

#### *Analysis and Recommendations*

11.18.27 The Department of Financial Services has conveyed that when the DRTs were established, rules and procedures of Income Tax, 1961 were adopted by the ministry. The duties and responsibilities of Recovery Officers as well as Recovery Inspectors of DRTs were also at par with that of Tax Recovery Officers and Inspectors of Income Tax. The department has stated that when the DRTs were established, the pay scales of Recovery Inspectors of DRTs were kept at par with that of Inspectors of Income Tax and this parity was disturbed with the upgradation of pay scales of Inspectors of Income Tax. The department has conveyed that whereas the VI CPC recommended same grade pay for the both posts, the pay scale of Inspectors of Income Tax was again upgraded to GP 4600, which again disturbed the parity. The Department of Financial Services has recommended upgradation of pay scale of Recovery Inspectors in DRTs at par with Inspectors of Income Tax.

11.18.28 The Commission has examined the Recruitment Rules (RRs) for Recovery Inspectors. The RRs provide that all officers holding analogous posts in Central/State Governments can apply for the post of Recovery Inspectors, on deputation basis. The pool is not limited to Income Tax Inspectors. For the Recovery Inspectors, thus, it may be erroneous to draw pay related parity with Income Tax Inspectors. **The Commission, therefore, recommends normal replacement pay levels for Recovery Inspectors of DRTs.**

#### *Cadre Formation in DRTs across the Country*

11.18.29 It has been demanded that cadre may be formed for all the posts in the DRTs. It has been stated that despite similar hierarchy and similar requirement of educational qualification

across DRTs, Recruitment Rules for all the DRTs are different and in some DRTs, the Recruitment Rules have not come into force.

*Analysis and Recommendations*

11.18.30 The Commission is of the opinion that cadre formation is an administrative issue. **The Commission does not make any recommendation in this regard.**

## **Department of Revenue**

### **Central Board of Direct Taxes (CBDT)**

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11.18.31 The Central Board of Direct Taxes (CBDT) provides essential inputs for policy and planning of direct taxes in India. It is also responsible for administration of direct tax laws through the Income Tax Department. In its functioning, the CBDT is assisted by various Principal Chief Commissioners and Principal Directors Generals/Directors Generals. The Principal Chief Commissioners of Income Tax, stationed all over the country, supervise collection of direct taxes and provide taxpayer services, whereas the Principal Director Generals/Director Generals assist in Administration, Legal Research, Human Resource Development, Training, etc. at the CBDT headquarters. Principal Chief Commissioners of Income Tax are assisted by Chief Commissioners, Principal Commissioners and Commissioners of Income Tax and Principal Director Generals/Director Generals of Income Tax are assisted by Principal Directors/ Directors of Income Tax within their jurisdictions.

#### ***Higher Salary for Revenue Officials***

11.18.32 It has been pointed out that the world over, governments have begun to differentiate between tax organizations and the rest of government. It is important for tax organizations to provide a salary structure comparable to professional agencies with whom the tax officials deal.

*Analysis and Recommendations*

11.18.33 The Commission feels that the Central Government deals with a vast array of subjects. Many department specific services, accordingly, have been constituted to handle these varied sectors. No doubt, revenue generation is an important segment of the government functioning. However, in the government system, working in a particular segment does not become the basis for determining pay. **The Commission does not consider this demand justified.**

#### ***Pay scales of Apex and HAG+ level may be Merged***

11.18.34 It has been demanded that pay scales of Apex and HAG+ level may be merged. It has been argued that there does not appear to be any justification in continuing with both the HAG+ and Apex scales. This is because both the scales are attained when the officers have very limited years of services left. Since the officers get these two scales only in the last one to one and a half years of their career and considerable time is lost in procedural delays, these levels

are available only briefly. In any case, most HAG+ employees go up to ₹80,000/-. In view of this, it has been demanded that the two scales should be merged.

*Analysis and Recommendations*

11.18.35 The Department of Revenue has stated that prior to restructuring the highest post in the cadre was in the HAG. Further, the post of Member (ex-cadre) and Chairman in CBDT are also in the Apex scale. Any merging of pay scales will create imbalance in the hierarchy. **In this view, the Department of Revenue has not supported this demand.**

11.18.36 The Commission has further examined the matter. A snapshot of the cadre restructuring of IRS (IT) is reflected below:

Name of the Post	Pay Scale	Posts		Additional Posts Created
		Pre Re-structuring	Post Re-structuring	
Principal Chief Commissioner IT	Apex	0	26	26
Chief Commissioner IT	HAG+	0	91	91
Principal Commissioner IT	HAG	116	300	184
Commissioner IT	SAG	731	635	-(96)

11.18.37 The Commission observes that after the cadre restructuring of 2013, the IRS (IT) cadre is very well represented at the higher levels. An analysis of the percentage of senior duty posts in Central Service Group `A` vis-à-vis IRS (IT) shows that for the entire Group `A` Services taken together, the average percentage of senior duty posts at the Apex, HAG+ and HAG levels stand at 0.29 percent, 0.5 percent and 2.56 percent, respectively. Against this, in respect of IRS (IT) officers, these percentages stand at 0.65 percent, 2.26 percent and 7.46 percent, respectively, which adds up to 10.39 percent, substantially higher than the prescribed norm of 3 percent for HAG and higher posts. Merger of all HAG+ posts with Apex posts will substantially increase the number of posts in the Apex scale from the present 26 to 117, an increase of 450 percent. **The Commission therefore does not recommend merger of HAG+ and Apex scales.**

11.18.38 The Commission further notes that the cadre restructuring of the IRS (IT) not only increased the number of posts at the Apex/HAG+ levels, it also reduced the number of posts at the level of Commissioner of IT (CIT) from 731 to 635. This entire exercise, thus, has created an anomalous situation with the entire top rung of the IRS (IT) structure—Chairman and Members of CBDT and Principal Chief Commissioners of IT—in identical pay level. On the other hand, reduction of posts at the level of CIT, who are mostly field functionaries, has resulted in making the structure of IRS (IT) somewhat top heavy.

11.18.39 The cadre restructuring exercise was an isolated exercise. Its implication on other similar Group `A` Services was not taken into account. The Commission has received demand from many other services for Apex level posts, citing this case as an example, which have not been agreed to.

**11.8.40 In view of the above, the Commission observes that it may be worthwhile for the Department of Revenue to make a fresh assessment of the cadre structure of the IRS (IT) against the backdrop of functional requirements of the department.**

***Board Chairman to Report Directly to the Minister***

11.18.41 It has been demanded that the Chairman of the CBDT may report directly to the Finance Minister. It has been stated that statutory boards, such as CBDT need not have supervisory departments as it leads to duplication of work and unnecessary procedural delays.

*Analysis and Recommendations*

11.18.42 The Commission observes that the two separate boards of CBDT and CBEC were constituted by Central Boards of Revenue Act, 1963. According to this Act, each such Board shall be subject to the control of Central Government, exercise such powers and perform duties as may be entrusted to that Board by the Central Government. The Commission consulted the Department of Revenue who have stated that this matter has already been examined earlier in the ministry. It was felt that the two Revenue Boards deal with separate areas of taxation, the policies in respect of which need to be properly coordinated and that central tax system has to be viewed, fashioned and organised as a harmonious whole, the work of coordination has to be performed by the Secretary (Revenue) who is in a position to give independent and objective advice from a broader administrative and economic perspective. Since the need to coordinate the policies and the work of the two Boards continue to be essential for strengthening the central tax system, there appears to be no justification to reopen the proposal for making any changes in present hierarchical structure of reporting.

11.18.43 The Commission observes that this matter had been brought before earlier Pay Commissions as well. While examining this issue, the V CPC observed that policies having large financial and revenue implications have necessarily to be formulated by the Department of Revenue because levy of taxes and raising revenue are sovereign functions of the State. Such sovereign functions cannot be delegated to Boards. The VI CPC had also expressed similar opinion on the issue. **The Commission concurs with the views of the earlier Pay Commissions and recommends status quo on this issue.**

***Earmarking Portion of the Revenue for Distribution as Bonus***

11.18.44 It has been demanded that in revenue earning bodies, a specified amount of the collection made in excess of the targeted budget should be distributed as a bonus among the employees of the department in the same manner as paid in service related industries.

*Analysis and Recommendations*

11.18.45 The DoR has stated that Revenue Department cannot be equated with business organizations which pay bonus to their employees on the basis of profit earned by them. **The Commission also observes that adoption of such an approach would lead to needless distortion in the pay structure across services. Keeping this in view, the Commission therefore rejects this demand.**

## **Indian Revenue Service (Income Tax)**

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11.18.46 Indian Revenue Service (IRS) is one of the largest Group 'A' Central Services. Its hierarchy is:

<b>Name of the post</b>	<b>Grade Pay</b>
Principal Chief Commissioner/Principal DG IT	Apex
Chief Commissioner/DG IT	HAG+
Principal Commissioner/Principal Director IT	HAG
Commissioner/ Additional DG/Director IT	10000
Additional Commissioner/Additional Director IT	8700
Joint Commissioner/Joint Director IT	7600
Deputy Commissioner/Deputy Director IT	6600
Assistant Commissioner/Assistant Director IT	5400 (PB-3)

### ***Cadre Restructuring***

11.18.47 It has been demanded that the posts of Chairman and Members should be encadred.

#### *Analysis and Recommendations*

11.18.48 The Commission notes that this was considered by the Group of Ministers in 2013 and was decided then that the posts of Chairman and Members of CBDT would be manned by IRS officers on ex-cadre basis. A view was taken that as these are selection posts, these posts may continue to remain as ex-cadre posts of IRS. **The Commission therefore recommends maintaining status quo on this issue.**

## **Income Tax Officers**

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11.18.49 The hierarchy of Group 'B' and C officers of Income Tax Department is as follows:

<b>Name of the post</b>	<b>Grade Pay</b>
Income Tax Officer—after 4 years of service	5400 (PB-2)
Income Tax Officer	4800
Income Tax Inspector	4600
Executive Assistant	4200
Tax Assistant	2400
Notice Server/LDC	1900
MTS	1800

11.18.50 Associations representing the Income Tax Officers (ITOs) have sought parity with Accounts Officers (AOs) of the Indian Audit and Accounts Department (IAAD) and have demanded that they may be upgraded from GP 4800 to GP 5400 (PB 2). They have also demanded that on promotion as Group 'A' officers, ITOs may be placed in the senior time

scale as Deputy Commissioners as obtaining in the case of Assistant Executive Engineers in CPWD and Section Officers of Central Secretariat. The aforementioned demand has been made on the grounds that an Income Tax Officer (ITO) has the largest spectrum of job profile across all the Central Government Group 'B' Officers.

*Analysis and Recommendations*

11.18.51 The Commission notes that as per the IV CPC and V CPC recommendations, the posts of AOs of the IAAD have been in a higher pay scale than that of the ITOs in the Income Tax Department. As per the IV CPC and V CPC pay scales, the posts of AOs were placed in the pay scale of ₹2375-3500 and ₹7500-12000, respectively and the posts of ITOs were placed in the pay scale of ₹2000-3500 and ₹6500-10500, respectively. However, subsequent to the implementation of the V CPC recommendations, the pay scale of ITOs was upgraded to ₹7500-12000. Again, the VI CPC placed the AOs of IAAD in the GP 5400 (PB-2), whereas, the ITOs were placed in GP 4600. Subsequently, after implementation of VI CPC recommendations, the Grade Pay of ITOs was upgraded to ₹4800. Thus, there was never an absolute parity between the pay scales of ITOs in ITD and AOs of IAAD.

11.18.52 As far as the demand for placing the ITOs in GP 6600 as Deputy Commissioner is concerned, the Commission notes that the post of ITO is a feeder post for the Assistant Commissioner, a Group 'A' entry grade post in the Income Tax cadre at GP 5400 (PB-3). Hence, placing of ITOs on promotion at GP 6600 will disturb the hierarchical structure. **The Commission, therefore, recommends normal replacement levels for ITOs.**

**Income Tax Inspector**

11.18.53 A demand has been made to upgrade the post of Income Tax Inspectors (ITIs) of Income Tax Department (ITD) from GP 4600 to GP 4800 and place them at par with the Assistant Accounts Officers (AAOs) of IA & AD.

*Analysis and Recommendations*

11.18.54 A comparative statement indicating the pay scales of AAO and ITI is as under:

Name of the post	III CPC	IV CPC	V CPC	VI CPC
<b>AAO of IAAD</b>	650-1040	2000-3200	6500-10500 (revised subsequently to 7450-11500)	GP 4800
<b>ITI of ITD</b>	425-800 (revised subsequently to 500-900)	1640-2900	5500-9000 (revised subsequently to 6500-10500)	GP 4200 (revised subsequently to 4600)

11.18.55 In the backdrop of these pay scales of the two posts, the Commission notes that there was never an absolute parity between the pay scales of ITIs of ITD and AAOs of IAAD. In fact, the pay scale of ITIs of ITD have generally been lower compared to that of AAOs of IAAD. **The Commission recommends only replacement pay levels for ITIs.**

### **Indian Revenue Service (Customs and Central Excise)**

11.18.56 The officers of Indian Revenue Service (Customs and Central Excise) [IRS(C&CE)] man posts under the Central Board of Excise and Customs. The Customs Department was manned at the apex level by the officers of the Imperial Customs Service/ Indian Customs Service/ Indian Civil Service. The Central Excise Service (Class I) was created in 1955. Both the services of Indian Customs and Indian Central Excise were merged in 1959 to form the Indian Customs and Central Excise Service. The service was re-designated as the Indian Revenue Service (Customs and Central Excise) in 2004. Their cadre structure is as under:

<b>Name of the Post</b>	<b>Grade Pay</b>
Principal Chief Commissioner/Principal DG	Apex
Chief Commissioner	HAG+
Principal Commissioner	HAG
Commissioner	10000
Additional Commissioner	8700
Joint Commissioner	7600
Deputy Commissioner	6600
Assistant Commissioner	5400 (PB-3)

#### ***Full Functional and Financial Autonomy to CBEC***

11.18.57 It has demanded that CBEC may be granted full functional and financial autonomy. Similar demand has been made by CBDT. **The Commission has already given its opinion on this issue earlier in this chapter.**

### **Central Excise Inspectors**

11.18.58 Their hierarchy is as under:

<b>Name of the Post</b>	<b>Grade Pay</b>
Superintendent of Central Excise/Superintendent of Customs (Preventive) /Appraiser	4800 and 5400 (PB-2) after four years
Inspector (Central Excise)/ Preventive Officer/ Examiner	4600
Executive Assistant	4200
Tax Assistant	2400
LDC	1900
MTS/ Havildar/Head Havildar	1800

11.18.59 It has been demanded that the post of Central Excise Inspectors may be upgraded from GP 4600 to GP 4800 on the pattern of Inspectors of CBI/IB.

### *Analysis and Recommendations*

11.18.60 The Commission notes that similar demand had been made before earlier Pay Commissions as well. The V CPC did not consider the two categories comparable. The VI CPC recommended GP 4200 and GP 4600 for Inspectors of Central Excise/Customs/Income Tax and Inspectors of CBI, respectively. Subsequently, the government, in separate orders, upgraded these pay scales to GP 4600 and GP 4800 for Inspectors of Central Excise/Customs/Income Tax and Inspectors of CBI, respectively. It is clear, therefore, that even after this upgradation, the Grade Pay of Inspectors of CBI remained higher than that of Inspectors of Central Excise/Customs/Income Tax. **The Commission, therefore, recommends only replacement scales to Inspectors of Central Excise.**

### **Superintendent of Central Excise, Customs and Appraisers**

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11.18.61 It has been demanded that the post of Superintendents and Appraisers may be upgraded from GP 4800 to GP 5400 (PB-3) on the grounds of historical parity between the gazetted executive officers of CBI, IB, Central Police Organisations, Enforcement Directorate, Customs, Income Tax and Central Excise.

### *Analysis and Recommendations*

11.18.62 As reflected earlier, the V CPC had specifically noted that no relativity could be established between executive posts in Income Tax and Customs vis-à-vis those existing in CBI/IB. The VI CPC had concurred with the view of the V CPC and stated that although this particular observation was made with reference to the post of Inspector, the same cannot but hold true for the next higher posts in the hierarchies of these organisation.

11.18.63 This Commission agrees with the views of VI CPC on the matter of parity. It also notes that the post of Assistant Commissioner, Customs and Central Excise, which is in the GP 5400 (PB-3) is a promotional post of Superintendent of CBEC. Placing the posts of Superintendent of Customs and Central Excise in GP 5400 (PB-3) will disturb the existing hierarchical structure. **The Commission, therefore, recommends only normal replacement pay level for Superintendents of Central Excise/Customs and Appraisers of CBEC.**

### **Promotions of Superintendents**

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11.18.64 It has been demanded that Superintendents of Central Excise should be granted promotion directly to STS grade having GP 6600. It has also been demanded that thereafter, they should be promoted from the STS directly to post having GP 8700.

### *Analysis and Recommendations*

11.18.65 This demand for promotion of the Superintendents directly to Senior Time Scale of the Indian Revenue Service (Central Excise) was placed before the V CPC also. The V CPC felt that the demand, if accepted, would have repercussions in all Group `A` services and could conceivably result in a dilution of this Group `A` service, which would not be desirable. The V CPC further stated that the balance of advantage would lie in maintaining the status quo.

11.18.66 As already mentioned in the previous paragraph, the promotional post of Assistant Commissioner for the Superintendents is in the GP 5400 (PB-3). Hence, grant of STS GP 6600 to Superintendents on their promotion and subsequently, granting them promotion to GP 8700, i.e., higher than the Group 'A' entry post of Assistant Commissioner, will not be feasible. In any case, a minimum residency period is required in JAG (GP 7600) for promotion to NFSG (GP 8700). **The Commission therefore recommends normal replacement pay level only to Superintendents of Central Excise.**

### **Promotions to Superintendents**

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11.18.67 It has been demanded that Superintendents of Central Excise should be allowed a minimum of five functional promotions after joining the post of Inspectors (the post of Inspector is the feeder grade for the post of Superintendent). If five functional promotions are not possible, they should be granted at least five in-situ promotions in the hierarchy of functional promotion. The alternative demand is for dynamic/flexible promotion scheme to be devised so as to grant at least five upgradations in the promotional hierarchy. The Association has requested the Commission to recommend creation of unorganised Group 'A' post as it exists in the provincial services of the states as well as the Central Police Organisations so that officers in the department get some relief from acute stagnation.

#### *Analysis and Recommendations*

11.18.68 The Commission notes that a study team has been constituted by the CBEC to do exhaustive examination of the stagnation in Group 'B' executive grades and suggest measures. It further notes that as part of the cadre re-structuring exercise of 2013, 2118 temporary posts of Assistant Commissioners in GP ₹5400 (PB-3) have been created, which are to be filled up 100 percent by promotion of Superintendents of Customs (Preventive)/ Central Excise/ Appraisers. **The Commission observes that this move would provide adequate career progression for these feeder cadres viz., Superintendents and Inspectors of Customs and Central Excise.**

### **Percentage of Direct Recruitment in post of Assistant Commissioner**

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11.18.69 It has been demanded that the Direct Recruitment Quota in the post of Assistant Commissioner may be reduced from 50 percent to 10 percent.

#### *Analysis and Recommendations*

11.18.70 The Commission notes that one of the attributes of an Organised Group 'A' Service is that direct recruitment cannot be less than 50 percent. Reduction in the percentage direct recruitment below 50 percent will adversely affect the status of IRS (C&CE) as an Organised Group 'A' Service. **In this backdrop, the Commission would not recommend reduction in the Direct Recruitment Quota as demanded by the Association.**

## **Drivers of Customs and Central Excise**

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11.18.71 Drivers of Customs and Central Excise have demanded amendment in their Recruitment Rules to enable their promotion to higher posts in the department such as Tax Assistant. The drivers have represented that the VI CPC had emphasised the need to make the cadre of drivers multi-skilled, enhancing their chances of further career progression.

### *Analysis and Recommendations*

11.18.72 The hierarchy of drivers is as under:

<b>Name of the post</b>	<b>Grade Pay</b>
Special Grade	4200
Grade I	2800
Grade II	2400
Ordinary Grade	1900

11.18.73 The Department of Revenue, whose views were sought by the Commission, has intimated that Drivers in Customs and Central Excise have sufficient promotional avenues and hence, there is no need to allow promotion of drivers into ministerial grades, which may create shortage of drivers in the department. **The Commission agrees with the views of the department and does not make any recommendation in this regard.**

## **Central Revenues Control Laboratory (CRCL)**

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11.18.74 Central Revenues Control Laboratory (CRCL) functions under CBEC, Department of Revenue, Ministry of Finance. It is headed by Director (Revenue laboratories), which is a Joint Secretary level position. It has 12 laboratories in various cities with its headquarters in New Delhi. The laboratories analyse the samples sent to them by the Revenue Authorities of Customs and Central Excise for classification under customs tariff, central excise tariff, etc. They also provide technical support to Opium and Alkaloid Factories for production of Export Opium.

11.18.75 It has been demanded that the post of Chemical Assistant (CA) be upgraded from GP 4200 to GP 4600. The demand is based on the grounds of high entry qualification requirement of M.Sc. in Chemistry + One year's experience. Another demand relates to upgradation of post of Assistant Chemical Examiners (ACEs) from the GP 4600 to GP 4800.

*Analysis and Recommendations*

11.18.76 Their hierarchy is as under:

Name of the Post	Grade Pay
Director (Revenue Laboratories)	10000
Joint Director	8700
	7600
Chemical Examiner Grade I	6600
Chemical Examiner Grade II	5400 (PB-3)
Assistant Chemical Examiner	4600
Chemical Assistant	4200

11.18.77 The Commission notes that prior to VI CPC, there existed posts of Chemical Assistant Grade II and Chemical Assistant Grade I in pay scales of ₹5000-8000 and ₹5500-9000, respectively. As part of the de-layering exercise, the VI CPC recommended merger of pay scales of ₹5000-8000, ₹5500-9000 and ₹6500-10500 and placed them at GP 4200. This merger of scales was not unique to posts of CRCL only. The VI CPC also recommended that if due to functional considerations, it is not feasible to merge all the posts in these three pay scales, the posts in the scale of ₹5000-8000 and ₹5500-9000 should be merged and the post in the scale of ₹6500-10500 should be upgraded to the next higher grade in the GP 4600, corresponding to the pre-revised pay scale of ₹7450-11500. On this basis, the posts of Chemical Assistants Grade II and Grade I in pay scales of ₹5000-8000 and ₹5500-9000, respectively, were merged and given GP 4200. The post of Assistant Chemical Examiner which was placed in the scale of ₹6500-10500 was upgraded to the pre-revised pay scale of ₹7450-11500 and placed in the corresponding GP 4600. Thus, as result of the VI CPC recommendations the pay scales of both these posts viz., Chemical Assistants and Assistant Chemical Examiners were upgraded. **In the above backdrop, the Commission recommends only replacement pay levels to Chemical Assistants and Assistant Chemical Examiners of the CRCL.**

**Customs Marine Department under CBEC**

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11.18.78 Marine Wing is a small formation of CBEC under Ministry of Finance. The wing is responsible for operation and maintenance of high speed vessels equipped with advance technology exclusively used for anti-smuggling activities, surveillance at the sea including major and minor ports of Indian coastal areas. These vessels are maintained by technical/non-technical staff.

11.18.79 It has been averred that anomalies have arisen due to placement of various feeder and promotional posts in the same grade pay. It has been demanded that these anomalies prevailing in various posts - Skipper and Skipper Mate, Launch Mechanic and Engine Driver, Sukhani and Tindel - be removed. Another demand is for upgradation of the post of Engineer Mate from GP 2800 to GP 4600 at par with the post of Skipper Mate as the duties and responsibilities are similar.

*Analysis and Recommendations*

11.18.80 The hierarchy of the posts is as under:

Name of the Post	Grade Pay
Skipper/Skipper Mate/Engineer/Store Officer	4200
Foreman/Senior Store Keeper	4200
Engineer Mate/Artisan	2800
Launch Mechanic/Engine Driver/Sukhani/Tindel/ Vehicle Driver/Draftsman/Store Keeper	2400
Senior Deck Hand	2000
Greaser/Seaman/Tradesman/Assistant Store Keeper	1900

11.18.81 The Commission notes that the placing of feeder and promotional posts in the same Grade Pay has arisen due to merging of scales by the various pay commissions as a result of delayering exercise. This issue is not unique to Marine Organisation but exists among various other cadres. As far as the demand for upgradation of the post of Engineer Mate to GP 4600 at par with Skipper Mate is concerned, the Commission observes that since IV CPC, the pay scale of Skipper Mate has always been placed higher than that of Engineer Mate. **In this backdrop, the Commission recommends normal replacement pay levels for posts at all levels in Marine Organisation.**

**Central Economic Intelligence Bureau**

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11.18.82 Established in 1985, the Central Economic Intelligence Bureau (CEIB) is a nodal agency for coordinating and strengthening the economic intelligence and enforcement activities under the Department of Revenue. CEIB administers the Conservation of Foreign Exchange and Prevention of Smuggling Activities (COFEPOSA) Act, 1947.

11.18.83 They have demanded upgrade of the post of Intelligence Officers (IOs) from GP 4600 to GP 4800. It has been pointed out that Inspectors from CBDT and CBEC, who have a minimum of four years' experience in the field in the GP 4600, are eligible for appointment as Intelligence Officer under CEIB. It has been stated that since the Inspectors in CBDT and CBEC are already in the GP 4600, they do not show inclination to join CEIB after gaining four years of experience in their respective department. This has resulted in vacancies in the posts of Intelligence Officers, which forms the middle and functional level of CEIB. It has been argued that upgrading the posts to GP 4800 would give one step up for the officers selected on deputation basis and attract them to join CEIB.

*Analysis and Recommendations*

11.18.84 The Commission observes that a Committee under Mr. S.S. Khan, Retired Member of CBDT, was set up to strengthen the Central Economic Intelligence Bureau. This Committee had observed that the job requirement for Intelligence Officers (IOs) had undergone a change which should have also been reflected in the eligibility conditions. The Commission notes that

the changed eligibility condition would have broadened the pool of eligible candidates, beyond the officers of CBDT/CBEC, for selection as IOs.

11.18.85 Department of Revenue has stated that the CEIB has not yet explored recruitment to the post of IOs with changed eligibility conditions, as suggested by the Khan Committee and has opined that the demand for upgradation of the post is not justified. **In this backdrop, the Commission recommends replacement pay levels only for the posts of Intelligence Officers of CEIB.**

### **Customs Excise and Service Tax Appellate Tribunal (CESTAT)**

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11.18.86 CESTAT was created to provide an independent forum to hear the appeals against orders passed by the Commissioners of Customs and Excise relating to Service Tax. The Tribunal is also empowered to hear the appeals against orders passed by the designated authority with regard to Anti-Dumping Duties under the Customs Tariff Act, 1975. The headquarters as well as the Principal Bench of the CESTAT are in Delhi with its 5 regional benches at Ahmadabad, Mumbai Kolkata, Chennai and Bangalore.

#### ***President***

11.18.87 It has been demanded that the pay scale of President, CESTAT be upgraded to ₹90,000 from the present ₹80,000.

#### ***Analysis and Recommendations***

11.18.88 The Commission notes that pay scale of President, CESTAT varies depending upon the status of the incumbent. The Commission notes that in case a retired Chief Justice of any High Court is selected as President, his/her salary is fixed at ₹90,000. In case a retired Justice of High Court is selected as President, his/her salary is fixed at ₹80,000. The Commission notes that this pattern is not unique to CESTAT. This pattern prevails in various other commissions, tribunals, etc. **The Commission would not like to disturb this parity and would therefore recommend normal replacement level for the President, CESTAT.**

#### ***Members***

11.18.89 A demand has been made to raise the pay scale of Members of CESTAT from HAG+ to Apex Scale, drawing parity with Members of Central Administrative Tribunals (CAT).

#### ***Analysis and Recommendations***

11.18.90 The Commission notes that when a retired Judge of High Court is selected as President, his/her salary is fixed at ₹80,000. Thus, in such cases, upgrading the pay scale of Members, CESTAT to ₹80,000 will create an anomalous situation since this may place both the President and Members of CESTAT in the same pay scale. **The Commission therefore recommends normal replacement pay levels for Members of CESTAT.**

**Registrar, Deputy Registrar, Assistant Registrar, Court Master and Head Clerks**

11.18.91 It has been demanded that the post of Registrar, CESTAT may be upgraded from GP 7600 to GP 8700/10000 on the pattern of CAT. It has also been demanded that the post of Deputy Registrar be upgraded from GP 6600 to GP 7600. The reference point in this case is National Consumer Dispute Redressal Form. Drawing parity with Debts Recovery Tribunal, it has been demanded that post of Assistant Registrar may be upgraded from GP 5400 (PB-3) to GP 6600. Pay upgradations have also been demanded for the posts of Court Master (from GP 4200 to GP 4800), Head Clerk (from GP 4200 to GP 4600) drawing parity with Court Officer in CAT and Senior Assistant in District Courts, respectively.

*Analysis and Recommendations*

11.18.92 In respect of the demand for upgradation of the post of Registrar the Department of Revenue has conveyed that Staff Inspection Unit, in its Report, had recommended to provide an intermediate level post of Joint Registrar with GP 7600 in CESTAT. The department has opined that the matter may not be taken up without carrying out cadre re-structuring as both the posts—Registrar and Joint Registrar - would result in the same grade pay. In respect of the demand for upgradation of posts of Assistant Registrar and Court Master, the department has stated that these matters are sub-judice before CAT, Principal Bench in OA No.1672/2014 and OA No.2897/2013, respectively. The Commission notes that different organisations perform different functions. Enough functional justification must precede parity in pay scales. **The Commission therefore recommends normal replacement levels for these posts of CESTAT.**

**Government Opium and Alkaloid Works (GOAW)**

11.18.93 Government Opium and Alkaloid Works (GOAW), Neemuch, is an industrial establishment engaged in manufacturing of various lifesaving drugs by processing opium through a chemical process. Their hierarchy is as under:

<b>Name of the Post</b>	<b>Grade Pay</b>
Senior Scientific Assistant	4200
Junior Scientific Assistant	2800
Technician Grade-I and Laboratory Assistant	2400
Technician Grade-II, Electrician, Laboratory Attendant, Timekeeper	1900
Skilled worker, Semi-Skilled Worker, Unskilled, worker, Carpenter and Weigh Man, Cook Tea Maker, Wash Boy, Dish Cleaner, Ward Boy/Dresser in Dispensary	1800

**Higher GP for Workers**

11.18.94 Skilled Worker, Semi-Skilled Worker, Unskilled Worker, Carpenter, Weigh man, Cook, Tea Maker, Wash Boy, Dish Cleaner, Ward Boy, Dresser, placed in the GP 1800 have demanded GP 1900 on the ground of educational qualification and experience and also skilled

nature of job. They have also cited parity with other cadres viz., Skilled workers, Gang men and Khalasi in the Ministry of Railways, who are in GP 1900.

*Analysis and Recommendations*

11.18.95 The Commission notes that this broad category encompasses a family of large group of workers- from unskilled, semi-skilled to skilled. The Commission observes that VI CPC has already upgraded these posts and placed them in Group 'C.' **The Commission therefore recommends normal replacement pay levels for these posts.**

***Technician Grade-II***

11.18.96 Technicians Grade-II (TG-II) have demanded a GP 2400 from the existing GP 1900 on the grounds of technical nature of work and qualification along with responsibilities to carry out technical operations in chemical processing. They have also sought parity with posts of Junior Artist Gr-II in Ministry of Defence, Assistant Grade-II of Kolkata Mint under the Department of Economic Affairs and Field man in the Department of Animal Husbandry of UT Administration, Puducherry.

*Analysis and Recommendations*

11.18.97 The Commission notes that as per the Recruitment Rules, the required educational qualification for TG-II is Class X with Science (Physics and Chemistry) or Class VIII standard with six years' of experience in any chemical/pharmaceutical plant. **In view of the prescribed educational qualification and the job profile, the Commission recommends normal replacement pay levels for Technicians Grade II of GOAW.**

***Technician Grade-I***

11.18.98 Technicians Grade-I (TG-I) have demanded upgradation from GP 2400 to GP 2800 on the ground that one of the educational qualifications for the post is B.Sc. It has been pointed out that posts having educational qualification of B.Sc. were upgraded by VI CPC to GP 2800. It has been argued that the officers with the same qualifications in other departments viz., Ministry of Health and Family Welfare and Department of Posts are placed in GP 2800.

*Analysis and Recommendations*

11.18.99 The Commission notes that the educational qualification required for this post, as per the Recruitment Rules of GOAW, is as follows. *B.Sc. (with Chemistry and Physics) OR ITI certificate with five years' experience in respective trade OR Middle class with 1<sup>st</sup> class certificate of competency in Boiler Attendant Trade with one year experience of boiler operation OR Middle class with 2<sup>nd</sup> class certificate of competency in Boiler Attendant Trade with five years' experience of boiler operation.* The Commission notes that essential educational qualification for the post of TG-I varies widely. Even a middle class with requisite experience is eligible for the post of TG-I. **In this backdrop, the Commission recommends normal replacement level for TG-I.**

### ***Junior Scientific Assistants***

11.18.100 Junior Scientific Assistants (JSA) have demanded a GP 4200 from the existing GP 2800 on the grounds of higher qualification of M.Sc (Organic Chemistry). Parity has been sought with other posts in Ministry of Railways, Botanical Survey, DRDO, Central Drugs Laboratory and Directorate of Plant Protection, who are in higher GP 4200/4600.

11.18.101 The Commission has expressed its views on demands of parity between different posts existing in different organisations in previous paragraphs. Further, the Commission notes that Technician Grade I, the feeder cadre for JSA, a Higher Secondary qualification and five years' service are also eligible for the post of JSA. **In this backdrop, the Commission recommends normal replacement pay levels only for JSA of GOAW.**

### ***Senior Scientific Assistants***

11.18.102 Upgradation of Grade Pay from the existing GP 4200 to GP 4600 has been demanded for Senior Scientific Assistants (SSA) on the grounds that Junior Scientific Assistants, Senior Scientific Assistants and Assistant Foreman are in the middle level supervisory cadre possessing higher qualification like M.Sc. in Chemistry, Diploma in Mechanical, Electrical and Civil Engineering. It has been argued that holder of these posts are not being adequately compensated commensurate with their qualification and highly skilled nature of work. A comparison has been drawn with their counterparts in other organisations like in Railways, Central Revenue Control Laboratories, Botanical Survey etc.

### ***Analysis and Recommendations***

11.18.103 **The Commission has already expressed its views on the demand for parity while examining the demand for upgradation of grade pay of JSAs which is feeder grade for SSAs. In this backdrop, the Commission recommends only normal replacement level for the posts of SSAs.**

### **Competent Authority and Administrator (CAA)**

11.18.104 Competent Authority and Administrator (CAA) carries out forfeiture of properties of drug traffickers under Narcotic Drugs and Psychotropic Substances (NDPS) Act, 1985 and of Smugglers under Smugglers and Foreign Exchange Manipulators (Forfeiture of Property) Act, 1976. CAA has four offices in India.

### ***Inspector***

11.18.105 It has been demanded that post of Inspectors of the CAA may be upgraded from GP 4200 to GP 4600 at par with Inspectors of CBDT/CBEC. It has been pointed out that the pay scale of Inspectors of CAA was at par with that of Inspectors of CBEC/CBDT till 21.04.2004, when pay scales of the Inspectors of CBDT/CBEC were upgraded to ₹6500-10500. It has been argued that the posts of Inspectors in CAA and CBDT/CBEC were treated as analogous and the Inspectors of the CAA were drawn from CBDT/CBEC on deputation basis. However, this disparity in the pay scales has become a huge hindrance in attracting the capable officers of both CBDT and CBEC on deputation.

### *Analysis and Recommendations*

11.18.106 The Commission notes that as per the recruitment rules for the post of Inspectors of CAA, not only Inspectors of Income Tax/Customs and Central Excise are eligible but also Inspectors of Narcotics and Sub-Inspectors of Police/CBI, both of whom are in GP 4200, are also eligible for consideration as Inspectors of CAA on deputation basis. **In the above backdrop, the Commission recommends only replacement pay level to Inspectors of CAA.**

### *Special Incentive Allowance/pay for Officers of Enforcement Directorate*

11.18.107 It has been demanded that Special Incentive Allowance/pay provided to officers of IB, CBI, etc. should also to be given to officers of IT, ED, DRI, Customs, Excise, etc. since they also collect intelligence inputs and conduct discreet enquiry and thus face risk/threat to life.

### *Analysis and Recommendations*

11.18.108 The Department of Revenue has conveyed that the Directorate of Enforcement (ED) is the premier investigating agency mandated by the Govt. to implement and enforce the provisions of two special Statues viz., Foreign Exchange Management Act, 1999(FEMA) and Prevention of Money Laundering Act, 2002(PMLA). It has also been stated that in view of differential incentive structure between ED and CBI, it has become difficult for the Directorate to fill up the deputation quota posts. The Department of Revenue has recommended that the staff of ED, whose duties are of similar nature, merit grant of Special Incentive Allowance at par with their counterparts in CBI and NIA.

11.18.109 The Commission has recommended a new matrix for payment of Risk and Hardship Allowances depending upon the degree of risk and hardship involved in a particular job profile. **The Commission recommends that Department of Revenue should assess the risk profile of the officials of Enforcement Directorate at various levels and thereafter make a case to Ministry of Finance for grant of risk and hardship allowance, if any, to them as per an appropriate cell in the matrix.**

### **Income Tax Settlement Commission**

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11.18.110 Income Tax Settlement Commission (ITSC) resolves tax disputes in respect of Indian Income Tax and Wealth Tax Laws. ITSC consists of a Principal Bench at Delhi and six additional benches, two each at Delhi and Mumbai and one each at Chennai and Kolkata.

11.18.111 It has been demanded that the Members of ITSC may be upgraded from HAG to Apex scale. It has been stated that the posts of Member ITSC and Member CBDT were in identical pay scales till the V CPC. Subsequently, pay scale of Member CBDT was upgraded, but the post of Member ITSC was not upgraded. After cadre restructuring of the Income Tax Department in 2013, the posts of Chief Commissioner Income Tax (CCIT) have been placed in the HAG+ scale. Some of the CCIT are promoted as Principal CCIT and are placed in the apex pay scale. These CCITs are also appointed as Members of ITSC but in a lower pay scale of HAG thus creating an anomalous situation.

### Analysis and Recommendations

11.18.112 The Commission notes that the pay scale of Members of ITSC is at par with the pay scale of Principal Commissioners IT (₹67000-79000) who are also qualified, along with the CCIT and Principal CCIT, for appointment as Member ITSC. However, the rules provide that if a Member, on the date of his appointment to the ITSC, is in service under the Central Government, he shall seek retirement from such service before join the ITSC. The Commission further notes that for the Member, CBDT, regular service of at least one year is required in HAG whereas no such condition is required for the post of Member, ITSC. The post of Member ITSC and Member CBDT/Principal CCIT/CCIT/Principal Commissioner IT, thus, are governed by different sets of Recruitment Rules/Service Conditions. Hence, these posts cannot be compared/equated in terms of pay scale. **The Commission recommends replacement pay scales for Members of ITSC.**

## Department of Expenditure

### Controller General of Accounts (CGA)

11.18.113 Controller General of Accounts (CGA) is the principal Accounts Adviser to the Government of India and is responsible for establishing and maintaining a sound management accounting system. CGA lays down the principles and procedures of internal audit and supervises the internal audit mechanism in various civil ministries.

### Indian Civil Accounts Service

11.18.114 Officers of Indian Civil Accounts Service (ICAS) perform government wide accounting, internal auditing and financial reporting in civil ministries of the Central Government.

**Table: Hierarchy of Indian Civil Accounts Service (Group 'A')**

Name of Post	Scale/Grade Pay
Controller General of Accounts	Apex pay scale
Additional Controller General of Accounts	HAG+
Principal Chief Controller of Accounts	HAG
Chief Controller of Accounts/Joint Controller General of Accounts	SAG
Controller of Accounts/Deputy Controller General of Accounts	NFSG/JAG
Deputy Controller of Accounts/Assistant Controller General of Accounts	STS
Assistant Controller of Accounts	JTS

### Demands of Indian Civil Accounts Service

11.18.115 ICAS officers have submitted various demands relating to their service which have been examined in the following paragraphs.

- i. **Parity between all Group ‘A’ services:** ICAS officers have demanded parity in promotion and career development vis-à-vis officers of Central Services Group ‘A’, IAS, IFS, etc. **The Commission notes that this is a general demand made by Central Services Group ‘A’ in their representations. The subject has been examined in Chapter 7.3 of the Report.**
- ii. **Upgradation of posts:** It has been stated that the promotional prospects of ICAS officers are grim as compared to other services like IAS, IFS, IAAS, IRS, IC&CES etc. It has been pointed out that there is only one position at apex level in the ICAS. It has been urged that 9 posts in CGA Office/ Ministries (2 posts of HAG+, 6 posts of HAG and 1 post of SAG) may be upgraded to Apex level. Further, it has been demanded that 10 SAG level posts in Ministries may be upgraded to HAG level and 4 posts (3 NFSG level and 1 JAG level) in Ministries may be upgraded to SAG level. In addition to this, 9 new positions (4 at NFSG and 5 at SAG levels) have been demanded. The Commission notes that this is a matter relating to cadre re-structuring. The Commission further notes that cadre review of the Indian Civil Accounts Services has been carried out recently. **The Commission, therefore, does not recommend upgradation of posts.**
- iii. **Integration of Financial/Cash/Budget wings with Civil Accounts Organisation**  
It has been demanded that the functions relating to Financial, Cash and Budget wings may be integrated and merged with the Civil Accounts Organisation to enable effective financial administration in the civil ministries. It has been stated that barring Defence, P&T and Railways, all Financial Advisers (FA) & Chief Accounting Officers (CAO) should be part of Indian Civil Accounts Service (ICAS). It has been further been stated that the proposed system will play a more meaningful and effective role in allocation of funds, monitoring of expenditure and evaluation of resources. **The Commission notes that this is an administrative matter and hence outside the remit of this Commission.**

# Ministry of Food Processing Industries

## Chapter 11.19

### General Issues

#### Introduction

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11.19.1 The Ministry of Food Processing Industries was set up in July 1988, with the vision of providing safe, hygienic, nutritious and quality processed food items for domestic as well as export markets. In the year 1999, it was brought under Ministry of Agriculture as a department. It was again upgraded as Ministry in September, 2001. The mission of the ministry is to achieve higher level of processing, value addition and enhanced share in global trade through decentralisation and partnerships. Incentivising states for developing promotional policies, financial and fiscal incentives and creating modern infrastructure facilities including integrated supply chain. The functions of the ministry can broadly be classified under policy support, development initiative and promotional activities.

#### Personnel Position

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11.19.2 Number of sanctioned posts in various grades vis-à-vis 'persons in position' as on 01.01.2014, as reported by the ministry, is as follows:

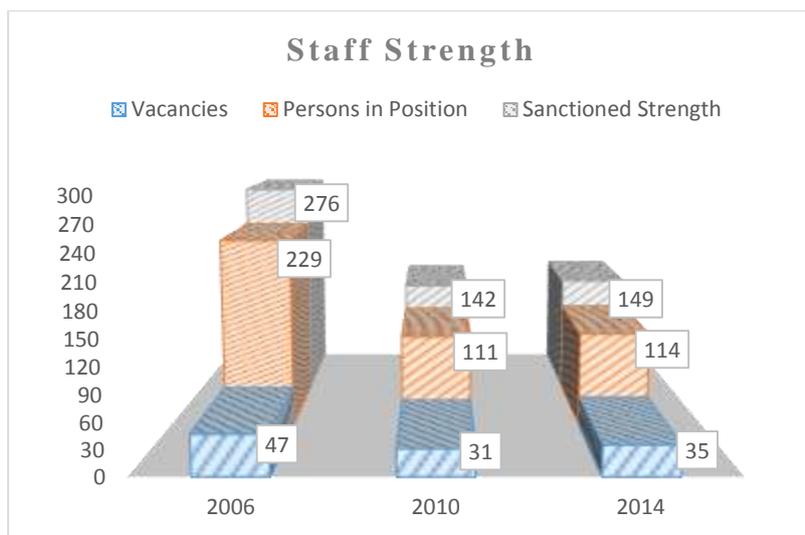
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	45	42	3	7
B	49	30	19	39
C	55	42	13	24
<b>Total</b>	<b>149</b>	<b>114</b>	<b>35</b>	<b>23</b>

11.19.3 The above table shows that in overall terms 23 percent of total sanctioned strength of the ministry is lying vacant.

#### Inter Temporal Trend of Personnel

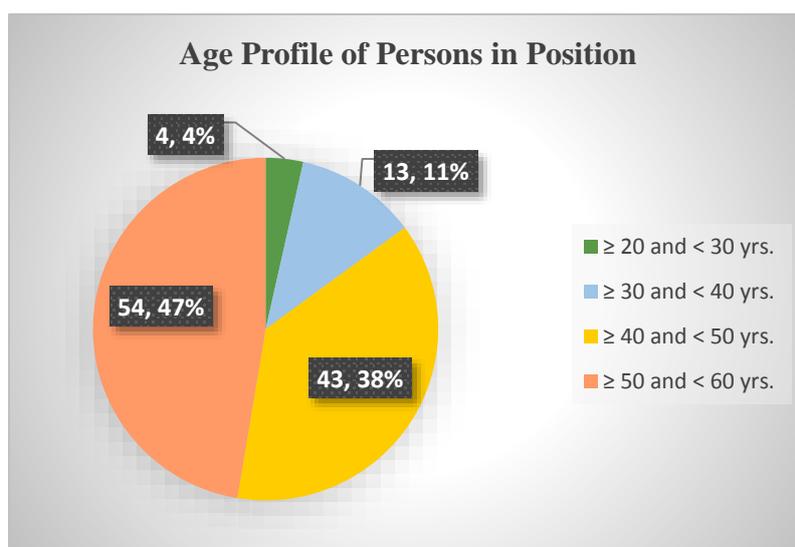
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11.19.4 The following graph indicates the inter temporal position in the ministry as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.19.5 The following chart bring out the age profile of the persons in position in the ministry. As reported by the ministry, of 114 persons in position as on 01.01.2014, 54 persons (47 percent of PIP) shall be retiring in the next 10 yrs. Only 10 persons are post 01.01.2004 recruits.



### Expenditure on Personnel and Contractual Employees

11.19.6 The following table brings out the expenditure incurred by the Ministry of Food Processing Industries on salaries and allowances on the employees working in the ministry along with expenditure incurred by it on manpower engaged on contractual basis through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	662.45	683.80	945.64
Expenditure on Contractual Employees	58.97	55.38	68.54
<b>Total</b>	<b>721.42</b>	<b>739.18</b>	<b>1014.18</b>

11.19.7 It can be seen from the above table that while the increase in expenditure incurred on manpower in the year 2011-12 was marginal compared to the previous year, in the year 2012-13, there was a sharp increase of about 40 percent on this account over the previous year.

### **Training**

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11.19.8 The ministry has not formulated any training plan. No budget provision on this account has been made in the year 2013-14.

## Ministry of Health and Family Welfare Chapter 11.20

### *General Issues*

#### **Introduction**

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11.20.1 The Ministry of Health and Family Welfare is responsible for implementation of various programmes on a national scale in the areas of health and family welfare, prevention and control of major communicable diseases and promotion of traditional and indigenous systems of medicines. In addition, the ministry also assists States in preventing and controlling the spread of seasonal disease outbreaks through technical assistance. Ministry of Health and Family Welfare comprises of three departments viz., (i) Department of Health and Family Welfare (ii) Department of Health Research (DHR) and (iii) Department of AIDS Control.

- i. **Department of Health and Family Welfare:** The department works with the vision of providing quality healthcare on equitable, accessible and affordable basis across regions and communities with special focus on under-served population and marginalised groups. As a part of plan process, different programmes have been brought together under the overarching umbrella of the National Health Mission (NHM) with National Rural Health Mission (NRHM) and National Urban Health Mission (NUHM) as its two sub-missions. The major programmes being implemented are Routine Immunisation (RI), National Vector Borne Disease Control Programme (NVBDCP), Revised National TB Control Programme (RNTCP), Integrated Disease Surveillance Programme (IDSP), National Programme for Control of Blindness (NPCB), National Mental Health Programme (NMHP), National Programme for Health care of the Elderly (NPHCE) and National Programme for Prevention and Control of Cancer, Diabetes, Cardiovascular Diseases and Strokes (NPCDCS).
- ii. **Department of Health Research:** The Department of Health Research (DHR) was created as a separate department within the Ministry of Health and Family in September 2007. The aim of the DHR is to bring modern health technologies to the people through research and innovations related to diagnosis, treatment methods and vaccines for prevention; to translate them into products and processes and, in synergy with concerned organisations introduce these innovations into public health system.
- iii. **Department of AIDS Control:** The department is also known as National AIDS Control Organisation (NACO). The department provides grants to States/UTs/Municipal AIDS Control Societies for implementation of strategies of National AIDS and STD control programme.

## Personnel Position

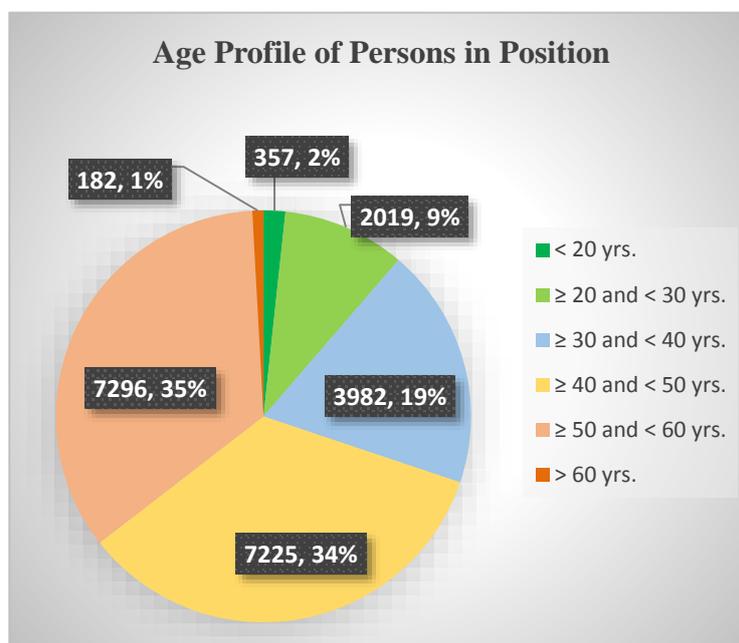
11.20.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Health and Family Welfare is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	4,337	2,997	1,340	31
B	6,652	4,972	1,680	25
C	18,474	13,092	5,382	29
<b>Total</b>	<b>29,463</b>	<b>21,061</b>	<b>8,402</b>	<b>29</b>

11.20.3 The above table shows that in overall terms 29 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 21,061 persons in position (PIP), 20,362 employees are pre-2004 recruits and remaining 699 employees have been recruited on or after 01.01.2004.

## Age Profile of the Persons in Position

11.20.4 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Health and Family Welfare. It indicates that about 35 percent of the PIP shall be retiring within the next 10 years.



## Expenditure on Personnel and Contractual Employees

11.20.5 The following table brings out the expenditure incurred by the Ministry of Health and Family Welfare on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-2012	2012-13
Expenditure on Salaries and Allowances	1,14,920.80	1,23,734.88	1,41,429.24

**Cadre Related Issues****Central Drugs Laboratory (CDL)**

11.20.6 Established under the Indian Drugs and Cosmetics Act, 1940, the Central Drugs Laboratory, Kolkata is the national statutory laboratory of the Government of India for quality control of Drugs and Cosmetics. It also acts as an Appellate Authority in matters of dispute relating to quality of Drugs.

11.20.7 The Commission has received numerous demands from various cadres of CDL.

**Pharmaceutical Chemists in CDL**

11.20.8 The Pharmaceutical Chemists have demanded entry level GP 7600 from the existing GP 6600. This raise has been sought on account of higher qualification prescribed at entry level.

11.20.9 The entry level educational qualification for Pharmaceutical Chemists is Masters' Degree in Pharmaceutical Chemistry or Organic Chemistry or Pharmacy with five years' experience in research, testing and standardization of drugs with publications. The duties and responsibilities of Pharmaceutical Chemists include standardization and analysis of drugs and pharmaceutical formulations.

**11.20.10 The Commission observes that the higher eligibility qualification and experience prescribed at entry level for Pharmaceutical Chemists have already been recognized. This explains a higher GP 6600 at entry level for this cadre. There has not been any change in qualification requirement or the roles and responsibilities to warrant a review of the pay structure. The Commission therefore recommends replacement pay level for this cadre.**

**Junior Scientific Officer (Pharmaceutical Chemistry)/Technical Officer (Pharmaceutical Chemistry)/Associate Pharmaceutical Chemist**

11.20.11 Junior Scientific Officer (Pharmaceutical Chemistry) (JSO)/Technical Officer (Pharmaceutical Chemistry) (TO)/Associate Pharmaceutical Chemist have represented for grant of a higher GP 6600 against the existing GP 4800.

11.20.12 The ELQ for the posts of JSO, TO and Associate Pharmaceutical Chemist is M.Sc. (Pharmaceutical Chemistry/Organic Chemistry/Pharmacy) with two years' research experience. They are responsible for analysing samples received from the court of law and samples of bulk drugs to be imported for the first time in the country from a new source.

11.20.13 The Commission observes that there is no denying the fact that due to advancement in the medical field, the job profiles of JSOs/TOs and Associate Pharmaceutical Chemist have

undergone a change. **However, the Commission feels that sufficient justification does not exist to upgrade the grade pay and hence recommends replacement pay level for these cadres.**

### **Technical Assistants in CDL**

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11.20.14 Technical Assistants of CDL have represented for the upgradation of their current GP from 2800 to 4200.

11.20.15 Technical Assistants in CDL perform preliminary scrutiny of proposals related to new drugs, import and export applications related to drugs and cosmetics, etc. The ELQ is Degree in Science with specialisation (honours) in Chemistry/Bio-Chemistry/Microbiology or Degree in Pharmacy/Pharmaceutical Chemistry.

11.20.16 **Considering the nature of job, the Commission feels that the existing grade pay is commensurate with the job responsibility and hence recommends replacement pay level for this cadre.**

## **CGHS**

### **Cadres of Central Government Health Scheme**

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11.20.17 The Central Government Health Scheme was started under the Ministry of Health and Family Welfare in 1954 with the objective of providing comprehensive medical care facilities to Central Government employees, pensioners and their dependents residing in CGHS covered cities. CGHS currently covers 25 cities.

11.20.18 The CGHS Employees Association has made a number of demands, varying from upgradation of pay levels to grant of a number of allowances.

11.20.19 Cadre-wise pay related demands are discussed below.

### **MTS (Technical) in CGHS**

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11.20.20 MTS (Technical) include Female Attendants, Mid-Wives, Ayahs, Nursing Attendants, Laboratory Attendants and Stretcher Bearers etc. They assist Doctors, Nurses, Pharmacists, Lab Technicians, X-Ray Technicians in the performance of their jobs. Placed in the GP 1800, MTS (Technical) have demanded a higher GP 2000.

11.20.21 **The Commission notes that MTS (Technical) is the lowest post in the hierarchy. The Commission does not find any rationale for upgrading the pay levels of their cadre, and recommends replacement pay level for MTS in CGHS.**

### **MTS in CGHS**

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11.20.22 MTS in CGHS comprises of Daftry, Peon, Safaiwala, Packer, Chowkidar, Labourer and Cleaner. Placed in the GP 1800, they have demanded a GP 2000.

11.20.23 The Commission notes that MTS are the feeder cadre for LDCs who are in GP 1900. Any upgrade to MTS therefore would disturb the intra organizational relativities. **The Commission, therefore, recommends replacement pay level for MTS.**

### **Safdarjung Hospital and Vardhman Mahavir Medical College**

11.20.24 Established in 1942 during the Second World War as a base Hospital for the Allied Forces, Safdarjung Hospital was placed under the Ministry of Health in 1954. The Hospital has been a centre for training and teaching of post-graduate students since 1962.

11.20.25 A number of representations have been received from the various Unions/Associations raising different demands.

#### **Non-Functional Selection Grade for Lower Division Clerks (LDCs) and Upper Division Clerks (UDCs) of Safdarjung Hospital**

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11.20.26 Safdarjung Hospital Clerical Staff Welfare Association has represented that there is acute stagnation in the cadre of LDCs and UDCs. To address the same, the Association has demanded that LDCs (present GP 1900) and UDCs (present GP 2400) may be granted non-functional scale of the next promotional post, after five years of regular service, on the lines of the scheme for UDCs of Central Secretariat Clerical Service (CSCS).

**11.20.27 The Commission has examined the matter. The Commission feels that it would not be appropriate to equate the administrative staff in hospitals with the ministerial staff in ministries/departments. The Commission, therefore, does not recommend grant of non-functional upgradation to administrative cadres of hospitals including those of Safdarjung Hospital.**

#### **Stenographers of Safdarjung Hospital**

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11.20.28 Stenographers in Central Government hospitals are classified into five categories, Steno Grade III (GP 2400), Steno Grade II and Steno Grade I (GP 4200), Private Secretaries (GP 4600) and Senior Private Secretaries (GP 4800). They have pointed out that same grade pay of Steno Grade I and Steno Grade II causes anomaly as Steno Grade I is a promotional post from Steno Grade II.

11.20.29 The Commission notes that feeder and promotional posts of Steno Grade II and Steno Grade I are in the same Grade Pay of 4200 due to merger of pay scales of Steno Grade II (5000-8000) and Steno Grade I (₹5500-9000) by the VI CPC. This is not unique to Stenographers of Safdarjung Hospital but exists in respect of various other cadres as well.

**11.20.30 The Commission, therefore, recommends replacement pay levels to Stenographers of Safdarjung Hospital.**

### **Store Keeper–Cum Clerk of Safdarjung Hospital**

11.20.31 The Store Keepers- cum Clerks of Safdarjung Hospital have demanded a GP 4200 as against the existing GP 2400. It has been stated that Store Keeper-cum Clerks in autonomous bodies like AIIMS and PGMER are placed in a higher grade pay.

11.20.32 The Commission observes that seeking higher pay on the grounds of higher pay of corresponding posts in autonomous bodies is not plausible. Posts in autonomous bodies are governed by its own set of rules. **The Commission, therefore, does not find justification for upgradation of pay and recommends replacement pay levels for Store Keeper–cum Clerk of Safdarjung Hospital.**

### **Dr. RML Hospital**

11.20.33 Dr. Ram Manohar Lohia Hospital, earlier known as Willingdon Hospital was established by the British Government for their Staff. It was placed under the Central Government in 1954. The Commission has received many representations from the various categories of staff of Dr. RML Hospital which have been dealt below:

#### **EEG Technicians of Dr. RML Hospital**

11.20.34 Representations have been received from Electroencephalography (EEG) Technicians for raising their GP from 4200 to GP 4600, increase in allowances, grant of Non-Practicing Allowance and Transport Allowance.

11.20.35 The ELQ for EEG Technicians is Degree in Science with Physics as one of the subjects and one year experience in the Neurology Department or Diploma in Electronics/ Electrical/Communication Engineering. **The Commission feels that enough justification does not exist to upgrade the pay of EEG Technicians and recommends only replacement pay level.**

#### **Cardiology Staff of Dr. RML Hospital**

11.20.36 Representations have been received from Cardiology Staff of Dr. RML Hospital for grant of higher pay, introduction of technical allowance, increase in transport allowance, time scale promotion etc. Their hierarchy is as under:

**Hierarchy of Cardiology Staff of Dr. RML Hospital**

<b>S.No.</b>	<b>Name of the Post</b>	<b>Present Grade Pay</b>	<b>Grade Pay Sought</b>
1.	Technical Officer	5400	6600
2.	Technical Supervisor	4600	5400
3.	Senior Technical Assistant	4200	4800
4.	Senior ECG Technician/ Senior Cardiac Technician	4200	4600
5.	Junior ECG Technician/Junior Cardiac Technician	2400	4200

11.20.37 The qualification prescribed for recruitment to the post of Junior ECG Technician is Class XII in Science with Physics, Chemistry and Biology plus Diploma in Electronics and Communication Engineering with two years' experience.

11.20.38 The Cardiology Staff perform ECG, operate cardiac laboratory machines and assist the doctors in invasive procedures. Taking into account the job content of the Junior ECG Technicians, **the Commission recommends that their grade pay may be upgraded to GP 2800. Further, the Commission recommends replacement pay levels for other posts in the hierarchical cadre of Cardiology Staff.**

### **Institute of Serology**

11.20.39 Institute of Serology is a scientific research department under the Director General of Health Services (DGHS). The Institute has been mainly engaged in Forensic Serology.

11.20.40 The Staff Association of Institute of Serology has demanded a GP 1900 for Packers, Peons and Safaiwalas from the existing GP 1800. The Commission notes that Peons and Safaiwalas are feeder posts for promotion to LDCs who are in GP 1900. Any upgrade in the pay level, thus, will disturb the existing hierarchy. **The Commission, therefore, recommends replacement pay levels for these cadres.**

### **National Centre for Disease Control (NCDC)**

11.20.41 The National Institute of Communicable Diseases (NICD) was initially established as Central Malaria Bureau at Kasauli (Himachal Pradesh) in 1909. It was subsequently reorganised to cover other communicable diseases and was renamed as NICD in 1963. NICD was again renamed as National Centre for Disease Control (NCDC) in 2009.

#### **Research Assistants of NCDC**

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11.20.42 Research Assistants of NCDC have represented for grant of GP 4600 against the existing GP 4200. Mode of recruitment of Research Assistants is fifty percent by promotion from Technician - who are also in GP 4200 - and fifty percent by direct recruitment. They have stated that this causes anomaly as the feeder post of Technician and the promotional post of Research Assistant are in the same GP 4200. Further, they have stated that the educational qualification for direct recruitment of Technician is B.Sc. (Biochemistry/Microbiology/Biology) while that of Research Assistant is MSc (Biochemistry/Microbiology/Biology). This depresses the significance of qualification.

11.20.43 The Commission has examined this matter. Prior to VI CPC, Technicians and Research Assistants were in the pay scale of ₹5000-8000 and ₹5500-9000, respectively. The VI CPC merged the pay scales of Technicians and Research Assistants and placed them in the GP 4200. This is not unique to these cadres, but had happened in all such cases, where the pay scales of the feeder posts and promotional posts were merged. **The Commission, therefore, recommends replacement pay levels for Research Assistants of NCDC.**

### **Ministerial Staff of NCDC**

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11.20.44 NCDC Staff Welfare Association has represented that the post of Superintendent may be upgraded from the existing GP 4200 to GP 4600. Superintendent is a promotional post for Head Clerks/Technical Assistants, who are also in the same GP 4200.

11.20.45 Prior to VI CPC, Head Clerks and Superintendents were in the pay scales of ₹5000-8000 and ₹5500-9000, respectively. These pay scales were merged by the VI CPC and placed in the GP 4200. As reflected above, this is not unique to these posts, but had happened in all such cases, where the pay scales of the feeder posts and promotional posts were merged.

**11.20.46 The Commission, therefore, recommends replacement pay levels for the posts of Superintendents.**

## Ministry of Heavy Industries and Public Enterprises

## Chapter 11.21

### General Issues

#### Introduction

11.21.1 The Ministry of Heavy Industries and Public Enterprises, comprising the Department of Heavy Industries and the Department of Public Enterprises, promotes the development and the growth of three sectors viz., capital goods, auto and heavy electric equipment in the country. The allocation of work of the Department of Heavy Industry entails promoting engineering industry viz., machine tools, heavy electrical, industrial machinery and auto industry and administration of 32 operating CPSEs and 4 autonomous organisations. The Department of Public Enterprises is the nodal department for all Central Public Sector Enterprises and formulates policy pertaining to CPSEs. The Board for Reconstruction of Public Sector Enterprises (BRPSE), set up in the DPE, makes suitable recommendations on revival/restructuring of sick/loss making PSEs.

#### Personnel Position

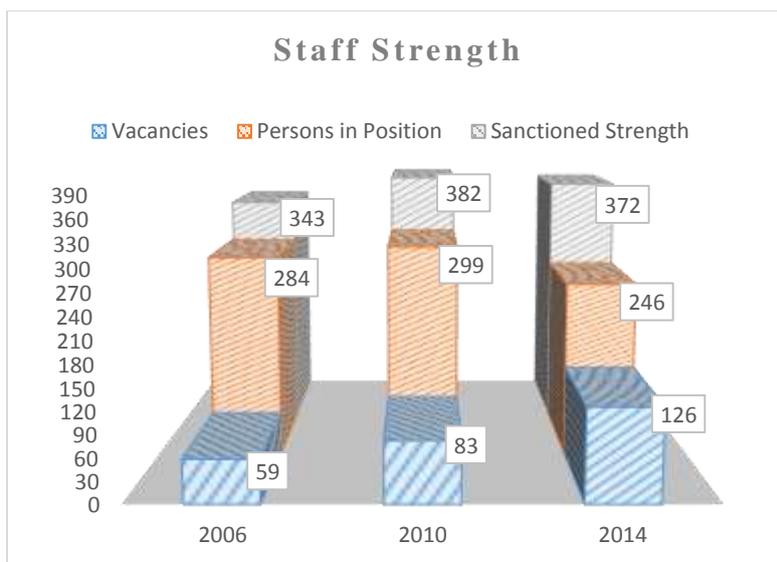
11.21.2 Number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Heavy Industries and Public Enterprises, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	81	69	12	15
B	128	80	48	38
C	163	97	66	40
<b>Total</b>	<b>372</b>	<b>246</b>	<b>126</b>	<b>34</b>

11.21.3 The above table shows that in overall terms 34 Percent of total sanctioned strength of the ministry is lying vacant. In Group 'C' grades, about 40 percent of the sanctioned strength are lying vacant. Of the 246 persons in position, 238 employees are pre-2004 recruits and the remaining 8 employees have been recruited after 01.01.2004.

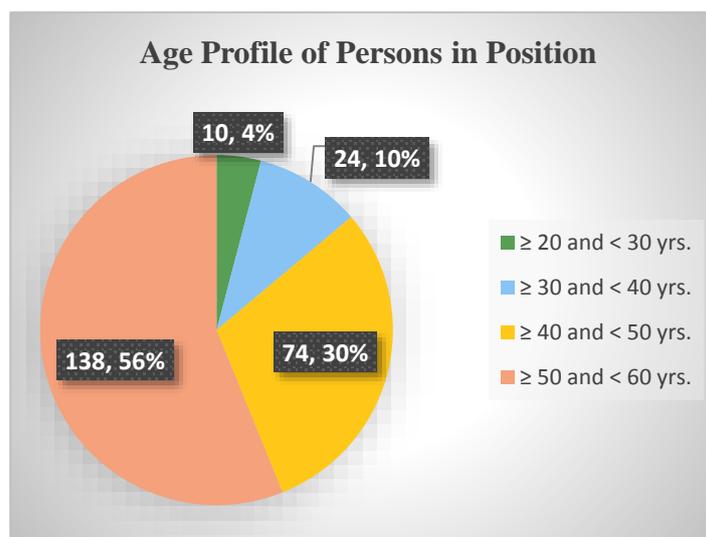
#### Inter Temporal Trend of Personnel

11.21.4 The following bar chart indicates the inter temporal position in the ministry as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.21.5 The following pie chart bring out the age profile of the persons in position in the ministry. It indicates that of 246 persons in position in the ministry, 138 employees shall be retiring in next 10 yrs. which is about 56 percent.



### Expenditure on Personnel and Contractual Employees

11.21.6 The table below brings out the expenditure incurred by the Ministry of Heavy Industries and Public Enterprises on salaries and allowances on the employees working in the ministry through the years 2010 to 2013. Expenditure on employees on contract basis has witnessed an increase of over 160 percent between 2010-11 and 2012-13.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	1622.43	1580.67	1740.00
Expenditure on Contractual Employees	23.42	37.69	60.96
<b>Total</b>	<b>1645.85</b>	<b>1618.36</b>	<b>1800.96</b>

## **Training**

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11.21.7 Neither of the departments in the ministry has formulated any training plan. No provisions on this account has been made in the budget of the departments for the year 2013-14.

### ***Cadre Related Issues***

11.21.8 All existing posts in this ministry not belonging to common categories are covered by the pay levels recommended by the Commission in Chapter 5.1. Common category posts, shall be governed by recommendations made in Chapter 7.7 of the Report.

## Ministry of Home Affairs

## Chapter 11.22

### General Issues

#### Introduction

11.22.1 The Ministry of Home Affairs (MHA) has numerous responsibilities, important among them being internal security, border management, Centre-State relations, administration of Union Territories, management of Central Armed Police Forces (CAPFs), disaster management, etc. Article 355 of the Constitution of India enjoins the Union to protect every State against external aggression and internal disturbances. In pursuance of these obligations, the MHA continuously monitors the internal security situation, issues appropriate advisories, shares intelligence inputs, extends manpower and financial support, guidance and expertise to the State Governments for maintenance of security, peace and harmony without encroaching upon the constitutional rights of the States.

#### Personnel Position

11.22.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP)<sup>41</sup> as on 01.01.2014, as reported to the Commission by the Ministry of Home Affairs is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
<b>A</b>	20,688	16,090	4598	22
<b>B</b>	74,488	60,162	14,326	19
<b>C</b>	9,61,235	9,03,862	57,373	6
<b>Total</b>	<b>10,56,411</b>	<b>9,80,114</b>	<b>76,297</b>	<b>7</b>

11.22.3 The above table shows that in overall terms seven percent of the total sanctioned strength of the Ministry of Home affairs is lying vacant as on 01.01.2014. Of the 9,80,114 persons in position (PIP), 5,14,155 employees are pre-2004 recruits and remaining 4,65,959 employees have been recruited on or after 01.01.2004.

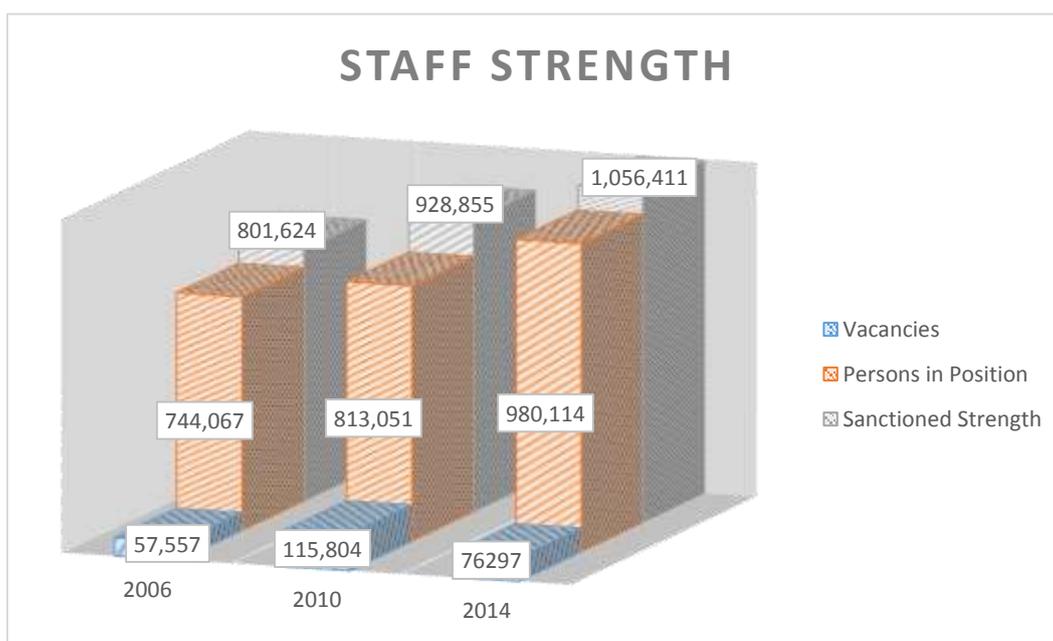
11.22.4 Of the total strength of 9,80,114 personnel, on 01.01.2014, the breakup of personnel in major entities under the administrative control of the ministry is as under:

<sup>41</sup> The Commission in Chapter 3 has defined Central Government employees as 'all persons in the civil services of the Central Government or holding civil posts under that government and paid salaries out of the Consolidated Fund of India.' Personnel serving in the Delhi Police are, accordingly, treated as Central Government employees. Personnel in Union Territories are excluded from this table.

Sl. No.	Name of the Organisation	Number of Personnel as on 01.01.2014
1	Central Reserve Police Force (CRPF)	2,86,214
2	Border Security Force (BSF)	2,38,975
3	Central Industrial Security Force (CISF)	1,23,481
4	Indo-Tibetan Border Police (ITBP)	75,061
5	Sashastra Seema Bal (SSB)	73,889
6	Assam Rifles	65,827
7	Delhi Police	77,483
8	Others	39,184
	<b>Total</b>	<b>9,80,114</b>

### Inter Temporal Trend of Personnel

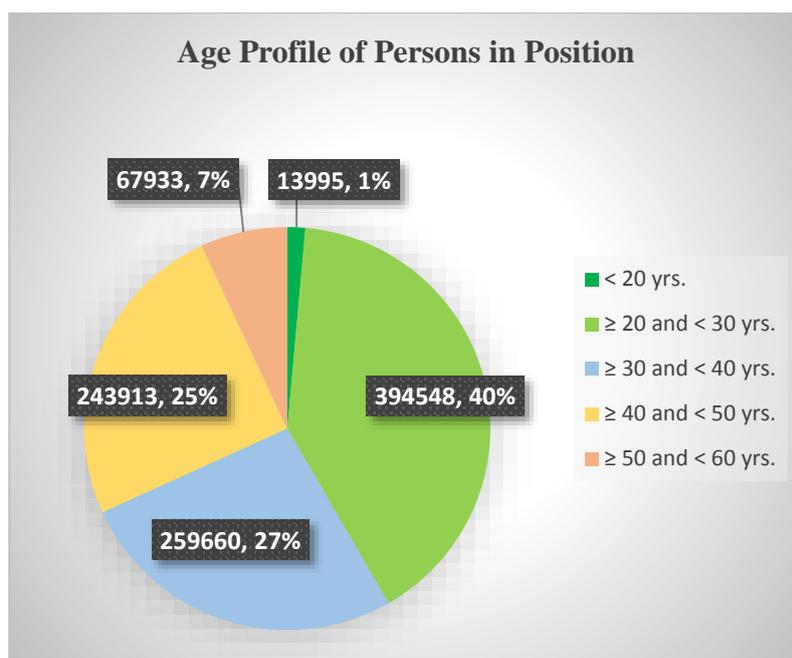
11.22.5 The following bar chart indicates the inter temporal position of personnel of the Ministry of Home Affairs on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



11.22.6 As has been brought out in Chapter 3, during the period 2006 to 2014, while every major ministry/department in the Government of India witnessed a decline in persons in position, the Ministry of Home Affairs in general and Police in particular showed a significant increase. The total strength of Ministry of Home Affairs witnessed an increase from 7.44 lakh to 9.80 lakh during this period.

### Age Profile of the Persons in Position

11.22.7 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Home Affairs. About 68,000 of persons in position shall be retiring within next 10 years.



Note: Pie Chart does not include 43 persons over 60 years of age.

### Expenditure on Personnel and Contractual Employees

11.22.8 The following table brings out the expenditure incurred by the Ministry of Home Affairs on salaries and allowances on the employees working in the ministry, through the years 2010 to 2013.

Particulars	(₹ in crore)		
	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	23,036.00	26,185.73	29,075.67

### Training

11.22.9 Training plans exist in the Central Armed Police Forces. 1,98,216 posts and 86,279 posts have been identified for training in core competencies and specialised competencies respectively. In the year 2012-13, while 97,977 persons were trained in core competencies, 47,181 persons were trained in specialised competencies. During the year 2013-14, while 1,00,239 persons were trained in core competencies, 41,403 persons were trained in specialised competencies. An amount of ₹ 344.72 crore was provided under the head “Training” in the budget of the year 2013-14, of which, ₹344.09 crore was spent under the head.

## ***Cadre Related Issues***

### **Central Armed Police Forces**

#### **Grant of Organised Group `A` Central Service (OGACS) status to Group `A` cadre of CAPFs and manning of senior positions**

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11.22.10 The demand for grant of Organised Group `A` Central Service (OGACS) status to Group `A` cadre of CAPFs has been raised by CRPF and Assam Rifles vide their memoranda. CRPF has cited the DoPT Monograph, 1993 and the tenth report of the Second Administrative Reforms Commission, which mentions them under the list of Organised Group `A` Services to press the point that it was so treated previously. That they meet the various attributes circulated by DoPT for according this classification, has also been underscored. Assam Rifles has detailed the arduous nature of duties performed by them as the reason for grant of OGACS status. It has also demanded the the attributes, notified by DoPT as being necessary in this regard be waived. This issue was also brought before the Commission by retired CAPF officers during oral evidence.

11.22.11 In view of the demand of CAPFs, the views of DoPT as well as MHA were sought by the Commission. It was noted that the issue relating to grant of Organised Group `A` Service (OGAS) status to CAPFs was considered by the V as well as by the VI CPC, which did not recommend it, citing the non-fulfilment of the attributes mandated by DoPT in this regard. The need to have officers on deputation in the CAPFs was also taken note of by them.

11.22.12 This Commission has also taken into account the position articulated by the two ministries that mainly deal with the matter viz., Ministry of Home Affairs and DoPT. The conditions laid down by DoPT state *inter alia* that all vacancies above JTS and up to SAG level are to be filled up by promotion from the next lower grade and, secondly, that such service must have two distinct components, Regular Duty Posts and Reserves. As on date these two conditions are not fulfilled in the case of the CAPFs.

11.22.13 The position would change if either the need for these conditions is revisited or if the structure of the CAPFs, in respect of the relevant aspects undergoes a change. Following this, the process would involve a full consideration by the Cadre Review Committee and final approval would need to be accorded by the Cabinet.

11.22.14 This Commission is of the view that this is a purely administrative matter and given the fact that the conditions for according OGAS status as well as the process involved is applicable across the board, no selective waiver of conditions is desirable. However, the fact that these Services have been in existence for many years and that they have in a sense, come of age should be kept in mind.

**11.22.15 As an interim measure, having regard to the career aspirations of Group `A` officers of CAPFs, it is recommended that such officers should get sufficient opportunity to man senior positions in their organisations. Accordingly, the percentage of posts currently earmarked for IPS officers and other officers on deputation should be reviewed**

**and these posts also be thrown open to Group `A` officers of CAPFs. The CAPF officers should not be precluded from the opportunity to man the highest post in their respective organisations if they are otherwise eligible. Service Rules may be amended accordingly and officers from CAPFs may be made eligible for manning the highest post.**

11.22.16 CAPFs have also stated that in many cases IPS officers have been selected to head a Force without having any experience of CAPF functioning. To be better equipped to hold the highest posts, IPS officers should be encouraged to come on deputation at the Commandant level as well. The Commission also suggests that Indian Police Service (IPS) officers chosen to man the highest post on deputation basis should compulsorily have at least five years' experience of working in the CAPFs at various levels.

### **Grant of NFU to CAPF Officers**

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11.22.17 This demand has been raised by the CRPF, BSF and ITBP. The reason for demanding the same is mainly to address the stagnation faced by the officers of these forces as also to provide parity with the Organised Group `A` Service.

11.22.18 Views of the MHA, which is the cadre-controlling authority of the CAPFs, were sought in this regard. The Ministry has stated that the organisation of CAPFs is strictly hierarchical with a very well defined command and control structure and as such grant of Non-functional Upgradation (NFU) would create parallel command centres within the Force establishments, adversely affecting the command and control structure. Besides, it was also stated that all posts in CAPFs are functional and there are no Non-Functional posts.

11.22.19 The deliberations in the context of whether NFU presently available to Organised Group `A` Services should be allowed to continue or not have been elaborated in the Chapter 7.3. The aspect of grant of Non-functional upgradation to officers of the CAPFs was also discussed at length. After considering the various aspects the Chairman felt that NFU should be allowed to continue as it has been in existence for the last ten years and is being availed by all the Organised Group `A` Services. Therefore the Chairman did not propose to abolish it.

11.22.20 **Further, with a view to ameliorate the difficulties faced by the officers owing to stagnation at various levels, the Chairman felt that NFU should be extended to the CAPFs and Defence forces as well. Both of them have, citing high levels of stagnation, sought NFU on the same lines as has been granted to the Organised Group `A` Service. Having regard to the legitimate career aspirations of the CAPFs/Defence on the principles of equity, the Chairman is of the considered view that NFU should be extended to the CAPFs and Defence forces as well. The number of non-functional upgrades may be limited to two, as it is in the case with Organised Group `A` Service. These two upgrades should, logically, be at the two levels just above those where the system of time-bound promotions ceases. These are also the stages at which the stagnation levels are high.**

11.22.21 **The NFU should be subject to the completion of the prescribed residency period in the preceding substantive grade. All other conditions for screening officers for**

**eligibility and promotional norms should be put in place here also. On grant of NFU, the pay fixation of the officer concerned will happen through a two-stage process.**

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

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

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

11.22.22 Shri Vivek Rae and Dr. Rathin Roy, Members, Seventh CPC, have not agreed with the views of the Chairman. They are of the considered view that NFU till SAG and HAG level, granted to Organised Group 'A' Service, should be withdrawn. They have also not supported extension of NFU to Defence Forces and CAPFs. The rationale for their views has been elaborated in paras 7.3.25 and 7.3.26 of the Chapter 7.3 and is not being repeated here.

#### **Placement of Second-in-Command of CAPFs in PB-4**

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11.22.23 The Second-in-Command in the CAPFs are drawing pay in PB-3, GP 7600. CRPF, BSF and Assam Rifles have demanded their placement in PB-4 on the ground that their counterparts in the rank of Lt. Colonel in Defence Services have been placed in PB-4, GP 8000.

11.22.24 The CAPFs have argued that the Second-in-Command performs duties that are more onerous than those of a Lt. Colonel of the Army Unit, as the former is responsible for seven Coys whereas a Lt. Colonel is responsible for only four Coys. It has also been stated that there is no such post as Second-in Command in the Indian Police rank structure.

11.22.25 The VI CPC had recommended PB-3 with GP 6600 for Lt. Colonels of Army also. However, the pay of Lt. Colonel was revised upwards by the government and they were placed subsequently in PB-4 with GP 8000. This re-positioning is the genesis of this particular demand.

11.22.26 In response to the Commission's query, DoPT has pointed out that in the Indian Police rank structure, the Dy. Commissioner of Police (JAG), with GP 7600 is equivalent to Second-in-Command in CAPFs. Hence, parity should be drawn with them and not with Lt. Colonel in the defence services. (They have further opined that this issue needs to be considered by MHA as this may impinge on the command and control structure of the Forces.)

**11.22.27 Since the rationalised pay structure recommended by the Commission has already taken care of irregularities in spacing between various pay bands and grade pay therefore, this demand ceases to be relevant from the financial point of view.**

#### **Placement of Commandant (CISF) in PB-4**

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11.22.28 This demand has been raised by the CISF. The demand has been justified on the ground that the financial powers as well as functional duties of the Commandant and Senior

Commandant are almost one and the same and therefore, the anomaly in pay scales needs to be removed. The difference of pay in PB-3 and PB-4 constitutes the reason for the present demand. The VI CPC placed Commandant in PB-3 with GP 7600 and Senior Commandant in PB-4 with GP 8700.

**11.22.29 The issue is similar to that discussed in paras 11.22.20 through 11.22.24 above. As has been concluded therein, likewise no ground exists for placement of CISF Commandant in PB-4. However, the Commission recommends that the designations for equivalent posts across CAPFs should be harmonised to avoid any confusion.**

### **Higher GP 9200 to the Post of DIG in CAPFs**

11.22.30 This demand has been raised by BSF and CISF. The demand has been made on the ground that there is only a meagre increase of ₹200 in grade pay consequent upon promotion of a Commandant to the rank of DIG.

**11.22.31 Since introduction of a new grade pay will have parity issues with IAS, IPS, IFS and Defence forces, the demand cannot be considered in isolation. Moreover while designing the pay structure this Commission has taken a conscious view not to change the existing levels. This apart, in the new pay matrix being recommended by the Commission, it has been ensured that the difference between successive levels is adequate and reasonable.**

### **Enhancement of Age of Retirement from Existing 57 years to 60 Years of Age**

11.22.32 This demand has been made by CRPF, BSF, ITBP and SSB. As per the existing position the age of retirement in Assam Rifles and CISF is 60 while it is 57 in rest of the CAPFs up to the rank of Commandants. DoPT has stated that although the issue was dealt with by the V and the VI CPCs, neither of the Commissions recommended any changes in the age of superannuation. MHA has also declined to enhance the age of superannuation on the ground that the age of retirement has been fixed depending on operational need of that particular Organisation.

**11.22.33 Having considered the entire position and the views of MHA and DoPT on this issue, the Chairman, Seventh CPC feels that the grounds stated for justifying differential age of superannuation are not very convincing. Further, members of the CAPFs squarely form a part of the civilian work force. Hence, the Chairman recommends a uniform age of superannuation of 60 years to all CAPFs. Dr. Rathin Roy, Member, Seventh CPC is in agreement with this recommendation.**

**11.22.34 However, Shri Vivek Rae, Member, Seventh CPC has not agreed with this recommendation for the following reasons:-**

- a. *Ministry of Home Affairs is of the considered view that the age of superannuation cannot be enhanced from existing 57 years to 60 years for all ranks of CRPF, BSF, SSB and ITBP. Force personnel up to the rank of Commandant have operational/combat roles in the field, which require higher physical fitness and*

*efficiency. The higher ranks of DIG and above in these four CAPFs are more supervisory and administrative in nature, which do not require physical fitness of the level required in field units. Therefore, in the ranks of DIG and above in the four CAPFs, the age of retirement is 60 years, while for ranks till the level of Commandant, the retirement age is 57 years.*

- b. Stipulating a lower age of superannuation up to the rank of Commandant in these four CAPFs is a well thought and conscious decision of the government based on ground realities and as per the administrative and operational requirement of the forces. Even in the Army, there are different ages for retirement, which increase in accordance with rank.*
- c. MHA has further observed that it is not correct to say that in Assam Rifles the age of retirement up to the rank of Commandant is 60 years. Assam Rifles is officered by the Army, and the retirement age at the level of Colonel is not 60 years but 57 years.*
- d. CAPFs like ITBP, BSF are posted on border/high altitude/difficult terrain duties and CRPF is generally deployed for internal security duties and CI operations. Hence their functional profile is more akin to Army, justifying younger age of the Force. Thus, 57 years in other CAPFs and 60 years in CISF is commensurate with the different roles assigned to them.*

### **Demand for Service Pay, Border Special Pay, Good Service Pay and Rank Pay**

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11.22.35 Demands for grant of a “Special Pay” or a “Service Pay” on the lines of Military Service Pay have been placed before the Commission by various CAPFs. While the suggested nomenclature varies, as do the precise amounts sought, the arguments by and large are that in the discharge of their duties the CAPF personnel face various hardships and deprivation which needs to be compensated.

11.22.36 In Chapter 8 of the Report, there is a detailed analysis of the risk and hardship undergone by different sets of government employees in the course of the duties they perform. A comprehensive structure for compensating for the same has been worked out. Members of the CAPFs are also covered by the risk and hardship compensation matrix. Moreover, the Commission has taken a conscious decision that that Military Service Pay will be admissible to the three defence forces personnel alone. In Chapter 6.1 it has brought out the unique elements that distinguish the three Defence services from others making them the sole category of personnel which would be eligible for Military Service Pay. **In view of this the Commission does not agree with the proposal for the grant of Special Pay or a Service Pay to the personnel of CAPFs.**

11.22.37 Assam Rifles have also demanded grant of Rank Pay to non-gazetted members of the Force from Havildar to Subedar Major on the ground that the work performed by the Assam Rifles is akin to the duties performed by the Army personnel. For the same reasons as have been detailed above, this Commission does not see any merit in grant of rank pay.

### **Grant of Higher Grade Pay to Non-gazetted Ranks in CAPFs**

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11.22.38 CRPF, BSF, CISF and SSB have demanded higher grade pay for various non-gazetted ranks. However, no justification for grant of such higher grade pay is seen.

**11.22.39 The new pay matrix recommended by this Commission has been arrived at through rationalisation, taking into consideration all the issues related to the existing pay structure. Since the revised pay structure would be uniformly applicable to all the CAPFs, the Commission sees no justification for further upgradation.**

### **Grant of higher pay to Head Constable (Radio Operator) in CRPF**

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11.22.40 CRPF has demanded that the post of Head Constable/Radio Operators be upgraded from existing GP 2400 + special pay ₹400/- to GP 4200 at par with the pay of Radio Operators in Delhi Police. The VI CPC recommended pay scales for different ranks as per the rank held by incumbents in Delhi Police. In CAPFs also, the pay and grade pay is based on ranks held by the personnel. Head Constables have been allowed GP 2400 and thus there seems to be no anomaly in the pay entitlement of HC/Radio Operator in CRPF. Head Constable (Assistant Wireless Operator) in Delhi Police is also drawing GP 2400 in PB-2. Moreover, for the special nature of the duty of the HC/RO an extra amount of ₹400/- is also being paid as Special Pay.

**11.22.41 Hence, no justification exists for such upgradation.**

### **Grant or Additional Pay in lieu of Extra Duty on Holidays**

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11.22.42 The CRPF and SSB have raised a demand that personnel of these two forces be given two month's extra salary to compensate them for duties on holidays and operational exigencies. The present position is that while CISF and the Delhi Police get one month's additional salary for performing duties throughout the year, personnel of other CAPFs are entitled to 60 days Earned Leave in a year. In its representation the CRPF has argued that grant of 60 days Earned Leave to its personnel is not given as compensation for duties on holidays and that it was granted in lieu of working on Saturdays and Sundays. According to them their working routine is even more intensive and that in addition to 60 days Earned Leave annually they should get the benefit of one additional month's salary.

**11.22.43 This issue was also examined by the VI CPC vide para 7.19.43 of their report.** The VI CPC did not recommend grant of one month's additional salary to such CPMF personnel as are eligible for 60 days' Earned Leave annually. The VI CPC held, "*presently CISF and Delhi Police are getting one month's additional salary as they perform duties throughout the year. Other CPMFs have also demanded this benefit on the analogy of what exists in CISF and Delhi Police. It is seen that CISF and Delhi Police are entitled to 30 days Earned Leave in a year. As against this, other CPMFs personnel are entitled to 60 days Earned Leave in a year. It is therefore, clear that in CISF and Delhi Police, the compensation for having to work on holidays and weekends is given in form of one month's additional pay whereas in other CPMFs, the compensation is given in form of one month's extra Earned Leave.*"

**11.22.44 The contention of CRPF is difficult to accept and the Commission finds the demand devoid of merit in view of the fact that extra thirty days' Earned Leave and seven days of extra Casual Leave are available to the personnel of CAPFs including CRPF and SSB as compensation for having to perform duty throughout the year.**

#### **Grant of Senior Time Scale to Assistant Commandants of the Cadres not having Element of Direct Entry**

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11.22.45 The issue has been raised by ITBP and Assam Rifles. ITBP has stated that in BSF and CISF Senior Time Scale is accorded to Assistant Commandants of all cadres whether they have an element of direct entry or not, on completion of four years of service in the rank. In ITBP, Assistant Commandants of cadres like Combatant Ministerial, Education and Stress Counsellors and Stenography etc. which do not have direct entry, are not being granted Senior Time Scale. ITBP has, therefore, urged that as a measure of parity, all Assistant Commandants, irrespective of whether the cadres have direct entry or not, may be allowed the benefit of Senior Time Scale. Similarly, the Assam Rifles have also demanded that for grant of Senior Time Scale, conditions of direct recruitment should be waived.

11.22.46 The benefit of grant of Senior Time Scale (GP 6600) to the Assistant Commandants of CAPFs on completion of four years' regular service has been allowed by MHA through issue of an Administrative Order in the year 2002. This benefit is allowed to eligible Assistant Commandants meeting the required bench mark as per their ACRs for promotion to the next higher rank of Deputy Commandant after consideration by a DPC. The benefit is granted purely on Non-Functional basis and the Assistant Commandants continue to discharge the same functions.

**11.22.47 The point at issue is that there is a difference in the provisions in Assam Rifles and ITBP on the one hand and BSF and CISF on the other. While in the case of the former, in cadres without element of direct entry, senior time scale is not accorded in four years, in the case of the latter it reportedly is accorded, whether or not element of direct entry exists. The Commission feels that the reported anomaly is an issue that should be resolved through administrative action.**

#### **Uniform Pay Scales for Section Officers/Private Secretary /Civilian Staff posted in CAPFs and Central Secretariat**

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11.22.48 This demand has been raised by ITBP, CISF, SSB, BPR&D. In their demand ITBP has mentioned that pay parity should be maintained with the CSS in respect of posts of Section Officer, Assistant, PA and UDC in CAPFs on the ground that they are also recruited through the same exam conducted by SSC and on similar terms and conditions.

11.22.49 Similarly, CISF has also urged that the non-combatised civilian staff may be allowed enhanced pay scale as per analogous post in other departments of the Central Government.

11.22.50 SSB has informed that SSB Secretarial service has historical parity with present DGS Secretarial service. Since DGS Secretarial service in turn has got parity with CSS/CSSS

through an order of the Hon'ble High Court of Delhi, the demand is for grant of parity with DGS Secretarial service to the SSB Secretarial Service.

11.22.51 BPR&D has informed that they mooted a proposal for grade pay parity with CSS/CSSS, which was not agreed to by the MOF. The posts included (a) Section Officer/Private Secretary, (b) Assistant/Personal Assistant and (c) Accountant. The matter is under consideration of the CAT.

**11.22.52 The issue at the core of the above paragraphs is the same and has been dealt with in Chapter 7.1. Hence no specific recommendations are being made here.**

### **Pay fixation**

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11.22.53 SSB has informed that as per the recommendations of the VI CPC, the pay as on 01.01.2006 was fixed 1.86 times the pay drawn in the pre-revised pay scale. This has resulted in anomaly with reference to Entry Pay for direct recruits appointed on or after 01.01.2006. For example, the entry pay in the GP 2000 is ₹6,460/-, whereas an official drawing pay of ₹3,455 in the pre-revised pay scale of ₹3200-85-4900 has been fixed at ₹6,430/- with GP 2000 (as per fitment table) i.e., an official even after getting 03 increments in the pre-revised pay scale fixed at a lower stage than an official who joined on or after 01.01.2006. To remove this anomaly, SSB has proposed that pay as on 01.01.2006 may be fixed 1.86 times the pay drawn in the pre-revised pay scale subject to minimum of entry pay recommended for each grade pay.

**11.22.54 The Commission is already seized of the issue and the procedure for fixation of pay has been dealt with in this report in the Chapter 5.1. However, it may be noted that all the recommendations of the Pay Commission will have prospective effect only and to that extent any anomalous situation arising out of the pay fixation formula of the VI CPC cannot be rectified by this Commission from retrospective date.**

### **Promotional avenues for all including Constable (Tradesmen) and other isolated posts**

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11.22.55 The Constable (Tradesmen) provide the essential support such as cooking, sweeping, hair dressing, washing etc. to the fighting troops. The tradesmen are combatised and serve along with the troops. There are no promotional avenues available to them and only financial upgradation is achieved through MACP at 10, 20 and 30 years. The benefit arising out of such upgradations is also not substantial due to minimal difference in grade pay. CRPF, BSF, CISF and SSB have demanded that MACP be increased to four times in a career along with reduction in eligibility period ranging from six to eight years while ITBP has sought three MACPs at an interval of eight years. Most of the CAPFs have also demanded that MACP be given in promotional hierarchy.

**11.22.56 While the Commission is not recommending any change in the frequency of MACP, the rationalised pay matrix will provide sufficient financial benefit on grant of MACP.**

## Martyr Status for Force Personnel

11.22.57 The demand for grant of martyr status to force personnel who die in the line of duty has been raised by ITBP and the SSB has demanded 'War Widow' status for the widows of their personnel who die in action. At present there is no provision for granting martyr status to CAPF personnel. ITBP has justified their demand on the ground that their personnel not only perform duty on difficult borders in extreme climatic conditions but also discharge their duties in rescue/relief/civic operations and in counter insurgency operations against Left Wing Extremism (LWE) and anti-national elements. It has been submitted that the grant of martyr status should be based on the nature of the sacrifice made irrespective of whether the sacrifice has been made by the Armed force personnel or by the Central Para Military Force personnel and whether killed in action or during relief or rescue operations.

**11.22.58 The Commission is of the view that in case of death in the line of duty, the force personnel of CAPFs, Central Police Organizations as well as Police Forces of Union Territories and RPF should be accorded martyr status, at par with the defence forces personnel.**

## Parity in pay scales of non-combatised posts with combatised posts in SSB

11.22.59 The demand has been raised by SSB. In their demand, they have stated that non-combatised posts in the SSB had historical parity in pay scales with various combatised ranks at the time of implementation of the IV and the V CPC recommendations. Consequent upon shifting of administrative control of SSB from Cabinet Secretariat to MHA, the VI CPC had not given any specific recommendation in respect of these posts. Therefore, these posts were given normal replacement pay scales, whereas posts having similar classifications in IB and certain other organizations were extended parity in pay scales with various combatised posts in the CAPFs on the recommendations of the VI CPC. The position is shown as under:

Name of Post (Non combatised)	Pay scale	Name of post (Combatised)	Pay scale
FAs (Field Assistants)	IV CPC: 950-1400 V CPC: 3050-4590 VI CPC: GP 1900	Constables	IV CPC: 950-1400 V CPC: 3050-4590 VI CPC: GP 2000
SFAs (Sr. Field Assistants)	IV CPC: 975-1660 V CPC: 3200-4900 VI CPC: GP 2000	Head Constables	IV CPC: 975-1660 V CPC: 3200-4900 VI CPC: GP 2400
AFOs (Assistant Field Officers)	IV CPC: 1320-2040 V CPC: 4000-6000 VI CPC: GP 2400	Assistant Sub Inspectors	IV CPC: 1320-2040 V CPC: 4000-6000 VI CPC: GP 2800

11.22.60 SSB has demanded pay parity in respect of the above posts. An examination of the Recruitment Rules of Field Officers Group 'C' posts in SSB of 2010 and Recruitment Rules of Directorate General of Security (DGS) (Executive cadre) Group 'C' posts of 2011 shows that posts of Field Assistant (FA) in both the Organisations have an element of direct recruitment. The other two posts, Senior Field Assistant (SFA) and Assistant Field Officer (AFO) are filled up through promotion. As per note below the Recruitment Rules, it is stated that in terms of the policy prescribed vide GoI, MHA Order No.II-27012/80/02-PF-3 dated 26-

3-2003 “no recruitment will be made in the civilian cadre in SSB. Posts falling vacant at entry level will be filled up by equivalent combatised posts as per the relevant Recruitment Rules, depending upon functional requirement of the post.”

11.22.61 A comparison of the above mentioned Recruitment Rules of SSB and DGS reveals that the educational qualification required for the post of Field Assistant (FA) is 12<sup>th</sup> pass or equivalent in DGS, whereas in SSB there is no mention of education qualification for the post of FA, seemingly because direct recruitment has been stopped since 2003. However, as per the old Recruitment Rules of 1995 it is Matric or equivalent. From this point of view the comparison of FA of SSB with that of DGS does not seem to be correct. In DGS, the posts of FA, SFA and AFO carry equivalent pay scale as applicable to Constable, Head Constable and ASI of CAPFs.

**11.22.62 Taking note of the overall position, this Commission is not recommending pay parity of the existing civilian employees with their corresponding ranks in the combatised cadre.**

**Upgradation of pay scale of combatised Nursing Staff in CRPF at par with non combatised Nursing Staff drawing pay as applicable in Central Health Service (CHS)**

11.22.63 In CRPF there are two categories of Nursing Staff, viz, non-combatised Nursing staff and combatised Nursing staff. The non-combatised Nursing Staff have been allowed pay scales at par with those available to the Nursing cadre of CHS whereas the combatised Nursing Staff are drawing pay according to the combatised rank held by them such as Sub Inspector, Inspector etc. CRPF has demanded that there should be parity in pay among the nursing staff considering the arduous nature of duty performed by the combatised Nursing cadre personnel.

11.22.64 The non-combatised Nursing cadre is not in existence in any other CAPF. Even in the CRPF, all recruitments in the Hospital Cadre are being conducted in the combatised ranks, viz., Subedar Major (Sister in-charge), Inspector (Sister in-charge) and Sub Inspector (Staff Nurse) and so on, after combatisation of Hospital Staff in terms of MHA letter No. 27011/44/88-PF-I dated 19-9-89. Therefore, the existing non-combatised Nursing cadre comprises pre-1989 entrants.

11.22.65 The CRPF, Group `B` (Combatised Para-Medical Posts) Recruitment Rules 2010 and the CRPF (Group `C` and D Hospital Staff) Recruitment Rules 1980 relating to non-combatised Nursing cadre are different. The designations are not comparable and unlike in the combatised cadre the posts in the non-combatised Nursing cadre are not in the hierarchy of the combatised rank structure.

11.22.66 It is apparent that there is no new induction in the non-combatised Nursing cadre of CRPF after 1989 and only some left out non-combatised nursing personnel are available in the CRPF. The Government of India, MHA vide their Order No. 27012/26/2010-PF-3 dated 18-6-2010 approved upgraded pay scales in respect of the existing non-combatised Nursing cadre of CRPF based on specific recommendations of VI CPC regarding common category posts belonging to Nursing cadre.

**11.22.67 The combatised and non-combatised cadres are clearly distinct and therefore, the demand for uniformity of pay of combatised Nursing personnel with that of the non-combatised Nursing cadre is not acceptable.**

#### **Grant of higher GP 4800 to Joint Assistant Commandant (Accounts Officer) in ITBP**

11.22.68 ITBP has urged that the Joint Assistant Commandant/Accounts Officer (JAC/AO) should be granted higher GP 4800 as against present GP 4600. The justification given is that Inspector (Accountant) which is a non-gazetted post and a feeder post for JAC/AO a gazetted Group `B` post, is also drawing GP 4600.

11.22.69 The post of Joint Assistant Commandant (Accounts Officer) which is a Group `B` Gazetted post in GP 4600, is available only in ITBP. This post came into existence initially with the desingation of Subedar Major (Accounts Officer) Group `B` non-gazetted in the pay scale ₹2000-3200, on implementation of combatisation policy in 1989 by conversion of the erstwhile gazetted civilian post of Accounts Officer that existed in the pay scale of ₹2375-3500. Subsequently, the Group `B` non-gazetted status of this post was upgraded, for administrative and functional reasons, to Joint Assistant Commandant, Group `B` gazetted, in the pre-revised scale of ₹6500-10500 vide MHA letter No.I-45024/41/98-Org.PF-I dated 7-2-2000. The VI CPC recommended replacement GP 4200 for the pre-revised pay scale of ₹6500-10500 which was revised upwards to GP 4600 by the government. Accordingly, the post of JAC/AO was placed in GP 4600 i.e., at par with the pay scale of the Inspectors of CAPFs.

11.22.70 Later on, the pay scale of Subedar Major was also upgraded to GP 4800 in CAPFs but that benefit of GP 4800 could not be utilised by the JAC/AO although JAC/AO were in the rank of Subedar Major (Accounts Officer) prior to conversion of the post of civilian Accounts Officer in ITBP to combatised Subedar Major Accounts Officer.

11.22.71 The Inspector (Accountant) in GP 4600 are subordinate to JAC/AO and hence the responsibilities shouldered by the JAC/AO are apparently higher than that of an Inspector (Accountant).

**11.22.72 JAC/AO is an isolated post and no corresponding post is available in any other CAPFs. Hence the Commission is of the view that the post of JAC/AO in ITBP may be abolished after the present incumbent vacates the post and dispensation prevailing in other CAPFs be adopted in ITBP also.**

### **Registrar General of India**

11.22.73 The Office of Registrar General of India and Census Commissioner (ORGI) is an attached office of the Ministry of Home Affairs. The Registrar General and Census Commissioner conducts the decennial population census and tabulates and disseminates the census data under the provisions of the Census Act 1948 and the Census (Amendment) Act 1993. The Office of the Registrar General of India (ORGI) has its Head Quarter at New Delhi with 33 Subordinate Offices known as Directorate of Census Operations (DCOs) established in the States and UTs. Since the year 2003, the RGI has been functioning as National

Registration Authority and the Registrar General of Citizen Registration under the Citizenship (Amendment) Act 2003.

11.22.74 Post VI CPC, in the ORGI and the other Statistical Organisations, the structure of the cadre of the Statistical Investigators is as follows:

- i. Statistical Investigator Grade-I (GP 4600)
- ii. Statistical Investigator Grade-II (GP 4200)

11.22.75 Statistical Investigator Grade-II was created as a result of recommendations of the VI CPC by the merger of the then existing Statistical Investigator Grade-II (Pre-revised scale 5500-9000) and Statistical Investigator Grade-III (Pre-revised scale 5000-8000). The Senior Compiler (GP 2800) is the feeder post to Statistical Investigator Grade-II and the Compiler (GP 2400) is the feeder post to Senior Compiler. The following demands have been made by the All India Census Employees Association:

- i. The Senior Compilers (GP 2800) and Compilers (GP 2400) of the ORGI be merged and they be placed in GP 4200 at par with Statistical Investigator Grade-II of the NSSO.
- ii. The pay of Statistical Investigator Grade-II of ORGI be upgraded to GP 4600.

11.22.76 Demand has been made on the ground that the incumbents of erstwhile Computer cadre of ORGI (now Senior Compiler and Compiler) were receiving higher pay than the incumbents of NSSO till the 2<sup>nd</sup> CPC and that the duties performed by the Senior Compiler and Compiler and educational qualification of the Senior Compiler and Compiler are similar with that of Statistical Investigator Grade-II of NSSO.

11.22.77 The Commission notes that Statistical Investigator Grade-II of NSSO and Compiler and Senior Compiler of the office of the Registrar General India (ORGI) belong to two distinct cadres regulated under different service conditions as per their respective Recruitment Rules. The demand for upgradation of Statistical Investigator Grade-II of ORGI from the existing GP 4200 to GP 4600 is therefore based on an invalid comparison and cannot be accepted.

11.22.78 The Commission has also observed that Statistical Cadre posts of identical or similar nomenclature are available in many departments under the Central Government. The job responsibilities as well as the eligibility conditions for appointment to these posts also appear to be comparable.

**11.22.79 In view of this, the Commission feels that there is a need to streamline the Statistical Cadres existing in various departments under the Central Government under unified Model Recruitment Rules laying down the educational qualifications, job responsibilities and pay structure of the Statistical Cadre posts. This will ensure uniformity and remove avoidable anomalies in pay structure amongst similar/identical Statistical Cadre posts in various departments. The Commission accordingly recommends that the government may look into this aspect in its entirety. The issue has also been discussed in Chapter 7.7.**

## **Intelligence Bureau (IB)**

### **Upgradation of posts of ACIO-II and ACIO-I**

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11.22.80 IB has demanded upgradation of the posts of ACIO I and II in the executive cadre as well as in other cadres on the ground that till the IV Pay Commission these posts in IB were in higher pay scales compared to Sub Inspectors and Inspectors in the CPMFs. The pay scale of ACIO-II was ₹1640-2900 as compared to pay scale of ₹1400-2300 of Sub Inspectors of CPMFs. Similarly, the pay scale of the posts of ACIO-I in IB was also higher than the pay scale of Inspectors in the CPMFs.

11.22.81 Consequent upon the implementation of the V CPC recommendations, the pay of ACIO-II and ACIO-I in IB was downgraded and brought at par with the pay scales of Sub Inspectors and Inspectors of CPMFs at ₹5500-9000 and ₹6500-10500 respectively. The VI CPC also maintained the same parity.

11.22.82 The justification given by IB is that duties performed by the ACIO-II and ACIO-I are not comparable with the duties performed by the Sub Inspectors and Inspectors of CPMFs as the responsibilities of IB are more sensitive as well as hazardous.

11.22.83 The upgradation in pay to ACIO-I and ACIO-II has been duly supported by the Ministry of Home Affairs.

11.22.84 The fact that ACIO-I and II have multidimensional role to play in the organisation is also noted.

**11.22.85 The grant of higher GP 4600 to ACIO-II and GP 4800 to ACIO-I is therefore being recommended by this Commission.**

### **Grant of Senior Time Scale (GP 6600) to DCIOs**

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11.22.86 There is a demand for grant of Senior Time Scale (GP 6600) to DCIOs with 15 years of total service including four years as DCIO. As per extant instructions this is possible only if there is an element of direct entry at the level of DCIO in GP 5400 (PB-3) in the respective cadres. As per the recruitment rules, there is an element of direct entry at the level of DCIO in IB. The issue is purely administrative and IB may take the matter up at the appropriate level with the MHA.

### **Placement of Joint Deputy Director in GP 8000**

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11.22.87 There is a demand for placement of Joint Deputy Director in GP 8000 by upgrading the post from the existing GP 7600. While the demand has not been justified on functional grounds, it would appear that the gap between PB-3 and PB-4 is assumed to be the cause of the demand. The pay structure has been rationalised by the Seventh CPC as detailed in Chapter 5.1. This will address this aspect.

### **Benefit of two increments on promotion from Assistant Director to the post of Joint Deputy Director**

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11.22.88 A demand for grant of two increments on promotion from AD to JDD has been made. The Commission finds no justification for the same.

### **Demand of Ministerial, Stenographer and other Cadres**

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11.22.89 The Ministerial and Stenographer Cadre has made the following demands:

- a) Pay parity with CSS/CSSS cadre.
- b) Pay fixation benefit for promotion from AD to JDD by granting two increments.
- c) Grant of GP 4200 after five years to 30 percent of the sanctioned strength of UDCs and Steno Gr-III.

11.22.90 Other common cadres, like Library cadre, Official Language cadre, Canteen Staff and MTS, have also sought pay parity with their counterparts in other government departments.

11.22.91 **Above aspects are covered in Chapter 7.1.**

## **SVP, National Police Academy (SVP, NPA)**

### **Removal of anomalies in pay structure in respect of same posts in SVP, NPA**

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11.22.92 In its demand the SVPNPA has brought out that non-gazetted uniformed posts in the Academy ranging from Constable to Inspector are carrying two different pay scales in the same rank. This has given rise to an anomalous situation wherein juniors are drawing higher pay than their seniors. The Academy has sought removal of this anomaly.

11.22.93 The Academy has a set of 215 posts which have been carrying on since earlier which are at pay levels less than those of CPOs and CAPFs. In year 2011 another set of posts was created which carry pay scales at par with CAPFs. As a result two different pay scales exist for these posts. The Academy reports that it is finding it difficult to obtain the best trainers on deputation from CPOs and CAPFs as the lower pay scales are unattractive for competent personnel.

11.22.94 Although MHA has supported this demand of SVPNPA, the Commission notes that the Ministry of Finance turned down the proposal for upgradation of pay scales of old posts on the ground that posts in NPA are filled up from among personnel from State Police Forces and not from analogous posts in CAPFs.

11.22.95 It is noted that the VI CPC, in their recommendation on Training Academies had specifically recommended the following:

*“Insofar as posts in training academies to which personnel from any of the police forces are appointed, the parity should be maintained with reference to the pay band and grade pay of the post in the police organisation from*

*which recruitment/appointment, whether on deputation or otherwise, is made.”*

**11.22.96 The Commission feels that ideally there should be pay parity between posts having the same designation and the same work within the same organisation. It would be best if uniform recruitment rules are formulated and adopted for all such posts. An application of the clear recommendation of the VI CPC should ensure that deputationist from CAPFs and CPOs should be able to come without any loss of emoluments. Hence, the issue can well be settled administratively.**

#### **Parity for Assistant Commandant (Ministerial)**

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11.22.97 The demand made is that the Assistant Commandant (Ministerial) in the Academy should be allowed the same scale of pay as admissible to his counterparts in the CAPFs. In the CAPFs, the Assistant Commandant (Ministerial) has been placed in GP 5400 (PB-3) whereas, Assistant Commandant (Ministerial) in NPA is drawing pay in GP 5400 (PB-2). It is stated that owing to this disparity, no deputationist from the CAPFs is willing to join the Academy at a lower pay scale.

11.22.98 SVP, NPA has conveyed that post of AC (Ministerial) is being filled on deputation and that the draft Recruitment Rules are under submission to MHA.

**11.22.99 This Commission can only state that the Recruitment Rules reflect the basis for determining the level for any post. This being an administrative matter, the Academy should take it up with the ministry.**

#### **Higher GP 2400 to LDC and consequent upgradation of pay for other civilian posts in the Ministerial hierarchy.**

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11.22.100 The Academy has urged that LDC should be placed in higher GP 2400 as against the existing GP 1900 at par with grade pay of Data Entry Operator (DEO), on the grounds that both LDC and DEO enter service on the basis of same educational qualification i.e., Class XII and that the functions of LDC are more complex than that of a DEO. **This issue has been dealt in Chapter 7.7. Recommendations made there would apply in this case also.**

#### **Grant of higher pay scales for the post of Hindi Instructor and Language Instructor**

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11.22.101 It has been demanded that the pay of Hindi Instructor be upgraded from GP 4600 to GP 5400 (PB-3) while that of Language Instructor be upgraded from GP 4200 to GP 4800 at par with corresponding posts in Lal Bahadur Shastri National Academy of Administration (LBSNAA). Besides, it has also been urged that all standalone posts in SVP, NPA may be placed in pay scales at par with similar posts in LBSNAA and other Central Training Institutes such as National Academy of Direct Taxes (NADT), Indira Gandhi National Forest Academy (IGNFA) etc.

**11.22.102 The assignment of the appropriate pay level for any post is dependent on a host of factors including the nature of the job, prescribed entry level qualification, mode of**

**recruitment etc. A broad brush parity between independent sets of posts, as has been sought, is not recommended. In so far as the specific cases of Hindi Instructor (present GP 4600) and Language Instructor (present GP 4600) are concerned, the Commission is of the view that they are already appropriately placed as the essential qualification for Language Instructor is degree while for the Hindi Instructor it is a Masters degree.**

#### **Grant of Apex scale (₹80,000 fixed) to Director (SVPNPA)**

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11.22.103 The post of Director, SVPNPA is presently in the scale of pay of ₹75500-80000 (HAG + Scale) as is the post of Director, LBSNAA. It has been stated that whenever Secretary level officers are posted as Director, LBSNAA they draw ₹80,000 (fixed). The post of Director, Indira Gandhi National Forest Academy is also in the Apex level. The demand, therefore, is that whenever a DG rank officer joins the Academy as Director, the officer can be granted Apex pay of ₹80,000 (fixed).

**11.22.104 The Commission recommends that the practice being followed at LBSNAA may also be replicated at SVPNPA so that whenever a DG rank officer is posted as Director, SVPNPA, the officer can draw Apex pay.**

#### **Parity in salary structure and other allowances in respect of the three All India Services and Central Services (Group 'A')**

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11.22.105 It has been demanded that the three All India Services and Group 'A' Central Services should be granted similar salary structure and other allowances at all stages of their career. **This issue has been dealt with in detail in Chapter 7.2. Hence no separate recommendations are being made here.**

#### **Payment of a month's salary as an incentive to the Syces of the Academy**

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11.22.106 It has been demanded that taking into account the strenuous nature, the adverse work environment and the schedule of working hours to be adhered by the syces, who not only groom and handle the Equines but also provide assistance while conducting riding classes to IPS officer-trainees, they should be paid one month additional salary and an incentive on the same lines as is being paid by Dr. B.R.Ambedkar Police Academy in Uttar Pradesh, CISF, Army remount depots and NCC mounted units.

11.22.107 Dr B.R.Ambedkar Police Academy is an Academy which imparts training to the State Police and the comparison with that Academy in the matter of pay and allowances does not seem justified.

11.22.108 A comparison of the similar posts prevailing across Army and the CAPFs also shows that syces are there at various levels. The exact pay and incentives, if any, depend upon the work content. Therefore across the board parity is not possible.

## **Bureau of Police Research and Development (BPR&D)**

### **Grade pay parity of Ministerial Cadre in respect of Ministerial posts in BPR&D**

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11.22.109 The Ministerial cadre of BPR&D has demanded grade-pay parity with analogous posts in CSS/CSSS. The issue of disparity of pay between Secretariat and field offices also came before the VI CPC which recommended in favour of pay parity between the two. However, the government did not accept the same. **This demand has been considered in the Chapter 7.1 hence no separate recommendations are being made here.**

### **Upgradation of pay in respect of Accountant from GP 2800 to GP 4200**

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11.22.110 BPR&D has stated that the posts of Accountants in their department are in GP 2800. However, keeping in view the mandate assigned to the Accountants, they have urged that one post of Accountant in BPR&D should be of senior level and his pay may be upgraded from GP 2800 to GP 4600 with re-designation as Senior Accountant. **This is a matter relating to creation of a post in the higher grade, and should be taken up administratively.**

### **Senior Scientific Assistant (SSA)**

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11.22.111 BPR&D has demanded upgradation of grade pay of Senior Scientific Assistants (SSA) from GP 4200 to GP 4600. The basis of this demand is the fact that the VI CPC had recommended that posts of scientific staff in the scale of ₹6500-10500 carrying minimum qualification of Engineering Degree or a post-graduation degree should also be upgraded and placed in the scale of ₹7450-11500 corresponding to GP 4600.

11.22.112 The Commission has been informed that the Bureau had moved a proposal for the above upgradation but same was not agreed to on the ground that the post of SSA existed in the pre-revised scale of ₹5500-9000 and hence no case for upgradation existed.

11.22.113 It is noted that BPR&D has posts of SSAs for a variety of work and the educational qualification mandated depends on the nature of work. By and large the qualification requirements are a diploma in the relevant field of engineering, or a bachelor's degree in the relevant science and, in few cases, a bachelor's degree in engineering. **Taken overall the post seems to be correctly positioned at the GP 4200 and no change is recommended.**

### **Upgradation of grade pay of Junior Investigator and Senior Investigator**

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11.22.114 BPR&D has demanded that the Junior Investigator (GP 2800) and Senior Investigator (GP 4200) should be placed in GP 4200 and GP 4600, respectively to maintain parity with other departments of Government of India such as National Commission for SC (NCSC) and National Commission for ST (NCST).

11.22.115 As per Recruitment Rules for the posts in BPR&D, the requirement of the entry level qualification is graduation in specific subject for the post of Junior Investigator and Master's Degree in specific subject with two years' experience in relevant field for the post of

Senior Investigator. **The Commission feels that the pay of Junior Investigator and Senior Investigators are appropriate taking into consideration the entry requirements and job profiles. Hence no change is recommended.**

**Demand for removal of anomaly/disparity of pay in respect of some posts in BPR&D**

11.22.116 In BPR&D an anomalous position seems to have arisen with respect to pay of executive posts from Constable to Deputy SP ranks in BPR&D. The demand for pay parity of these posts with that of the CAPFs /Delhi Police was not recommended by the VI CPC on the ground that despite similar designations, *the posts of ASI, Head Constable, Constable etc. in BPR&D cannot be held as equivalent to similarly designated posts in CPMFs, Delhi Police, etc.*

11.22.117 Accordingly, these old posts in BPR&D are carrying a lower GP as compared to the posts of Delhi Police, CAPFs. However, in the year 2011, Government of India sanctioned similar posts with higher GP equivalent to that of the CAPFs in the newly set up Central Academy for Police Training (CAPT) under BPR&D. This has created a situation where similar posts are holding two GPs. The pay disparity as brought out is shown below in the following table:

Name of post	BPR&D	Name of post	CAPT (BPR&D)
Deputy SP	GP 4600	Deputy SP	GP 5400 (PB-3)
Inspector	GP 4200	Inspector	GP 4600
Sub Inspector	GP 2800	Sub Inspector	GP 4200
Assistant Sub Inspector	GP 2400	Assistant Sub Inspector	GP 2800
Head Constable	GP 1900	Head Constable	GP 2400
Constable	GP 1800	Constable	GP 2000

11.22.118 A similar anomalous situation has been brought out in the case of the post of Research Officer which exists in GP 4600 whereas, the newly created four posts sanctioned in the year 2009 are in GP 5400 (PB-3).

11.22.119 The VI CPC recommendations in respect of BPR&D stated that *“The Commission would like to clarify that despite similar designations, the post of ASI, Head Constable, Constable etc in BPR&D cannot be held as equivalent to similarly designated posts in CPMF’s, Delhi Police, etc. Accordingly, all these posts may be given only the normal replacement pay band and grade pay. The administrative ministry may also consider revising the designations of these posts appropriately so as to remove any confusion in this regard in future.”*

11.22.120 MHA has supported the demand of BPR&D but Ministry of Finance has rejected the proposal on the ground that recruitment rules do not mention deputation from CAPFs as one of the mode of recruitment.

**11.22.121 The Commission feels that ideally there should be pay parity between posts of similar designation in respect of the post of Inspector, Sub Inspector, Head Constable and Constable within the same organisation, provided uniform recruitment rules are formulated and adopted for all such posts. This is an administrative issue which may be looked into by MHA.**

#### **Various posts in the Official Language cadre of BPR&D**

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11.22.122 DoPT has, in 2013, circulated Model Recruitment Rules for various posts in the Official Language Cadre. BPR&D has urged that the scale of pay of posts of Hindi Editor/Officer in BPR&D may be implemented in terms of these Rules. According to the said Model Recruitment Rules it has been clarified that similarly designated posts outside the CSOLS in various Subordinate Offices have been granted same pay scales as applicable to CSOLS.

#### **Upgradation of grade pay to the next higher grade in respect of all categories of posts in BPR&D**

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11.22.123 BPR&D has demanded that keeping in view the nature and multi-faceted tasks assigned to the organisation, all categories of posts should be upgraded/given one higher grade pay as compared to the pay scale of similar posts in other organisations so that BPR&D may be in a position to attract best talent and competent officials to the Bureau.

**11.22.124 The Commission is not persuaded by the arguments offered. The demand is not found justified.**

### **Department of Official Language**

#### **Central Secretariat Official language Service (CSOLS)**

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11.22.125 The demands of the CSOLS are summarised below:

- i. Creation of ten additional posts of Joint Secretary/Senior Director in GP 10000 have been demanded to mitigate stagnation at the level of Director.
- ii. It has been submitted that the Committee of experts on cadre restructuring of CSOLS and the Committee of Parliament on Official language have also recommended creation of posts at higher level on functional justification.
- iii. Merger of existing 36 posts of Joint Director with existing 18 posts of Director at the level of Director, citing justification that both Joint Director and Directors are performing the same duties.
- iv. Following merger of the post of Joint Director with the post of Director, the level of post with GP 7600 would be missing and so to make parallel hierarchy with the CSS, upgradation to GP 7600 from existing GP 6600 with re-designation of the posts as Dy. Secretary has been demanded.
- v. For the Assistant Director, upgradation from GP 5400 (PB-3) to GP 6600 has been demanded with re-designation of the post as Under Secretary. The justification given

is that in spite of lower qualification prescribed for the post of Assistant Director in some other departments like Enforcement Directorate, NCRB and NCB, they are placed in the GP 6600.

- vi. For the post of Junior Translator upgradation from GP 4200 to GP 4600 has been sought with re-designation of the post as Hindi Assistant, for the sake of parity with CSS. The justification given is that while the post of Junior Translator requires Masters Degree with two years' experience and Diploma certificate course in translation as essential qualification, there are many other posts with lower requirement but higher grade pay.
- vii. For the post of Senior Translator demanded upgradation from GP 4600 to GP 4800 and GP 5400 (PB-3) after four years of service with re-designation of the post as Section Officer.

11.22.126 The demands relate to issues of creation of new posts, merger and upgradation of existing posts and re-designation of various posts with upgraded pay scales. This Commission is not dealing with issues relating to cadre restructuring.

11.22.127 The issue of pay parity between Junior translators and Assistants of CSS cannot be accepted as the two cadres are performing different functions.

### **Central Hindi Training Institute (CHTI)**

#### **Research Assistant (Language)**

11.22.128 Central Hindi Training Institute (CHTI) has five sanctioned posts of Research Assistant Language in GP 4200. These are isolated posts. It has been demanded that these Research Assistants be placed in GP 4800 at par with the pay scale of Hindi Pradhyapak. The justification for this demand is that up to the IV CPC, there was pay parity as per the given position:-

<b>Posts</b>	<b>III CPC</b>	<b>IV CPC</b>	<b>V CPC</b>	<b>VI CPC</b>
Research Assistant Language	Group-B, ₹550-900	Group-B, ₹1640-2900	Group-B, ₹5500-9000	GP 4200
Hindi Pradhyapak	Group-C, ₹550-900	Group-C, ₹1640-2900	Group-B, Upgraded to ₹6500-10500	GP 4800

11.22.129 It has been stated that the nature of duties and responsibilities as well as educational qualifications of Research Assistant (Language) and Hindi Pradhyapak are similar. However, a comparison of the Recruitment Rules shows that Hindi Pradhyapak must possess B.Ed. qualification in addition to Masters in Hindi as well as two years' experience of teaching Hindi at Senior Secondary level whereas RA (Language) requires Masters in Hindi/English plus two years' experience in translation/teaching/ research/writing.

11.22.130 Besides the above, the entry criteria are different for the two posts - it is direct recruitment in case of Hindi Pradhyapak while it is on deputation/absorption/re-employment basis in case of Research Assistant (Language). The duties and responsibilities are also not very

similar as one is more research based while the other is teaching oriented. Therefore, the upgrade of Research Assistant to GP 4800 is not recommended.

**11.22.131 CHTI is a subordinate office under the Department of Official Languages, therefore the detailed recommendations in regard to headquarters-field parity discussed in Chapter 7.1 would be applicable here.**

### **Hindi Pradhyapak**

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11.22.132 Hindi Pradhyapak Parishad has raised the demand to upgrade pay of the Hindi Pradhyapak of Central Hindi Training Institute (CHTI) from GP 4800 to GP 6000. They have justified the demand on the ground that they impart official language Hindi training to all non-Hindi knowing Central Government/PSUs employees/ Bank Officials from clerical level to the level of Secretary to the Government of India. They take classes of 40-45 hours per week whereas Assistant Professors (GP 6000) take classes of 16 hours in a week with 30 hours of weekly availability. They also perform some other duties like imparting basic Hindi Computer Training and Advanced Computer Training in Hindi to employees/officers with a fixed target of 20 trainees for each programme.

11.22.133 It is seen that Hindi Pradhyapaks have demanded higher GP 6000 at par with Assistant Professor in College and Universities and Central Institute of Indian Languages Mysore. The requirement of educational qualification/experience as provided by the Director, Central Hindi Training Institute, Department of Official Language, Ministry of Home Affairs, shows that the educational qualification for the post of Assistant Professor is MA with 55 percent and National Eligibility Test (NET) or Ph.D. The educational qualification for the post of Hindi Pradhyapak, on the other hand is Master's Degree in Hindi with English as one of the subjects at degree level either as compulsory or optional or as a language paper from recognised University or equivalent, Bachelor's degree in Education from a recognised University/Institute or equivalent and two years' experience of teaching Hindi at Senior Secondary level.

11.22.134 As seen above, not only are the educational qualifications required for the post of Assistant Professor different from that of Hindi Pradhyapak, the work content of the two position is different.

**11.22.135 The Hindi Pradhyapaks are already placed in GP 4800 as against the normal replacement scale of GP 4200 [in respect of V CPC pay scale of ₹6500-200-10500]. The Commission therefore does not find the demand of Hindi Pradhyapak justified.**

### **Delhi Police**

#### **Executive posts (Non-Gazetted)**

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11.22.136 Delhi Police have demanded upgradation of pay scales from Constable to Inspector on the grounds that pay of similarly placed posts in the State Governments of Punjab, Himachal Pradesh, Haryana and UT of Chandigarh are higher than theirs.

11.22.137 **There is no justification for drawing parity with the State Police as they are outside the mandate of this Commission. Hence, this Commission cannot consider the demand.**

### **Executive posts - Gazetted (DANIPS)**

11.22.138 It has been demanded that the post of Assistant Commissioner of Police (ACP), Delhi Police may be classified as Group 'A' post and granted GP 5400 (PB-3) on the pattern of Deputy SP of neighbouring States and Assistant Commandants of CPOs in view of the crucial role and onerous responsibilities of ACP Delhi Police. Presently, this post is filled up 50 percent through direct recruitment from DANIPS and 50 percent by promotion from Inspectors in the respective cadre. The entry post of ACP carries GP 4800 initially in Group 'B' and then draws GP-5400 (PB-3) on completion of four years' service.

11.22.139 The demand for Group 'A' status at entry level with entry pay ₹8000-13500 [now GP 5400 (PB-3)] was recommended by the V CPC for this service but was not accepted by the government. The VI CPC also rejected the demand on the ground that the scale of ₹8000-13500 is the entry pay scale for Group 'A' Services in the Central Government whereas DANIPS is a Group 'B' Service.

11.22.140 **Since, the GP 5400 (PB-3) is the entry grade for all the Central Services Group 'A' the Commission cannot recommend the same to DANIPS which is a Group 'B' service.**

### **Ministerial/Stenographer Cadre**

11.22.141 Delhi Police have demanded parity in pay between the posts of ASI (Ministerial) and ASI (Steno). As reported by Delhi Police, the pay of ASI (Stenographer) is in GP 4200 whereas the pay of ASI (Ministerial) is in GP 2800. This pay disparity has been continuing since III CPC as may be seen from following table:

<b>Name of CPC</b>	<b>Pay of ASI (Ministerial)</b>	<b>Pay of ASI (Stenographer)</b>
III CPC	330-480	330-560
IV CPC	1320- 2040	1400-2300
V CPC	4000- 6000	4500- 7000
VI CPC	GP 2800	GP 4200

11.22.142 It has been stated that this pay disparity has been continuing despite the direction of the Central Administrative Tribunal to remove it. The issue was projected before the VI CPC by Delhi Police but the VI CPC did not make any recommendation in this regard.

11.22.143 Delhi Police has stated that ASI (Ministerial) and ASI (Stenographer) both belong to Ministerial cadre in Delhi Police and are required to be given same pay scale particularly in view of the fact that both are given next promotion in the post of SI (Ministerial). Accordingly,

it has been demanded that the pay scales of various ranks in the Ministerial cadre be placed at par with the corresponding ranks of the executive cadre as also for the Stenographer cadre.

11.22.144 The Stenographer and Ministerial cadres are two distinctly different cadres. ASI/Stenographer earns promotion in his own cadre, the highest post of which is Inspector/Stenographer (GP 4600) whereas ASI/Ministerial earns promotion in his own Ministerial cadre and the highest post in that cadre is ACP (DANIPS) in GP 4800. The ASI/Stenographer in Delhi Police is appointed as ASI/Stenographer and on successful completion of two years' probation period is elevated and designated as Sub Inspector/ Stenographer. This being the position, ASI/Stenographer in Delhi Police cannot be granted GP 4200 as against the prescribed GP 2800 on his initial appointment, as he becomes entitled to GP 4200 only after successful completion of his probation period and elevation to the post of SI/Stenographer.

11.22.145 **The Commission is, therefore, not recommending any change in this regard.**

## **MTS**

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11.22.146 It has been urged that Multi-Tasking Staff (MTS) working in Delhi Police be converted into Uniformed Staff as Constable Tradesman like in the CAPFs and granted same pay structure of Constable. Since MTS is a common category, the Commission cannot grant any special dispensation to Delhi Police. Hence, the Commission cannot agree to this demand.

## **Compensatory pay to Non-gazetted Personnel of Delhi Police**

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11.22.147 It has been brought to notice that in 1979 Government of India sanctioned one month's extra pay as compensatory pay to the non-gazetted police personnel of Delhi Police to compensate for performing long hours of duty and their inability to avail holidays and weekly off as they not only require to be on duty on most of the public holidays but also have to put in extra hours of work for maintenance of public peace and order. On these grounds the demand for grant of compensatory pay equal to the amount of total gross pay for at least 60 days in a calendar year has been made for all ranks of Delhi Police.

11.22.148 It is stated that the Delhi Police is already getting one month's additional salary for the posts from Constable to Inspector. Now they have demanded sixty days' additional pay for all ranks. The grant of sixty days' additional pay with one month's leave will amount to three months' pay benefit. This demand does not seem to be justified and cannot be accepted.

## **DANICS /DANIPS**

11.22.149 UT Civil Service (DANICS) and UT Police Service (DANIPS) cater to the middle level Civil and Police administration of Delhi, Andaman and Nicobar Islands, Lakshadweep, Daman and Diu and Dadra and Nagar Haveli. DANICS and DANIPS consist of:

1. Junior Administrative Grade-I, Group-A, PB-4, GP 8700
2. Junior Administrative Grade-II, Group-A, PB-3, GP 7600
3. Selection Grade, Group-A, PB-3, GP 6600

4. Entry Grade, Group-B, PB-2, GP 4800 and on completion of 04 years approved service, GP 5400 (PB-3).

11.22.150 They have demanded the following:

**Grant of Group `A` status at entry stage at par with other State Civil services/constituent services eligible for induction into AGMUT Cadre of IAS**

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11.22.151 The demand for Group `A` status at entry level is a long standing one. However, this has not been agreed to in the past.

11.22.152 The VI CPC recommended GP 4800 at the entry stage, to be raised to GP 5400 (PB-2) on completion of four years of service. However, the government modified this by allowing GP 5400 (PB-3) on completion of four years of service.

11.22.153 In March 2015 the Delhi Administrative Subordinate Service (DASS) officers who are the feeder cadre for DANICS have also been granted GP 4800 and GP 5400 (PB-3) (on completion of four years) to Grade-I consequently, the relativity between the DASS and DANICS has got disturbed. The feeder grade and the promotional grade have now been placed in the same pay scale with same Group `B` gazetted status. DANICS has demanded that this anomalous situation can only be addressed by conferring Group `A` status on DANICS by grant of GP 5400 (PB-3) directly at the entry level to members of this service, after suitable modifications in the relevant service conditions.

11.22.154 **The Commission observes that while approving the upgradation of feeder cadre (Grade I DASS), the government should have explored the likely fallout of such a move on the hierarchy of officers above them. Since the GP 5400 (PB-3) is the entry grade for all the Central Services Group `A` entrants, the Commission cannot recommend the same for DANICS, which is a Group `B` service.**

**Introduction of GP 10000 and Higher Administrative Grade (HAG)**

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11.22.155 At present the posts in the DANICS hierarchy go upto the JAG level (GP 8700). DANICS officers become eligible for induction into the IAS after completing total eight years of continuous service. Despite this many officers have to wait for 25-27 years for this induction, owing to non-availability of vacancies. However, within the DANICS there is no promotional avenue beyond JAG, which DANICS officers reach in 18 years. Hence there is some stagnation here. The Association has therefore asked for introduction of two additional levels at GP 10,000 as well as the HAG. On induction into the IAS at such a belated stage, their pay is fixed at GP 6600. Besides, many officers also get age barred for induction into the IAS since 54 is the outer age limit for induction into the IAS.

11.22.156 This is not a new demand. It has not been agreed to in the past on the ground that the DANICS officers become entitled to induction into the AGMUT cadre of IAS in the scale of ₹14300-18300 (now GP 8700) and grant of any level higher than JAG will entail disturbing

of existing relativities between the two services. **The Commission endorses this view and therefore does not recommend higher posts for DANICS.**

### **Grant of Non-Functional Upgradation**

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11.22.157 It has been stated that DANICS has been classified as Central Civil Services Group 'A' as per Rule 4 and 5, Part-2 of CCS, CCA Rules and accordingly, the scheme of NFU should be implemented in their case.

11.22.158 DANICS is a Group 'B' service since induction into the service is at GP 4800. With regard to this demand the ministry has also maintained that only those who are directly recruited to GP 5400 (PB-3) are eligible to get Group 'A' status. Hence, DANICS is not eligible for grant of NFU.

11.22.159 In addition to above pay related demands, the DANICS have further demanded:

1. Grant of Non Functional Scale without holding a DPC, on the pattern of other AIS and other Central Services
2. Joint Select List for induction into AGMUT with other constituent units
3. Increase in promotion quota for induction into IAS from 33.3 percent to 50 percent
4. All top and middle level posts in local/autonomous bodies in the GNCT of Delhi to be earmarked for IAS AGMUT/DANICS.

11.22.160 **All the above mentioned demands of DANICS are purely administrative issues which are required to be duly examined and addressed by the Government of Delhi and MHA. The Commission has no views to offer on these issues.**

### **Secretariat Security Organisation (SSO)**

11.22.161 Secretariat Security Organisation (SSO) is an organisation under the administrative control of the MHA. It comprises Secretariat Security Force and Reception Organisation and it functions as the nodal agency for security of government buildings under MHA security cover. The SSF has been entrusted security of 28 government buildings and there are proposals for deployment of SSF at new government buildings also.

11.22.162 The strength/structure of Secretariat Security Force (SSF) and the Reception Organisation is as under:

1. Chief Security Officer, GP 8700: 1 post (Head of SSF and Reception Organisation)
2. SSF:
  - a. Subedar Major, GP-4200 +₹400 special pay: 1 post
  - b. Inspector, GP-4200: 06 posts
  - c. Sub Inspector, GP-2800: 24 posts
  - d. Head Constable, GP-2400: 69 posts
  - e. Constable, GP-2000: 928 posts
  - f. SI/Driver, PB-1, GP-2800: 01 post
  - g. HC Driver, Grade-II, GP-2400: 01 post

- h. Driver, Ordinary grade, GP-1900: 02 posts
  - i. Tailor, GP-1900: 01 post
  - j. Follower, GP-1900: 01 post
- Total posts: 1034
3. Reception Organisation
- a. Chief Supervisor, GP-4600 + ₹600 special pay: 1 post
  - b. Supervisor, GP-4600: 10 posts
  - c. Senior Reception Officer, GP-4200: 29 posts
  - d. Junior Reception Officer, GP-2400: 97 posts
- Total posts: 137

11.22.163 SSO has demanded the following:-

**Upgradation of the post of Chief Security Officer (CSO) from existing GP 8700 to the SAG level in GP 10000**

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11.22.164 Demand has been made on the ground that it will not only be a key motivating factor in efficient and multiple discharge of duties attached to the post of CSO in view of increasing demand for MHA security cover to some government buildings in Delhi and NCR areas but will also be helpful in maintaining proper hierarchy in the pay scale of CSO vis-à-vis the other supervisory posts of Commandant, Deputy Commandant and Assistant Commandant which are being demanded to be created in the Secretariat Security Force (SSF).

11.22.165 As regards the demand for upgradation of post of CSO to SAG level in GP 10000 and creation of additional posts of Commandant, Deputy Commandant and Assistant Commandant, it may be mentioned that the VI CPC, vide their report, observed inter-alia that the security related duties of most of the offices in Central Secretariat are with CISF and that the rationale for continued existence of Secretariat Security Force does not exist. They recommended merger of SSF with CISF at appropriate grades with the CISF taking over the security of all other buildings and for the post of Chief Security Officer (CSO) from then existing pay scale of ₹12000-16500 (pre-revised and equivalent to GP 7600) to the pay of Commandants in various CPMFs.

11.22.166 Thus, the pay of the CSO has already been upwardly revised by the VI CPC. In view of aforesaid, there is no ground for upgradation of pay of the CSO to GP 10000.

**Demand for creation of one post of Commandant (GP 7600), three posts of Deputy Commandant (GP 6600) and six posts of Assistant Commandant (GP 5400 (PB-3))**

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11.22.167 The justification given for the demand is that besides the Chief Security Officer (CSO), there is no specialized supervisory officer having a background in security related work to provide a viable command and control system for monitoring operations at government buildings.

11.22.168 **The Commission is not going into matters regarding creation of posts. This is an administrative matter on which MHA may take a view.**

### **Upgradation of 152 posts of Constables to that of Head Constables**

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11.22.169 It is stated that there is extreme stagnation at the level of Constable in that the time taken for promotion of a Constable to the rank of Head Constable ranges between 27 and 30 years. Moreover, such upgradation is stated to have no financial implication as most of the Constables have already spent 10, 20 and even 30 years of service and drawing higher grade pay on account of MACP.

11.22.170 The issue needs to be looked into in a broader perspective and individual upgradations in such cadres cannot be recommended without cadre restructuring.

### **Upgradation of pay of Chief Supervisor of Reception Organisation from existing GP 4600 + special pay ₹600 to GP 4800 and non-functional GP 5400 (PB-3) after four years**

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11.22.171 It is stated that the duties and responsibilities of the Chief Supervisor are different from the duties of the Supervisor and the post of Chief Supervisor is a promotional post for the post of Supervisor. It has also been mentioned that the V CPC recommended the pay scale of ₹7500-12000 (equivalent to Section Officer) for the post of Chief Supervisor subject to the condition that the posts of Reception Organisation be encadred with CSS which was not agreed to by DoPT for administrative reasons.

11.22.172 With regard to upgradation of pay of Chief Supervisor from GP 4600 + special pay ₹600 to GP 4800 and GP 5400 (PB-3) after four years, it may be seen that the Chief Supervisor is already in receipt of special pay of ₹600 in addition to pay in GP 4600 as against the supervisor who is in GP 4600 without any special pay. Thus, there is no justification for higher pay of Chief Supervisor as the post already carries a higher pay compared to that of the Supervisor.

## Union Territories

## Chapter 11.23

### Introduction

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11.23.1 There are seven Union Territories (UTs) specified in the First Schedule of the Constitution:

- Andaman and Nicobar Islands
- Daman and Diu
- Dadra and Nagar Haveli
- Chandigarh
- Lakshadweep
- Delhi
- Puducherry

Out of the seven UTs, two UTs viz., Puducherry and NCT of Delhi have Legislatures, Council of Ministers and their own Consolidated Funds, while the remaining five are UTs without Legislature.

11.23.2 The Union Territories are administered in accordance with the provisions of Article 239 to 241 of the Constitution of India. The two UTs with Legislature and the UT of Andaman and Nicobar Islands have Lieutenant Governor as Administrators. The Governor of Punjab functions as the Administrator of the UT of Chandigarh and a senior IAS officer functions as Advisor to the Administrator. The remaining three UTs viz., Daman and Diu, Dadra and Nagar Haveli and Lakshadweep are administered through IAS officers who are appointed as Administrators.

11.23.3 Administrator's Advisory Councils are set up in the UTs without Legislatures to advise the Administrators on the matter concerning the UT. Home Minister's Advisory Committees (HMAs) are set up in the UTs without Legislature to address general issues relating to social and economic development of the UTs. One of the features that distinguishes UTs with Legislatures from those without Legislature is that the expenditure on personnel serving in Union Territories without Legislature is borne by the Consolidated Fund of India whereas in the case of UTs with Legislature viz., Delhi and Puducherry, it is borne by the respective Consolidated Fund.

11.23.4 The chapter deals with personnel related issues of all 7 Union Territories, first with those without Legislature and thereafter those with Legislature viz., Delhi and Puducherry.

## Andaman and Nicobar Islands

### General Issues

#### Personnel Position

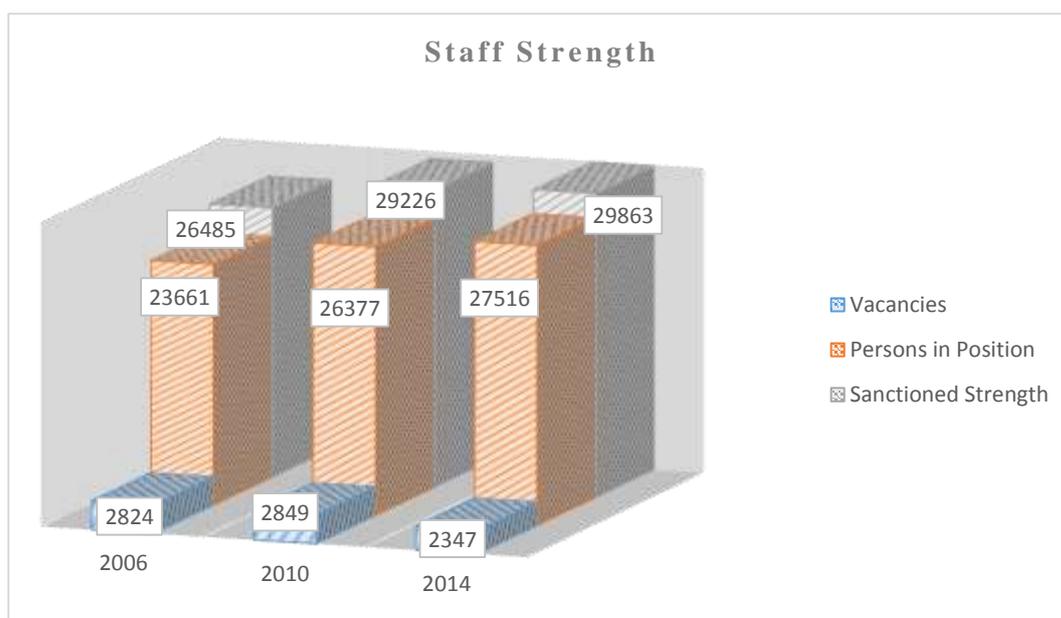
11.23.5 This number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by Union Territory of Andaman and Nicobar Island, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
<b>A</b>	786	614	172	22
<b>B</b>	8,144	7,351	793	10
<b>C</b>	20,933	19,551	1,382	7
<b>Total</b>	<b>29,863</b>	<b>27,516</b>	<b>2,347</b>	<b>8</b>

11.23.6 The above table shows that in overall terms, 8 percent of total sanctioned strength of the Union Territory of Andaman Nicobar Island is lying vacant as on 01.01.2014. Of the 27,516 persons in position (PIP), 23,176 employees are pre-2004 recruits and remaining 4,340 employees have been recruited on or after 01.01.2004.

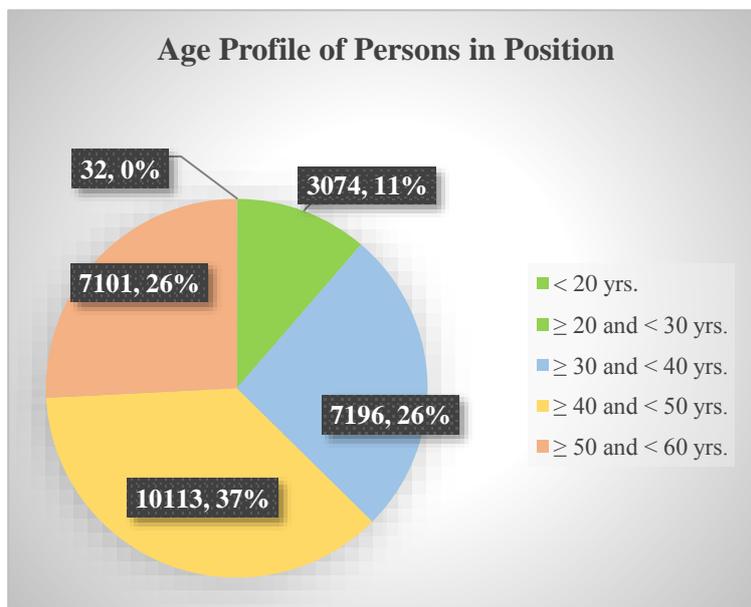
#### Inter Temporal Trend of Personnel

11.23.7 The following bar chart indicates the inter temporal position of personnel in the Union Territory of Andaman Nicobar Island as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.23.8 The following pie chart brings out the age profile of the persons in position (PIP) in the Union Territory of Andaman Nicobar Island. It indicates that about 26 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.23.9 The following table brings out the expenditure incurred by the Union Territory of Andaman Nicobar Island, on salaries and allowances on the employees working in the Union Territory through the years 2010 to 2013.

Particulars	(₹ in lakh)		
	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	79,489.58	91,944.47	1,00,740.84

### Cadre Related Issues

#### Electricity Department

11.23.10 Higher GP 2400 has been demanded in respect of Fitter electrical, Lineman and Switchboard cum Engine Operator, who are presently in GP 1900, at par with their counterparts in the Government Press, Fisheries Department, and Department of Environment and Forest.

11.23.11 The justification given is on the ground of comparable education qualifications of the posts and higher nature of duties performed by the Fitter (Electrical)/Lineman/Switchboard cum Engine operator.

### *Analysis and Recommendations*

11.23.12 Even though A&N Administration has supported the demand of Fitter (Electrical) and Lineman, on perusal of RRs of comparable posts mentioned above it is seen that not only are the nomenclatures different, the RRs of Electrician in Department of Environment and Forest suggests that Fitter (Electrical)/Lineman/Switchboard Attendant is the feeder cadre for Electrician. In other cases the mode of recruitment to the post of Electrician is through direct recruitment.

11.23.13 Moreover, 50 percent of Fitter (Electrical)/Lineman/Switchboard cum engine operator are promoted from amongst Cable jointers/ Mazdoors who are in GP 1800. The Fitter (Electrical)/Lineman/Switchboard cum engine operator are therefore lying below the Electrician in broad hierarchy. **Hence, no justification has been found for upgradation of pay of Fitter (Electrical)/Lineman/Switchboard cum engine operator only on the basis of educational qualifications.**

### **Co-operative Department**

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11.23.14 Demand has been made for increase in pay from existing GP 2800 to GP 4200 for the post of Inspector of Co-operative Societies at par with Grade-II of DASS cadre of NCT Delhi.

11.23.15 The justification given for enhanced pay in GP 4200 is that the prescribed educational qualification for Inspector of Cooperative societies is Post Graduate or Graduate with desirable qualification of higher Diploma in cooperative Management from a recognised Co-operative. Training Institution and 2 years' experience in Co-operative Movement.

### *Analysis and Recommendations*

11.23.16 Although the demand has been supported by the A&N Administration, the Commission feels that historical parity as a criterion should be applied when two cadres have similar functions as well as roles and responsibilities. Merely on the basis of two posts being in the same pay scale at some point in time cannot be a ground to extend parities. **Grade-II of DASS cadre of NCT Delhi and Inspector of Co-operative Societies are different cadres serving distinct functions, hence such upgradation cannot be accepted.**

### **Animal Husbandry and Veterinary Services**

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11.23.17 Pay hike in respect of Para Veterinary posts i.e., Dresser from GP 1800 to GP 1900, Veterinary Stockman from GP 1800 to GP 2400, Veterinary Compounder from GP 1800 to GP 2800, Senior Veterinary Compounder from GP 1900 to GP 4200 and Livestock Supervisor from GP 2400 to GP 4600 has been demanded at par with Para Veterinary Staff of Department of Environment and Forest, A&N, Dadra and Nagar Haveli and Puducherry.

### *Analysis and Recommendations*

11.23.18 The demand for enhanced pay have been supported by A&N Administration for the following:

- i. Veterinary Stockman be granted GP 2000 at par with similar post in UT of Dadra and Nagar Haveli.
- ii. Veterinary Compounder be granted GP 2400 at par with similar posts in the Environment and Forest Department of A&N.
- iii. Senior Veterinary Compounder be granted GP 2800 at par with Head Vet. Compounder of Environment and Forest Department of A&N.
- iv. The Administration has also recommended enhanced pay from existing GP 2400 to GP 4200 for the post of Livestock Supervisor to avoid pay anomaly between the pay of Senior Veterinary Compounder and Livestock Supervisor.

On comparison of relevant Recruitment Rules for the posts at (i), (ii) and (iii) above, it is seen that these posts are not comparable.

**11.23.19 As the demands for pay hike of Senior Veterinary Compounder cannot be considered, the demand for pay hike of Livestock Supervisor in GP 2400 on the ground of removal of anomaly automatically stands nullified. Hence, the demands cannot be accepted owing to difference in basic eligibility criteria.**

#### **Andaman Public Works Department (APWD)**

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11.23.20 In respect of various posts under APWD, following demands have been made:

- i. Planning Allowance for promotee Junior Engineers.
- ii. Pay hike from GP 2400 to GP 4200 for the Work Assistants at par with Diploma Holder Junior Engineers in the A&N Administration.
- iii. Higher pay for the post of Surveyor from GP 2400 to GP 2800 on the ground of specialized and technical nature of work.
- iv. Grade Pay hike from 1900 to 2000 for the post of FERRO Printers at par with their CPWD counterparts.

#### *Analysis and Recommendations*

11.23.21 Demands at (i), (ii) and (iii) above have not been supported by A&N Administration hence the Commission is not considering the same.

11.23.22 The FERRO Printers of APWD are appointed by promotion from MTS with eight years' service in the grade and after qualifying proficiency test whereas in CPWD FERRO Printers are promoted from IV class staff with at least 10 years' service in the grade and one years' experience in Ferro-printing work after qualifying trade test to be prescribed by the Engineer-in- Chief. For direct recruitment also, the laid down essential eligibility qualifications in CPWD as well as APWD are not similar as in APWD it is Class X only but in CPWD the essential qualification is:

- i. Class X
- ii. Thorough knowledge of operating Ferro-frames, Ferro- printers and drawing machine.
- iii. Ability to prepare chemicals solution for sensitizing and develop ammonia gas prints.
- iv. At least two years' experience of operating Ferro-machine and

- v. Ability to read drawings and other index.

**Hence, the demand is not justified and no recommendations are being made.**

### **Port Management Board (PMB)**

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11.23.23 Pay hike has been demanded for the following posts:

- i. Manager Cargo Operation, GP 4600 to GP 6600
- ii. Wharf Superintendent, GP 4200 to GP 5400 (PB-3) for six posts and GP 4800 for twelve posts
- iii. Assistant Shed Master, GP 2800 to GP 4200 at par with pay of SDO in PMB
- iv. Tally Clerk, GP 2400 to GP 2800
- v. Weigh Bridge Operator, from GP 1900 to GP 2000 and
- vi. Gate Keeper, Head Worker/Mazdoor/ MTS from GP 1800 to GP 1900
- vii. Marine Radio Operator, GP 2400, Supervisor, GP 2800 and Signal Superintendent, GP 4200 have demanded pay parity with Police Radio Staff of A&N Administration and Telecom Wing of Directorate of Revenue Intelligence of Government of India.

#### *Analysis and Recommendations*

11.23.24 Posts from Mazdoor to Manager (Cargo Operation) and from Marine Radio Operator to Signal Superintendent in Port Management Board, are in progressive grade pay in PB-1 and PB-2.

**11.23.25 It is seen that all the incumbents of Port Management Board are already placed in appropriate or even higher grade pay. The demands for higher grade pay do not seem justified. The A&N Administration has not given any specific recommendations in support of their demands. In this scenario, the Commission is recommending maintenance of status-quo.**

### **A&N Administration**

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11.23.26 In respect of various posts in A&N Administration, demands have been made in respect of:

***Panchayat Secretary from GP 2800 to GP 4200 at par with Head Clerk of A&N Administration***

11.23.27 The demand for pay upgradation to GP 4200 from GP 2800 at par with Head Clerk of A&N Administration cannot be accepted since it has been clarified by the A&N Administration that the duties of Head Clerk and Panchayat Secretary are not comparable. **Although, A&N Administration has recommended the upgradation on the ground of higher responsibilities being shouldered by the Panchayat Secretary, no convincing justification for such upgradation has been provided.**

### ***Block Development Officer (BDO) from GP 4200 to GP 4600***

11.23.28 It has been stated that both the posts of BDO and Tehsildar are feeder posts for promotion to DANICS hence there should be parity in pay scale of BDO and Tehsildar. It has also been mentioned that BDO's in other UT's are drawing pay in the GP 4800.

11.23.29 V CPC has mentioned that Tehsildars are Group 'B' Gazetted posts and VI CPC has clarified that since parity of Tehsildar was kept with Inspector of Police by V CPC and that such parity is to be maintained hence, pay scale of Tehsildar and Inspector of Police were maintained.

**11.23.30 Functionally, the two posts are from different streams even though they form the feeder cadre for getting inducted into DANICS. Hence, the two cannot be compared. The demand cannot therefore be acceded to.**

**11.23.31 For the demands, pertaining to the posts of MTS and Staff Car Driver it is stated that they belong to common category and general recommendations on these common category posts made by the Commission in Chapter 7.7, would be applicable for A&N Administration also.**

### **Jail Department**

11.23.32 Jail Department of A&N Islands has demanded higher grade pay at par with their counterparts in Police and Fire Departments and India Reserve Battalion of A&N Administration for the posts of Warder (GP 1800), Head Warder (GP 2000), Deputy Jailor and Jailor both in GP 4200.

#### *Analysis and Recommendations*

11.23.33 The pay structure of A&N Police is similar to that in Delhi Police and CAPFs. The Jail Department has supported their demand based on the Mulla Committee Report and various other Jail Reform Reports where there is a strong recommendation for bringing parity in pay between Police and Jail staff.

**11.23.34 The issue has been dealt in Chapter 7.7.**

### **Clerical and Stenographer Cadre**

11.23.35 In respect of various posts belonging to these cadres, the demands are:

- i. Pay hike of Lower Grade Clerk from GP 1900 to GP 2400
- ii. Higher Grade Clerk from GP 2400 to GP 4200
- iii. Head Clerk from GP 4200 to GP 4600
- iv. Office Superintendent from GP 4200 to GP 4800
- v. Assistant Secretary/Assistant Director from GP 4600 to GP 5400 (PB-2)
- vi. Dy Secretary from GP 5400 (PB-2) to GP 6600
- vii. Stenographer (OG) from GP 2400 to GP 4200
- viii. PA from GP 4200 to GP 4800

- ix. PS from GP 4600 to 5400 (PB-2)
- x. Sr.PS from GP 4800 and after four years 5400 (PB-2) to GP 6600.

#### *Analysis and Recommendations*

11.23.36 In respect of the Clerical cadre posts, the existing pay structure up to the rank of Head Clerk is similar to that of the posts of LDC, UDC and Assistant in Field/Subordinate offices. Any revision of pay of these posts at par with the CSS will be applicable to the clerical posts of UTs following the same pay structure as available in the Central Government.

**11.23.37 The posts in the Stenographer cadre are already placed in the similar pay structure available in Field Offices. The issues of parity in pay between headquarters and field have been dealt with in the Chapter 7.1.**

#### **Statistical Cadre**

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11.23.38 In respect of various posts of the Statistical cadre of A&N (UT) the demands are for pay hike in respect of:

- i. Research Officer from GP 5400 (PB-3) to GP 6600
- ii. Statistical Officer from GP 4600 to GP 5400 (PB-3)
- iii. Senior Investigator from GP 4200 to GP 4800
- iv. Junior Investigator from GP 2400 to GP 4200 on the ground of higher duties and responsibilities.

#### *Analysis and Recommendations*

**11.23.39 Since the pay scales are comparable with the Statistical cadre in Government of India, hence, the demand for higher pay structure cannot be considered by the Commission.**

#### **Information Technology Cadre**

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11.23.40 In respect of various posts of the IT cadre of A&N (UT) the demands are for pay hike in respect of:

- i. Deputy Manager, IT from GP 4600 to GP 6600
- ii. Assistant Manager, IT from GP 4200 to GP 5400 (PB-3)
- iii. Computer Assistant, Grade-B from GP 2800 to GP 4800
- iv. Computer Assistant Grade-A from GP 2400 to GP 4200.

#### *Analysis and Recommendations*

11.23.41 As per comments received from the A&N Administration, pay hike in respect of IT cadre posts have been recommended at par with EDP cadre posts together with revised nomenclature of these posts according to the Model Recruitment Rules in respect of the EDP cadre posts contained in the DoPT OM dated 30.05.2014. Since, the IT cadre posts for which pay hike has been demanded are of different designation, change of nomenclature has also been recommended by the A&N Administration simultaneously which is beyond the purview of this

Commission. It is for the A&N Administration to take up the matter with appropriate ministry of the Government of India.

### **Education Department and A&N Government Teachers' Cadre**

11.23.42 Education Department of A&N (UT) has sought the corresponding grade pay admissible to Vice Principal, PGT, TGT and Primary School teachers of other UTs like Puducherry, Lakshadweep, NCT Delhi and Central Government Schools, in respect of (i) Head Master (Primary) (ii) Head Master (Middle) (iii) Assistant Education Officer (iv) Librarian (v) Physical Education Teacher (vi) Craft Instructor. One higher GP has been sought for all categories of teachers.

#### *Analysis and Recommendations*

11.23.43 **Demands related to teachers have been dealt in Chapter 11.24.**

### **Department of Rural Development Department of Social Welfare**

11.23.44 In respect of posts of Department of Rural Development and Social Welfare, the demands are:

#### *Department of Rural Development*

- i. Pay hike of Extension Officer from GP 2800 to GP 4200
- ii. Upgradation of pay from GP 2400 to GP 2800 for Sanitary Inspector
- iii. Pay upgradation of Village Level Worker (GP 2000) amount of pay hike not mentioned

#### *Analysis and Recommendations*

11.23.45 Demand for higher pay for Extension Officer from GP 2800 to GP 4200 (essential qualification is Graduation) has not been supported with adequate justification by A&N Administration. Further, as per the RRs, the feeder post to Extension Officer is Gram Sevika/Village Level Worker in GP 2000 (For the said feeder posts, the eligibility qualification is Class XII). Out of total 28 posts of Extension Officer, 27 posts are filled up by promotion from Gram Sevika/VLW with 10 years regular service and only one post is filled up from Progress Assistant in GP 2400 with five years regular service. Considering the qualification of Gram Sevika/VLW and Extension Officer, they are already placed in appropriate grade pay.

11.23.46 **The demand for higher pay of Sanitary Inspector from GP 2400 to GP 2800 has been accepted by the Commission. The eligibility qualification is Class XII and Diploma in Sanitary Inspector Course. The Commission is recommending Grade pay 2800 to Sanitary Inspector, A&N on the grounds that these posts carry similar eligibility requirement as are stipulated in respect of Sanitary Inspectors of DGHS, Government of India.**

#### *Department of Social Welfare*

- i. Pay hike of Mukhya Sevika from GP 2800 to GP 4200
- ii. For Caretaker from GP 1800 to GP 2400.

11.23.47 Mukhya Sevika- For pay hike from GP 2800 to GP 4200, the A&N Administration has given the justification that up to the V CPC, Mukhya Sevika, JE, Head Clerk and Stenographer (SG) of A&N Administration were placed in same pay scale but after the VI CPC, GP 4200 was granted to JE, Head Clerk, Stenographer (SG) but the Mukhya Sevika was given replacement scale GP 2800 and as such, the pay of Mukhya Sevika should be hiked at par with them.

*Analysis and Recommendations*

11.23.48 The eligibility qualification for the post of Mukhya Sevika is Graduation as per the RRs and thus it is already placed in appropriate grade pay. Hence their demand cannot be accepted.

**11.23.49 The demand for higher pay for Caretaker is not justified in view of the educational qualifications prescribed for this post. A&N Administration has also not supported this demand.**

### **Fisheries Department**

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11.23.50 In respect of Fisheries Department posts, the demands are:

- i. Pay hike of Weigh-man from GP 1800 to GP 2400
- ii. Pay hike of Plant Operator-cum-Mechanic from GP 2400 to GP 4200
- iii. Pay hike demanded for Charge-man from GP 2800 to GP 4600.

*Analysis and Recommendations*

11.23.51 In respect of Weigh-man, Plant Operator-cum-Mechanic and Charge-man, the minimum educational qualification is Class X. However, for the posts of Charge-man (GP 2800) and Plant Operator-cum-Mechanic (GP 2400) Diploma in Mechanical/Refrigeration/Electrical Engineering and ITI trade certificate in refrigeration mechanism, respectively, are also included as essential qualification. **The incumbents of all these posts are accordingly placed in appropriate grade pay. The A&N Administration has also rejected the demand as not justified. The demand is not being considered.**

### **Shipping Department**

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11.23.52 Upgradation of pay demanded for:

- i. Chief Engine Driver (Sea Going) GP 4200 to GP 5400 (PB-3)
- ii. Master First Class from GP 4200 to GP 4800
- iii. Chief Engine Driver from GP 4200 to GP 4800
- iv. 2<sup>nd</sup> Class Master, 2<sup>nd</sup> Class Engine Driver and Serang all from GP 2400 to GP 4200
- v. Seacunny from GP 1800 to GP 2800
- vi. Deck Rating from GP 1800 to GP 2400
- vii. Engine Room Rating demanded higher grade pay
- viii. Jetty man from GP 1800 to GP 1900
- ix. Lascar (Mooring) and Utility Hand, both in GP 1800 to GP 2000

- x. Cook from GP 1800 to GP 2400 at par with cook in Raj Niwas.

#### *Analysis and Recommendations*

11.23.53 On the demand of pay hike in respect of various posts in Shipping Department, the A&N Administration has made the following recommendations on the basis of opinion of the concerned department: *“The nature of duties and responsibilities for the post of Seacunny of Directorate of Shipping Service is higher than the Forest Department, as the Seacunny of the DSS are performing the duties and responsibilities for providing public services i.e., safe embarkation/disembarkation of passengers safe loading/discharging of cargo, maintenance ship stability and ship ramp operation, which needs more attentiveness. The Seacunny is performing the higher nature of duties and responsibilities than Lascar, whereas the scale of pay of the post of Lascar and its promotional post of Seacunny are identical i.e., GP 1800. Moreover, the promotional post of Seacunny is Serang/Master 2<sup>nd</sup> class and it carries GP 2400. The promotional post of Seacunny (i.e., Serang/Master 2<sup>nd</sup> class) is already carrying the higher GP 2400, the upgradation of scale of pay at par with Serang will again create an anomaly. As such, the department has recommended for upgradation of scale of pay of the post of Seacunny to the maximum level i.e., GP 2000. The demand for upgradation of pay of other posts are not justifiable.”*

**11.23.54 The Commission finds the opinion of the A&N Administration as justified. Hence, the Commission is recommending a higher GP 2000 for the post of Seacunny. Other demands do not hold merit.**

#### **Revenue Department**

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11.23.55 Demand for Revenue Department posts are:

- i. Surveyor and Draughtsman from GP 2800 to GP 4200
- ii. Surveyor from GP 2400 to GP 2800.

#### *Analysis and Recommendations*

11.23.56 The demand for pay upgradation from GP 2800 to GP 4200 has been supported by the A&N Administration on the ground that Draftsman Grade-II of APWD are placed in GP 4200. Both, Surveyor and Draughtsman of Revenue Department (GP 2800 and Draftsman Grade-II of APWD (GP 4200) have their feeder posts in GP 2400. Thus, on the basis of comparison of the two posts in the two departments viz, APWD and Revenue Department, the A&N administration has recommended upgradation of pay of Surveyor and Draughtsman of Revenue to GP 4200 at par with the pay of Draftsman Grade-II of APWD.

11.23.57 However, this comparison does not seem valid because as per the RRs provided, eligible incumbents constituting the feeder cadre in GP 2400 are required to complete eight years residency period to earn promotion as Draftsman Grade-II in the APWD whereas such incumbents require only five years residency period for earning promotion as Surveyor and Draughtsman in the Revenue Department. The demand cannot therefore be accepted.

**11.23.58 Consequently, as also recommended by the A&N Administration, there is no case for upgradation of the pay of Surveyor of Revenue Department from GP 2400 to GP 2800 as this post in other Departments of A&N, APWD, Fisheries and Agriculture is also lying in GP 2400.**

### **Agriculture Department**

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11.23.59 Demand for pay hike in respect of posts in Agriculture Department are:

- i. Agriculture Assistant/Soil Conservation Assistant from GP 2800 to GP 4600
- ii. Agriculture Field Assistant/Soil Conservation Field Assistant from GP 1900 to GP 2800
- iii. Junior Agriculture Assistant/Junior Soil Conservation Assistant from GP 2400 to GP 4200
- iv. Agriculture Officer from GP 4200 to GP 4800 at par with PGT of Education Department
- v. Assistant Director (Agriculture/Soil) from GP 4600 to GP 5400 (PB-3)
- vi. Lab Assistant from GP 2000 to GP 2800.

#### *Analysis and Recommendations*

**11.23.60 Taking into consideration the essential educational qualification of BSc (Agriculture) and the hierarchical pattern in the cadre, the posts of Junior Agriculture Assistant/Junior Soil Conservation Assistant presently in PB-1, GP- 2400 are recommended to be upgraded and merged with the posts of Agriculture Assistant/Soil Conservation Assistant in the pay scale of PB-1, GP-2800. Since the posts above GP 2800 in the cadre are already placed in appropriate level, the demand for pay hike is not justified and status quo is recommended.**

### **Health Department**

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11.23.61 Pay hike from GP 2000 to GP 2800 demanded for Junior Radiographer of Health Department.

11.23.62 The demand is not acceptable as the Radiographer in Health Department of A&N Administration is also drawing pay in GP 2400 as per the Recruitment Rules provided by them. Demand cannot be accepted.

### **Sagarika Government Emporium**

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11.23.63 Demands for pay upgradation are:

- i. Sales Assistant from GP 1900 to GP 2400
- ii. Senior Sales Assistant from GP 2400 to GP 4200
- iii. Manager from GP 2800 to GP 4600
- iv. Senior Manager from GP 4200 to GP 5400 (PB-3) at par with their counterparts in Delhi Emporium.

11.23.64 The demands have been recommended by the A&N Administration stating that educational qualifications and nature of duties in respect of posts of Sagarika Government Emporium of the A&N (UT) is comparable with the posts of Delhi Industrial and Infrastructural Development Corporation Ltd (DSIIDC). On going through the recruitment rules it is seen that out of the four posts mentioned in the demand only two are available in DSIIDC which are at Manager and Senior Manager level. **Since the hierarchy is not similar in both the organisations, no justification is found to upgrade only two posts. Hence, demand has not been considered by the Commission.**

### **A&N Police**

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11.23.65 Demanded enhancement of pay of:

- i. Follower Constable from GP 1800 to GP 2000 at par with Constable (General Duty).
- ii. Divisional Officer Fire Service from GP 4600 to GP 4800.

11.23.66 The A&N Administration has rejected the demand for enhancement of pay of Follower Constable from GP 1800 to GP 2000 on the ground that in the A&N, the educational qualification for Constable (General Duty) is Class XII whereas the education qualification for the post of Constable Follower is Class X. The Commission, therefore, recommends status quo.

**11.23.67 As regards Divisional Fire Officer it is mentioned that the fire service cadre is being dealt under the Chapter 7.7. Hence no specific comments are being made here.**

### **Transport Department**

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11.23.68 In respect of Bus Conductor (GP 1800) and Checking Inspector (GP 1900) demand has been received for enhancement to GP 1900 and GP 2400 respectively, at par with Puducherry and NCT Delhi.

#### *Analysis and Recommendations*

11.23.69 The basic educational qualification for this post in A&N Islands, Puducherry and NCT Delhi is Class X and the nature of duties of Bus Conductors is comparable. A&N Administration has strongly recommended this case as a genuine one. **The Commission, therefore, recommends an upgradation in pay from Grade Pay 1800 to 1900 in case of Bus Conductors of A&N.**

11.23.70 There is a lot of difference in the residency period for promotion from bus conductor to Checking Inspector, Checking Inspector/Time Keeper and Assistant traffic Inspector as per their recruitment rules in the three U.T.'s mentioned in the demand. **Considering this aspect of varied residency periods the demand for upgradation of pay of Checking Inspector from GP 1900 to GP 2400 cannot be considered by this Commission.**

### **Government Press, Port Blair**

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11.23.71 Demand for higher pay for various posts are:

- i. Binder Grade-I from GP 1900 to GP 2400
- ii. Binder Grade-II from GP 1900 to GP 2000
- iii. Section Holder (Case Room) and Section Holder (Machine Section) both from GP 2400 to GP 2800
- iv. Foreman (Case Section) and Foreman (Machine Section) both from GP 2400 to GP 4200.

11.23.72 The demands at (i) and (ii) above are made on the ground that the GP of Binder Grade-II, which is the feeder post of Binder Grade-I is same as that of Binder Grade-I, i.e., GP 1900. The demand at (iii) above is made on the ground that the post of Compositor Grade-I which is the feeder post to Section Holder (Case Room) is also carrying same grade pay of 2400 which is its promotional post. Upgradation of the pay of Section Holder (Machine Section) from GP 2400 to GP 2800 has been demanded on the ground that the feeder post viz, Machine man Grade-II is also carrying same pay structure in GP 2400.

#### *Analysis and Recommendations*

11.23.73 The A&N Administration has recommended upgradation of pay in respect of demands at (i), (ii) and (iii) above.

11.23.74 There seem to be clear pay anomalies. The demands appear logical and can be accepted. However, such issues should have been duly taken care of by the A&N Administration itself who are responsible for making the Recruitment Rules for the respective posts.

## **Daman and Diu**

### ***General Issues***

#### **Personnel Position**

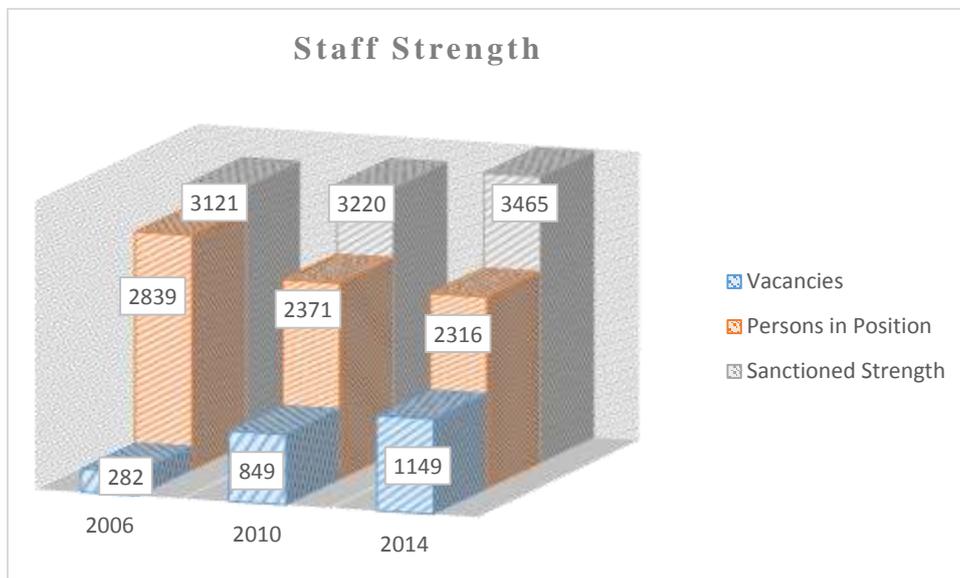
11.23.75 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Union Territory of Daman and Diu, is as follows:

<b>Group</b>	<b>Sanctioned Strength</b>	<b>Persons in Position</b>	<b>Vacancy</b>	<b>Vacancy as %age of Sanctioned Strength</b>
<b>A</b>	121	56	65	54
<b>B</b>	2,233	1,371	862	39
<b>C</b>	1,111	889	222	20
<b>Total</b>	<b>3,465</b>	<b>2,316</b>	<b>1,149</b>	<b>33</b>

11.23.76 The above table shows that in overall terms 33 percent of total sanctioned strength of the Union Territory of Daman and Diu is lying vacant as on 01.01.2014.

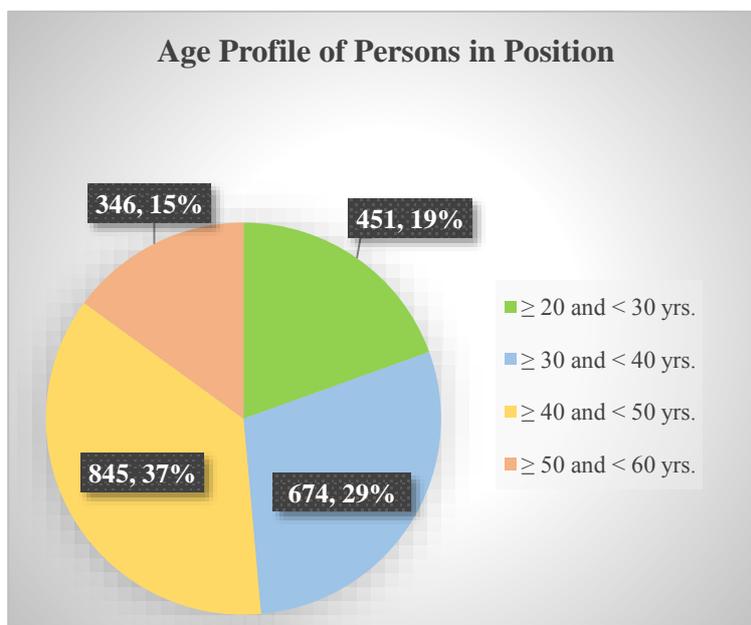
### Inter Temporal Trend of Personnel

11.23.77 The following bar chart indicates the inter temporal position of personnel in the Union Territory of Daman and Diu, as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.23.78 The following pie chart brings out the age profile of the persons in position (PIP) in the Union Territory of Daman and Diu. It indicates that about 15 percent of the PIP shall be retiring within the next 10 years.



## **Expenditure on Personnel and Contractual Employees**

11.23.79 The following table brings out the expenditure incurred by the Union Territory of Daman and Diu, on salaries and allowances on the employees working in the Union Territory through the years 2010 to 2013.

(₹ in lakh)			
Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	6,821.00	7,669.00	9,202.00

## **Cadre Related Issues**

### **Fire Force Headquarters, Department of Fire and Emergency Services**

11.23.80 There are demands for uniform pay structure for the Fire Fighting Staff of Daman and Diu at par with their counterparts of other UTs viz, Dadra and Nagar Haveli, Andaman and Nicobar, Lakshadweep, Puducherry and NCT Delhi.

11.23.81 Rectification of anomaly in the existing pay scale of the post of Assistant Station Fire Officer/Sub Officer of UT of Daman and Diu by enhancement of pay of the post at par with counterparts in other UTs has also been demanded.

11.23.82 They have further demanded that pay structure of the Fire Fighting Staff of all UTs should be at par with the posts in CAPFs, Delhi Police, IB, CBI and the Police Departments of Union Territories.

11.23.83 The existing pay structure for various posts in the Department of Fire and Emergency Services, Daman and Diu (UT) is as follows:

Post	Grade Pay
Assistant Divisional Fire Officer	4600
Station fire Officer/ Station Officer	2800
Assistant Station Fire Officer/ Sub Officer	1900
Leading Fireman	2000
Driver Operator	1900
Fireman	1900
Store Keeper	1900

11.23.84 Two comparative tables, one comparing pay structure of Fire Fighting Staff of Daman and Diu with other UTs and one with the CAPFs and CPOs are shown as under :-

<b>Table 1: Pay Structure of Fire Fighting Staff</b>							
<b>Grade Pay</b>							
<b>Post</b>	<b>Daman and Diu</b>	<b>Dadra and Nagar Haveli</b>	<b>A&amp;N Islands</b>	<b>Lakshadweep</b>	<b>Puducherry</b>	<b>Chandigarh</b>	<b>Delhi</b>
Asst. Divisional Fire Officer	4600	4600	4600	-	4200	-	5400 (PB-3)
Station Fire Officer	2800	4200	4200	4200	4200	10300-34800+ 4200	4600
Asstt. Station Fire Officer	1900	2800	2800	2800	-	10300-34800+ 3800	4200
Leading Fireman	2000	2000	2400	2000	2000	5910-20200+ 2400	2400
Driver Operator	1900	1900	2000	1900	1900 (Gr.III) with GP 2400 and 2800 for higher grades-II and I	5910-20200+ 2400	2000
Fireman	1900	1900	2000	1900	1900	5910-20200+ 1900	2000
Store-keeper	1900	1900	-	-	-	-	-

<b>Table 2</b>			
<b>Posts of Fire Fighting Staff</b>	<b>Grade Pay</b>	<b>Posts of CAPFs/ CPOs</b>	<b>Grade Pay in CAPF/ Delhi Police/CBI</b>
Fireman	1900	Constable	2000
Leading Fireman	2000	Head Constable	2400
Asstt. Station Fire Officer	1900	ASI	2800
Station Fire Officer	2800	SI	4200

11.23.85 The issues relating to the Fire Services has been covered in the Chapter 7.7. Hence no recommendations are being made here.

## **Instructors of Technical Training Institute**

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11.23.86 There are demands to upgrade them from the present GP 1900 to GP 2400, at par with Instructors of neighbouring states of Gujarat, Goa and UT of Dadra and Nagar Haveli on the ground that the Instructors of Daman and Diu and Dadra and Nagar Haveli are performing same type of work and shouldering similar responsibilities under common administrative authority.

### *Analysis and Recommendations*

11.23.87 The comparison with states of Goa and Gujarat is not tenable. However, as per the comparative chart the status of pay scales for this post in Dadra and Nagar Haveli vis-à-vis Daman and Diu is reproduced below:-

<b>Pay Commission</b>	<b>Pay Scale for Post in Dadra and Nagar Haveli</b>	<b>Pay Scale for Post in Daman and Diu</b>
IV CPC	1200-30-1560-40-2040	950-20-1150-25-1400
V CPC	4000-100-6000	3050-75-3950-80-4590
VI CPC	GP 2400	GP 1900

**11.23.88 It is seen that the pay of Instructor in Daman and Diu had been continuing in the lower scale during the IV and V CPCs vis-à-vis the pay scale of Instructors in Dadra and Nagar Haveli. The VI CPC only placed the post in the relevant replacement scale. Hence, the demand cannot be accepted.**

## **Veterinary Officers**

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11.23.89 Veterinary Officers have demanded Pay parity with General Duty Medical Officers and sought Dynamic Assured Career Progression at par with Medical Doctors so that they are not deprived of the benefit recommended in their favour by the V and the VI CPCs.

### *Analysis and Recommendations*

**11.23.90 There is already pay parity among Veterinary Doctors and GD Medical Officers and Dental Doctors as extended by the V CPC and continued by the VI CPC. As regards demand for DACP for Veterinary Doctors at par with GDMOs, the Commission has found no justification. Hence the same cannot be accepted.**

## **Dadra and Nagar Haveli**

### **Personnel Position**

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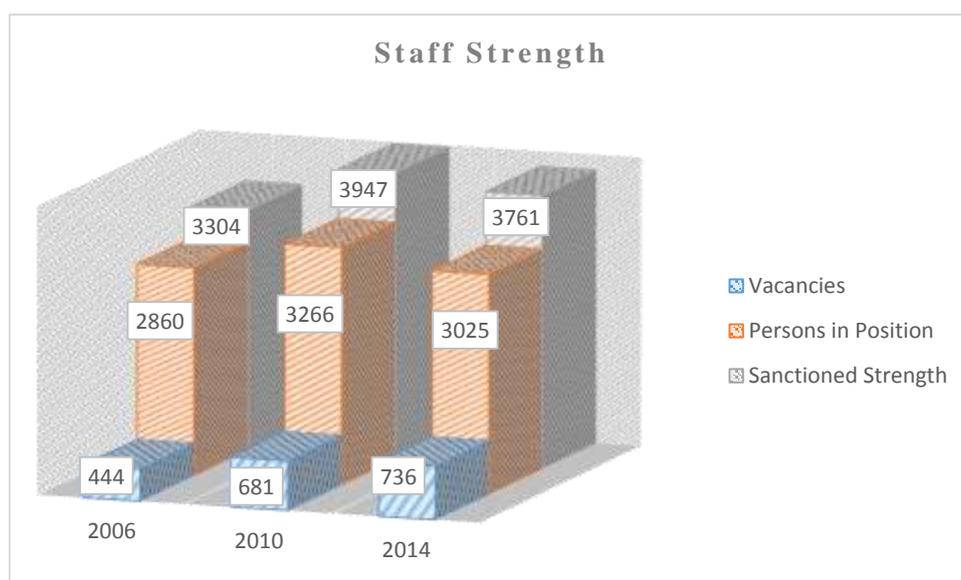
11.23.91 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Union Territory of Dadra and Nagar Haveli is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	57	47	10	18
B	2,367	1,902	465	20
C	1,337	1,076	261	20
<b>Total</b>	<b>3,761</b>	<b>3,025</b>	<b>736</b>	<b>20</b>

11.23.92 The above table shows that in overall terms 20 percent of total sanctioned strength of the Union Territory of Dadra and Nagar Haveli is lying vacant as on 01.01.2014. Of the 3,025 persons in position (PIP), 2,646 employees are pre-2004 recruits and remaining 379 employees have been recruited on or after 01.01.2004.

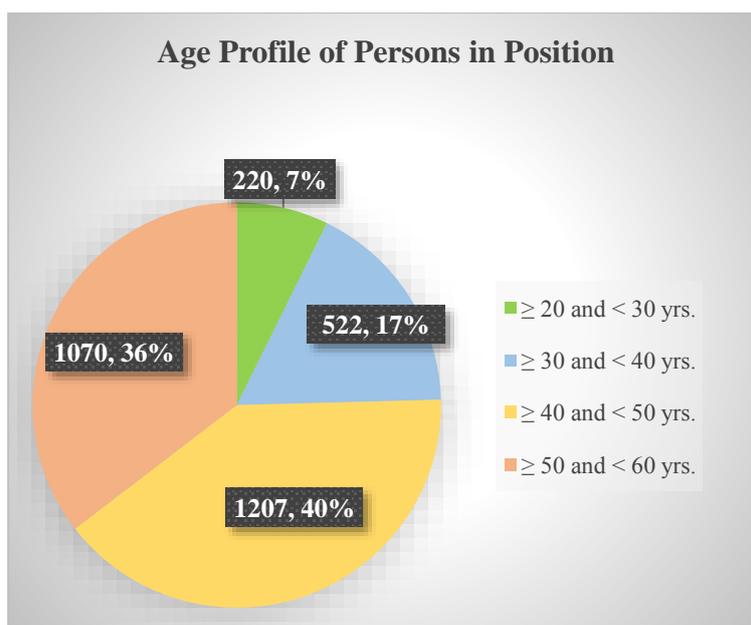
### Inter Temporal Trend of Personnel

11.23.93 The following bar chart indicates the inter temporal position of personnel in the Union Territory of Dadra and Nagar Haveli as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.23.94 The following pie chart brings out the age profile of the persons in position (PIP) in the Union Territory of Dadra and Nagar Haveli. It indicates that about 36 percent of the PIP shall be retiring within the next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.23.95 The following table brings out the expenditure incurred by the Union Territory of Dadra and Nagar Haveli, on salaries and allowances on the employees working in the Union Territory through the years 2010 to 2013.

*(₹ in lakh)*

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	8,933.00	10,087.00	11,580.00
Expenditure on Contractual Employees	540.13	741.29	714.49
<b>Total</b>	<b>9,473.13</b>	<b>10,828.29</b>	<b>12,295.49</b>

### **Chandigarh**

#### **Personnel Position**

11.23.96 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Union Territory of Chandigarh is as follows:

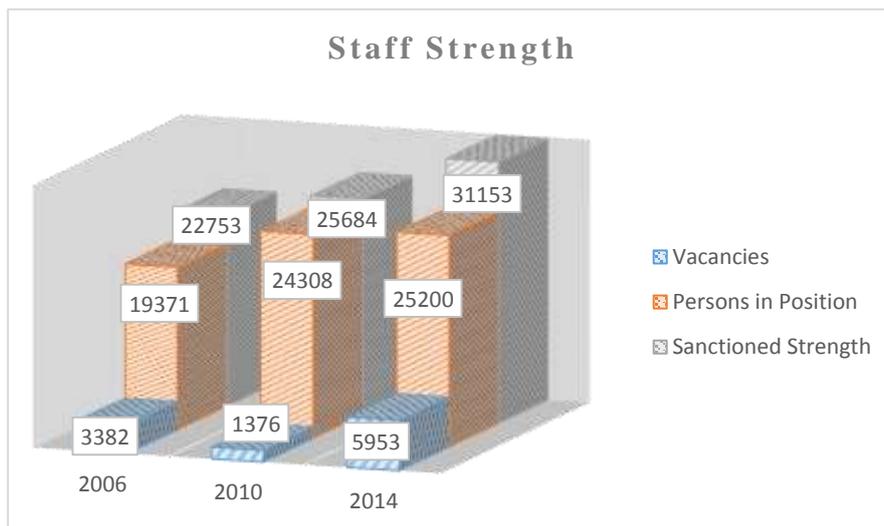
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
<b>A</b>	2,402	1,975	427	18
<b>B</b>	4,773	3,925	848	18
<b>C</b>	23,978	19,300	4,678	20
<b>Total</b>	<b>31,153</b>	<b>25,200</b>	<b>5,953</b>	<b>19</b>

11.23.97 The above table shows that in overall terms 19 percent of total sanctioned strength of the Union Territory of Chandigarh is lying vacant as on 01.01.2014. Of 25,200 persons in

position (PIP), 22,457 employees are pre-2004 recruits and remaining 2,743 employees have been recruited on or after 01.01.2004.

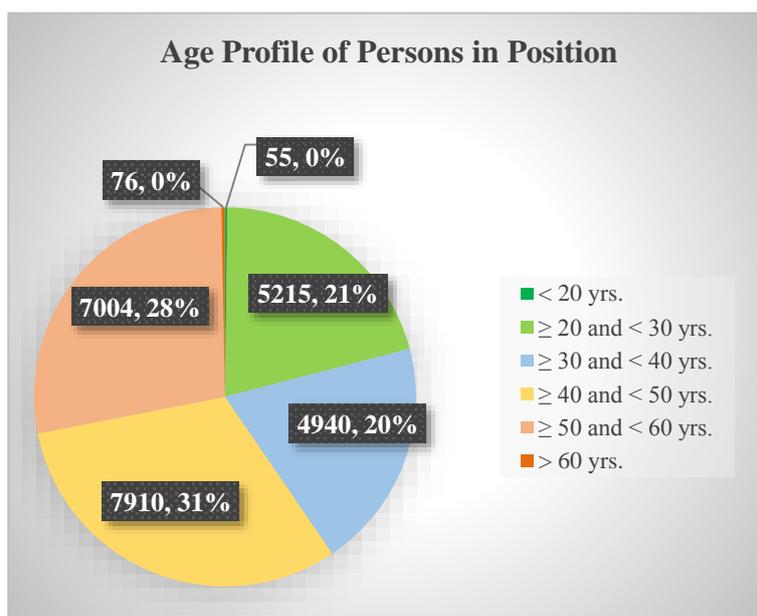
### Inter Temporal Trend of Personnel

11.23.98 The following bar chart indicates the inter temporal position of personnel in the Union Territory of Chandigarh as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.23.99 The following pie chart brings out the age profile of the persons in position (PIP) in the Union Territory of Chandigarh. It indicates that about 28 percent of the PIP shall be retiring within the next 10 years.



## **Expenditure on Personnel and Contractual Employees**

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11.23.100 The following table brings out the expenditure incurred by the Union Territory of Chandigarh, on salaries and allowances on the employees working in the Union Territory through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	84,672.81	90,527.51	1,12,405.59

## **Lakshadweep**

### **General Issues**

#### **Personnel Position**

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11.23.101 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Union Territory of Lakshadweep is as follows:

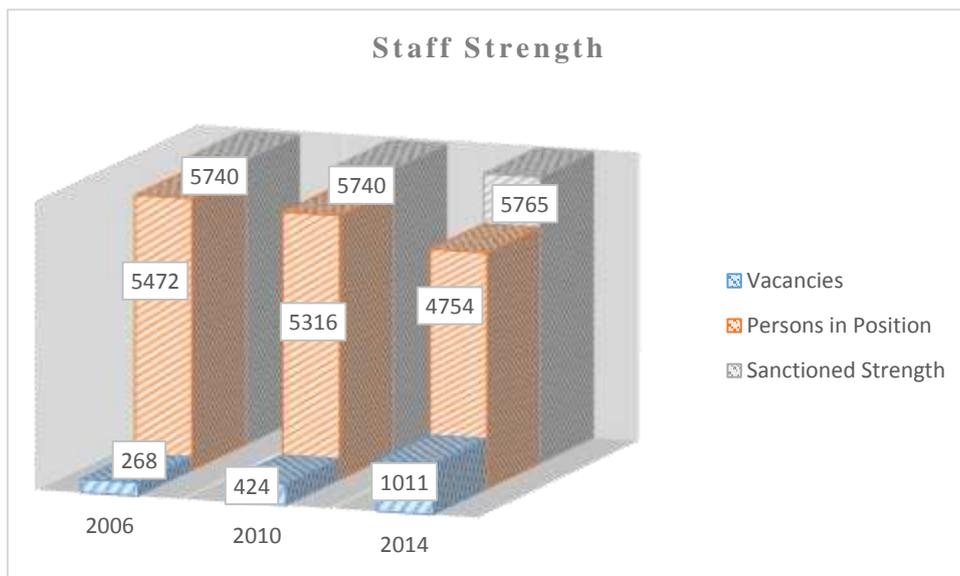
<b>Group</b>	<b>Sanctioned Strength</b>	<b>Persons in Position</b>	<b>Vacancy</b>	<b>Vacancy as %age of Sanctioned Strength</b>
<b>A</b>	93	40	53	57
<b>B</b>	1,558	1,288	270	17
<b>C</b>	4,114	3,426	688	7
<b>Total</b>	<b>5,765</b>	<b>4,754</b>	<b>1,011</b>	<b>18</b>

11.23.102 The above table shows that in overall terms 18 percent of total sanctioned strength of the Union Territory of Lakshadweep is lying vacant as on 01.01.2014. Of 4,754 persons in position (PIP), 2,923 employees are pre-2004 recruits and remaining 1,831 employees have been recruited on or after 01.01.2004.

#### **Inter Temporal Trend of Personnel**

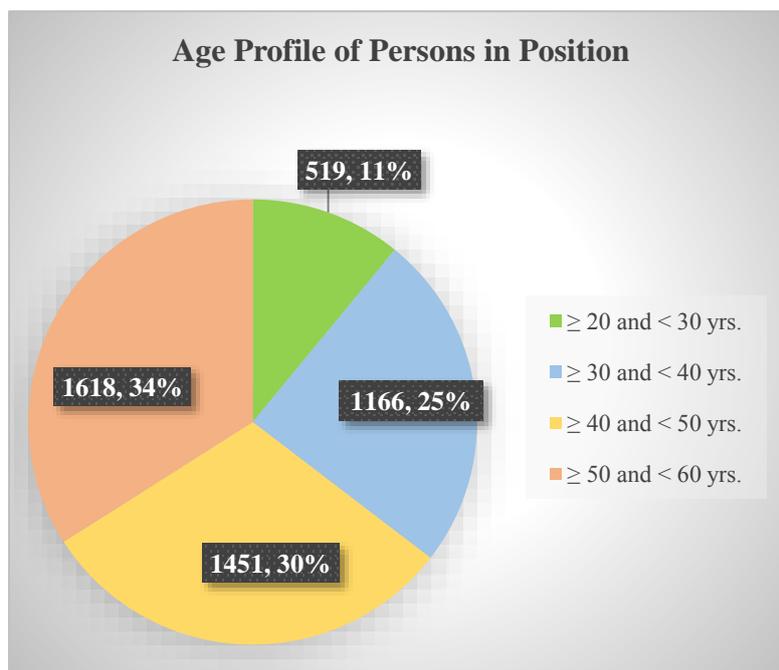
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11.23.103 The following bar chart indicates the inter temporal position of personnel in the Union Territory of Lakshadweep as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.23.104 The following pie chart brings out the age profile of the persons in position (PIP) in the Union Territory of Lakshadweep. It indicates that about 34 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.23.105 The following table brings out the expenditure incurred by the Union Territory of Lakshadweep, on salaries and allowances on the employees working in the Union Territory through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	11,345.35	13,111.71	9,413.51

### ***Cadre Related Issues***

#### **Directorate of Planning and Statistics**

---

11.23.106 There are demands to extend higher and better pay structure for Statistical functionaries of Lakshadweep (UT) viz, higher GP 4200 as against existing GP 2800 for **Statistical Assistant**, higher GP 4600 as against existing GP 4200 for **Statistical Officer/ Statistical Investigator/ Research Assistant** and higher GP 5400 (PB-3) as against GP 4600 for **Research Officer/Sr. Statistical Officer** so as to achieve parity with the Statistical personnel in the UT of Andaman, Puducherry, NCT Delhi and Central ministries/departments.

11.23.107 It has been argued in the demand that the minimum qualification required to qualify for the post of Statistical Assistant is Graduation with Statistics and for direct recruits, it is Post Graduation with Statistics. It has been stated that the duties and responsibilities of Statistical Assistant and other Statistical functionaries are more important and therefore should be given higher pay.

11.23.108 As revealed from the position existing in NCT Delhi and Andaman and Nicobar Islands, it is a fact that the Statistical Assistants in NCT Delhi and Andaman and Nicobar Islands are in higher pay scale of GP 4200 as compared with the Statistical Assistants of Lakshadweep who are in GP 2800. Similarly, Statistical Officers in NCT Delhi and Andaman and Nicobar Islands are in GP 4600 as against Statistical Officers of Lakshadweep who are in GP 4200. **Although the demands of Lakshadweep apparently seem logical, the Commission has recommended in Chapter 7.7 that government should examine various Statistical cadres existing in the Government of India and formulate a common recruitment rule and provide similar designations for similar functions.**

#### **Department of Agriculture**

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11.23.109 Lakshadweep Agriculture Graduate Employees Association has demanded upward revision of grade pay in respect of (i) Coconut Development Officer with proposed designation of Jt. Director in grade pay of 6600 in PB-3 as against existing grade pay 5400 in PB-3 (ii) Plant Protection Officer with proposed designation of Dy Director, Group 'B' gazetted in grade pay of 5400 in PB-3 as against grade pay of 4600 in PB-2 (iii) Agriculture Officer with proposed designation of Assistant Director, Group 'B' gazetted in grade pay of 4800 in PB-2 as against existing grade pay of 4200 in PB-2 (iv) Agriculture Demonstrator/ Fertilizer Demonstrator/Plant Protection Assistant/ Technical Assistant/Horticulture Assistant/ Soil Analyst/ Soil Conservation Assistant etc with proposed designation of Agriculture Officer, Group 'B' gazetted in grade pay of 4600 in PB-2 as against existing grade pay of 2800 in PB-1.

*Analysis and Recommendations*

11.23.110 **As per the Recruitment Rules, the essential qualification for the post of Agricultural Supervisor/ Junior Technical Assistant, PB-1, GP-2400 is BSc (Agriculture). The Commission recommends upgradation of pay of this post and consequent merger of this post of Agricultural Supervisor/ Junior Technical Assistant with the posts of Agriculture Demonstrator/Fertilizer Demonstrator/Plant Protection Assistant/ Technical Assistant/Horticulture Assistant/Soil Analyst/ Soil Conservation Assistant, etc in PB-1, GP-2800.**

**Department of Health Services**

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11.23.111 There are demands for GP 2800 as against existing GP 2400 for Health Inspectors, on the ground that in UT, Health Inspectors and Lady Health Visitors are supervisory posts. The ANM and MPHWS are supervised by the Health Inspectors. During V CPC, the scale of ANM was ₹4000-6000 and that of Health Inspectors was ₹4500-7000. On implementation of VI CPC, ANM and Health Inspectors have been placed in GP 2400 and the Lady Health Visitors have been allowed pay in GP 2800.

*Analysis and Recommendations*

11.23.112 **The Commission recommends GP 2800 as against existing GP 2400 for Health Inspectors.**

**Puducherry**

***Cadre Related Issues***

**Ministerial Cadre of Government of Puducherry**

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11.23.113 They have demanded pay hike w.e.f. 01.01.2006 and corresponding pay fixation for posts as listed below:

- i. LDC from GP 1900 to GP 2800
- ii. UDC from GP 2400 to GP 4200
- iii. Assistant from GP 4200 to GP 4600
- iv. Higher GP 4800 followed by GP 5400 (PB-3) after four years for the post of Superintendent (GP 4600) with re-designation of the post as Section Officer
- v. Merger of the posts of Junior Accounts Officer (GP 4600) and Senior Accounts Officer (GP 4800) and upgradation to GP 5400 (pay band not mentioned) with re-designation of merged post as Administrative Officer
- vi. Director of Accounts from GP 6600 to GP 8000

11.23.114 The demand for retrospective pay hike cannot be accepted by this Commission.

### **Drivers (Puducherry Administration)**

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11.23.115 There are demands regarding:

- i. Pay hike of Grade-I drivers from GP 2800 to GP 4200 and consequently hike in GP from existing GP 4200 to GP 4600 for the post of Driver Special Grade
- ii. Drivers' post be declared as Technical Post
- iii. Change in promotional hierarchy with introduction of three grades viz., Driver-Entry Grade, Driver-Selection Grade, Driver-Senior Grade
- iv. Minimum years for promotion from Entry Grade to Selection Grade be modified as eight years and from Selection Grade to Senior Grade as seven years
- v. Abolition of existing hierarchy of Driver Grade- III, Driver Grade- II, Driver Grade-I Driver Special Grade
- vi. Minimum pay for Drivers be fixed by multiplying the present band pay and grade pay by 3.5 times i.e., Entry Grade-₹28000, Selection Grade-₹47250, Senior Grade-₹51450.

**11.23.116 The demand relates to common category posts and, therefore, the recommendations to be made by the Commission in respect of these posts will have general application. Recommendations in this regard are brought out in the Chapter 7.7.**

### **Puducherry Administration (Store Keeping Association)**

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11.23.117 The demands are:

- i. Upward revision of the pay of Stock Verifiers presently in GP 4200 at par with the Office Superintendent has been demanded since it is a supervisory post. At present Stock Verifiers and Store Keeper Grade-I, both are in GP 4200 under a common Recruitment Rule.
- ii. Elevated pay scale (the extent of pay elevation demanded not mentioned) to the Store Keeping Staff and fixing of quantum and value of Store for each grade. At present there are three grades of Store Keepers viz (a) Store Keeper Grade-I (GP 4200) (b) Store Keeper Grade-II (GP 2400) and (c) Store keeper Grade-III (GP 1900).

11.23.118 The post of Stock Verifier/Store-Keeper Grade-I (GP 4200) is filled up by promotion from Store Keeper Grade-II with 5 years regular service failing which Store-Keeper Grade-II with ten years' service both in the posts of Store-Keeper Grade-II and Store-Keeper Grade-III. Entry level post in the Store Keeper cadre is Store Keeper Grade-III which is filled up by direct recruitment and the required essential education qualification for this post is Class X or equivalent.

11.23.119 Thus, the post of Stock Verifier is held by incumbents with Matric qualification since Store Keeper Grade-II is also a promotion post filled from amongst Store Keeper Grade-III with five years' service. The Office Superintendent (GP 4600) in Puducherry Government, on the other hand, is next higher promotional post above Assistant and the essential education qualification for direct recruitment to the post of Assistant is Graduation.

11.23.120 The duties of Office Superintendent are not comparable to that of Stock Verifier whose job is physical verification of the stores of the departments annually in each financial year and also to list out obsolete and immovable items recommending necessary action for their disposal. The Director of Accounts and Treasuries of Puducherry Government has also stated in their comments to Finance Department to Puducherry Government that the duties of Stock Verifier cannot be equated with that of Office Superintendent.

11.23.121 It has been further informed that cadre restructuring of the Store Keeping cadre has been initiated to upgrade the posts, based on the value of stores handled by each Store Keeping personnel and proposal submitted to the government. Under these circumstances, the demand for pay hike of Stock Verifier and Store Keeping staff cannot be recommended by the Commission.

**11.23.122 However, this Commission has made recommendations on the Storekeeper cadre in Chapter 7.7. Hence, replacement pay as recommended by this Commission in respect of storekeeper cadre, will be applicable to the staff of U.T. of Puducherry too.**

#### **Department of Economics and Statistics (DES) Puducherry**

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11.23.123 Their demands are:

- i. Merger of posts of Field Supervisor (GP 2400) with post of Statistical Inspector (GP 4200) and grant of pay scale GP 4200 to the merged post with re-designation as Statistical Investigator Grade-II.
- ii. Merger of posts of Statistical Officer (GP 4200) with post of Deputy Director (GP 4200) and grant of pay scale GP 4600 to the merged post with re-designation as Statistical Investigator Grade-I.

11.23.124 The present DES cadre structure in Puducherry is as follows:

- Director GP 6600
- Joint Director GP 5400 (PB-3)
- Deputy Director GP 4200
- Statistical Officer GP 4200
- Statistical Inspector GP 4200
- Field Supervisor GP 2400

11.23.125 Demand is for merging Field Supervisor and Statistical Inspector as Statistical Grade II having GP 4200 and merging of Statistical Officer and Deputy Director as Statistical Inspector Grade I in GP 4600.

11.23.126 The Government of Puducherry unilaterally adopted higher pay scale of ₹6500-10500 (pre-revised) as against ₹5500-9000 (pre-revised) w.e.f. 01.01.1996 for the post of Statistical Officer along with 66 other posts of other departments. The MHA, UT Division, in their response vide letter No.15039/49/2014-Plg Cell dated 22-4-2015, to the Commission's letter of 07.04.2015 has held, inter-alia, that unilateral upgradation of pay scale by the Government of Puducherry was not in order.

11.23.127 Since the incumbent at the level of Statistical Officer is already drawing the GP 4600 since 01.01.1996, hence the Commission cannot consider the demand.

11.23.128 The Commission has also observed that Statistical Cadre posts of identical or similar nomenclature are available in many departments and Union Territories under the Central Government. The job responsibilities as well as the eligibility conditions for appointment to these posts are also comparable. In the aforesaid scenario, the Commission feels that there is an urgent need to streamline the Statistical Cadres existing in various departments under the Central Government under unified Model Recruitment Rules laying down the educational qualifications, job responsibilities and pay structure of the Statistical Cadre posts. This will ensure uniformity on the one hand and remove avoidable anomalies in pay structure amongst similar/identical Statistical Cadre posts in the various departments. **The Commission accordingly recommends that the government may look into this aspect in its entirety. This has also been discussed in Chapter 7.7.**

### **Puducherry Commercial Tax Department**

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11.23.129 Puducherry State Commercial Tax Officers Association has demanded that based on the pay scales adopted from 01.01.1996 by the Puducherry Government on the basis of recommendations of Single Member Committee, constituted by the Government of Puducherry in respect of various posts, the corresponding pay structure as per the VI CPC should be granted and their replacement scales may be recommended accordingly by the Seventh CPC.

11.23.130 It is stated that as per the records, out of the five posts, for which revised pay has been demanded, the Government of Puducherry adopted higher pay in respect of only three posts, Commercial Tax Officer, Deputy Commercial Tax Officer and Assistant Commercial Tax Officer, on the recommendation of the single member committee w.e.f. 01.01.1996, at par with the posts of Commercial Tax Department Tamil Nadu. In respect of the posts of Deputy Commissioner and Assistant Commissioner/Appellate Assistant Commissioner, the single member committee did not recommend any change of pay vis-à-vis recommendation by the V CPC. Presently, they are in the pay scale of GP 7600 and GP 6600, respectively. The Seventh CPC also recommends status quo.

### **Veterinary Doctors (Animal Husbandry Department)**

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11.23.131 Pay related demands are:

- i. Pay parity with General Duty Medical Officers
- ii. Recommendation for grant of Dynamic Assured Career Progression to Veterinary doctors at par with Medical Doctors so that they are not deprived of the benefit recommended in their favour by the earlier CPCs.

11.23.132 **Pay parity among Veterinary Doctors and GD Medical Officers and Dental Doctors has already been extended by the V CPC and continued by the VI CPC. As regards demand for DACP for Veterinary Doctors at par with GDMOs, the**

**recommendations for similar cadre in the Central Government will apply to the staff of U.T. as well.**

### **Port Department**

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11.23.133 They have demanded the following:

- i. Classification of Assistant Light Keeper from Group-D to Group-C and parity of pay with the post of Assistant Light Keeper in Department of Light House and Light Ships, Ministry of Surface Transport, Chennai which is GP 2400. Existing pay scale of Assistant Light Keeper in Port Management is GP 1800
- ii. Classification of Light Keeper from Group `C` to Group `B` and parity of pay with the post of Light Keeper in Department of Light House and Light Ships, Ministry of Surface Transport, Chennai which is GP 4200. Existing pay scale of Light Keeper in Port Management is GP 1900.

11.23.134 It may be stated that the post of Assistant Light Keeper cannot be classified as Group-C post by the Commission. After the VI CPC, Group-D posts are non-existent and Puducherry Government may take necessary action in this regard accordingly by changing the service rules/recruitment rules etc.

11.23.135 Further, the demand for higher pay in GP 2400 from existing GP 1800 for the post of Assistant Light Keeper and higher pay for the post of Light Keeper in GP 4200 from existing GP 1900 at par with their counterparts in Department of Light House and Light Ships, Ministry of Surface Transports, Chennai is not acceptable as the essential qualifications for these posts are not similar.

### **Issue Regarding Unilateral Upgradation of Posts**

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11.23.136 The Commission has been informed that consequent upon V CPC recommendation, the Government of Puducherry constituted a single member committee to look into the demands of Service Associations in various departments.

11.23.137 As per the recommendations of the V CPC certain anomalies were noted by the Puducherry Government and so the single member committee examined the said anomalies in pay scales and recommended revision of pay scales in respect of 67 posts w.e.f. 01.01.1996 to maintain pay parity amongst similarly placed employees of other departments. The recommendations of the Committee were approved by the Puducherry Administration on the concurrence of the LG of Puducherry and revised pay scales were made effective w.e.f. 01.01.1996.

11.23.138 Subsequently, the concerned departments submitted separate proposals to the ministries through MHA for approval of the revised scales adopted by the Puducherry Administration. However, except for few posts of the Department of Co-operation for which the Ministry of Agriculture, Govt. of India conveyed approval of revised scales adopted by the Puducherry Administration, approval from the Government of India could not be obtained by the Puducherry Administration for the revised pay scales adopted by them w.e.f. 01.01.1996 in respect of the majority of the posts. The proposal was examined by MHA, which advised

Puducherry Administration to take up the matter with the Seventh CPC. The demand in question is that this Commission may recommend revision of pay scales in respect of 67 posts concerning 24 departments w.e.f. 01.01.1996 as per the recommendations made by the single member committee of Puducherry and adopted by the Government of Puducherry with the concurrence of their Lt. Governor (LG). The unilateral upward revision of pay and adoption thereof w.e.f. 01.01.1996 by the Government of Puducherry has not been found to be in order by the MHA.

**11.23.139 On this issue, this Commission, strongly advises against any unilateral upgradation of posts by any entity as it has huge financial implications both financially as well as in existing relativities with analogous posts existing elsewhere. Since in this case retrospective upgradation is involved in as many as 67 posts, the Commission is constrained to examine the same and hence recommends that the issue should be settled administratively.**

### **Puducherry Civil Service**

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11.23.140 Demand has been received to recommend elevation of Puducherry Civil Service to Group 'A' Service and it may be made part of Central Staffing Scheme and the PCS officers in GP 7600 to GP 8700 may be made eligible to participate in the Central Staffing Scheme.

**11.23.141 The Commission finds no merit in the demand.**

### **Labour Department (Training Wing)**

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11.23.142 The following has been demanded:

- i. Higher pay for Vocational Instructors (Theory)/(Practical) of Training wing from existing GP 4200 to GP 4600 at par with the School Assistant of Education Department.
- ii. Higher pay for the post of Group Instructor/Assistant Training Officer/Surveyor-cum-Technical Assistant, herein called GI from existing GP 4600 to GP 4800.
- iii. The post of Principal is also in GP 4600. Group Instructor is the feeder post for promotion as Principal. Since, both the posts are in same pay scale i.e., GP 4600, it is demanded that higher grade pay may be recommended for the post of Principal in Training wing of Labour Department.

11.23.143 In this demand higher pay for Vocational Instructors (Theory/Practical) of Training Wing Labour Department from existing GP 4200 to GP 4600 has been demanded at par with School Assistant of Education Department. As per the Recruitment Rules provided, the basic qualification for the post of Vocational Instructor (Practical) is Class X with National Trade/Apprentice certificate and a certificate under regular craft instructor training scheme of one year duration.

11.23.144 Similarly, the basic qualification of Vocational Instructor (Theory) is Class X with three years' diploma in appropriate branch of Engineering and possession of certificate under craft instructor training scheme of one year duration. **Considering the educational qualification for the posts, no apparent anomaly is seen in the existing pay scales.**

**11.23.145 As regards higher pay for Group Instructor and Principal the Commission found no merit in the demand.**

### **PWD Puducherry**

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11.23.146 Their union has demanded hike in pay scale of Chainman of PWD from ₹2550-3200 to ₹3050-4590 w.e.f. 01.01.1996 and re-designation of the post as Field Assistant on the ground that the pay of the post of Chairman in the Department of Survey and land records, Puducherry, Municipalities and Commune Panchayats was enhanced from ₹2550-3200 to ₹3050-4590 w.e.f. 01.01.1996 and re-designated as Field Assistant.

**11.23.147 It is seen that the dispute has arisen because of the unilateral pay upgradation in respect of the post of Chairman of Survey and Land Records Department by Puducherry/MHA. Under these circumstances, the Commission cannot take any view.**

### **Department of Stationery and Printing, Puducherry**

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11.23.148 Puducherry Integrated Employees Service and Welfare Association has demanded hike in pay scale in respect of the posts of Computer from GP 1900 to GP 4200 on the ground that the essential educational qualification for these posts is Diploma in Printing Technology (Letter Press/Offset) with two years' practical experience and the incumbents with Diploma in Engineering/Graduation in Science in Labour Department, PWD, Department of Industry and Commerce have been placed in GP 4200.

11.23.149 It is revealed that while the Government of Puducherry implemented pay scale GP 4200 for the posts of Craft Teachers in Education Department, General Mechanical Instructors and Vocational Instructors in the Labour Department, Tester/Draftsman in the Electricity Department, JE in PWD and Electricity Department and Technical Officers in the Department of Industry and Commerce on the basis of qualification of Diploma in Engineering/Graduation in science at the level of entry grade posts, but such benefit was not extended to the post of Computer in the Department of Stationery and Printing by the Puducherry Government notwithstanding the incumbents of this post of Computer are holding Diploma in Printing Technology (Letterpress/Offset) on the ground that the vertical mobility will be affected in the event of rationalisation and placement of the entry grade post of Computer in GP 4200.

**11.23.150 It is thus clear that it is conscious decision of the Puducherry Government not to grant the scale of GP 4200 to the post of Computer. No specific comments on this demand have been received from the Puducherry Government and as such the Commission cannot give any recommendations under the circumstances.**

### **Telephone Department**

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11.23.151 There are demands for restructuring of the Telephone Operator cadre (GP 1900) by creation of three grades:

- i. Telephone Operator Grade-II in GP 1900: 31 posts w.e.f. 01.01.1996
- ii. Telephone Grade-I in GP 4200: 15 posts w.e.f. 01.01.2006 and
- iii. Telephone Supervisor in GP 4600: 7 posts w.e.f. 01.01.2006.

11.23.152 **This demand cannot be considered by the Commission because it involves cadre restructuring of Telephone Operator by creation of three grades and their placement in specific pay scales from specific dates viz, 01.01.1996 and 01.01.2006.**

## Delhi

### *Cadre Related Issues*

#### **Delhi Govt. Industrial Relations Machinery Officers Association of Labour Department**

11.23.153 They have demanded equivalent pay scales and promotional avenues for the Labour Cadre Officers of GNCT Delhi at par with their counterparts in Central Labour Service (CLS) Government of India, and other Law Enforcing departments such as Police, Excise etc.

11.23.154 Specifically, pay hike for the post of Inspecting Officer from GP 4200 to GP 4800 and for Labour Enforcement Officer from GP 4600 to GP 5400 (PB-3) have been urged on the grounds that the pay scale of DASS Grade II has been enhanced from GP 4200 to GP 4600. It has been stated that Inspecting Officer has been senior to Labour Inspector drawing the same pay scale as DASS Grade II.

### *Analysis and Recommendations*

11.23.155 The hierarchical cadre structure in respect of Central Labour Service (CLS) with which pay parity is demanded, is different from that of the Labour department of GNCTD as seen from the comparative statement of the Organisational structure of Labour Department, Government of India and that of Labour Department, GNCT Delhi, as under:

Ministry of Labour and Employment, GoI	Labour Department, GNCT Delhi
Chief Labour Commissioner (67000-79000)	Labour Commissioner
Additional Chief Labour Commissioner (GP 10000)	(No such post exists)
NFSG PB 4, GP 8700	(No such post exists)
Deputy Chief Labour Commissioner (GP 7600)	Joint Labour Commissioner ( GP 7600)
Regional Labour Commissioner (GP 6600)	Dy. Labour Commissioner (GP 6600)
Assistant Labour Commissioner (GP 5400)	Assistant Labour Commissioner (GP 5400)
Labour Enforcement Officer (GP 4600)	Labour Officer (GP 4600)
	Inspecting Officer (GP 4200)
	Labour Inspector (DASS Grade-II) GP 4200 (Now Grade Pay of Labour Inspector has been fixed ₹4600 vide order No.F.2/37/2008/S-I/Lit/Vol-II dated 3-2-2015. (This is not a feeder grade for Inspecting Officer)

11.23.156 Further, from the equivalence shown above, there does not seem to be any pay anomaly between the equivalent posts.

11.23.157 Demand has been made for pay hike for the post of Inspector from GP 4200 to GP 4600 at par with the pay of DASS Grade-II and for provision of NFSG beyond Joint Labour Commissioner at par with the Central Labour Service.

**11.23.158 This Commission feels that upgradation of pay scales of any cadre may be taken up by the government only after assessing underlying parity issues with other cadres and implications it may involve vis-à-vis similarly placed cadres in the same or different departments.**

**11.23.159 The Commission cannot recommend grant of NFSG beyond Joint Labour Commissioner at par with the Central Labour Service.**

### **Grade I DASS Officers**

11.23.160 It has been urged that the Grade-I DASS Officers be placed at par with Section Officers of CSS cadre in GP 4800 followed by GP 5400 (PB-3) after four years and officers with 21 years of service upon induction into DANICS be given weightage of one year for every completed 3 years of service subject to minimum of 6 years by extending the AIS Rules. This apart, it has been demanded that the period for grant of selection grade in the DANICS may be reduced to four years so that promotee DANICS officers from DASS cadre can get the selection grade during service. In the justification for pay parity with CSS, it is they stated that until 2003, such parity existed and the disparity had crept in consequent upon grant of non-functional scale of ₹8000-13500 (pre-revised) to the Section Officers of the CSS cadre.

### *Analysis and Recommendations*

11.23.161 GNCT Delhi has already granted pay parity to Grade-I DASS Officers vis-à-vis Section Officers of CSS vide Services Department Delhi Secretariat order No. 56 dated 03.02.2015 which has also been subsequently approved by the UT division MHA and the issue stands settled.

11.23.162 **As regards demand for extension of All India Service Rules regarding assignment of year of allotment to the promotee DASS officers upon their induction into DANICS as well as the demand of the DASS officers for reduction in the period for grant of selection grade in DANICS, the Commission feels that this is purely an administrative matter to be looked into by the MHA.**

### **Delhi Administration Accounts Service**

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11.23.163 It has been urged for creation of feeder cadre in Accounts Service of GNCT Delhi similar to organised Accounts cadre of CAG and CGA by introducing the posts of Accounts/Audit Assistant in GP 1900, Accountant/Auditor in GP 2400 and Senior Accountant/Auditor in GP 4200. It has been also demanded that the restructuring of Subordinate Accounts Service of GNCT Delhi be done along with other organised Accounts cadre such as CAG and pay scales for the posts viz, Assistant Accounts/Audit Officer, GP 4800, Group `B' Gazetted, Assistant Controller of Accounts (JTS)/ Accounts/Audit Officer, GP 5400 (PB-3) (100 percent by promotion from among the AAO Group `B' officer with two years' minimum service in GP 4800), Assistant Controller of Accounts/Senior Accounts/Audit Officer, GP 6600, Dy. Controller General of Accounts/Dy. Controller of Accounts GP 7600. Dy. Controller General of Accounts/ Controller of Accounts GP 8700, Jt. Controller General of Accounts/ Chief Controller of Accounts GP 10000 and Principal Chief Controller of Accounts in HAG.

### *Analysis and Recommendations*

11.23.164 Creation of feeder posts in the Accounts cadre and restructuring of subordinate accounts service of GNCT Delhi with other organised accounts cadre such as CAG, do not come under the purview of the Commission. As revealed from the report of the VI CPC vide para 7.57.23, the organised accounts cadre in the Government of NCT Delhi demanded restructuring of their cadre before the VI CPC also. However, as a matter of policy, the VI CPC did not consider the restructuring of individual cadre/services. **The same stand has been taken by this Commission as well.**

### **Drivers**

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11.23.165 They have demanded GP 2400 from existing GP 1900 for ordinary grade drivers, GP 2800 from existing GP 2400 for Grade II drivers, GP 4200 from existing GP 2800 for Grade I drivers, and GP 4600 from existing GP 4200 for Special Grade Drivers. This apart they have also demanded creation of the posts in GP 4800, equal grade pay for all drivers irrespective of their deployment in various offices, higher grade pay for the drivers of heavy vehicles than the drivers of staff cars, as applicable in Corporations, implementation of the time bound promotion scheme for drivers, irrespective of the number of sanctioned posts in

the cadre hierarchy and opportunity for drivers to work against other posts by changing their cadre.

*Analysis and Recommendations*

**11.23.166 The demands relate to pay hike of Drivers of Ordinary Grade, Grade-I, Grade-II and Special Grade falling in the “common category posts.” The Commission is making general recommendations separately for the common category posts in Chapter 7.7.**

**Stenographers**

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11.23.167 A demand has been made for higher grade pay for Steno Grade-II from existing GP 4200 to GP 4600 and Sr.P.A Gr.I from GP 4600 to GP 4800 and GP 5400 (PB-3) after completion of four years of service. They have demanded the higher pay scale in respect of specific posts to bring parity with that of CSSS cadre posts. The demand has been justified on the ground that the mode of recruitment is same as for the CSSS, i.e., All India Competitive Examination with similar eligibility criteria and that all Stenographer of the rank of Steno Grade II and above working in the GNCT of Delhi have been recruited through Staff Selection Commission prior to Delhi Subordinate Services Selection Board.

*Analysis and Recommendations*

**11.23.168 GNCT Delhi has already upgraded the pay scales of Sr.P.A/Stenographer Gr.I, Stenographer Grade II and Stenographer Grade III vide Orders No. 56, 57 and 58 respectively all dated 03.02.2015. Hence, no further recommendations are required.**

**Agriculture Extension and Development Employee**

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11.23.169 Higher GP 4200 has been demanded for post of Extension Assistant (presently GP 2400) along with merger with promotional post i.e., Horticulture Assistant, Technical Assistant, Extension Officer (Agriculture), Plant Protection Assistant, Demonstrator, Anti Rat Supervision etc. all in GP 4200. Alternatively, while upgrading pay of Extension Assistant (Agriculture) to GP 4200, simultaneous upgradation of the set of promotional posts from GP 4200 to GP 4600 has been sought.

*Analysis and Recommendations*

**11.23.170 In consideration of the hierarchical pattern of Agriculture Department, NCT Delhi, and the essential qualification of BSc (Agriculture) for appointment to the post of Extension Assistant (Agri)/Agriculture Assistant/Garden Overseer/Group Level Worker/Extension Officer (Agri)/Farm Manager Junior, etc, the Commission recommends upward revision of pay of these posts from existing PB-1, GP-2400 to PB-1, GP-2800.**

## **Information and Public Relation Officers**

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11.23.171 They have demanded:

- i. Higher GP 7600 for the post of Press Secretary/Dy. Director (presently GP 6600) on the ground that the post is attached with the LG/Speaker, Delhi State Assembly and Chief Minister of Delhi for publicity work, which involves higher responsibilities.
- ii. GP 6600 for the post of Information Officer (GP 4600) on the ground that in NHRC/AIIMS the incumbent of this post with same work is drawing pay in GP 6600 and that he is attached to the Hon'ble Cabinet Minister for publicity work.
- iii. GP 5400 (PB-3) for the post of Assistant Information Officer/Field Publicity Officer(GP 4200) on the ground of parity with equivalent post in NHRC.
- iv. GP 4200 for the post of Publication/Publicity Assistant (GP 2800) on the ground that in the Ministry of Information and Broadcasting, MCD and other departments, this post is having pay scale in GP 4200. Further, in their justification for the demand it has been stated that, PROs working in Organisations such as Delhi Transco Ltd, Delhi Jal Board, DSIIDC, DTTDC and Directorate of Prohibition and Prevention of Drug Abuse, Women Child Department of GNCTD have minimum GP 5400 (PB-3), GP 6600 and GP 7600, whereas no pay revision has taken place in the Directorate of Information and Publicity, GNCTD since 1986. Publicity Officers and the Information Officers were equivalent to Administrative Officer and Publicity Assistants were equivalent to Assistant/Head Clerk. However, now the Publicity Officers have been placed below Administrative Officer/Assistant/ Head Clerk drawing higher pay.

### *Analysis and Recommendations*

11.23.172 As regards demand for pay hike for the posts at (i), (ii) and (iii) above, no convincing justification has been provided.

**11.23.173 Regarding (iv), the Commission endorses the view of the VI CPC in such cases wherein it has been stated “that mere fact of two posts being in the same pay scale cannot be a ground for establishing relativity.” Moreover these are two distinct cadres with different functionalities, hence no upgradation on this ground can be given.**

## **Radio Telephone Operators of Delhi Fire Service**

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11.23.174 There are demands for enhancement of pay for the post of Radio Telephone Operator from the present GP 2400 to GP 4200, on the ground that it comes under the Subordinate Engineering cadre, carrying minimum qualification of Diploma in Engineering for direct recruitment and the incumbents belong to said Subordinate Engineering cadre are entitled to said pay scale of GP 4200 as per VI CPC recommendations vide para 3.4.7 of report.

### *Analysis and Recommendations*

**11.23.175 It is seen that the pay of the Radio Telephone Operators was in the scale of ₹1200-1800 (IV CPC) which was replaced by ₹4000-6000 by V CPC corresponding to VI CPC pay scale GP 2400. The Commission does not find merit in the demand.**

## Prosecutors

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11.23.176 They have demanded higher pay at the entry grade, which is presently in GP 4600, at par with Legal Officers in Directorate General of Civil Aviation, Ministry of Civil Aviation who are drawing entry GP 5400 (PB-3) and thereafter demanded time bound increase in pay as:

- i. Entry grade pay in PB-3, GP 5400
- ii. After 04 years in PB-3, GP 6600
- iii. After 9 years in PB-3, GP 7600
- iv. After 14 years in GP 8700 and
- v. After 20 years in GP 10000

11.23.177 It has been stated that Legal Officers in the DGCA who are Law Graduates with three years' experience at Bar like Assistant Public Prosecutor of GNCT Delhi are getting GP 5400 (PB-3) as against Assistant Public Prosecutors in Delhi drawing pay in the scale GP 4600. It has also been pointed out that Assistant Law Officer in the NDMC, Junior Law Officer DERC with two year experience and LLB qualification are getting pay in GP 4800.

### *Analysis and Recommendations*

11.23.178 The demand for higher pay for the post of Public Prosecutors of Directorate of Prosecution in Delhi Government was considered by the VI CPC (para 7.57.30 of VI CPC report) also, although at that time they pleaded for higher pay at par with Medical Doctors on the ground that, the minimum qualification of the Assistant Public Prosecutors is a Degree in Law. The VI CPC did not concede parity of pay with doctors.

11.23.179 However, they recommended higher pay scale of ₹7450-11500 (pre-revised) as against ₹6500-10000 (pre-revised) for all posts other than Group 'A', carrying minimum qualification of a Degree in Law and accordingly the Assistant Public Prosecutors were placed in the replacement scale of GP 4600.

11.23.180 The post of Assistant Public Prosecutor is a Group 'B' Gazetted post and hence the entry pay for Group 'A' Officers under Central Government i.e., GP 5400 (PB-3) cannot be recommended for Assistant Public Prosecutors in GNCT, Delhi at the entry level.

11.23.181 **The Commission finds no merit in the demand.**

## Delhi Prisons

11.23.182 The demands are as follows:

Sl. No.	Rank	Existing Grade Pay	Demanded Grade Pay
1.	Superintendent Jail	6600	No change
2.	Deputy Superintendent Jail Gr-I	4600	5400 (PB-3)
3.	Deputy Superintendent Jail Gr-II	4200	4800
4.	Assistant Superintendent Jail	2800	4600
5.	Head warder	2000	2800
6.	Warder	1900	2400

11.23.183 As part of justification for their demands, a comparison of pay scales in respect of similar posts in the State Prisons, State Police and UTs has been done by Delhi Prisons. Comparative statement showing pay status among Delhi Prisons, CAPFs/Delhi Police and Delhi Government Secretarial cadre in respect of comparable posts consequent on implementation of III, IV, V and VI CPCs has also been provided. Further, the eligibility conditions for direct entry to the above posts as per the Recruitment Rules (RRs) (where direct induction takes place) has also been given.

### *Analysis and Recommendations*

11.23.184 In comparison to the pay in other Union Territories, namely Puducherry, A&N Islands and Daman and Diu, the pay of similar posts in UT of Delhi is either more than or equal to the pay of similar posts. Further the eligibility conditions for appointment to various posts, where direct induction is provided for as per the Recruitment Rules are almost same.

11.23.185 It is also revealed that the posts of Warders up to Deputy Superintendent Grade I were placed at par with the CAPF/Delhi Police and Delhi Government Clerical Cadre in the III, IV and V CPCs. From VI CPC, the pay of Warder of Delhi Prisons came down from that of CAPF/ Delhi Police but remained at par with that of Delhi Government Clerk (LDC). As regards the post of Head Warder in Delhi Prisons, it fell below the pay of both Head Constable of CAPF/Delhi and UDC of Delhi Government post VI CPC.

11.23.186 It has been stated by Delhi Prisons that various Jail Reforms Committees such as Mullah Committee, Krishna Iyer Committee, R.K Kapoor Committee have strongly advocated better pay scales and allowances for the Delhi Jail Staff.

**11.23.187 Hence, in view of the historical parity and recommendations of several Committees the demand for higher pay for the Delhi Prison staff seems justified. The Commission therefore recommends parity in pay with corresponding posts in Delhi Police/ CAPFs.**

## **IT Officers**

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11.23.188 They have demanded that the pay of Assistant Programmer/Data Processing Assistant, GP 4600 be upgraded to GP 5400 (PB-3) on the ground that EDP cadre officers are appointed through UPSC and IT cadre officers are playing a key role in e-governance and automation of various activities of GNCT Delhi. It has been stated that Superintendent and PS of DASS cadre and DANICS cadre officers are getting entry grade pay in GP 4800 followed by GP 5400 (PB-3) after four years. It has also been stated that, there is a need for creation of posts in GP 8700 and 10000.

### *Analysis and Recommendations*

**11.23.189 The EDP cadre posts fall in category of common cadres and the recommendations made for this common cadre in Chapter 7.7 would also be applicable to the EDP cadre posts in Delhi Government.**

## **Supervisors in Department of Women and Child Development**

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11.23.190 They have demanded that the two categories of posts in the Supervisor (Women) rank, viz,

- i. Supervisor Grade-I ( GP 4200), and
- ii. Supervisor Grade-II (GP 2800)

be placed in one pay scale of GP 4200 on the ground that there is no difference between the two grades from the point of view of job responsibility and work performance as all category of Supervisors shoulder same job responsibilities quantitatively and qualitatively. The bifurcation in the category of Supervisors (Women) in the Integrated Child Development Services Scheme (ICDS) took place on the recommendations of the V CPC. It has been stated that such a recommendation was not rational as the ICDS Scheme is a Centrally sponsored scheme and the sanction issued for ICDS projects follows a standard staffing pattern which does not provide for categorisation of Supervisors as Grade-I and Grade-II.

### *Analysis and Recommendations*

11.23.191 The V CPC had bifurcated the post of Supervisor (Women) into two grades: I and II on the ground that there was a bottleneck at the level of Deputy Superintendent which had only 35 posts whereas the feeder cadre of Supervisor (Women) had 306 posts. The bifurcation led to 52 posts being categorised as Supervisor Grade I in GP 4200 and remaining posts categorised as Supervisor Grade II in the GP 2800.

11.23.192 On the other hand there was another stream of Welfare Officer Grade II/Probation Officer Grade II and Prison Welfare Officer who were at par with the Supervisor (Women) prior to the V CPC and were also the feeder cadre for the same posts of Deputy Superintendent /ACDPO/Probation Officer Grade I all of whom were in the same pay scale. The result of bifurcation of cadre of Supervisor (Women) was that while the analogous stream of feeder posts were all upgraded to the new pay scale, currently GP 4200 along with 52 Supervisor Grade I, Supervisor Grade II were made to wait for five years to become eligible for promotion

to the next post in their own cadre. As a result the Supervisor Grade II have trailed behind their counterparts in other feeder category.

11.23.193 Although the intention of V CPC was to ameliorate stagnation at the level of Deputy Superintendent /ACDPO/Probation Officer Grade I, yet parity prior to V CPC got disturbed among the various feeder cadres putting Supervisor Grade II at a disadvantage. It is also mentioned that no new RRs have been notified for the newly created posts of Supervisor Grade I till 06.08.2014. The functions being performed by both Supervisor Grade I and II are also similar. **In light of this, the Commission feels that bottleneck at the level of Deputy Superintendent/ACDPO/Probation Officer Grade I can be addressed by way of a comprehensive cadre review and wherein the possibility of merging the two grades of Supervisor (Women) may also be explored.**

### **Transport Department**

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11.23.194 They have stated the disparity in the pay scales of Pollution Control Officers (PCO), Motor Licensing Officers (MLO), Enforcement Officers (EO) all in GP 4600, of Transport Department, GNCTD vis-à-vis pay scales of their counterparts viz Regional Transport Officers (RTO) in the States of Tamil Nadu, Gujarat, Maharashtra, Orissa, UP and Rajasthan (GP 6600) should be removed.

11.23.195 Similarly, the pay scales for the post of Inspectors (GP 4200) should be upgraded to GP 4600 at par with the pay scales of their counterparts in these States which is GP 4600. For said pay hike for the post of Inspectors, they have also stated that, GNCT Delhi vide their order dated 03.02.2015 upgraded the pay scales of Grade-II (DASS) and Stenographer Grade-II which has been extended to Inspectors of other Departments of Delhi Government, namely Labour, VAT, Industry etc.

#### *Analysis and Recommendations*

11.23.196 The comparison of pay scales of various posts of the Transport Department, GNCT Delhi, with the pay scale of Regional Transport Officers of State Governments is not tenable.

11.23.197 The comparison of pay scales with DASS cadre is on account of the fact that DASS Grade II officers are posted in field offices as Inspectors in various departments such as Labour Department, Transport Department etc and they continue to draw their salary in GP 4600 whereas the entry level posts in such departments are in GP 4200.

11.23.198 Accordingly, demand for pay hike for the post of Inspector from GP 4200 to GP 4600 at par with the pay of DASS Grade-II has been made. **Since, the upgradation of pay of DASS cadre has been carried out by the Delhi Government unilaterally, this Commission is not in a position to recommend rectification of such parity issues. This Commission however feels that upgradation of pay scales of any cadre may be taken up by the government only after assessing underlying parity issues with other cadres and implications it may involve vis-à-vis similarly placed cadres in the same/different departments.**

## Ministry of Human Resource Development

## Chapter 11.24

### General Issues

#### Introduction

11.24.1 The Ministry of Human Resource Developments comprises two departments viz., the Department of School Education and Literacy and Department of Higher Education. The ministry's endeavour has been to achieve education for all, with an inclusive approach.

- A. **Department of School Education and Literacy:** The vision of the Department of School Education and Literacy is to fully harness the nation's potential by providing quality school education to all. Elementary education comprising primary and upper primary, forms the foundation of the education pyramid. To enhance enrolment, retention and attendance and simultaneously improving nutritional levels among children and at same time to achieve the goals of universal access of education and learning levels of all children, two major interventions namely National Programme of Mid-Day Meal (MDM) in schools and Sarva Sisksha Abhiyan (SSA) have been taken up by the department.
- B. **Department of Higher Education:** The Department of Higher Education is responsible for the policy formulation and for coordination and determination of standards in the higher education. Accordingly, to provide uniformity in the higher and technical education all over the country and to ensure quality education as also to take care unserved areas, a number of Centrally Funded Educational Institutions (CFEIs) have been set up.

#### Personnel Position

11.24.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Human Resource Development, are as follows:

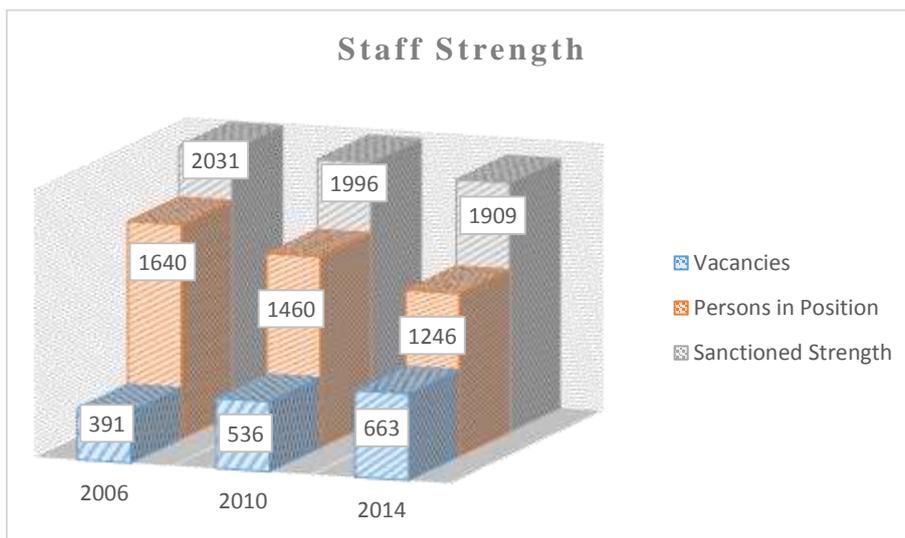
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	333	215	118	35
B	760	509	251	33
C	816	522	294	36
<b>Total</b>	1,909	1,246	663	35

11.24.3 The above table shows that in overall terms 35 percent of total sanctioned strength of the department is lying vacant as on 01.01.2014. Of 1,246 persons in position (PIP), 1,008

employees are pre-2004 recruits and remaining 238 are employees have been recruited on or after 01.01.2004.

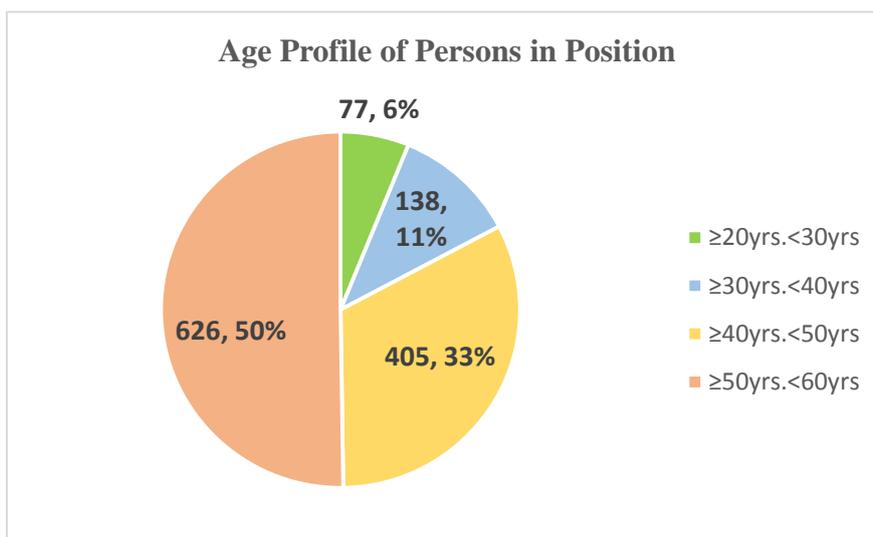
### Inter Temporal Trend in Position

11.24.4 The following graph indicates the inter temporal position in the Ministry of Human Resource Development as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.24.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Human Resource Development. It indicates that about 50 percent of the PIP shall be retiring within the next 10 years.



## Expenditure on Personnel and Contractual Employees

11.24.6 The following table brings out the expenditure incurred by the Ministry of Human Resource Development, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	7,358	7,281	8,094

### Cadre Related Issues

#### Department of School Education and Literacy

##### PSTs, TGTs, PGTs, etc.

11.24.7 Primary School Teachers (PSTs), Trained Graduate Teachers (TGTs), Post Graduate Teachers (PGTs) and other categories of teaching employees in the Central Government are governed by the following pay structure:

Post	Category	Grade Pay
Primary School Teacher (PRT)	Gr.I	4800
	Gr.II	4600
	Gr.III	4200
Trained Graduate Teacher (TGT)/Headmaster/ PET/WET/Drawing Teacher/Home Science Teacher/Librarian/Yoga Teacher	Gr.I	5400 (PB-3)
	Gr.II	4800
	Gr.III	4600
PGT	Gr.I	6600
	Gr.II	5400 (PB-3)
	Gr.III	4800
Vice-Principal	Gr.I	6600
	Gr.II	5400 (PB-3)
Principal	Gr.I	7600
Education Officer/Assistant Director/Deputy Director	Gr.I	7600

11.24.8 Various federations and associations of teaching employees have represented to the Commission for better pay scales. Some associations have touched upon the spacing among different Grade Pays (GP). Their contention is that while there is an increase of ₹400 in GP from PST Gr. III (GP 4200) to PST Gr. II (GP 4600), the increase is only ₹200 in the next promotion from PST Gr. II (GP 4600) to PST Gr. I (GP 4800). This they consider unjustified and unreasonable. They claim that the increase in GP should only go up, rather than going down. They have also demanded restoration of 10 days' Earned Leave, which existed prior to the VI CPC, but was changed to 20 days' Half Pay Leave by the VI CPC.

### *Analysis and Recommendations*

11.24.9 The Commission notes that the teachers were provided higher than normal replacement pay grades, in the form of an upgrade, by the VI CPC. This has given rise to relativity issues vis-à-vis other cadres. Therefore, considering the job profile, entry level qualifications and method of recruitment, any further upgradation in pay scales is not justified. Accordingly, normal fixation in the proposed Pay Matrix is recommended. Regarding the spacing of Grade Pays, it will be taken care of by the new Pay Matrix structure. The demand for restoration of 10 days' Earned Leave has been accepted by the Commission. Further details can be found in Chapter 9.2.

## **Department of Higher Education**

### **Assistant Research Officers, Central Hindi Directorate**

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11.24.10 With a cadre strength of 68 employees, the cadre of Research officers in the Central Hindi Directorate (CHD) is responsible for preparing the corpus for lexicographical assignments and curriculum for correspondence courses. Their cadre structure is as under:

<b>Designation</b>	<b>Grade Pay</b>
Deputy Director (L)	6600
Assistant Director (L)	5400 (PB-3)
Assistant Research Officer (ARO)	4600

11.24.11 The educational qualification required for the post of ARO is Master's Degree plus three years' experience in teaching or research.

11.24.12 Their association has demanded better pay scales on grounds of historical parity with University Lecturers.

### *Analysis and Recommendations*

11.24.13 At the outset, it should be made clear that University Lecturers do not fall under the ambit of the Commission and they follow a pay structure that is different from Central Government employees. For e.g. their pay structure includes Grade Pays of ₹6000, ₹7000, ₹8000, ₹9000, etc. which are not present in the current pay structure of Central Government employees. Hence, any comparison with them would not be appropriate. The Commission also notes that the post of Research Officer, which was hitherto in GP 4800, was upgraded and merged with the post of Assistant Director (L) recently, in June, 2014. No further change in the structure is now warranted. Accordingly, no recommendations are made.

### **Evaluators**

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11.24.14 Evaluators in the Central Hindi Directorate appraise response sheets and prepare lessons for various courses conducted by the Correspondence Courses Department of the CHD.

Presently Evaluators are placed in GP 4200. They have demanded GP 4600 on account of historical parities with Assistant Research Officers, who are in GP 4600.

*Analysis and Recommendations*

11.24.15 Since the inception of CHD, there has been a parity between AROs and Evaluators. This parity was disturbed after the V CPC recommendations were accepted. Moreover, they have a common seniority list and channel of promotion. Considering the above, and looking into other relevant factors like the educational qualification requirement, job content and method of selection, it is proper to restore the parity. Accordingly, it is recommended that Evaluators should be upgraded to GP 4600 and then placed at appropriate level in the pay matrix.

**Assistant Scientific Officers, Commission for Scientific and Technical Terminology**

11.24.16 Scientific Officers in the Commission for Scientific and Technical Terminology, Department of Higher Education, are tasked with evolving, defining and propagating technical terms in Hindi and all Indian languages and to publish glossaries, definitional dictionaries, etc. Their cadre structure is as under:

<b>Designation</b>	<b>Grade Pay</b>
Principal Scientific Officer/Secretary	7600
Dy. Director	6600
Assistant Director	5400 (PB-3)
Assistant Scientific Officer (ASO)	4600

11.24.17 The educational qualification required is B.E. with three years' experience for Engineering disciplines, and Master's degree plus three years' experience for non-Engineering disciplines.

11.24.18 Like AROs, they have also sought better pay scales at par with University lecturers.

*Analysis and Recommendations*

11.24.19 As stated earlier, comparison with University lecturers cannot be considered. It is also noted that the post of Scientific Officer, which was hitherto in GP 4800, was upgraded and merged with the post of Assistant Director recently in June, 2014. No further change in the structure is now warranted. Accordingly, no recommendations are made.

## Ministry of Information and Broadcasting

## Chapter 11.25

### General Issues

#### Introduction

11.25.1 The vision of the Ministry of Information and Broadcasting is to create an enabling environment for sustained growth of media and entertainment sector, facilitate value based wholesome entertainment and effectively disseminate information on government policies, programs and achievements. The ministry is functionally organised into three wings namely (i) Information (ii) Film and (iii) Broadcasting. While the Information Wing is primarily entrusted with the responsibilities of press and publicity for the people, the Film Wing handles all matters relating to film industry, including developmental and promotional activities. The Broadcasting Wing is the administrative wing for all matters relating to radio and television broadcasting in India. In fulfilling its vision, the ministry is assisted and supported in its activities through thirteen attached offices and six autonomous organisations and two PSUs.

#### Personnel Position

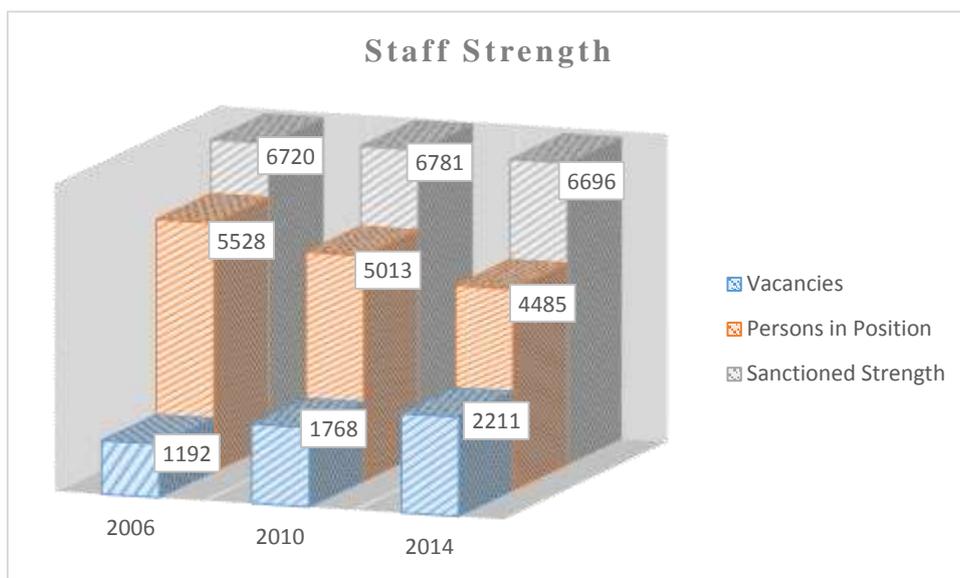
11.25.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Information and Broadcasting, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	508	304	204	40
B	1536	958	578	38
C	4562	3223	1429	31
<b>Total</b>	<b>6696</b>	<b>4485</b>	<b>2211</b>	<b>33</b>

11.25.3 The above table shows that in overall terms 33 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 4485 persons in position (PIP), 3350 employees are pre-2004 recruits and remaining 1135 employees have been recruited on or after 01.01.2004.

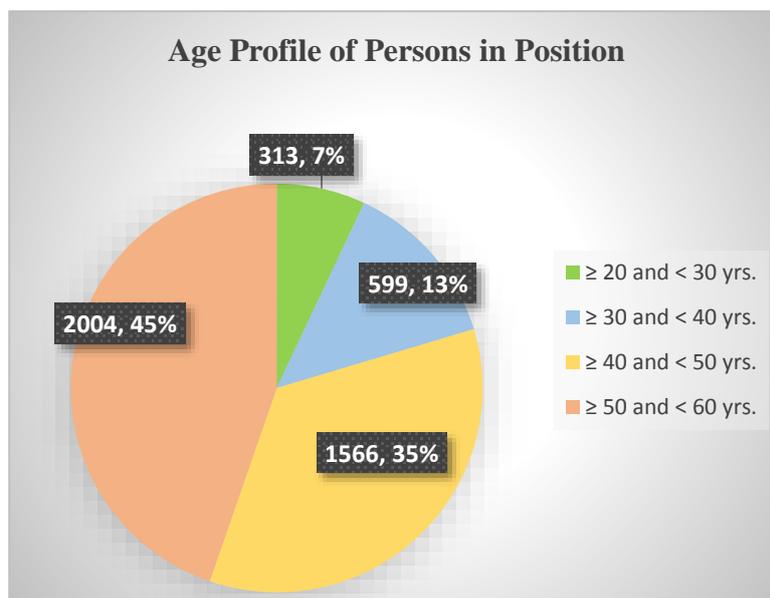
#### Inter Temporal Trend of Personnel

11.25.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Information and Broadcasting as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.25.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Information and Broadcasting. It indicates that about 45 percent of the PIP shall be retiring within next 10 years.



### Expenditure on Personnel and Contractual Employees

11.25.6 The following table brings out the expenditure incurred by the Ministry of Information and Broadcasting, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	17209	17755	19412
Expenditure on Contractual Employees	108	21	154
<b>Total</b>	<b>17317</b>	<b>17876</b>	<b>19566</b>

## **Training**

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11.25.7 The Ministry of Information and Broadcasting has not formulated any training plan. The ministry for the year 2013-14, has reported no specific budget provision for training.

### ***Cadre Related Issues***

11.25.8 The Commission has received representations with reference to certain posts/cadres in the Ministry of Information and Broadcasting. The ministry has broadly furnished its views on demands for which its feedback was sought by the Commission. The recommendations of the Commission with regard to the demands have been dealt with in terms of the offices/cadres.

## **Indian Information Service (Group `A`)**

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11.25.9 The Indian Information Service, Group `A` Association has represented that an HR consultancy firm of national/international repute may be engaged by the government for evaluating the Indian Information Service and to suggest structural changes for making it more relevant, effective and efficient. It has further suggested the merger and amalgamation of the media units, identification of posts in other ministries/departments which should be manned by IIS officers and assessing the manpower requirements at various levels and organizations.

### ***Analysis and Recommendations***

11.25.10 The Commission sought the views of the ministry with regard to the demand of the Association. The ministry stated that the latest cadre review of the IIS Group `A` was carried out in 2014-15. It added that there was no practice of hiring outside consultants for this purpose.

11.25.11 The demand of the Association needs to be viewed in the context of the growth of social and digital media. The Commission recommends a study on the role and responsibilities of the Indian Information Service in the changed paradigm by an expert agency so that structural changes may be suggested for making the Indian Information Service more relevant and effective in the future.

11.25.12 The Indian Information Service, Group `A` Association has raised many other issues, which are common to Organised Group `A` Services. These general issues pertaining to Organised Group `A` Services have dealt in Chapter 7.3.

## **Indian Information Service (Group `B`)**

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11.25.13 The Indian Information Service, Group `B` Association has sought upgradation of pay scale of Senior Grade Group `B` gazetted officer from the existing GP 4600 to GP 4800

and non-functional selection grade to GP 5400 (PB-3). To advance their case they have stated that they have been placed equivalent to Assistants in the Central Secretariat even though they perform more sensitive duties, round the clock and across the country.

*Analysis and Recommendations*

11.25.14 The request for upgradation in pay for Senior Grade of Indian Information Service, Group 'B' has been examined. It is noted that the essential qualification for direct recruitment to the post is a degree from a recognised University, diploma in journalism from a recognised University and three years experience of journalistic, publicity or publication work in a government department or any newspaper/news agency. Direct recruitment to the post is also being done through UPSC.

11.25.15 The Commission notes that the Ministry of Information and Broadcasting has also supported the demand for GP 4800 for the Senior Grade Group 'B' officers.

11.25.16 Since the Commission has suggested the conduct of study on future role and responsibilities of the Indian Information Service in the changed paradigm, therefore the Commission, recommends replacement level for **Senior Grade Officers of Indian Information Service, Group 'B' corresponding to the existing GP 4600.**

**Directorate of Advertising and Visual Publicity**

11.25.17 The All India Directorate of Advertising and Visual Publicity (DAVP) Employees Association has sought upgradation in pay for the following posts:

Post	Existing Grade Pay	Grade Pay Sought
Joint Director (Adv/PP), CEO	7600	8700
Media Executive, Art Executive, Production Manager (OP/PP/) Executive Officer Distribution Manager (MM)	6600	7600
Assistant Media Executive, Assistant Production Manager (PP/OP), Senior Artist, Assistant Executive Officer, Store Officer, ADO (MM), DPA (Gr B)	4600	5400
Technical Assistant (Advtg./ MM/ PP/ OP/ Studio/ Exhibition), DPA (Gr A)	4200	4800
Junior Technical Assistant (Advtg. /MM), DEO (Gr B), Projectionist, Store Keeper	2800	4200
Mechanic cum Carpenter (MCC)	1900	2000

11.25.18 The Association has sought upgradation in pay on the grounds of uniqueness of their cadre and their professional qualification.

*Analysis and Recommendations*

11.25.19 The Commission notes the VI CPC had specifically recommended upgradation in pay in the case of certain categories viz., Assistant Media Executive and Assistant Production Manager. Similarly, Technical Assistants were, through merger of scales, placed in a higher pay scale.

11.25.20 The Commission notes that the Association has sought upgradation of seven posts from the existing GP 4600 to GP 5400 (PB-3), which are in Group 'A.' In almost all the other cases upgradation have been sought between one and three levels higher than the existing grade pays.

11.25.21 The Commission notes that Mechanic cum Carpenter is already placed in GP 1900 for which entry level qualification is Class XII, therefore it does not find any justification for a further upgrade in their pay.

**11.25.22 The Commission, on the whole, does not find any justification for a general upgradation of pay across posts in the DAVP as has been sought by the Association.**

## Films Division

### General Upgradation Demands of Units

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11.25.23 **Cartoon Film Unit:** The Cartoon Film Unit has sought upgradation in pay for the posts of Officer in Charge (presently at GP 6600), Animator (presently at GP 5400), Animator (Gazetted) (presently GP 4800), Lay Out Artist (presently at GP 4600), Assistant Lay Out Artist (presently at GP 4200), Artist Grade I (presently at GP 4200) and Artist Grade II (presently at GP 2800) to one higher level in most cases.

11.25.24 **Administrative Staff Wing** has sought upgradation in pay for the posts of Assistant Administrative Officer (presently at GP 4600), Superintendent (presently at GP 4600) and Assistant (presently at GP 4200) to between one and three levels higher from what it is presently.

11.25.25 **Production Manager's Section** has similarly sought upgradation in pay for the posts of Production Manager (presently at GP 4800), Assistant Director Grade II (presently at GP 4200) and Unit Manager (presently at GP 4200) to between one and two levels higher grade pay.

11.25.26 **Laboratory Wing** has sought upgradation in pay for the posts of Laboratory Supervisor (at GP 4200) and Laboratory Assistant (presently at GP 2800) to one level higher grade pay.

11.25.27 **Camera Wing** has sought upgradation in pay for the posts of Chief Cameraman (at GP 4800), Cameraman (presently at GP 4600), Assistant Newsreel Officer (presently at GP 4200), Assistant Cameraman (presently at GP 4200), Photographer (presently at GP 2400) and Darkroom Assistant (at GP 1900) to between one and three levels higher from what it is presently.

11.25.28 **Distribution Wing:** The Distribution Wing have sought an increase pay of the posts of Officer In charge (Distribution) (presently at GP 6600), Senior Branch Manager (presently at GP 4800), Branch Manager (presently at GP 4600), Salesman (presently at GP 4200), Senior

Booker (presently at GP 2800), Junior Booker (presently at GP 2400) and Film Shipper (presently at GP 1900) by between one and three levels higher from what it is presently.

11.25.29 In addition to seeking a higher grade pay for a number of posts, the nomenclature of the existing designation is sought to be revised.

#### *Analysis and Recommendations*

11.25.30 In case of all the above posts/cadres in the Films Division the Commission has received a general recommendation for upgradation from the ministry. The ministry has cited 'duties and responsibilities' or 'change in technology' as the basis for making the recommendation.

**11.25.31 The Commission notes that the demands are in the nature of en-bloc upgradations in pay. The Commission does not find sufficient justification for the recommendations made by the ministry. The Commission therefore is recommending replacement levels for the above mentioned posts in the Cartoon Film Unit, Administrative Staff Wing, Production Manager's Section, Laboratory Wing, Camera Wing and Distribution Wing. As regards re-designation of post this can be decided by the ministry.**

#### **Assistant Maintenance Engineer**

11.25.32 The Maintenance Engineer Association have sought an increase pay of Assistant Maintenance Engineer from the existing GP 4200 to GP 5400. Similarly for Maintenance Engineer the Association has sought an increase pay from the existing GP 4600 to GP 6600. To advance their case the Association has stated that Assistant Maintenance Engineer have to supervise installation of equipment for recording, re-recording and projection of films etc.

#### *Analysis and Recommendations*

11.25.33 The Commission notes that the entry level educational qualifications for a direct recruit Assistant Maintenance Engineer is diploma in electrical/mechanical or sound recording or telecommunications from FTII, Pune or any other equivalent from a recognised University. The VI CPC in its Report noted that the post with this entry level qualification was in the pay scale of ₹5000-₹8000. Based on the recommendations of the VI CPC, this scale received the benefit of merger with the ₹6500-₹10500 scale and their placement in GP 4200.

**11.25.34 This Commission does not recommend any further upgradation in the pay of Assistant Maintenance Engineer and Maintenance Engineer.**

#### **Librarian**

11.25.35 Proposal has been received for upgradation of pay for the posts of Librarian in the existing GP 4600 to a re-designated post of Library and Information Officer in GP 6600. Library Information Assistants currently in GP 4200 have sought re-designation of post to Assistant Library and Information Officer in GP 4600.

### *Analysis and Recommendations*

11.25.36 Re-designation of posts is an administrative matter and may be decided by the administrative ministry. As far as pay level of Librarian and Library Information Assistants is concerned these are common category posts and the Commission has made recommendations in this regard in Chapter 7.7.

### **Electrician and Chief Electrician**

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11.25.37 The Electrician/Chief Electrician Association has sought an increase in pay from the existing GP 1900 to GP 2800 for Electrician and an increase in pay from the existing GP 2400 to GP 4200 for Chief Electrician.

### *Analysis and Recommendations*

11.25.38 The requests made entail upgradation in pay by between two and three levels from the existing grade pays. The ministry while recommending the case for upgradation in pay has cited 'duties and responsibilities' as the basis for making its recommendation.

**11.25.39 The Commission does not find sufficient justification for the recommendation made by the ministry. The Commission therefore is recommending replacement levels for the above mentioned posts.**

### **Studio Boy and Boom Man**

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11.25.40 The MTS Association has sought the cadre of Studio Boy and Boom Man may be kept as distinct/ separate from the Multi Tasking Staff and may be given promotion in promotional channel of any technical post in the technical cadre in Films Division as the part of film production unit. They have sought an increase in pay from the existing GP 1800 to GP 2800 at par with entry grade in any Technical Wing.

### *Analysis and Recommendations*

11.25.41 The Commission notes that the VI CPC with regard to the post of Studio Boy took the view that it is a Group D post and may be regulated accordingly. This entailed placement of all such personnel in Group 'C' if they possessed the revised minimum qualifications. Those who did not possess the minimum prescribed qualifications would need to be retrained.

11.25.42 The ministry in its reply has stated that Studio Boy and Boom Man should be kept distinct from the Multi Tasking Staff and should have a promotion channel for any technical post in the technical cadre. They have also recommended enhancement of Grade Pay from GP 1800 to GP 2800.

**11.25.43 The Commission finds no justification to disturb the existing pay scale of Studio Boys and Boom Man. As regards giving them promotion in promotional channel of any technical post in the technical cadre in Films Division, this is a matter on which the ministry may take a decision.**

**11.25.44 The Commission notes that the proposals relating to upgradation in pay for posts in the Films Division do not contain adequate justification. It is also noted that the VI CPC in its Report, drew attention to the Expenditure Reform Commission's recommendation that no justification exists for a separate Films Division in the Ministry of Information and Broadcasting merely to produce and exhibit documentaries. This Commission reiterates the views of the Expenditure Reforms Commission.**

## Ministry of Labour and Employment

## Chapter 11.26

### General Issues

#### Introduction

11.26.1 The vision of the Ministry of Labour and Employment is to ensure decent working conditions and improved quality of life of workers, ensuring an India without child labour in hazardous sectors and enhancing employability on a sustainable basis. The ministry formulates and implements policies/programmes/schemes/projects for providing social security and welfare, regulating conditions of work, occupational health and safety of the workers, eliminating child labour from hazardous occupations and processes, promoting harmonious industrial relations, ensuring enforcement of labour laws and promoting skill development and employment services. The ministry has four attached offices viz., (i) Directorate General of Employment and Training (ii) Office of the Chief Labour Commissioner (Central) (iii) Directorate General of Factory Advice Service and Labour Institutes and (iv) Labour Bureau. It also has two subordinate offices viz., Directorate General of Mines Safety and Welfare Commissioners.

#### Personnel Position

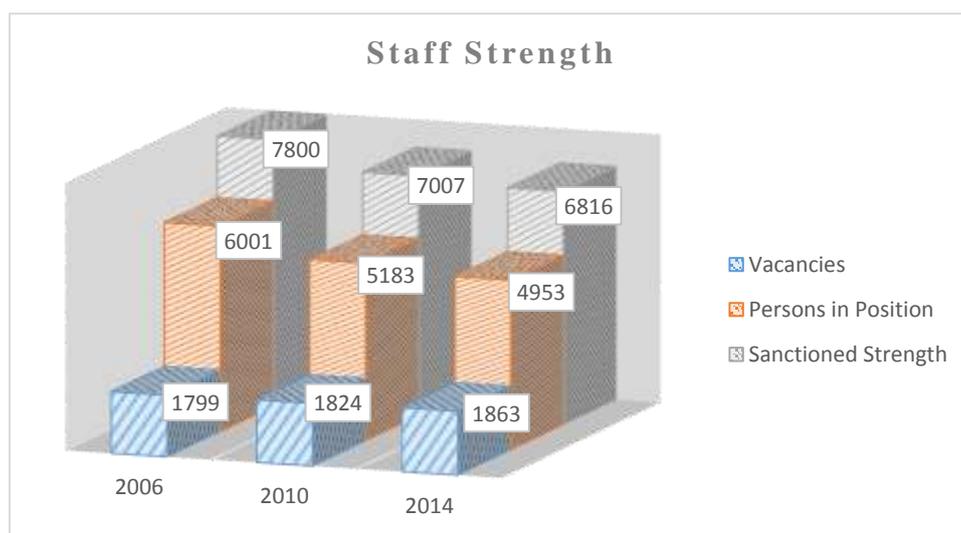
11.26.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Labour and Employment, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
<b>A</b>	1320	826	494	37
<b>B</b>	1309	895	414	32
<b>C</b>	4187	3232	955	23
<b>Total</b>	<b>6816</b>	<b>4953</b>	<b>1863</b>	<b>27</b>

11.26.3 The above table shows that in overall terms 27 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 4953 persons in position (PIP), 4118 employees are pre-2004 recruits and remaining 835 employees have been recruited after 01.01.2004.

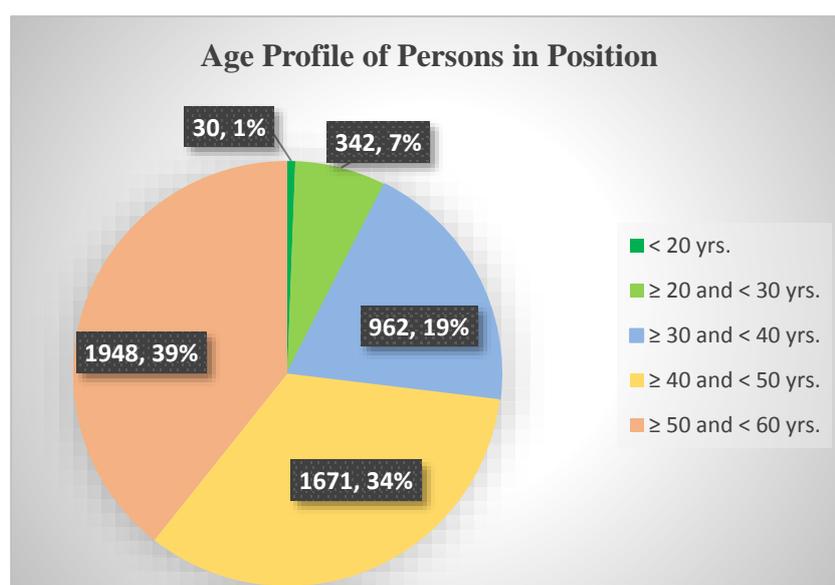
#### Inter Temporal Trend of Personnel

11.26.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Labour and Employment as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.26.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Labour and Employment. It indicates that about 39 percent of the PIP shall be retiring within next 10 years.



### Expenditure on Personnel and Contractual Employees

11.26.6 The following table brings out the expenditure incurred by the Ministry of Labour, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

Particulars	(₹ in lakh)		
	2010-11	2011-2012	2012-13
Expenditure on Salaries and Allowances	27,182	28,667	32,349

## ***Cadre Related Issues***

11.26.7 The Commission has received representations with reference to certain posts/cadres in the Ministry of Labour and Employment. The Commission has also received the views of the ministry in case of a number of demands on which its views were sought. The recommendations of the Commission with regard to the demands have been dealt with in terms of the offices that these posts/cadres belong to.

### **Central Labour Service**

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11.26.8 The Central Labour Service is a Group 'A' Service constituted in 1987. Subsequent to the Second cadre review in 2013 the sanctioned strength of the service has been raised to 340. The principal demand made by the Central Labour Service Officers Association before the Commission relates to upgradation in pay scales in each of the category of posts of Additional Chief Labour Commissioner (Central), Deputy Chief Labour Commissioner (Central), Regional Labour Commissioner, Assistant Labour Commissioner (Central) and their equivalents.

#### *Analysis and Recommendations*

11.26.9 The ministry, in its reply to the Commission, has stated that the post of Chief Labour Commissioner (Central) was upgraded from SAG to HAG on 6 September, 2013. Consequent upon second Cadre Review of the Service, two posts of SAG were also created. Therefore the request now being made by the Association has not been supported by the ministry.

11.26.10 The Commission notes that the government has, as recently as September 2013, carried out a cadre review for the Central Labour Service. **In view of the foregoing the Commission does not recommend the upgradation of pay scales sought by the Central Labour Service Officers Association.**

### **Chief Labour Commissioner (Central)**

#### **Labour Enforcement Officer (Central)**

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11.26.11 The Commission has received requests for upgradation in grade pay of Labour Enforcement Officer (Central)/Welfare Administrator from ₹4600 to ₹4800. To advance their case, they have sought parity with all other Group 'B' gazetted posts like Section officers (CSS), Income Tax Officers etc.

#### *Analysis and Recommendations*

11.26.12 The ministry has forwarded to the Commission its views on the representation received from the Departmental Anomaly Committee and recommended upgradation of the two posts mentioned above to GP 4800 and further, grant of GP 5400 (PB-3) after four years of regular service, on the basis of historical pay parity with Section Officers of CSS cadre.

11.26.13 The Commission notes that essential educational qualification for the post of Labour Enforcement Officer (Central) is a post-graduate degree/diploma in Law, Labour Relations,

Labour Welfare, Labour Laws, Sociology, any other allied subject relating to labour from a recognised University/institution or equivalent. Seventy five percent of the sanctioned strength are selected through UPSC, Twenty percent are selected through competitive Departmental Examination and five percent through promotion from the cadre of Office Superintendent.

11.26.14 The Commission is of the view that analogies between posts undertaking totally different sets of duties cannot be drawn and therefore it does not accept the argument of pay parity with the Section Officers of CSS. **Therefore the Commission does not recommend any upgradation in pay of Labour Enforcement Officer/Welfare Administrator.**

### **Directorate General of Mines Safety**

11.26.15 The Commission has received requests from Associations pertaining to Office Superintendent/Assistants/Surveyors/Data Processing Assistants Group 'A' for upgradation from GP 4200 to GP 4600. To advance their case they have sought parity with Assistants in CSS.

#### *Analysis and Recommendations*

11.26.16 The ministry in its reply to the Commission has not supported the proposal.

11.26.17 The Commission is of the view that analogies between posts undertaking totally different sets of duties cannot be drawn and therefore it does not accept the argument of pay parity with the Assistants of CSS. **Therefore the Commission does not recommend any upgradation in pay of Office Superintendent/Assistants/Surveyors/Data Processing Assistants Group 'A.'**

### **Directorate General of Employment and Training**

#### **Sub-Regional Employment Officers/Assistant Employment Officers**

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11.26.18 The ministry has forwarded to the Commission the demands of Assistant Employment Officer/Sub-Regional Employment Officer in the Directorate General of Employment and Training (DGE&T) for upgradation in their grade pays from existing ₹4200 and ₹4600 to ₹4600 and GP 5400 (PB-3).

11.26.19 The case for upgradation has been made in the context of qualifications, duties responsibilities and stagnation in their cadre. It has been stated that most of states/UTs have given better scales of pay to their officers who are working in the National Employment Service and discharge responsibilities similar to of Sub-Regional Employment Officer/Assistant Employment officer in Directorate General of Employment and Training (DGE&T).

#### *Analysis and Recommendations*

11.26.20 The Commission notes that recruitment of these posts is being done through the Staff Selection Commission. The entry level educational qualification is Post-Graduation and Post-Graduation plus three years working experience for Assistant Employment Officer and Sub-Regional Employment Officer respectively. The Commission does not find any justification

for pay upgrades. **Therefore the Commission does not recommend any upgradation in pay of Assistant Employment officer/Sub-Regional Employment Officer.**

### **Training Officers**

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11.26.21 The cadre structure of training officers is as under:

<b>Post</b>	<b>Grade Pay</b>
Director General	HAG
Deputy Director General	10000
Director	8700
Joint Director	7600
Deputy Director	6600
Assistant Director	5400
Training Officer	4600

11.26.22 The Commission has received request from Federation for Training Officers, now under the Ministry of Skill Development and Entrepreneurship (MoSDE) for grant of GP 4800 and upgradation after four years to GP 5400 (PB-3) from existing GP 4600. They have made their case on the ground of historical pay parity with Section Officers of the CSS Cadre. The Federation, in its memorandum, has stated that before the implementation of the recommendations of the VI CPC there was complete pay parity between them and the Section Officers working in the Central Secretariat and Income Tax Officers/Superintendent, Appraisers etc. in Custom and Central Excise.

#### *Analysis and Recommendations*

11.26.23 The ministry has recommended upgradation of Training Officers from existing GP 4600 to GP 4800 on grounds of historical parity as well as on functional grounds, citing the critical role being played by the Training Officers (TO).

11.26.24 The Commission notes that 50 percent of the posts of Training Officer are filled through promotion from amongst a set of employees comprising Vocational Instructors, Junior Technical Assistants, Maintenance Electricians and Store Keeper in the concerned trade. These posts are in GP 4200 and those with five years regular service in the grade and fulfilling the trade requirements are eligible. For the remaining 50 percent through direct recruitment, the entry level qualification is a Bachelors degree in engineering with a two years post qualification experience in workshop/teaching or training in a technical institute. **The Commission does not find any justification for upgradation in grade pay of Training Officer, it therefore recommends replacement pay level.**

### **Intake Assistant**

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11.26.25 The Commission has received requests from Association of Intake Assistants for an upgradation in their grade pay from existing GP 2800 to GP 4600. To advance their case they

have stated that the entry level education qualification for the post is post-graduation with three years' experience in social work. They have also stated that similar posts in the National Commission for Backward Classes, Safdarjung Hospital etc. carry a higher pay scale.

*Analysis and Recommendations*

11.26.26 The Commission notes that the essential qualification for the post of Intake Assistant is a post graduate degree in Social Work, Sociology etc. They are recruited through the Director, Employment Exchange. Intake Assistants work as counsellors for the handicapped and liaise with agencies/NGOs/departments concerned for rehabilitation of the handicapped. Intake Assistants are the feeder cadre for rehabilitation Officers who are in GP 4600.

**11.26.27 The Commission does not find any justification for upgradation in grade pay of Intake Assistants. It, therefore recommends replacement pay level.**

### **Central Government Industrial Tribunal–cum- Labour Court**

#### **Secretary**

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11.26.28 The Commission has received request for upgradation in grade pay for the post of Secretary, Industrial Tribunal–cum- Labour Court, from existing GP 4200 to GP 4800.

*Analysis and Recommendations*

11.26.29 Such a demand for higher pay scales was also received by the VI CPC. This post in the pay scale of ₹5500-9000, was automatically placed in scale ₹6500-10500 due to merger of scales and given GP 4200. **Therefore the Commission does not recommend any upgradation in pay of Secretary, Industrial Tribunal–cum- Labour Court.**

## Ministry of Law and Justice

## Chapter 11.27

### General Issues

#### Introduction

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11.27.1 The Ministry of Law and Justice comprises the following departments viz., Department of Legal Affairs, Legislative Department and the Department of Justice.

- i. The **Department of Legal Affairs** is concerned with advising various ministries/ departments on legal matters. It has a two tier set up, namely the Main Secretariat at New Delhi and the Branch Secretariats at Mumbai, Kolkata, Chennai and Bengaluru. The nature of duties discharged can broadly be, classified into two areas—advice work and litigation work.
- ii. The **Legislative Department** acts mainly as a service provider in so far as legislative business of the Union Government is concerned. It ensures smoothly and speedy processing of legislative proposals of various administrative ministries/ departments.
- iii. The **Department of Justice** functions of the Department of Justice include the appointment, resignation and removal the Chief Justice of India, Judges of the Supreme Court of India and Chief Justices and judges of the High Courts and their service matters. In addition, the department implements important schemes for infrastructure development of subordinate courts, as also computerisation of courts.

#### Personnel Position

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11.27.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Legal Affairs, is as follows:

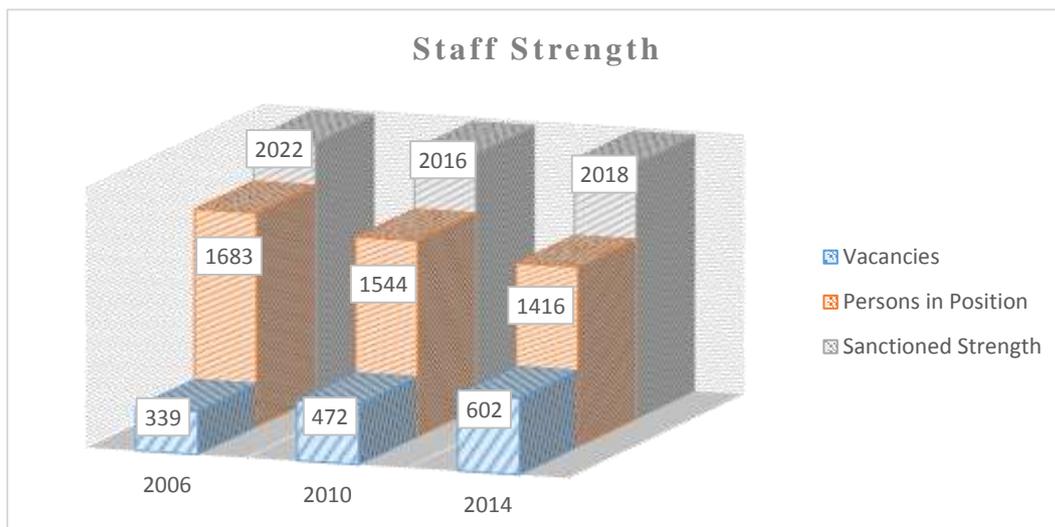
Group	Sanctioned strength	Persons in position	Vacancy	Vacancy as %age of Sanctioned Strength
A	344	190	154	45
B	588	412	176	30
C	1,086	814	272	25
<b>Total</b>	<b>2,018</b>	<b>1,416</b>	<b>602</b>	<b>30</b>

11.27.3 The above table shows that in overall terms 30 percent of total sanctioned strength of the Department of Legal Affairs is lying vacant as on 01.01.2014.

#### Inter Temporal Trend of Personnel

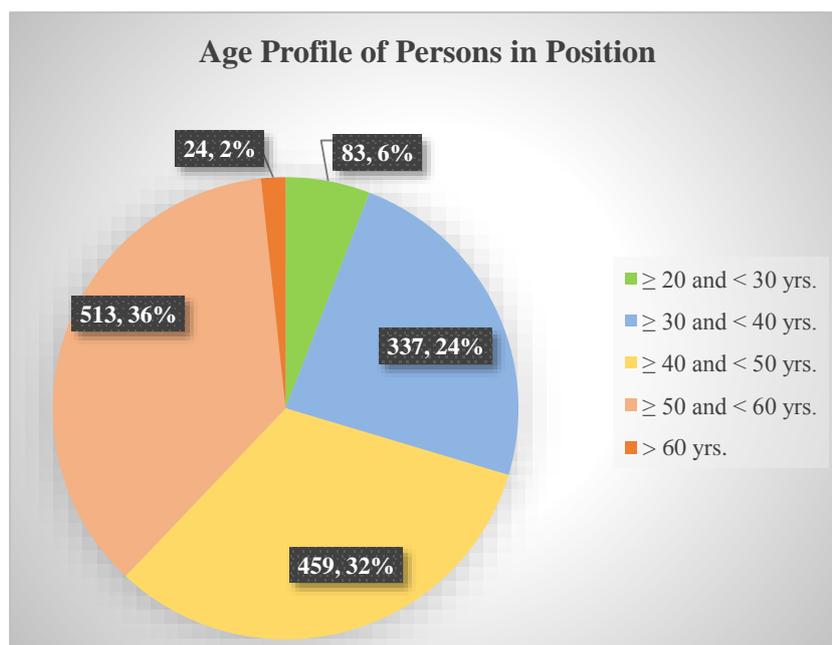
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11.27.4 The following bar chart indicates the inter temporal position of personnel in the Department of Legal Affairs as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.27.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Department of Legal Affairs. It indicates that about 36 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.27.6 The following table brings out the expenditure incurred by the Ministry of Law and Justice, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	8,204.00	8,359.00	9,207.00

## Training

11.27.7 The Department of Legal Affairs has identified 5 and 27 posts for training on core competencies and specialised competencies respectively. In the specialised competency category in the years 2012-13, three persons were trained, while in the year 2013-14, only one person was trained in this category.

## Cadre Related Issues

### Indian Legal Service

11.27.8 The Indian Legal Service has the following structure:

Post	Grade Pay
Joint Secretary and Legal Advisor/ Joint Secretary and Legislative Counsel/ Joint Secretary and Law Officer/ Senior Government Advocate	10000
Additional Legal Adviser/Additional Legislative Counsel, Additional Law Officer, Additional Government Advocate	8700
Deputy Legal Adviser/Deputy Legislative Counsel, Deputy Law Officer, Deputy Government Advocate	7600
Assistant Legal Adviser/Assistant Legislative Counsel, Assistant law Officer, Assistant Government. Advocate	6600

11.27.9 The pay related demands raised by the Indian Legal Service are:

- i. Upgradation of entry level Grade-IV pay scale at par with that of Civil Judge (Senior Division) in pay scale ₹39530-54010 which the ILS has equated with GP-7600.
- ii. To maintain pay scales at the level of Joint Secretary and above so that the parity and equality is maintained with the other Central Services as well as the All India Services.
- iii. Assured Career Progression for ILS officers so as to ensure that within ten years of regular service in ILS plus seven years of pre-entry experience, an ILS officer reaches the Senior Administrative Grade (SAG).
- iv. It has been demanded that one ILS officer in GP 10000 or GP 8700 should be placed in every ministry/department of the government by suitably enhancing the posts sanctioned at various levels of the service so that the size of the service becomes adequate enough to make available the posts of Additional Secretary and Secretary as cadre posts for further career progression of the members of ILS. In support of their claim for higher posts in the ILS cadre, they have argued that there is no higher post beyond the level of Joint secretary in the ILS despite entry into the service at a higher GP 6600.

11.27.10 In justification of their demands they have compared their service with the Judicial Service and the All India Services. It has been claimed that the service conditions of the ILS officers are not as attractive as available to their counterparts either in the All India Services or in the Judiciary.

#### *Analysis and Recommendations*

11.27.11 The demand for upgradation of ILS Grade-IV pay scale at par with that of Civil Judge (Sr. Division) is not justified on two counts. Firstly, comparison with Judicial Service is not justified as scope and functions of Judicial Service and Legal Service are different. Secondly, even in comparison to the All India Services, the entry pay of Grade-IV in the ILS is already at a higher stage with GP 6600 as against the entry level pay scale in respect of Group 'A' posts at GP 5400 (PB-3). Even otherwise, unilateral upgradation of pay scale of ILS Grade-IV will upset the existing relativities amongst the pay scales of the other grades viz., Grade-III to Grade-I of ILS and is not recommended.

11.27.12 The ILS have demanded that the pay scales at the level of Joint Secretary and above be maintained for the sake of parity with other Central Services including All India Services. In this way, the demands for upgraded pay scales at ILS Grade-IV level on the one hand and maintenance of existing pay at the level of Joint Secretary on the other hand, are in clear contradiction. Thus, the demand for higher pay at Grade-IV level of ILS cannot be recommended by the Commission.

11.27.13 Creation of higher posts at the level of Additional Secretary and Secretary is a part of the re-organisation of the cadre as a whole which is to be considered by the Ministry of Law and Justice at their level.

#### **Department of Legal Affairs**

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11.27.14 In the Department of Legal Affairs, there are three categories of Ex-Cadre posts namely,

- i. Cash Officer, (GP 4800) - 01 post,
- ii. Accountant (GP 4200) - 06 posts, and
- iii. Junior Accountant (GP 2800) -01 post.

11.27.15 It has been demanded that the ex-cadre posts of Cash Officer and Accountants may be encadred with the posts of Section Officer and Assistants of CSS respectively, so that the post of Cash Officer can be filled up from amongst Section Officers of CSS with relevant experience having undergone Cash and Accounts training and the posts of Accountants can be filled with Assistants of CSS with five years in the grade and trained in Cash and Accounts. It has further been demanded that the sole post of Junior Accountant be upgraded as Accountant and filled up from Assistant of CSS.

11.27.16 The demands have been justified on the ground that posts remain vacant for a long time and because the Accountants is GP 4200 and Assistants of CSS with relevant qualification and experience do not apply for these posts.

### *Analysis and Recommendations*

11.27.17 The CSS cadre and the Accounts cadre are two distinct streams with different entry requirements and eligibility. Hence the demand cannot be acceded to.

### **Income Tax Appellate Tribunal (ITAT)**

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11.27.18 The Income Tax Appellate Tribunal is a quasi-judicial authority created under section 252 of the Income Tax Act 1961. It hears appeals against orders passed by the various tax authorities and the orders which are applicable or listed in section 253 of the Income Tax Act, 1961. The Members of the Tribunal do not come in the hierarchy of Income tax officers but are independent and under the administrative control of the Ministry of Law and Justice. The ITAT is the second appellate authority and hears appeals against orders passed by the first appellate authority which generally, is the Commissioner (Appeals).

11.27.19 The ITAT has demanded increase in pay in respect of **Registry Officers and Clerical Staff** as shown under:-

**i. Registry Officers**

- a. For the single post of Registrar (GP 7600) to be upgraded to GP-10000 with new designation of Registrar General.
- b. For six posts of Deputy Registrar (GP 6600) to be upgraded to GP 8700 with new designation as Joint Registrar.
- c. For 38 posts of Assistant Registrar (GP 5400 (PB-3)) to be upgraded to GP 7600 with new designation as Deputy Registrar.

**ii. Clerical Staff**

- a. For six posts of Superintendent (GP 4600) to be upgraded to GP 5400 (PB-3) with new designation as Assistant Registrar.
- b. For 11 posts of Office Superintendent, 49 posts of Head Clerk, eight posts of Assistants and two posts of Senior Accountant(all in GP 4200) to be upgraded to GP 4800 with new designation as Superintendent and feeder posts to Assistant Registrar.
- c. For 122 posts of UDC and 05 posts of Junior Stenographer (GP 2400) to be upgraded to GP 4200 with new designation as Senior Appeal Assistant/Jr Stenographer.
- d. For 188 posts of LDC (GP 1900) to be upgraded to GP 2400 with new designation as Appeal Assistant.
- e. For 298 posts of Multi-Tasking Staff (GP 1800) to be upgraded to GP 1900.

11.27.20 The justification for Registry Officer is that the nature of duties, powers and responsibilities are similar to the duties, powers and responsibilities of the Registry Officers of the other Tribunals but there is disparity between the pay of Registry Officers of ITAT and other similarly placed Tribunals. Registrars in Railway Claims Tribunal, Trade Mark Registry, Telecom Disputes Settlement Tribunal, Appellate Tribunal for Electricity and Central Administrative Tribunal are in GP 8700 and Registrar of Securities Appellate Tribunal is in

GP 10000, whereas the Registrar of ITAT is in GP 7600. Similarly, the posts of Deputy Registrar and Assistant Registrar in these Tribunals are in GP 7600 and GP 6600 respectively, whereas in ITAT, these posts are in GP 6600 and GP 5400 (PB-3) respectively.

*Analysis and Recommendations*

11.27.21 The demand of identical pay scales in respect of similar posts in the CAT and ITAT was also examined by the V CPC. It was held by the V CPC, vide para 75.10 of its report, that CAT and ITAT are not comparable. Orders of ITAT are subject to reference to the High Court under Section 256 of the IT Act and a further reference to Supreme Court under Section 261 of the same Act. On the other hand, appeal against the orders of the CAT lie only before the Supreme Court. It was further held by the V CPC that the qualification prescribed for these posts in the two Tribunals are not comparable.

11.27.22 The VI CPC, vide para 7.24.9 of its report, agreed with the observations of the V CPC. The demand for higher pay scales in respect of Registry Officers was rejected by the Ministry of Finance.

**11.27.23 This Commission also does not find merit in the demands and hence, is not recommending any upgrade. Further, re-designation of the posts with higher pay scales is akin to creation of new posts and the same is beyond the purview of the Commission. ITAT may seek a cadre review through their administrative ministry.**

**11.27.24 As regards posts of Clerical cadre, the issue of pay parity of headquarter staff with field staff has been dealt in Chapter 7.1. Hence, the Commission has no specific recommendations to make here. The issue of re designation of the posts as demanded is beyond the purview of the Commission and hence not being considered.**

**11.27.25 MTS is a common cadre and the recommendations made in respect of this category, in Chapter 7.7 will be equally applicable to the ITAT Multi-Tasking Staff.**

**Vice President, President and Members of ITAT**

11.27.26 There is a demand for upgradation of the pay scales of the Vice President and Members, ITAT on the grounds of historical parity with the CBDT Members. It has been mentioned that following cadre restructuring of the Income Tax Department, the pay of the Members of CBDT have been upgraded and placed in the Apex scale of ₹80,000 whereas the Members of the ITAT are in the HAG+ scale. It has been requested that the Vice President and Members of ITAT be given higher pay scale than the Members of CBDT and the Principal Chief Commissioners of the Income Tax Department.

*Analysis and Recommendations*

**11.27.27 The Commission recommends upgradation of the post of Vice President of ITAT to the apex scale at par with the Members CBDT/Principal CCIT on the grounds that Vice President, ITAT hear appeals against decisions given by Members CBDT/Principal CCIT and CCIT.**

## Ministry of Micro, Small and Medium Enterprises

## Chapter 11.28

### General Issues

#### Introduction

11.28.1 The erstwhile Ministry of Small Scale Industries and the Ministry of Agro and Rural Industries were merged to form Ministry of Micro, Small and Medium Enterprises, on 9 May, 2007. The Ministry of Micro, Small and Medium Enterprises envisions sustainable development of globally competitive micro, small and medium enterprises as an engine of growth for the Indian economy. The Micro, Small and Medium Enterprises Development (MSMED) Act, notified in 2006 addresses policy issues affecting MSMEs as well as the coverage and investment ceiling of the sector. The National Board for Micro, Small and Medium Enterprises (NBMSME), established by the government under the MSMED Act and Rules thereunder examines factors affecting promotion and development of MSMEs, reviews existing policies and programmes and makes recommendations to the government in formulating the policies and programmes for the growth of MSMEs.

#### Personnel Position

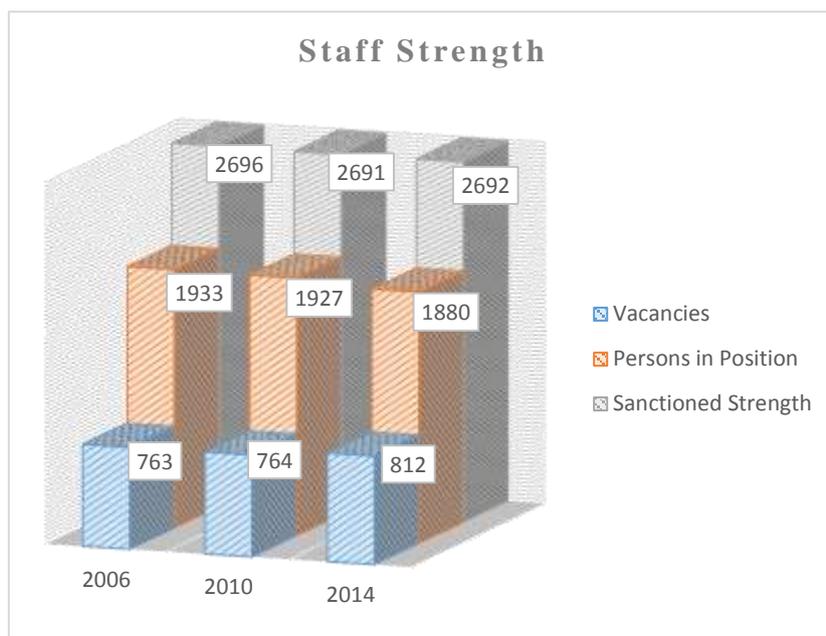
11.28.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Micro, Small and Medium Enterprises, is as follows:

Group	Sanctioned strength	Persons in position	Vacancy	Vacancy as %age of sanctioned strength
A	377	240	137	36
B	831	618	213	26
C	1484	1022	462	31
<b>Total</b>	<b>2692</b>	<b>1880</b>	<b>812</b>	<b>30</b>

11.28.3 The above table shows that in overall terms 30 percent of total sanctioned strength of the department is lying vacant as on 01.01.2014. Of 1,880 persons in position (PIP), 1740 employees are pre-2004 recruits and remaining 140 employees have been recruited on or after 01.01.2004.

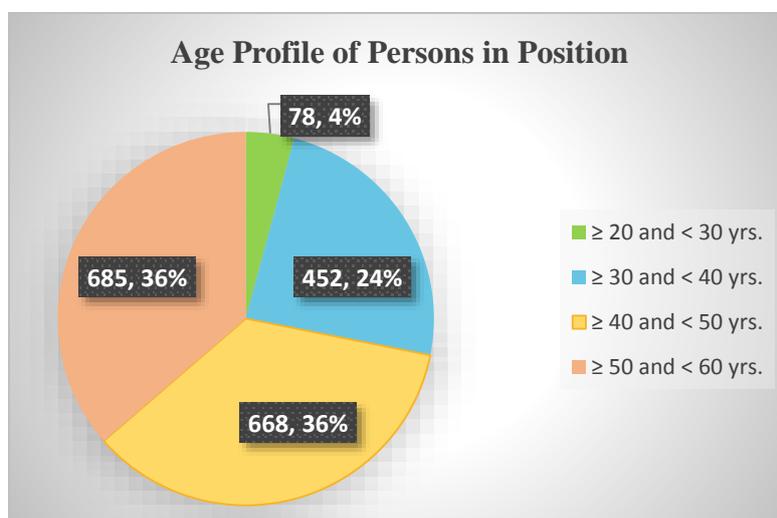
#### Inter Temporal Trend of Personnel

11.28.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Micro, Small and Medium Enterprises as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.28.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Micro, Small and Medium Enterprises. It indicates that about 36 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.28.6 The following table brings out the expenditure incurred by the Ministry of Micro, Small and Medium Enterprises, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	9175	9541	10553
Expenditure on Contractual Employees	45	48	68
<b>Total</b>	<b>9220</b>	<b>9589</b>	<b>10621</b>

## Training

11.28.7 The Ministry of Micro, Small and Medium Enterprises has not formulated any training plan. The ministry, has reported no specific budget provision for training for 2013-14.

## Cadre Related Issues

### Office of Development Commissioner

11.28.8 This is one of the attached offices under the Ministry of MSME. This office advises the government in policy formulation for the promotion and development of MSMEs. The hierarchy in this office is as follows:

Name of the Post	Grade Pay
Additional Development Commissioner	10000
Industrial Adviser	8900
Additional Industrial Adviser	8700
Director	7600
Deputy Director	6600
Assistant Director Gr-I	5400
Assistant Director Gr-II	4600
Investigator	4200

### Upgradation of Grade Pay of posts of Assistant Director Grade II

11.28.9 A demand has been received from the Small Industries Development Organisation Technical Officers Association for upgradation of pay scales in respect of Assistant Director Grade II, (Group 'B' Gazetted) in the Office of DC (MSME) from GP 4600 to GP 4800 at par with Gazetted Group 'B' posts of Section Officer (CSS)/Private Secretary (CSSS).

11.28.10 It has been stated that the VI CPC enhanced the pay scales of some Group 'B' (Gazetted) posts including Section Officers (SOs) of CSS. However, the same benefit was not extended to Assistant Director Grade-II in the Office of DC (MSME), although this post was at par with that of SOs of CSS prior to the VI CPC.

11.28.11 It has further been stated that there are posts in various ministries/departments in GP 4600 with lower qualification requirements when compared to that of Assistant Director Grade-II. On the other hand, there are several posts in various ministries/departments with similar

qualification requirements when compared to that of Assistant Director Grade-II which are in the GP 4800 or even higher.

*Analysis and Recommendations*

11.28.12 The Commission observes that Assistant Directors Grade II were placed in the replacement pay scale of ₹6500-10500 by the V CPC. The VI CPC merged the pay scales of ₹5000-8000, ₹5500-9000 and ₹6500-10500 and placed the posts carrying these pay scales at GP 4200. However, subsequently, the government upgraded all the posts which were in pay scale ₹6500-10500 to ₹7450-11500 and placed them in GP 4600. On this basis, the posts of Assistant Directors Grade II were also placed in GP 4600. **This benefit of upgradation was thus applicable in the case of Assistant Directors Grade-II as well who are placed in GP 4600.**

11.28.13 As far as parity with SOs of CSS is concerned, the Commission notes that the government upgraded the pay scales of the Assistants of the CSS in 2006 from ₹5500-9000 to ₹6500-10500. The VI CPC thus, placed the Assistants in the replacement GP 4600. This led to both the feeder cadre and the promotion cadre—Assistants and SOs respectively—in the same grade pay. The VI CPC therefore placed the SOs in a higher GP 4800. This was not the case with Assistant Directors Grade-II. Furthermore, the Commission opines that functions and duties of Assistant Directors Grade-II are distinct when compared to those of SOs of CSS. Enough functional justification should precede any upgradation in pay scales. Historical parity with SOs cannot be the sole basis for upgradation of pay scales of Assistant Directors Grade-II. **In this backdrop, the Commission recommends normal replacement pay levels for Assistant Directors Grade-II.**

## Ministry of Mines

## Chapter 11.29

### General Issues

#### Introduction

11.29.1 The vision of the Ministry of Mines is to achieve an optimal utilisation of India's mineral resources through scientific, sustainable and transparent mining practices, exploration and geoscientific research and development. The Ministry of Mines is responsible for survey and exploration and mining of all minerals, other than natural gas, petroleum, atomic minerals and coal. In the case of atomic minerals and coal, the activities of the ministry are limited to regional exploration. The ministry provides services to all its stakeholders through Geological Survey of India (Headquarters at Kolkata) which is an attached office and Indian Bureau of Mines (Headquarters at Nagpur) which is a subordinate office of the ministry. To carry out its mission, the ministry is aided by three research institutions which are Autonomous bodies under the Ministry. There are three PSUs under the Ministry.

#### Personnel Position

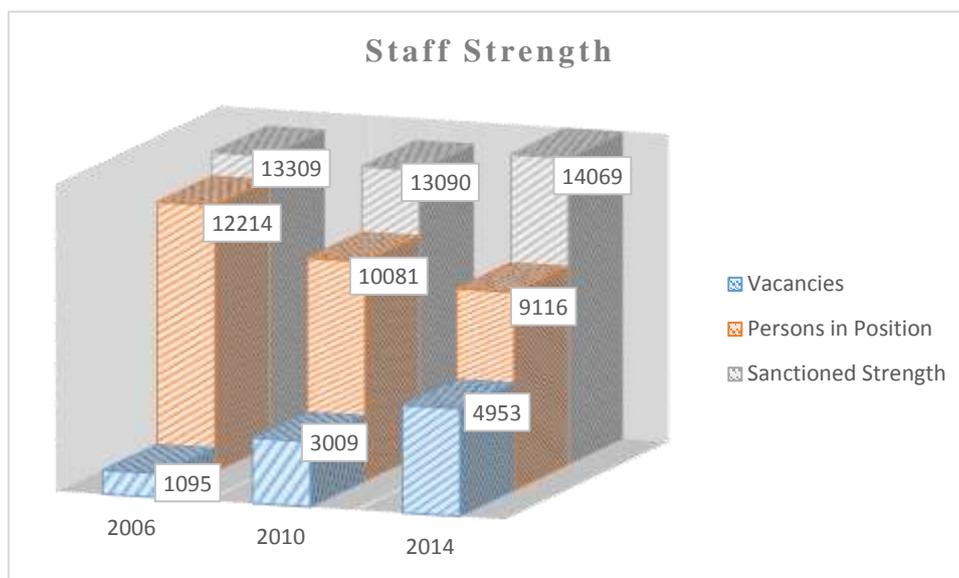
11.29.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Mines, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	4,351	2,483	1,868	43
B	1,373	692	681	50
C	8,345	5,941	2,404	29
<b>Total</b>	<b>14,069</b>	<b>9,116</b>	<b>4,953</b>	<b>35</b>

11.29.3 The above table shows that in overall term 35 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 9,116 persons in position (PIP), 6,712 employees are pre-2004 recruits and remaining 2,404 employees have been recruited on or after 01.01.2004.

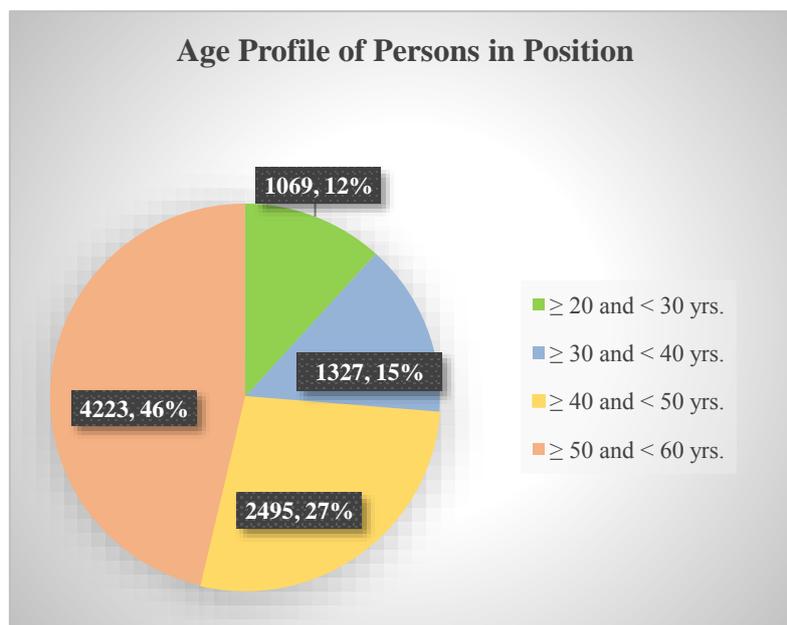
#### Inter Temporal Trend in Position

11.29.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Mines as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.29.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Mines. It indicates that about 46 percent of PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.29.6 The following table brings out the expenditure incurred by the Ministry of Mines, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	41,073.32	44,437.81	48,590.91
Expenditure on Contractual Employees	30.00	12.19	17.70
<b>Total</b>	<b>41,103.32</b>	<b>44,450.00</b>	<b>48608.61</b>

## **Training**

11.29.7 The Ministry has a Training Cell. It has a centralized Training Institute to impart training to the employees of the ministry. There are 48 in house Faculty/Master Trainers/Instructors in the ministry. 353 number of posts in various Groups have been identified for training on core competencies and 8 (Group 'A') posts for specialised competencies. As reported by the ministry during the year 2012-13, 1035 employees were trained on core competencies and 569 employees on specialised competencies. Similarly, in the year 2013-14, 707 employees were trained for core competencies and 589 employees on specialised competencies.

11.29.8 An amount of ₹2.93 crore was provided in budget for training in the year 2013-14. However, the amount spent against this provision has not been intimated by the ministry.

11.29.9 Majority of the representations received by the Commission from the employees of Ministry of Mines relate to disparity in pay of identical posts in the two offices, viz., GSI and IBM.

## ***Cadre Related Issues***

### **Senior Technical Assistants (STAs)**

11.29.10 The posts of Senior Technical Assistants (STAs) exist in the following streams in IBM:

- i. STA (Geology)
- ii. STA (Chemistry)
- iii. STA (Ore Dressing)
- iv. STA (Mining)
- v. STA (Survey)
- vi. STA (Publication)
- vii. STA (Drawing)

11.29.11 Presently, the post of STA (Geology), in both IBM and GSI, lies in GP 4600, while the other STAs are in GP 4200. The educational qualification required for all these posts is Post-Graduation in the respective fields, except STA (Geology) in GSI, for which the qualification has recently been relaxed to Graduation.

11.29.12 There is a demand for parity among all STAs on the grounds of identical educational qualification required and similar nature of duties.

### *Analysis and Recommendations*

11.29.13 Prior to the implementation of the V CPC recommendations, all the aforesaid posts of STAs were in the same pay scale. Subsequent to the implementation of the V CPC recommendations, the post of STA (Geology) was upgraded to 6500-10500, whereas other STAs were provided normal replacement scale of 5500-9000.

The demand of other STAs to restore parity was considered by the VI CPC, vide Para 7.26.4: *“Demands have been raised for upgrading the pay scale of the post of Senior Technical Assistant (STA) in various streams in IBM. The present position is that the Senior Technical Assistants (Geology) in IBM are in the pay scale of ₹6500-10500, but the STAs in all other streams are in the pay scale of ₹5500-9000. The Fifth Central Pay Commission had recommended the higher pay scale of ₹6500-10500 for Senior Technical Assistants in Geological Survey of India. A similar dispensation has now been sought for the post of STAs in various streams in IBM as well. The Commission would have made appropriate recommendations on this issue; however, the same are not necessary because the pay scales of ₹5000-8000, ₹5500-9000 and ₹6500-10500 are proposed to be merged. All the posts of STAs in various streams in IBM and GSI will, therefore, automatically be placed in the pay scale of ₹6500-10500 corresponding to the revised pay band PB-2 of ₹8700-34800 along with GP 4200. This, however, will place the promotion and feeder post in an identical pay scale. The administrative ministry should consider merging the two grades and in case the merger is not functionally feasible, a proposal may be moved for placing the posts of STAs in GSI as well as IBM in the next higher scale in the revised pay band PB-2 of ₹8700-34800 along with GP 4600 corresponding to the pre-revised pay scale of ₹7450-11500. No other recommendation is, therefore, necessary.”* Accordingly, all the STAs were granted GP 4200. Subsequently, the Ministry of Finance granted GP 4600 for pre-revised pay scale of ₹6500-10500. Hence, STA (Geology) were upgraded to GP 4600 while others continued with GP 4200.

11.29.14 The Commission also noted the fact that the entry level qualification for the post of STA (Geology) in GSI has been revised downwards from Post-Graduation to Graduation in the year 2013. However, the GP has been kept the same, i.e., 4600.

**11.29.15 Therefore, considering the relevant factors, it is recommended that the posts of STA (Chemistry), STA (Ore Dressing), STA (Mining), STA (Survey), STA (Publication) and STA (Drawing) should be first upgraded to GP 4600 and then placed at the appropriate level in the pay matrix.**

### **Junior Technical Assistants (JTAs)**

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11.29.16 In IBM, the post of JTA exists in seven disciplines. They are:

- i. JTA (Statistics)
- ii. JTA (Drawing)
- iii. JTA (Mining Engineering)
- iv. JTA (Survey)
- v. JTA (Chemistry)

- vi. JTA (Ore Dressing)
- vii. JTA (Publication)

11.29.17 The first four posts are placed in GP 4200, while the last three are in GP 2800. In GSI also there are several disciplines where the post of JTA exists, but they are all in GP 4200. The minimum qualification required is Graduation in the respective field plus two years' experience.

11.29.18 The demands placed before the Commission pertain to parity between all JTAs, of IBM as well as GSI.

#### *Analysis and Recommendations*

11.29.19 Prior to the implementation of the V CPC recommendations, all the JTAs were in the identical pay scale of ₹1400-2300. However, post the V CPC recommendations, all JTAs were upgraded to the pay scale of ₹5000-8000, except JTA (Chemistry), JTA (Ore Dressing) and JTA (Publication) who were granted the replacement pay scale of ₹4500-7000. This differential continued after the implementation of the VI CPC recommendations.

**11.29.20 Our consultations with the Ministry of Mines reveal that the method of recruitment, qualification required, and duties of all JTAs in IBM and GSI are similar. Accordingly, it is recommended that the posts of JTA (Chemistry), JTA (Ore Dressing) and JTA (Publication) should be first upgraded to GP 4200 and then placed at the appropriate level in the pay matrix.**

#### **Store Keeper (Tech)**

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11.29.21 The post of Store Keeper (Tech) in IBM is placed in GP 2800, while in GSI it is in GP 4200. The post requires Diploma in Engineering or Degree in Science with three years' experience. In their representation to the Commission, employees working on this post in IBM have sought parity with their counterparts in GSI.

#### *Analysis and Recommendations*

**11.29.22 In so far as the qualification required, mode of recruitment and duties performed are at par in IBM and GSI, there should be parity in the pay scales of Store Keeper (Tech) in the two organizations. Hence, it is recommended that the post of Store Keeper (Tech) in IBM should be first upgraded to GP 4200 and then placed at the appropriate level in the pay matrix.**

#### **Assistant Store Keeper**

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11.29.23 The post of Assistant Store Keeper in GSI is placed in GP 2400, while in IBM it is in GP 1900. This post is feeder to the post of Store Keeper (Tech). Employees working on this post in IBM have sought parity with their counterparts in GSI.

### *Analysis and Recommendations*

11.29.24 In so far as the qualification required, mode of recruitment and duties performed are at par in IBM and GSI, there should be parity in the pay scales of Assistant Store Keeper in the two organizations. Hence, it is recommended that the post of Assistant Store Keeper in IBM should be first upgraded to GP 2400 and then placed at the appropriate level in the pay matrix.

### **Press Stream**

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11.29.25 In IBM, the post of Junior Press Assistant (JPA) is placed in GP 1800, Senior Press Assistant (SPA) is in GP 1900 and Off-set Machine Operator is in GP 2400. Direct entry is at the level of JPA for which the qualification of Class X+ITI is required. In GSI, direct entry is at the level of Pressman, with GP 1900 and identical qualification requirements as that of JPA in IBM. JPAs of IBM have demanded parity with the Pressman post of GSI.

### *Analysis and Recommendations*

11.29.26 **The posts of JPA and SPA should be merged in IBM. The merged cadre should be called Pressman cadre. It should be initially fixed in GP 1900 with appropriate placement in the pay matrix.** No discrepancy is noticed with regards to the post of Off-set Machine Operator. Hence, they should be granted normal fixation in the pay matrix.

### **Machine Man**

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11.29.27 The post of Machine Man in IBM lies in GP 1800 with qualification requirement of Class X+ITI. This post has had horizontal parity with the post of Junior Press Assistant (JPA). Since we are recommending upgradation of JPA from GP 1800 to GP 1900, **upgrading the post of Machine Man also to GP 1900 is warranted. Accordingly, the same is recommended.**

### **Electrical Supervisor**

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11.29.28 The post of Electrical Supervisor in IBM lies in GP 2800 with qualification requirement of Diploma in Engineering. This post has had horizontal parity with the post of Junior Technical Assistant (JTA). Since we are recommending upgradation of JTA from GP 2800 to GP 4200, **upgrading the post of Electrical Supervisor also to GP 4200 is warranted. Accordingly, the same is recommended.**

### **Laboratory Assistant (LA)**

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11.29.29 Lab Assistant Grade I of GSI are placed in GP 2800, while those in IBM are in GP 2400, with identical educational requirement of Graduation. Lab Assistants in IBM have asked for parity with their counterparts in GSI.

*Analysis and Recommendations*

11.29.30 The demand for parity is justified. Accordingly, **Lab Assistant Grade I in IBM should also be upgraded to GP 2800 and then placed in the pay matrix.**

**Draftsman**

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11.29.31 Presently, the Draftsman post in IBM is in GP 2400, whereas in GSI it is in GP 4200. Draftsmen of IBM have sought parity with Draftsmen in GSI.

*Analysis and Recommendations*

11.29.32 Ministry of Mines is of the view that there is no similarity between the posts of Draftsman in GSI and IBM, except for the identical title of the post. Their cadre structures are entirely different and the nature of duties in GSI are far more onerous and demanding than in IBM. Considering the above, no change is recommended.

**Label Writer, Field Orderly, and Sr. Field Orderly**

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11.29.33 Better pay scales have been sought by these personnel.

11.29.34 The Commission notes that these posts have already been converted into Multi-Tasking Staff (MTS), and there is no functional requirement of separate posts. Hence, no recommendations are necessary.

## Ministry of Minority Affairs

## Chapter 11.30

### General Issues

#### Introduction

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11.30.1 The Ministry of Minority Affairs was carved out of Ministry of Social Justice and Empowerment and created on 29 January, 2006 to ensure a more focussed approach towards the notified minority communities namely Muslims, Christians, Buddhists, Sikhs, Parsis and Jains. The mandate of the ministry includes formulation of overall policy, planning, co-ordination, evaluation and review of the regulatory and development programmes for the benefit of the minority communities. The vision of the ministry is empowering the minority communities and creating an enabling environment for strengthening the multi-racial, multi-ethnic, multi-cultural, multi-lingual and multi-religious character of our nation.

#### Personnel Position

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11.30.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Minority Affairs, is as follows:

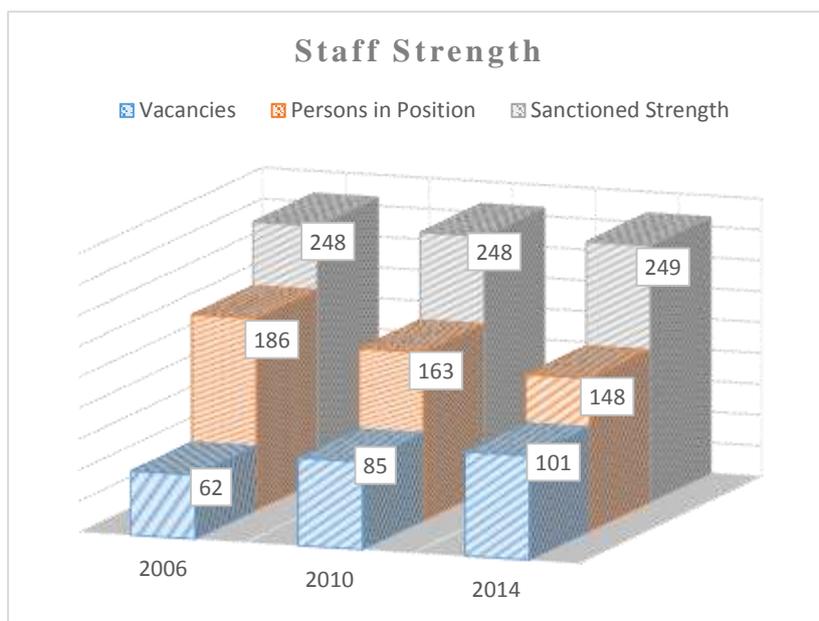
Group	Sanctioned strength	Persons in position	Vacancy	Vacancy as %age of Sanctioned Strength
A	54	38	16	30
B	79	48	31	39
C	116	62	54	47
<b>Total</b>	<b>249</b>	<b>148</b>	<b>101</b>	<b>41</b>

11.30.3 The above table shows that in overall terms 41 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 148 persons in position (PIP), 141 employees are pre-2004 recruits and remaining 7 employees have been recruited after 01.01.2004.

#### Inter Temporal Trend of Personnel

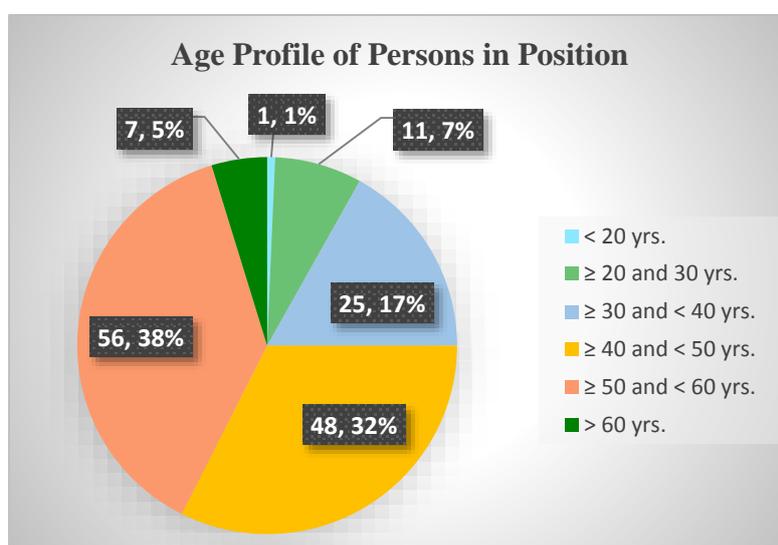
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11.30.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Minority Affairs as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.30.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Minority Affairs. It indicates that about 38 percent of PIP shall be retiring within next 10 years.



### Expenditure on Personnel and Contractual Employees

11.30.6 The following table brings out the expenditure incurred by the Ministry of Minority Affairs, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	838	875	936
Expenditure on Contractual Employees	37	56	97
<b>Total</b>	<b>875</b>	<b>931</b>	<b>1033</b>

### **Training**

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11.30.7 The ministry has reported creation of a training cell and has created partial infrastructure. An amount of ₹48 lakh was provided under training head in the year 2013-14. The expenditure reported under this the head in the year was ₹67 lakh.

## Ministry of New and Renewable Energy

## Chapter 11.31

### General Issues

#### Introduction

11.31.1 In the year 1982 the Department of Non-Conventional Energy Sources (DNES) was created in the Ministry of Energy to look after all the aspects relating to new and renewable energy. The department was upgraded as Ministry of Non-Conventional Energy Sources (MNES) in 1992 and was re-named as Ministry of New and Renewable Energy (MNRE) in October, 2006. The vision of the ministry is to make new and renewable energy a source of furtherance of the national aim of energy security and independence. The areas of responsibility of MNRE include (i) Research and development of biogas and programmes relating to biogas units, (ii) Solar energy including solar photovoltaic (SPV) devices and their development, production and applications, (iii) all matters relating to small/mini/micro hydel projects of and below 25 MW capacity; (iv) Programmes relating to improved chullahs and research and development thereof (v) Tidal energy (vi) Geothermal Energy (vii) Bio-fuels etc. Towards fulfilling its vision, three institutes namely (a) National Institute of Solar Energy (NSIE), Gurgaon Haryana, (ii) Centre for Wind Energy Technology (C-WET) Chennai, TamilNadu and (iii) The Sardar Swarn Singh National Institute of Renewable Energy (SSS-NIRE) Jalandhar, Punjab function under the ministry.

#### Personnel Position

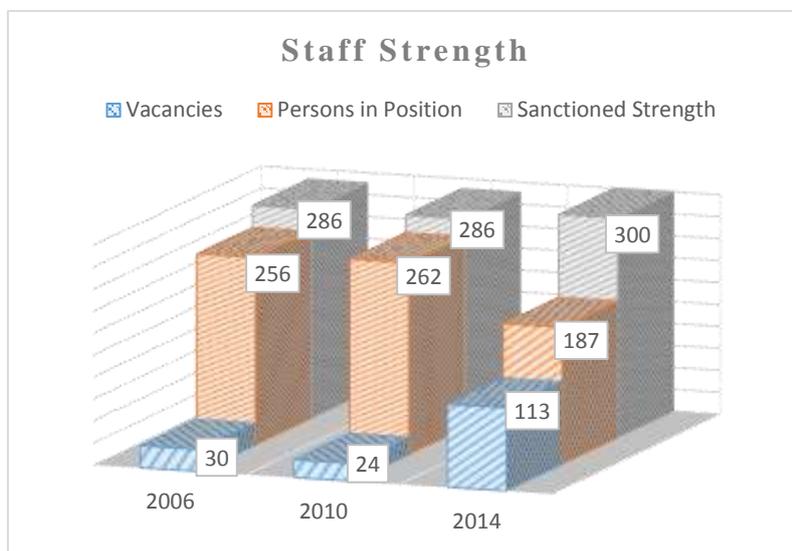
11.31.2 Number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of New and Renewable Energy, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	113	80	33	29
B	91	35	56	62
C	96	72	24	25
<b>Total</b>	<b>300</b>	<b>187</b>	<b>113</b>	<b>38</b>

11.31.3 The above table shows that in overall terms 38 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 187 persons in position (PIP), 156 employees are pre-2004 recruits and remaining 31 employees have been recruited after 01.01.2004.

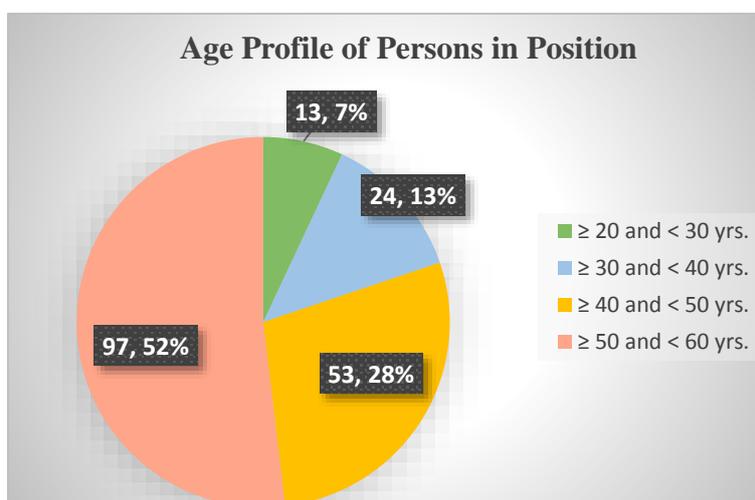
### Inter Temporal Trend of Personnel

11.31.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of New and Renewable Energy as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.31.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of New and Renewable Energy. It indicates that about 52 percent of the PIP shall be retiring within next 10 years.



### Expenditure on Personnel and Contractual Employees

11.31.6 The following table brings out the expenditure incurred by the Ministry of New and Renewable Energy, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	1,691.07	1,849.02	1,992.34
Expenditure on Contractual Employees	3.40	2.75	2.60
<b>Total</b>	<b>1,694.47</b>	<b>1,851.77</b>	<b>1,994.94</b>

### **Training**

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11.31.7 The Ministry of New and Renewable Energy has reported a training plan but has not identified personnel for core competencies and specialised competencies. For training, no separate budget provision exists in the department.

## Ministry of Overseas Indian Affairs

## Chapter 11.32

### General Issues

#### Introduction

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11.32.1 The Ministry of Overseas Indian Affairs established in May, 2004 is the nodal ministry for all matters relating to Overseas Indians, comprising Persons of Indian Origin (PIO), Non-Resident Indians (NRIs) and Overseas Citizens of Indian (OCI). India's engagement with its overseas community has been mainstreamed with the establishment of the ministry. The Emigration Division of the Ministry of Labour and Employment was attached to the new Ministry in December, 2004 and currently functions as Emigration Services Division which also includes the Protectorate General of Emigrants (PGE). The erstwhile NRI Division of Ministry of External Affairs functions as the Diaspora Division in the Ministry.

#### Personnel Position

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11.32.2 The number of sanctioned posts in various grades vis-à-vis persons in position as on 01.01.2014, as reported by the Ministry of Overseas Indian Affairs, is as follows:

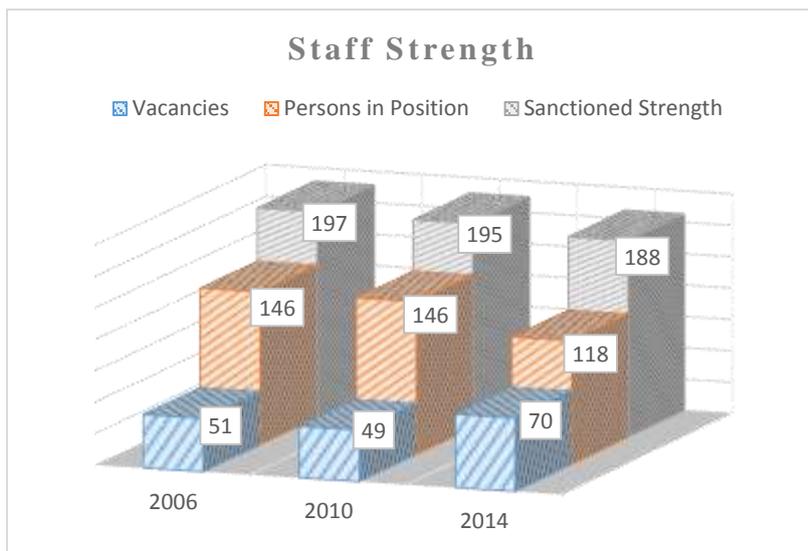
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	34	26	8	24
B	59	40	19	32
C	95	52	43	45
<b>Total</b>	<b>188</b>	<b>118</b>	<b>70</b>	<b>37</b>

11.32.3 The above table shows that in overall terms 37 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 118 persons in position (PIP), 100 employees are pre-2004 recruits and the remaining 18 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

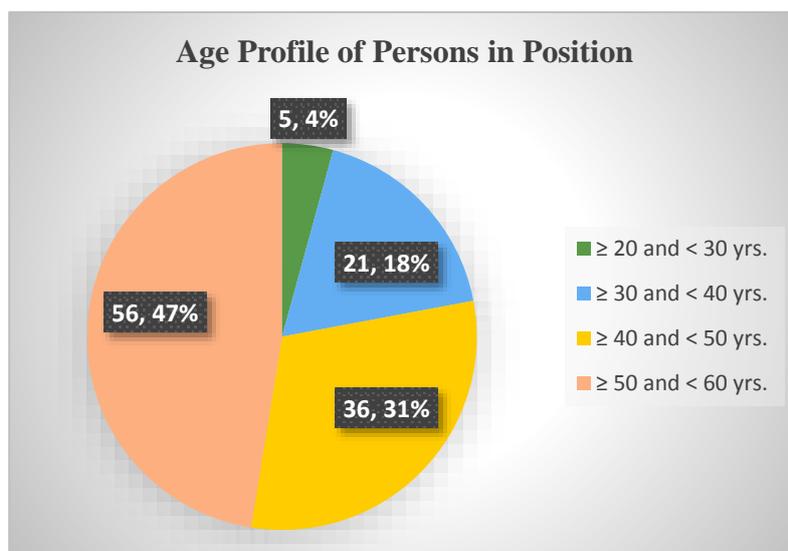
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11.32.4 The following bar chart indicates the inter temporal position of personnel in the Ministry Overseas Indian Affairs as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.32.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Overseas Indian Affairs. It indicates that of the 118 persons in position, about 47 percent viz., 56 employees shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.32.6 The following table brings out the expenditure incurred by the Ministry of Overseas Indian Affairs, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

Particulars	(₹ in lakh)		
	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	677.36	666.54	691.00

## Ministry of Panchayati Raj

## Chapter 11.33

### General Issues

#### Introduction

---

11.33.1 The mandate of the Ministry of Panchayati Raj (MoPR), which was set up in May 2004, is to ensure compliance of the provisions of Part IX of the Constitution. These provisions relate to District Planning Committees as per Article 243ZD of the Constitution of India and Panchayat Extension to Scheduled Areas Act (PESA), 1996, which was enacted on 24 December, 1996. The ministry's vision is to attain decentralised and participatory local self-government through Panchayats, or Panchayati Raj Institutions (PRIs). The ministry's mission is empowerment, enablement and accountability of PRIs to ensure inclusive development with social justice and effective and efficient delivery of public services.

#### Personnel Position

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11.33.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Panchayati Raj, is as follows:

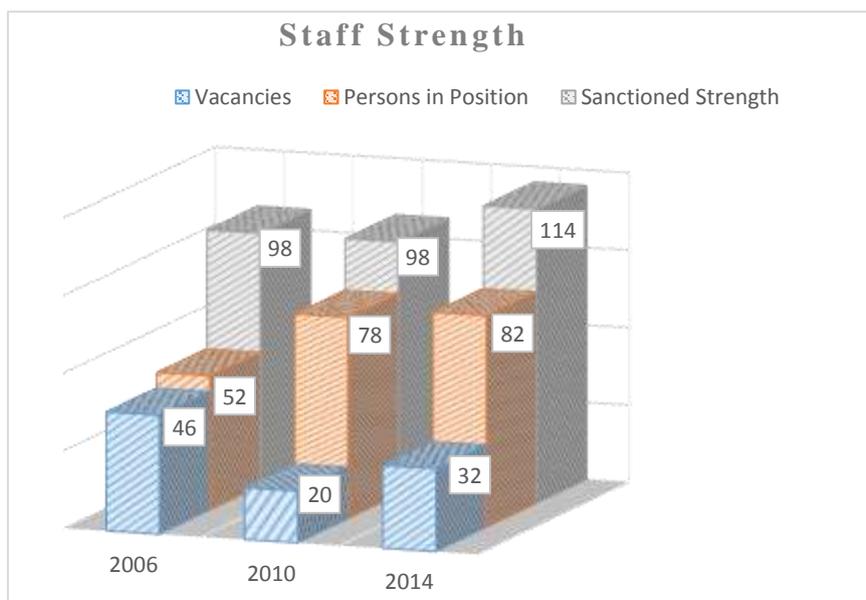
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of sanctioned strength
A	32	30	2	6
B	48	31	17	35
C	34	21	13	38
<b>Total</b>	<b>114</b>	<b>82</b>	<b>32</b>	<b>28</b>

11.33.3 The above table shows that in overall terms 28 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 82 persons in position (PIP), 72 employees are pre-2004 recruits and remaining 10 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

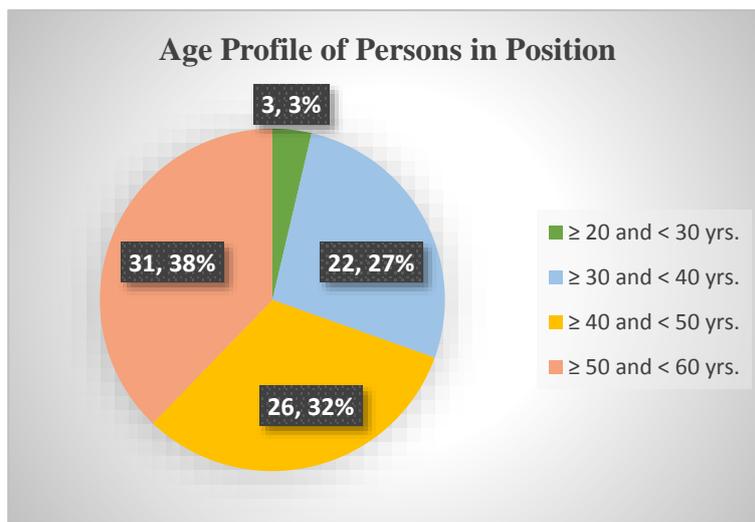
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11.33.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Panchayati Raj as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.33.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Panchayati Raj. It indicates that about 38 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.33.6 The following table brings out the expenditure incurred by the Ministry of Panchayati Raj, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	410.92	424.93	502.18
Expenditure on Contractual Employees	147.47	159.58	131.19
<b>Total</b>	<b>558.39</b>	<b>584.51</b>	<b>633.37</b>

## **Training**

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11.33.7 The ministry has stated that a training plan for the employees has been framed by the ministry on the basis of the National Training Policy. Officers/Staff are being allowed to take training as per training programme of ISTM/DoPT. No specific budget provision has been made for providing training to the officers/staffs of the ministry.

## Ministry of Parliamentary Affairs

## Chapter 11.34

### General Issues

#### Introduction

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11.34.1 The task of handling parliamentary work on behalf of the government, in the Parliament, has been assigned to the Ministry of Parliamentary Affairs. The ministry serves as an important link between the two houses of the Parliament on the one hand and the government on the other in respect of Government Business in the Parliament. It was created as a department in May 1949. With allotment of more responsibilities and functions, the department was elevated as a ministry at a later date.

#### Personnel Position

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11.34.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Parliamentary Affairs, is as follows:

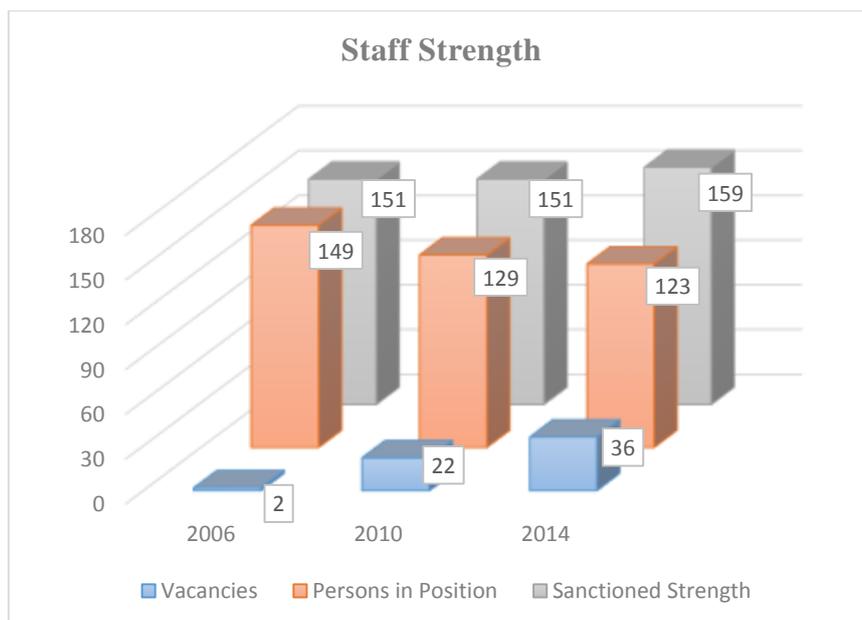
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	21	21	0	0
B	53	39	14	26
C	85	63	22	26
<b>Total</b>	<b>159</b>	<b>123</b>	<b>36</b>	<b>23</b>

11.34.3 The above table shows that in overall term 23 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 123 persons in position, 103 employees are pre-2004 recruits and the remaining 20 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

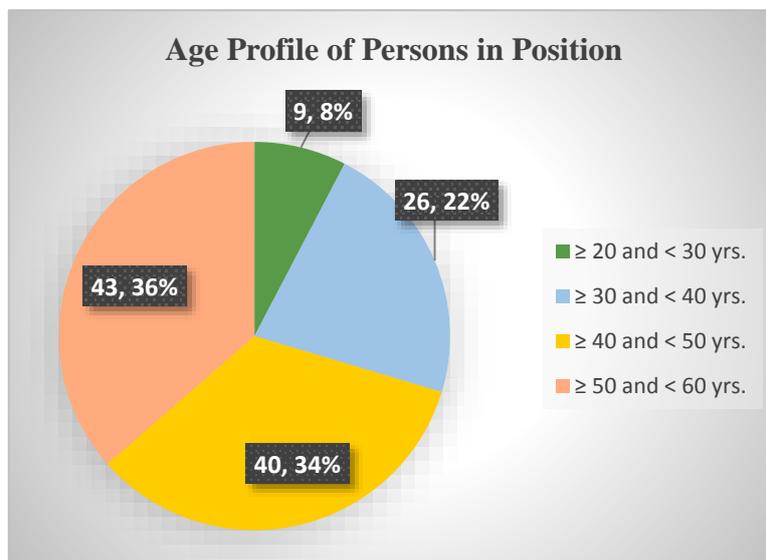
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11.34.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Parliamentary Affairs as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.34.5 The following chart brings out the age profile of the persons in position (PIP) in the Ministry of Parliamentary Affairs. It indicates that of 123 persons in position in the ministry, 43 employees shall be retiring in next 10 years, which is about 36 percent.



### Expenditure on Personnel and Contractual Employees

11.34.6 The following table brings out the expenditure incurred by the Ministry of Parliamentary Affairs, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013. There was about 26 percent increase in expenditure on salary and allowances in the year 2012-13 when compared with previous year.

<i>(₹ in lakh)</i>			
<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	478.04	549.66	694.74
Expenditure on Contractual Employees	10.52	9.98	9.28
<b>Total</b>	<b>488.56</b>	<b>559.64</b>	<b>704.02</b>

## **Training**

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11.34.7 The Ministry of Parliamentary Affairs has not formulated any training plan. The ministry, for the year 2013-14, has not reported any budget provision for training.

## Ministry of Personnel, Public Grievances and Pensions

## Chapter 11.35

### General Issues

#### Introduction

11.35.1 The Ministry of Personnel, Public Grievances and Pensions is the nodal ministry responsible for personnel matters, especially in respect of issues concerning recruitment, training, career development, staff welfare and the post retirement dispensation. The ministry also works towards promotion of responsive, people oriented and modern administration. The ministry comprises three departments:

- i. Department of Personnel and Training (DoPT)
- ii. Department of Administrative Reforms and Public Grievances (DARPG)
- iii. Department of Pensions and Pensioners' Welfare

#### Personnel Position

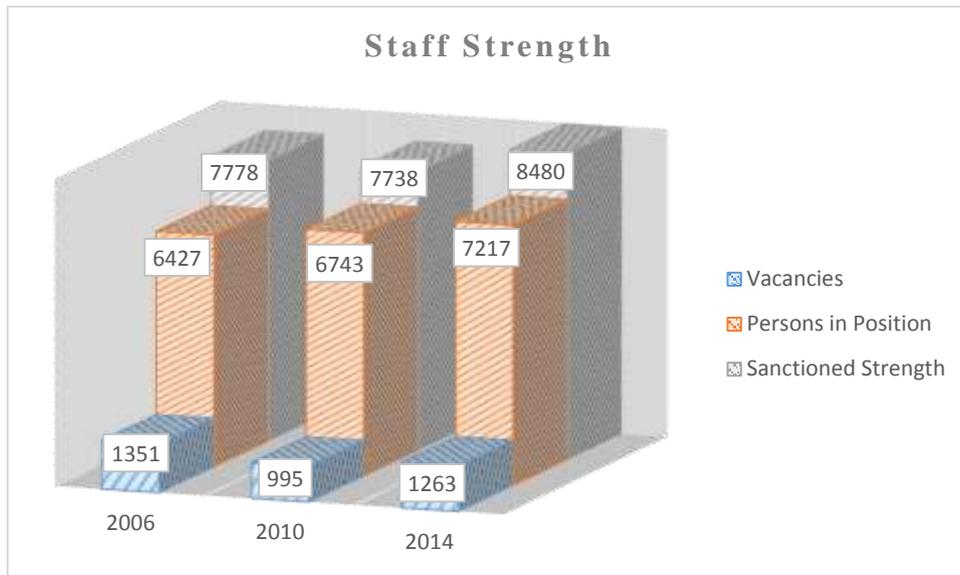
11.35.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Personnel, Public Grievances and Pensions to the Commission is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	1,122	817	305	27
B	2,358	1,898	460	20
C	5,000	4,502	498	10
<b>Total</b>	<b>8,480</b>	<b>7,217</b>	<b>1,263</b>	<b>15</b>

11.35.3 The above table shows that in overall terms 15 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 7,217 persons in position (PIP), 5,523 employees are pre-2004 recruits and remaining 1,694 employees have been recruited on or after 01.01.2004.

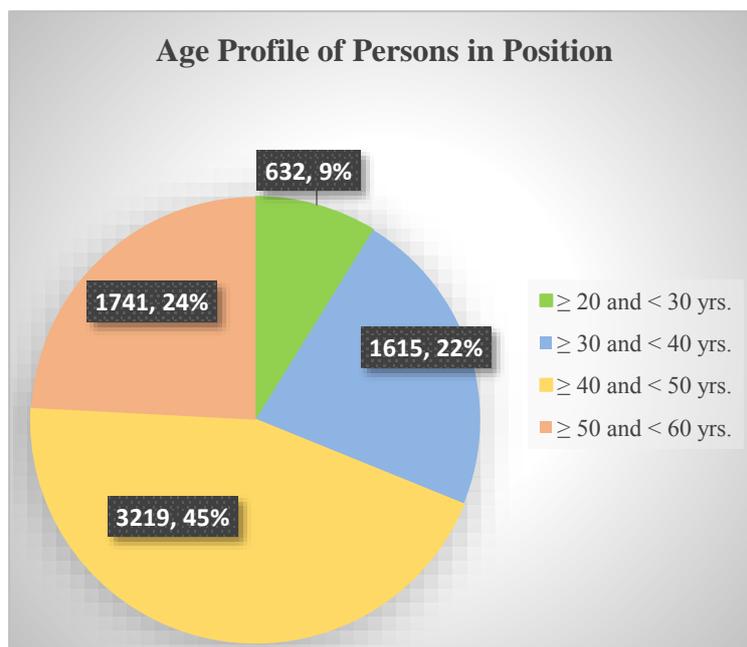
#### Inter Temporal Trend of Personnel

11.35.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Personnel, Public Grievances and Pensions as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.35.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Personnel, Public Grievances and Pensions. It indicates that about 24 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.35.6 The following table brings out the expenditure incurred by the Ministry of Personnel, Public Grievances and Pensions, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-2012	2012-13
Expenditure on Salaries and Allowances	34,332.00	38,133.00	44,451.00
Expenditure on Contractual Employees	326.84	826.76	1,193.58
<b>Total</b>	<b>34,658.84</b>	<b>38,959.76</b>	<b>45,644.58</b>

### *Cadre Related Issues*

#### **Central Administrative Tribunal (CAT)**

11.35.7 The Central Administrative Tribunal was set up in November 1985 after the Parliament enacted the Administrative Tribunals Act 1985 which came into force in July 1985 for adjudication of disputes with respect to recruitment and conditions of service of persons appointed to Public Services and Posts in connection with affairs of the Union or other local authorities within the territory of India or under the control of Government of India and for matters connected therewith or incidental thereto.

#### **Maintenance of Pay Parity with CSS/CSSS**

11.35.8 Consequent on orders of DoPT in compliance with court order, the Assistants/Stenographer Grade C/Court Masters in CAT were placed in GP 4600 w.e.f. 01.01.2006 at par with CSS/CSSS cadre. Similarly, vide a separate DoPT Order dated 01.04.2009 the Section Officer/PS of the CAT were granted GP 4800 and GP-5400 (PB-3) thereafter on completion of four years of regular service w.e.f. 01.01.2006 at par with CSS/CSSS.

11.35.9 The CAT has demanded that the Commission make specific recommendations in their report and grant same pay scale and grade pay to their officer/staff, as applicable to CSS/CSSS.

#### *Analysis and Recommendations*

**11.35.10 The Section Officer/PS and the Assistant/Steno Grade-C/Court Masters of the CAT are already placed in the same Band Pay and Grade Pay as admissible to their counterparts in CSS/CSSS. Thus, the demand of CAT amounts to maintenance of parity. The pay structure of CSS/CSSS has been dealt with in detail in Chapter 7.1. Hence replacement pay applicable to CSS/CSSS will be extended to CAT as well.**

#### **Maintenance of Pay Parity with Organised Accounts Cadre**

11.35.11 As brought out in the demand, the pay scales of the Accounts Cadre in CAT were at par with their counterparts in the organised Accounts cadre of Central Government prior to implementation of the V CPC recommendations. The pay scale of Accounts officer in CAT was higher than that of Section Officer/Court Officer. However, consequent on implementation of the VI CPC report, which recommended different pay scales for organised and unorganised Accounts Cadre, the Accounts Cadre of CAT was treated as an unorganised cadre and as a result given lesser pay as compared to that of Section Officers/Court Officers of CAT and CSS.

11.35.12 Accordingly, it has been demanded to upgrade the pay scales of Accounts Officers in CAT from GP 4600 to GP 5400 (PB-2) and Junior Accounts Officers from GP 4200 to GP 4800 at par with the organised Accounts cadre.

11.35.13 **Since the issue pertains to the Accounts cadre, the issue has been dealt in Chapter 7.7 where a common view has been taken for all such cadres.**

## **Central Bureau of Investigations**

### **One Scale Upgradation in the Pay of Scientific Staff of CFSL**

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11.35.14 In their demand, CBI has mentioned that prior to V CPC, in the Central Forensic Science Laboratory (CFSL), the pay scales of Lab Assistant, Scientific Assistant and Sr. Scientific Assistants of CFSL were equivalent to Sub Inspectors, Inspectors and Deputy SPs of CBI and the pay scales of Scientific posts viz., Senior Scientific Officer Gr-II, Senior Scientific Officer Gr-I and Principal Scientific Officers were equivalent to SPs, Senior SPs and DisG of CBI, respectively. The pay scale of Director CFSL was above the post of DIG in CBI. Presently, the pay scales of CFSL staff are below the pay scales of their equivalent ranks in the executive cadre of CBI. Hence, one scale upgradation has been sought by the CBI for different posts of CFSL.

11.35.15 The justification given for such upgradation is that it will help attract talent, improve professionalism and increase operational efficiency.

#### *Analysis and Recommendations*

11.35.16 **The Commission cannot recommend en-masse upgradations or creation of new posts, hence the demand cannot be accepted.**

### **Pay of Crime Assistants, PS, Steno Grade-I and II**

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11.35.17 CBI has stated that, in pursuance of various judgements of Hon'ble CAT, High Courts and Supreme Court, Assistants and Personal Assistants of the CAT, IB and R&AW have been extended pay structures at par with the equivalent officers of CSS/CSSS Cadres. Similarly, Private Secretaries of R&AW, CAT and IB have also been granted non-functional GP 5400 (PB-3) on completion of four years' service. These officers are also working in subordinate offices and have a similar position as that of CBI. But while the Ministerial Staff of these establishments were granted parity with that of CSS, the Ministerial Staff of CBI was left out.

#### *Analysis and Recommendations*

11.35.18 **The issue has been dealt in Chapter 7.1. Hence no specific recommendations are being made here.**

### **Upgradation of pay of Sub Inspectors and Inspectors of CBI**

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11.35.19 The CBI has demanded upgradation of pay of Sub Inspectors and Inspectors working in CBI on the grounds that present pay scales are leading to high attrition at these levels. This

has resulted in 33 percent vacancies in the SI cadre and 30 percent vacancy in the Inspector cadre. It has also been mentioned that there has been historical parity with the executive cadre of Intelligence Bureau.

*Analysis and Recommendations*

**11.35.20 In the VI CPC report it has been mentioned that there is historical parity between the executive cadre of IB and CBI and that such a parity has to be maintained. Since this Commission has approved upgradation of pay of ACIO I and ACIO II in IB, the pay of corresponding ranks in CBI viz., Sub Inspector and Inspector are also recommended to be upgraded similarly. The upgradation has also been recommended keeping in mind the nature of duties performed by these ranks in the organisation. Accordingly the pay of Sub Inspector is upgraded from GP 4200 to GP 4600 and that of Inspector from GP 4600 to GP 4800.**

**Upgradation of Pay of Director, CBI**

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11.35.21 The CBI has made a demand for upgradation of the pay of Director, CBI from current ₹80,000 (fixed) to ₹90,000 (fixed).

*Analysis and Recommendations*

11.35.22 Adequate justification was not found by the Commission for such an upgradation. Hence, the demand has not been accepted.

**Lal Bahadur Shastri National Academy of Administration (LBSNAA)**

11.35.23 LBSNAA is a research and training institute on public policy and public administration located at Mussoorie, Uttarakhand and is primarily responsible for imparting training for the entrants to government service through the Civil Service Examination besides imparting intensive and in-depth training to the IAS officers.

**Pay Parity with CSSS**

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11.35.24 The Non-Gazetted Officers Association, LBSNAA has demanded pay parity with CSSS in respect of the posts of PA/Grade-C Stenographer and PS in Subordinate/Field offices and GP-4600 for the post of Assistant and GP-4800 for the Office Superintendent of LBSNAA at par with their counterparts in ISTM on the ground that in ISTM, these officers are getting higher pay being employee of the CSS cadre. The Assistants in ISTM are drawing pay in GP 4600 while those in LBSNAA are drawing GP 4200. Similarly, Section officer in ISTM is in GP 4800 whereas Office Superintendent in LBSNAA is drawing pay in GP 4200.

11.35.25 It has been argued that this parity is necessary for improving the delivery mechanism for providing better services to officer trainees and the common man.

*Analysis and Recommendations*

**11.35.26 The issue has been dealt under Chapter 7.1. Hence no specific recommendations are being made here.**

## **LDCs**

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11.35.27 There are demands that 50 percent posts of LDCs be earmarked for filing up by promotion/departmental examination by MTS. It has been argued that the educational qualification for the post of MTS is Class X and they are recruited through SSC for performing the work of Peon, Mali, Cobbler, and Sweeper etc. Since most of the MTS join the post with higher qualification of Higher Secondary and Graduation, there is high rate of attrition in the MTS cadre.

### *Analysis and Recommendations*

11.35.28 **As per the recruitment rules for LDC, presently 5 percent of MTS can get promoted to LDC through limited departmental examination. Since government has already stopped direct recruitment for the clerical cadre and gradually phasing out the existing incumbents, this demand cannot be accepted. Moreover enhancement of promotional quota is an administrative matter to be considered by the relevant administrative ministry.**

## **UDCs**

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11.35.29 They have demanded pay hike from GP 2400 to GP 4200 at par with the grade pay of Assistant in LBSNAA. It has been contended that the time taken for an LDC to get promotion as UDC is 15 to 18 years. The UDCs in LBSNAA are performing the same job as Assistants because the number of sanctioned posts of Assistants in the Academy are few.

### *Analysis and Recommendations*

11.35.30 **It is not possible for the Commission to recommend special and separate pay scales for the UDCs of LBSNAA. There is a general hierarchical pattern in the clerical cadre in the Central Government offices and pay is attached to different posts as per the position of the post in the hierarchy. Hence, the demand cannot be accepted.**

## **Assistant Administrative Officer/Administrative Officer**

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11.35.31 The demand for upgradation of pay of Assistant Administrative Officer/Administrative Officer at par with Section Officer has been made on the plea that in LBSNAA the Asstt.AO/AO are looking after the work of Section officers.

### *Analysis and Recommendations*

11.35.32 **The justification has no merit. Hence the proposal cannot be agreed to by the Commission.**

## **Technical Officers and Projectionist**

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11.35.33 They have sought upgradation of the post of Senior Technician (GP-4200) which is Group `B' Non-gazetted post to Group `B' Gazetted Assistant Technical Officer (GP-5400 (PB-3)) and upgradation of the pay of the post of Projectionist from GP 2400 to GP 2800.

11.35.34 It has been argued that sufficient promotional avenues are not available for the incumbents of these posts even though these employees are delivering services and discharging major responsibilities in LBSNAA.

*Analysis and Recommendations*

**11.35.35 Upgradation of pay scales and status of individual posts cannot be recommended only on the ground of stagnation. Career progression through MACP should take care of the aspect of stagnation.**

### **Library Staff**

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11.35.36 They have sought upgradation of Library and Information Assistant from GP 4200 to GP 4600. Upgradation is also demanded for Assistant Library and Information Officer from GP 4600 to GP-5400 (PB-3).

*Analysis and Recommendations*

**11.35.37 The Librarian-cadre has been dealt with in Chapter 7.7 and recommendations in regard to their pay structures will be applicable to all departments under the Central Government where these posts are available, including LBSNAA.**

### **Central Secretariat Clerical Service**

11.35.38 The Central Secretariat Clerical Service (CSCS) consists of the following grades:

- i. Upper Division Clerk (GP 2400)
- ii. Lower Division Clerk (GP 1900)

### **LDC and Data Entry Operator (DEO)**

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11.35.39 It has been demanded that LDC of CSCS drawing pay in GP 1900 be placed in GP 2400 at par with the DEOs on the grounds that post VI CPC, the entry requirements for the two posts is almost similar.

*Analysis and Recommendations*

**11.35.40 Even though the entry requirements are similar, historically the pay scales of the two posts have been different. Besides, they comprise two distinct cadres with different set of roles and responsibilities. Hence, the demand for parity of pay of LDC with DEOs cannot be acceded to by the Commission.**

## Central Vigilance Commission

## Chapter 11.36

### General Issues

#### Introduction

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11.36.1 The Central Vigilance Commission (CVC) was established in February in 1964 by the Government of India by a resolution, as an apex body for prevention of corruption in Central Government institutions and public administration. The Commission was given statutory status by enactment of CVC Act, 2003 and vested with autonomy and insulation from external influences. After enactment of the CVC Act, 2003, the Commission became a multi-member body consisting of a Central Vigilance Commissioner (Chairperson) and not more than two Vigilance Commissioners (Members). The Commission is *inter-alia* entrusted with powers to inquire or cause inquiries, call for any information/documents from the Central Government and exercise superintendence over the functions of CBI for offences related to Prevention of Corruption Act, 1988.

#### Personnel Position

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11.36.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Central Vigilance Commission, is as follows:

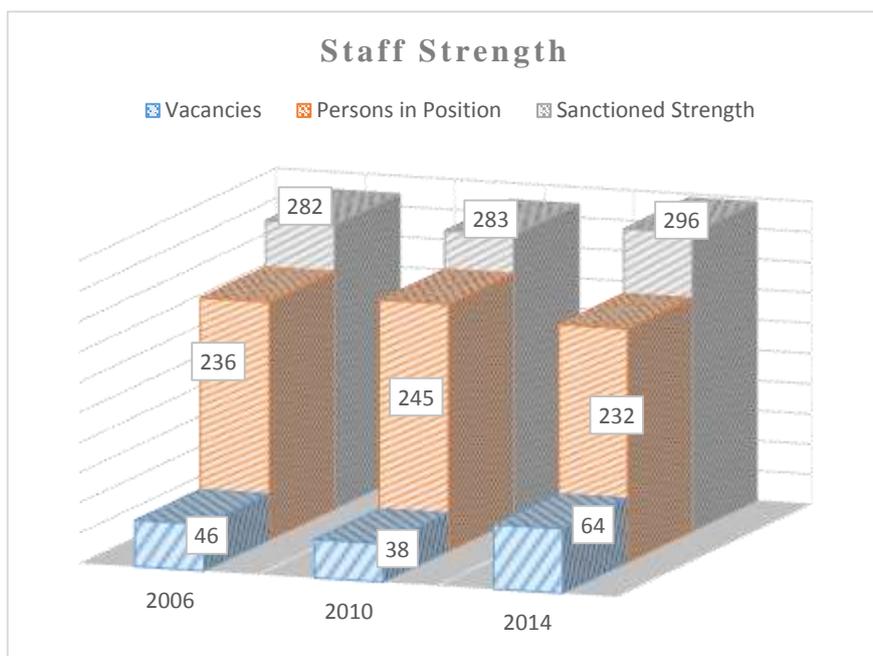
Group	Sanctioned strength	Persons in position	Vacancy	Vacancy as %age of sanctioned strength
A	54	38	16	30
B	98	80	18	18
C	144	114	30	21
<b>Total</b>	<b>296</b>	<b>232</b>	<b>64</b>	<b>22</b>

11.36.3 The above table shows that in overall terms 22 percent of total sanctioned strength of Central Vigilance Commission is lying vacant as on 01.01.2014. Of 232 persons in position (PIP), 153 employees are pre-2004 recruits and remaining 79 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

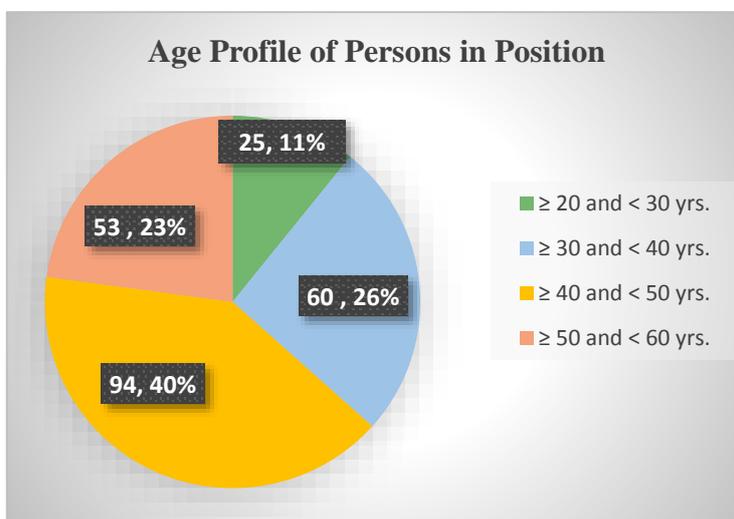
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11.36.4 The following bar chart indicates the inter temporal position of personnel in Central Vigilance Commission as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.36.5 The following pie chart brings out the age profile of the persons in position (PIP) in Central Vigilance Commission. It indicates that about 23 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.36.6 The following table brings out the expenditure incurred by Central Vigilance Commission, on salaries and allowances on the employees working in the Commission through the years 2010 to 2013.

Particulars	(₹ in lakh)		
	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	1,148.23	1,242.86	1,376.61

# Ministry of Petroleum and Natural Gas

# Chapter 11.37

## General Issues

### Introduction

11.37.1 The vision of the Ministry of Petroleum and Natural Gas is to make affordable and secure hydrocarbon energy for fuelling India's growth. With this vision, the ministry formulates conducive policies and provide effective regulatory framework for the growth of hydrocarbons. Acceleration of domestic Exploration and Production (E&P) of hydrocarbons as well as focus on oil and gas abroad is part of its mission. Its mission is also to develop the hydrocarbons through technology upgradation and capacity building in production, refining, transportation and marketing; develop supply and distribution infrastructure for petroleum products, to serve the needs of the economy, including households; enhance service standards and maximise customer satisfaction; promote fuel conservation, clean and green fuels and development of alternate sources of energy. There are nine PSUs along with their subsidiaries and eight other organisations under the administrative control of Ministry of Petroleum and Natural Gas to carry out its mission.

### Personnel Position

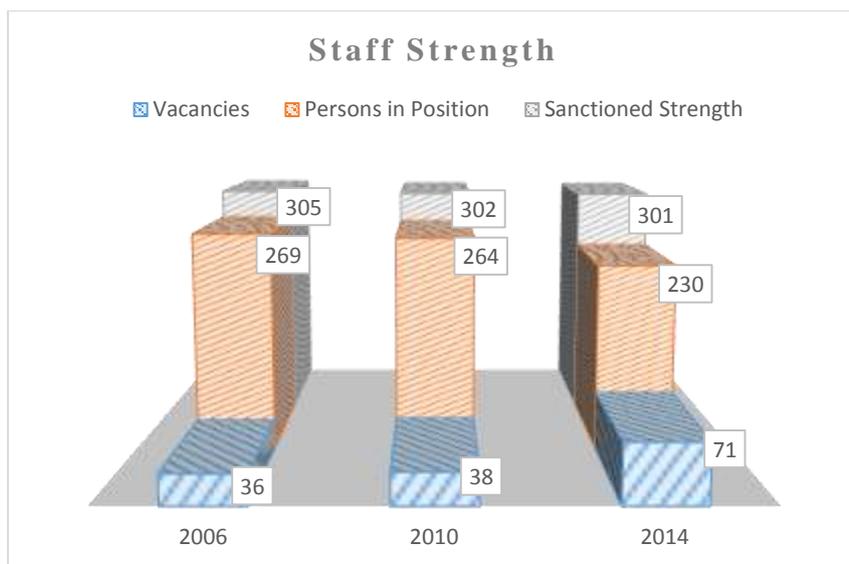
11.37.2 The number of sanctioned posts in various grades vis-à-vis 'persons in position' as on 01.01.2014, as reported by the Ministry of Petroleum and Natural Gas, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	53	51	02	4
B	125	103	22	18
C	123	76	47	38
<b>Total</b>	<b>301</b>	<b>230</b>	<b>71</b>	<b>24</b>

11.37.3 The above table shows that in overall terms, 24 percent of total sanctioned strength of the ministry is lying vacant. About 38 percent of the Group 'C' posts is lying vacant.

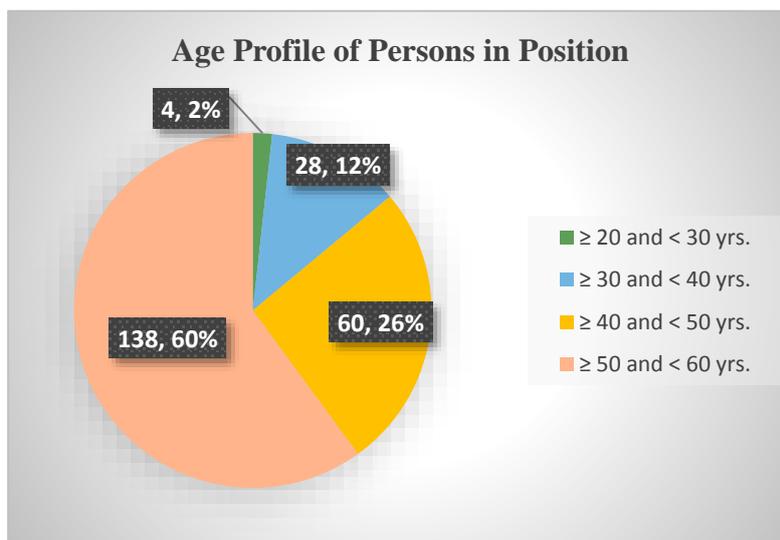
### Inter Temporal Trend of Personnel

11.37.4 The following graph indicates the inter temporal position in the ministry as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.37.5 The following chart brings out the age profile of the persons in position (PIP) in the ministry. As reported by the ministry, of the 230 persons in position as on 01.01.2014, 138 persons (60 percent of PIP) shall be retiring in next 10 yrs. Persons in position includes 21 persons recruited after 01.01.2004.



### Expenditure on Personnel and Contractual Employees

11.37.6 The following table brings out the expenditure incurred by the Ministry of Petroleum and Natural Gas on salaries and allowances on the employees working in the ministry along with expenditure incurred by it on manpower engaged on contractual basis through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	1400	1425	1499
Expenditure on Services received through Outsourcing	15.47	18.48	42.97
<b>Total</b>	<b>1415.47</b>	<b>1443.48</b>	<b>1541.97</b>

11.37.7 It can be seen from the above table that expenditure incurred on contract manpower through outsourcing is increasing. The expenditure incurred on this account was more than double in the year 2012-13 compared to 2011-12.

### **Training**

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11.37.8 The ministry has not formulated any training plan. No budget provision on this account has been made in the year 2013-14.

## Ministry of Planning

## Chapter 11.38

### General Issues

#### Introduction

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11.38.1 Government of India in March, 2015 created NITI (National Institution for Transforming India) Aayog, which replaces the erstwhile Planning Commission. NITI Aayog has been mandated *inter alia* to evolve a shared vision of national development priorities, sectors and strategies with active involvement of States in the light of national objectives; to foster federalism through structured support initiative and mechanisms with the States on a continuous basis, to design strategic and long term policy and programme frameworks and initiatives and monitor their progress and efficacy; to develop mechanisms to formulate credible plans at the village level and aggregate these progressively at higher levels of government etc.

#### Personnel Position

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11.38.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Planning/NITI (National Institution for Transforming India) Aayog, is as follows:

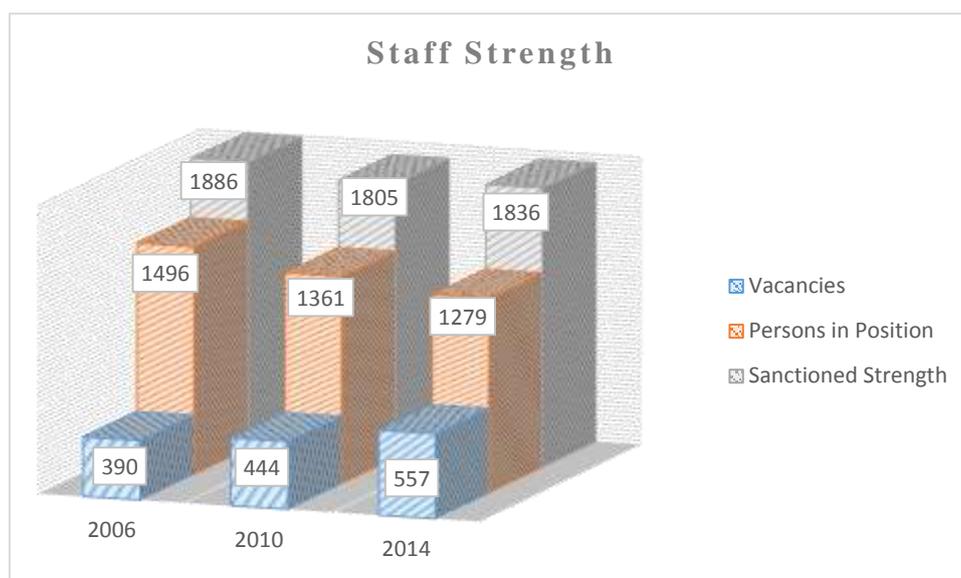
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	621	391	230	37
B	565	423	142	25
C	650	465	185	28
<b>Total</b>	<b>1,836</b>	<b>1,279</b>	<b>557</b>	<b>30</b>

11.38.3 The above table shows that in overall terms 30 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 1,279 persons in position (PIP), 639 employees are pre-2004 recruits and remaining 640 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

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11.38.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Planning as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### **Expenditure on Personnel and Contractual Employees**

11.38.5 The following table brings out the expenditure incurred by the Ministry of Planning, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	6,072.93	7,053.10	7,954.07

### **Training**

11.38.6 Ministry of Planning has informed that posts for core competencies/specified competencies have not been identified so far due to scrapping of the Planning Commission and formation of NITI Aayog. However, number of officers trained during the years 2012-13 and 2013-14 for core competencies were 89 and 139 respectively. While one officer was trained for specialised competencies in each of the year 2012-13 and 2013-14.

### **Cadre Related Issues**

11.38.7 The following demands for the Library Staff in the Central Government Libraries have been received:

- i. Creation of a post of UDC (Library)/Senior Library Clerk in GP 2400.
- ii. Four financial upgradations on completion of 8,16,24 and 32 years of regular service according to the hierarchy of the existing posts in the Library Cadre.
- iii. Parity of pay in respect of the existing post of Senior Library and Information Assistant/Library and Information Assistant (GP 4200) with that of Assistant, CSS (GP 4600) with re-designation of the post as Assistant (Library).

- iv. Parity of pay in respect of the existing post of Assistant Library and Information Officer (GP 4600) with that of Section Officer, CSS (GP 4800, followed by GP 5400 (PB-3) after four years) with re-designation of the post as SO (Library).
- v. In respect of other existing posts in the Library Cadre viz., Library and Information Officer (GP 6600), Senior Library and Information Officer (GP 7600), Principal Library and Information Officer/Director (GP 8700), Director (GP 10000) and Director General (HAG), new designations have been proposed as Under Secretary (Library), Deputy Secretary (Library), Director (Library), Joint Secretary (Library) and Additional Secretary (Library) respectively. This apart, an increase in pay in the same ratio as for the general cadre posts has been demanded for these posts of LIS (Library Information Science) Cadre.

*Analysis and Recommendations*

11.38.8 The Librarian cadre has been dealt with in Chapter 7.7. Hence no specific recommendations are being made here.

## Ministry of Power

## Chapter 11.39

### General Issues

#### Introduction

11.39.1 The Ministry of Power started functioning independently w.e.f. 2 July, 1992. Prior to this it was functioning as a department under Ministry of Energy. The vision of the ministry is to provide reliable, adequate and quality power for all at a reasonable price. The ministry is concerned with perspective planning, policy formulation, processing of projects for investment decisions, monitoring of the implementation power projects, training and manpower development and administration and enactment of legislation in regard to thermal, hydro power generation, transmission and distribution. The Central Electricity Authority is an attached office of the Ministry and Badarpur Thermal Power Station functions as a departmentally run commercial undertaking. Towards fulfilling its vision, six PSUs, two Joint Venture Corporations, three statutory bodies and two autonomous bodies function under the Ministry of Power.

#### Personnel Position

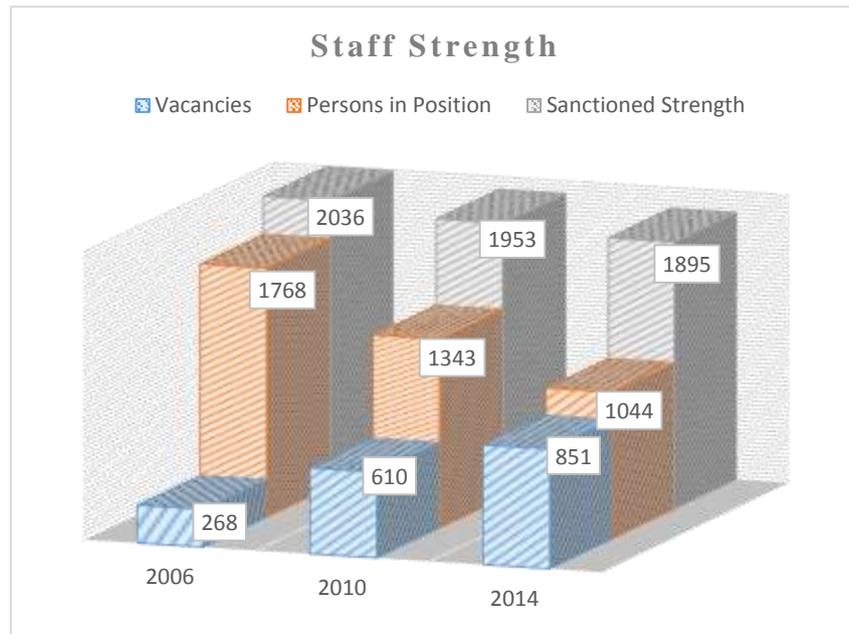
11.39.2 Number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Power, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	545	323	222	41
B	701	313	388	55
C	649	408	241	37
<b>Total</b>	<b>1,895</b>	<b>1,044</b>	<b>851</b>	<b>45</b>

11.39.3 The above table shows that in overall term 45 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 1,044 persons in position (PIP), 846 employees are pre-2004 recruits and remaining 198 employees have been recruited after 01.01.2004.

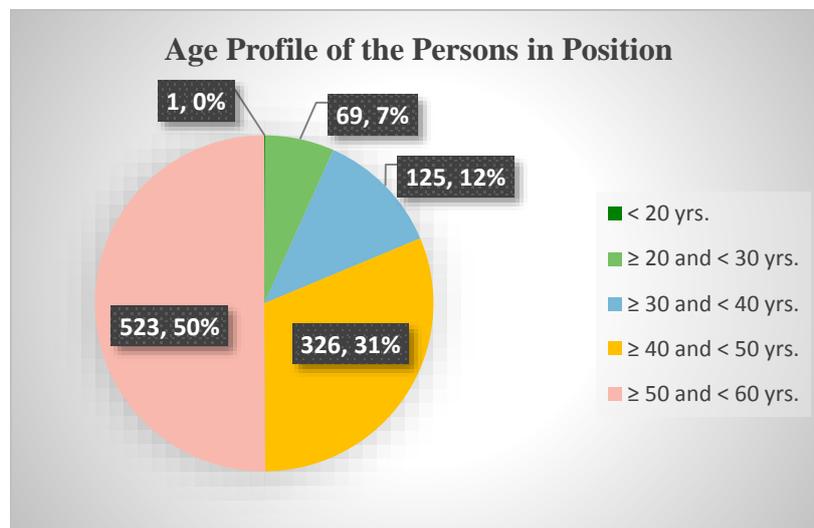
#### Inter Temporal Trend of Personnel

11.39.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Power as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.39.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Power. It indicates that about 50 percent of PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.39.6 The following table brings out the expenditure incurred by the Ministry of Power, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)			
Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	7453	7519	7749
Expenditure on Services received through Contractual Employees	59	111	136
<b>Total</b>	<b>7512</b>	<b>7630</b>	<b>7885</b>

## **Training**

11.39.7 The National Training Policy of the Government of India has laid emphasis on a competency framework- delineation of core skills and specialised skills, classification of posts in terms of functions etc. Each ministry/department is also expected to adopt a systematic approach to training which includes formulation of a training plan, creation of a training infrastructure and a system of monitoring and evaluation.

11.39.8 The ministry has created a Training Cell and a database of the persons trained is maintained. Although the ministry does not have any training institute of its own, there are two in-house faculty/master trainers/instructors available with the ministry. In the year 2012-13, 10/85 employees were trained for core competencies/specialised competencies respectively while in the year 2013-14, 12/97 employees were trained for core competencies/specialised competencies respectively.

11.39.9 During the financial year 2013-14 of the ministry provided ₹14 lakh under the training head, against which ₹11 lakh was utilised.

## Ministry of Railways

## Chapter 11.40

### General Issues

#### Introduction

11.40.1 The Indian Railways is the largest rail network in Asia and is the world's second largest under one management. With more than 1.3 million work force, it is the largest civilian employer in the country. It is not only a government department but also a semi-commercial public utility with an independent budget and considerable autonomy. The Railway Board, which is both the apex executive as well as a Ministry, is responsible for administration and supervision of the Railways and formulation of policies and planning for development of the system. The vision of Indian Railways is to provide safe, efficient, affordable, customer-focused and economically sustainable integrated transportation solutions. It is a modern vehicle of inclusive growth, connecting regions, communities, ports and centres of Industry, commerce, tourism and pilgrimage across the country.

11.40.2 The railway network is organised in the form of Zonal Railways. There are currently 17 Zonal Railway each headed by a General Manager. Besides Zonal Railways, there are six manufacturing units in Railways viz., Chittaranjan Locomotive Works (Chittaranjan–West Bengal); Diesel Locomotive Works (Varanasi-Uttar Pradesh); Integral Coach Factory (Perumbur-Chennai); Rail Coach Factory (Kapurthala-Punjab); Rail Wheel Factory ( Rae Bareli- Uttar Pradesh); Diesel Loco modernisation Works (Patiala-Punjab). Sixteen PSUs and other Organisations function under the Ministry of Railways.

11.40.3 The approved plan outlay of Railways for the year 2015-16 is ₹1,00,011 crore. The outlay will be financed from the following sources:

<i>(₹ in crore )</i>	
Source	Amount
Budget Support from General Revenues	40,000
Extra Budgetary sources	40,572
Internal Resources of Railways	17,793
Railway share of diesel cess	1,646
<b>Total</b>	<b>1,00,011</b>

11.40.4 Railway Board, the apex body of the Ministry of Railways, is headed by a Chairman, five Members and one Financial Commissioner.

### Personnel Position

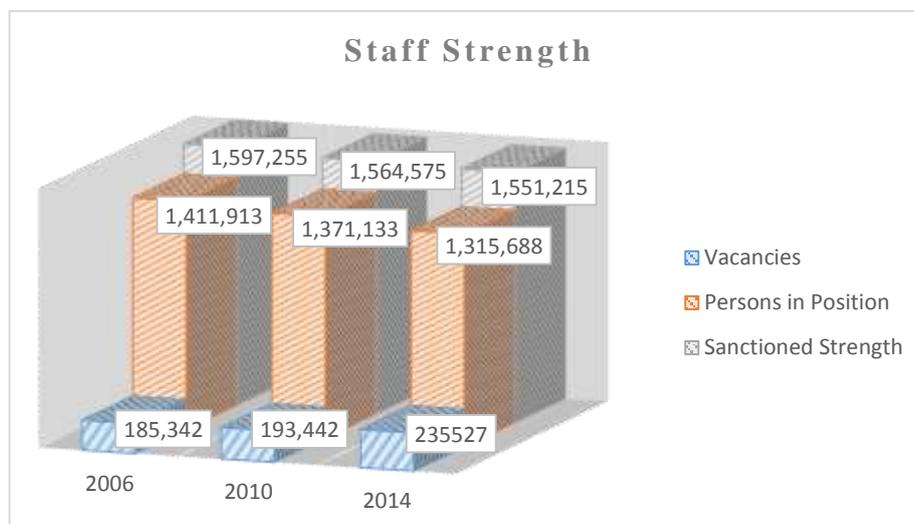
11.40.5 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Railways, is as follows:

Group	Sanctioned strength	Persons in position	Vacancy	Vacancy as %age of Sanctioned Strength
A	12,706	8,493	4,213	33
B	4,514	7,283	-2,769	-61
C	15,33,995	12,99,912	2,34,083	15
<b>Total</b>	<b>15,51,215</b>	<b>13,15,688</b>	<b>2,35,527</b>	<b>15</b>

11.40.6 The above table shows that in overall terms 15 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 13, 15,688 persons in position (PIP), 9,19,428 employees are pre-2004 recruits and remaining 3, 96,260 employees have been recruited on or after 01.01.2004.

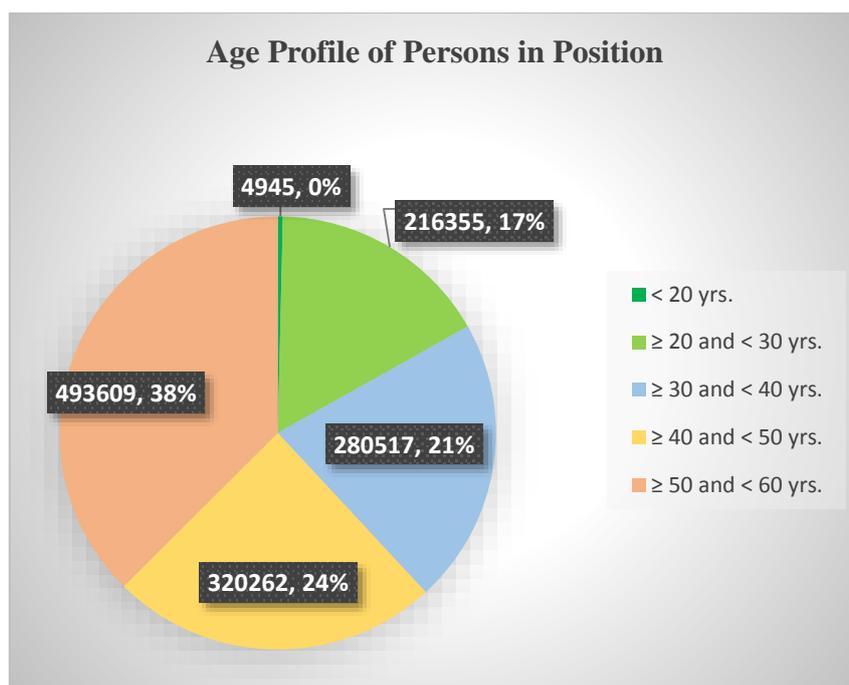
### Inter Temporal Trend of Personnel

11.40.7 The following bar chart indicates the inter temporal position of personnel in the Ministry of Railways as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.40.8 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Railways. It indicates that about 38 percent of the PIP shall be retiring within the next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.40.9 The following table brings out the expenditure incurred by the Ministry of Railways, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	46,79,400.00	50,73,900.00	55,03,800.00
Expenditure on Contractual Employees	2,158.90	2,760.12	3,494.38
<b>Total</b>	<b>46,81,558.90</b>	<b>50,76,660.12</b>	<b>55,07,294.38</b>

### **Training**

11.40.10 Ministry of Railways has intimated that in the year 2012-13, 8,399 Group 'A' officers and 3,42,972 Group 'C' officials were trained while in the year 2013-14, 7,983 Group 'A' officers and 3,31,973 Group 'C' officials received training. In the year 2012-13 an amount of ₹442.05 crore was provided under the head Training, of which, ₹372.81 crore was utilised.

### **Cadre Related Issues**

#### **Group 'A' Officers**

11.40.11 Federation of Railway Officers' Associations represents the following services:

- a) Indian Railway Accounts Service (IRAS)
- b) Indian Railway Medical Service (IRMS)

- c) Indian Railway Personnel Service (IRPS)
- d) Indian Railway Service of Engineers (IRSE)
- e) Indian Railway Service of Electrical Engineers (IRSEE)
- f) Indian Railway Service of Mechanical Engineers (IRSME)
- g) Indian Railway Stores Service (IRSS)
- h) Indian Railway Service of Signal Engineers (IRSSE)
- i) Indian Railway Traffic Service (IRTS)

11.40.12 It was represented before the Commission that these services are now amongst the slowest moving services in the Government of India in terms of promotions, cadre reviews and empanelment under the Central Staffing Scheme for the posts of Joint Secretary and Additional Secretary.

### ***Cadre Management***

11.40.13 The Commission examined the cadre management process on Indian Railways at the Divisional, Zonal and Railway Board levels.

11.40.14 Except at the Railway Board level, the HR issues of all services (except IRAS) are dealt by IRPS, the only service in the entire Government of India setup dedicated solely for personnel management. The HR issues of the Accounts cadre are looked after by the Accounts Department itself.

11.40.15 However, at the Railway Board level, the cadre management of all Group 'A' services is managed by a Group 'B' service, viz., Railway Board Secretariat Service (RBSS).

11.40.16 This has given rise to a peculiar situation in which, despite the existence of a specialised Group 'A' service viz., the Indian Railway Personnel Service (IRPS), dedicated to human resource management of the Indian Railways and whose officers have domain expertise in personnel management, the function of cadre management of all Group 'A' services in the Railways does not rest with it.

11.40.17 Apart from the fact that the IRPS is a dedicated Service for personnel management, its officers, unlike those of the RBSS, have vast experience in the field, in railways' operational zones and its myriad production units. It is, therefore, recommended that **the confidential work and cadre management of all Group 'A' services (except IRAS) in the Railways should be handed over to the IRPS. As far as the Indian Railway Accounts Service (IRAS) is concerned, in the interest of financial autonomy, the practice followed in the field that the IRAS does its own cadre management in all respects, should be completely followed at the ministry level also.**

### ***Cadre Review***

11.40.18 Presently, the cadre review of railway services is, as is the case with all other Group 'A' services, carried out by the Ministry of Railways in consultation with DoPT and Department of Expenditure, Ministry of Finance. The final proposal, as cleared by Departments of

Expenditure and Personnel, is placed before the Cadre Review Committee (CRC) chaired by the Cabinet Secretary for ratification.

11.40.19 It has been represented that the process of cadre reviews is a lengthy one and is delayed, often by years. Railway Officers deposing before the Commission have contended that the on-going exercise of cadre review started almost two years back, but is yet to be completed. Even after the clearance provided by the Ministry of Finance, DoPT is delaying the proposal on one pretext or the other. This has already adversely affected the career prospects of many and is causing wide spread discontentment amongst the Railway Officers. In Chapter 7.3, this Commission has recommended a modification in the of cadre review process. This change should be implemented in the Ministry of Railways right away and it should streamline the process considerably, resulting in cadre reviews being completed within the desirable time frame.

#### ***Empanelment under Central Staffing Scheme***

11.40.20 Separate recommendations have been made in Chapter 7.3 regarding the empanelment process in general. The same would apply to the various Group 'A' services of the Railways that participate in the Central Staffing Scheme (CSS).

#### **Member (S&T), Member (MM), Member (Staff)**

11.40.21 The Federation of Railway Officers' Associations (FROA) has sought the creation of posts of Member (S&T), Member (Materials Management) and encadrement of the post of Member (Staff) for IRPS officers.

#### ***Analysis and Recommendations***

11.40.22 The Railway Board is the apex body of the Indian Railways and reports to the Minister of Railways. The Railway Board comprises seven functionaries: one Chairman, five members and a Financial Commissioner (who is the representative of the Ministry of Finance in the Railway Board). The Railway Board is supported by several Directorates each of which reports to a member of the Board.

11.40.23 The constitution of the Railway Board has, based on technological changes and advances, evolved over time. Earlier, the Electrical Engineering Department was not represented on the Railway Board and oversight of this department was by the Member (Mechanical). In 1987, based on the recommendations of the IV CPC, the Railway Board was expanded and a post of Member (Electrical) created to look after the Electrical Department as well as the Signal & Telecommunications Department.

11.40.24 With further advances as also scaling up of the operations of the organization, there have been long standing demands from members of three Organised Group 'A' Services, viz., the IRSSE, the IRSS and the IRPS for a representation on the Railway Board. These three Services handle the functions of signaling & telecommunication, materials management and personnel matters respectively.

11.40.25 Vide Para 83.22, the V CPC had recommended that “ . . . a post of Member (Signal and Telecom), Railway Board, to be manned by an officer of Indian Railway Service of Signal

*Engineers be created.*” Similarly, vide Para 83.27, the Commission said: “*We recommend that one post of Member, Railway Board to be manned by an officer of Indian Railway Stores Service be created at the earliest.*” It also commented on the existing posts of Additional Member (Staff) and Member (Staff) in Para 83.19 wherein it was stated: “*While the post of Additional Member (Management Services) may continue to be available to all Organised Group `A` Services including IRPS, it is quite legitimate that the post of Additional Member (Staff) and Member (Staff), Railway Board are encadred for IRPS.*”

11.40.26 It was brought to the notice of the Commission that the notification for the creation of posts of Member (S&T) and Member (Materials Management) was issued by the Ministry of Railways in 2003, with the approval of Ministry of Finance, but was withdrawn in March, 2004.

11.40.27 The Commission notes that IRSSE, IRSS and IRPS are large Organised Group `A` Central Services, with officer strengths of 1675, 949 and 787 respectively. It is further noted that the number of posts at the level of HAG and above in these services, as a percentage of total Senior Time Scale posts, are just 1.84 percent, 1.45 percent and 0.73 percent respectively. These are far lower than the norm of 3 percent laid down by the DoPT. None of these Services has a post at the Apex level. These services were started more than 35 years ago and they carry out functions which are quite critical for the efficient functioning of the organization. Their officers harbour legitimate expectations for an apex level post. There appears to be a piquant situation in which a demand that was raised nearly two decades back was found to be reasonable, certain recommendations made by the V CPC, which were apparently accepted by the government but not taken to finality, and now twenty years down the line, the same demand has been placed before this Commission, with greater urgency. **The Commission recommends that the Ministry of Railways may take up the matter of revival of these proposals if they so wish.**

### **General Managers**

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11.40.28 There is a strong demand from the Railway officers to grant Apex Scale to General Managers (GMs). It has been brought to the notice of the Commission that GMs have enjoyed parity with the Principal Chief Conservator of Forests and DGPs of states till the V CPC. However, following the VI CPC recommendations, while the latter two were upgraded to Apex Scale, General Managers of Indian Railways remained in the HAG+ scale.

#### *Analysis and Recommendations*

11.40.29 The Commission notes that the post of the General Manager in the Railways is indeed an important post. Each General Manager heading an operational Railway Zone commands, on an average, a workforce of nearly 80,000 to one lakh personnel. In terms of the overall cadre structure, it is noted that the nine organised services of the Railways, with a collective strength of nearly 14,000 officers, have only nine posts at the Apex Level. In response to a query regarding possible issues arising out of the placement of General Managers in the Apex Level, given that they report to the Railway Board, whose Members are also in the Apex Level, the ministry was of the view that a similar situation prevails in the departments of Direct Taxes

and Central Excise and Customs, where personnel in the field report to the Central Boards, with both sets of functionaries residing in the Apex Level. The ministry has, in fact, strongly endorsed the proposal for upgradation of the General Managers from the HAG+ level to Apex.

11.40.30 The Commission is of the view that this is a matter that should be decided between the Ministry of Railways and Ministry of Finance.

## **IRAS**

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11.40.31 Amongst the organised services in the Indian Railways, IRAS has the unique distinction of having widespread exposure to almost all relevant fields like Contract Management, Project Evaluation, Establishment and HR matters, Investment related issues, etc. Owing to close interaction with all other Departments of the Railways, they are better suited to take appropriate administrative decisions in a holistic manner.

11.40.32 IRAS officers have requested the Commission for additional posts of Additional Member (Institutional Finance), Additional Member (Accounting Reforms), Additional Member (Internal Audit), Additional Member (Accounts), Advisor (Costing) and Advisor (PPP) in the Railway Board.

### *Analysis and Recommendations*

11.40.33 Presently, there are two posts of Additional Members in the Railway Board in HAG+, viz., Additional Member (Finance) and Additional Member (Budget).

11.40.34 The Commission realizes that Indian Railways is actively looking at innovative methods of revenue generation, both internal and external. Hence, the demand for the post of Additional Member (Institutional Finance) has merit.

11.40.35 Similarly, as strongly emphasized by the Committee for Mobilization of Resources for Major Railway Projects and Restructuring of Railway Ministry and Railway Board, headed by Dr. Bibek Debroy, Indian Railways needs to move to a “*responsive and transparent accounting and costing system as the first stepping-stone to a commercially viable Railway system.*” Hence the demand for the post of Additional Member (Accounting Reforms) also appears justified.

11.40.36 However, the Commission is of the opinion that the provision of the above mentioned posts is in the administrative domain of the Ministry of Railways, and they should take a view accordingly.

## **RPF**

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11.40.37 Group `A` officers of the Railway Protection Force (RPF) have demanded parity with other Group `A` services in the Ministry of Railways. Their line of argument is the following:

11.40.38 In the RPF, Group `A` officers are recruited along with other three Group `A` services, viz., IRTS, IRAS and IRPS, through the Civil Services Examination conducted by UPSC. Though RPF has become an armed force of the Union vide amendment in the RPF Act

in 1985, the basic character of a civil post is retained in the RPF Act as Section 9 of the Act gives protection of Article 311 of the Constitution of India that applies only in case of civil posts held by Central and State Government servants. Further, as per Section 10 of the RPF Act and Section 2(34) of the Railways Act (as amended in 2003), all RPF personnel are Railway servants. Group `A` officers of RPF are governed by the same Discipline and Appeal Rules and Conduct Rules which are applicable to other Group `A` officers of the Railways. Moreover, under the allocation of business rules, the CAPFs are placed under the Ministry of Home Affairs, while the management of RPF is under the Ministry of Railways.

#### *Analysis and Recommendations*

11.40.39 The Commission has considered the above arguments. We have also taken note of the differences in mode of recruitment, service conditions, rules and retirement age of RPF officers vis-à-vis their CAPF counterparts. Accordingly, **we are of the opinion that it would be erroneous to bracket RPF officers with officers of CAPFs. Hence, we recommend that RPF officers should be treated as Railway officers for all purposes, under the full control of Railway Board.**

#### **IRSME**

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11.40.40 Younger officers, particularly of the Indian Railway Service of Mechanical Engineers (IRSME), one of the Railways' five technical services, have placed their singular grievance before the Commission. The gist of the issues raised by IRSME officers is as follows:

- IRSME has a total strength of 695 sanctioned posts from Senior Scale to Member (Mechanical), Railway Board
- Their Recruitment Rules, as for all Organised Group `A` Services of Railways, provide for a 1:1 ratio between direct recruits and promote officers
- Between June 2008 and December 2014 alone, 610 promotee officers have been promoted to IRSME
- In pursuance of DoPT's letter No.2/8/2001-PIC of 16.05.2001, direct recruitment was curtailed to 1/3<sup>rd</sup>, but the remaining 2/3<sup>rd</sup> posts were not abolished. Instead they were utilized for recruitment of promotee officers, which has seriously disturbed the 1:1 ratio between direct recruits and promotees envisaged in the recruitment rules
- The "connotation" rule, which is unique to Indian Railways, states that the seniority of a Group `B` officer promoted to Group `A` will be determined by giving weightage according to "the year of service connoted by the initial pay on permanent promotion to Group `A` service." The IRSME officers claim that this "connotation" rule was relevant when there was substantial difference between the pay scales of Group `A` and Group `B` officers. With the difference shrinking in the successive Pay Commissions, the rule, they say, has lost its relevance. They also contend that the Railway Board has chosen to frame the "connotation" rule based on Pay in the running pay band only, and have not included the Grade Pay, which, they state, is incorrect.

### Analysis and Recommendations

11.40.41 The Commission has examined the matter. It is noted that the ratio of promotee officers to direct officers is 1:1 in the Group 'A' services of Railways as against 1:2 in the IAS and IA&AS. This adversely affects the promotional prospects of Group 'A' officers in the Railways vis-à-vis similarly placed officers in the IAS and IA&AS.

11.40.42 For Group 'B' officers of Indian Railways who are promoted as Junior Scale Group 'A' officers, their seniority is fixed by giving weightage based on Para 334 of Indian Railways Establishment Manual Vol-I, which reads as follows:

*(a) the year of service connoted by the initial pay on permanent promotion to Group 'A' service; or*

*(b) half the total number of years of continuous service in Group 'B,' both officiating, and permanent;*

*whichever is more, subject to a maximum of 5 years; provided that the weightage so assigned does not exceed the total non-fortuitous service rendered by the officer in Group 'B.'*

11.40.43 Part (b) above is quite clear and simply means that if a Group 'B' officer has rendered 6 years of continuous service in Group 'B' before getting Group 'A', he is to be given weightage of  $6/2 = 3$  years.

11.40.44 However, the "connoted" part in (a) above is ambiguous and untenable and the background of this "connotation" rule, which is unique to Indian Railways, has not been explained. The ministry in its reply has stated that the relevant files are not traceable.

11.40.45 Accordingly, we **recommend that Ministry of Railways should set up an expert body comprising HR, Law and Technical experts of at least Joint Secretary Level, to examine the entire issue de novo.**

### Controllers

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11.40.46 There are about 2600 controllers on Indian Railways who plan, execute, control and monitor all activities concerning Train Operations round the clock and order, monitor and supervise all breakdown activities and Disaster Management. Presently they have a two-tier structure:

Category	Grade Pay
Dy. Chief Controller	4600
Section Controller	4200

11.40.47 Eighty five percent of the posts of Section Controllers are filled by selection from amongst departmental candidates of feeder cadres of operating department such as Station Masters, Yard Masters, Traffic Inspectors, Guards, etc. and 15 percent by direct recruitment of Traffic Apprentices through Railway Recruitment Boards, who are inducted after a two-year training).

11.40.48 It has been brought to the notice of the Commission that employees in the feeder cadres of Guards and Traffic Inspectors (who also are in GP 4200) find their existing jobs more attractive due to associated perks and allowances and do not opt for the post of Section Controllers, which entails strenuous work. Station Masters are also in GP 4200, hence they too do not opt to be Controllers. This has resulted in a large number of vacancies in the cadre. To make the post attractive, higher Grade Pay has been requested.

*Analysis and Recommendations*

11.40.49 The Commission visited the Control Office at Central Railway, Mumbai and sensitized itself with the working conditions and pressure under which the Controllers work. We have no doubt in our minds that the post of Controllers is a critical and important one and deserves to be so recognized. However, only 10 percent of the posts are in GP 4200; 90 percent are already working in GP 4600. Further, raising the GP from 4600 to 4800 will bring the level at par with that of Group 'B' officers of the Operating Department, which can result in command and control problems. Hence, higher GP cannot be considered.

11.40.50 However, having regard to the strenuous nature of the job, and to incentivise qualified persons to work as Controllers, **we recommend a Special Train Controllers' Allowance of ₹5,000 per month to Section Controllers and Dy. Chief Controllers. The allowance will increase by 25 percent each time DA rises by 50 percent.**

11.40.51 The Commission is of the view that such kind of work that requires constant attention is more suited for younger employees. Hence, **we recommend that direct recruitment quota for this category should be increased from the present 15 percent to 30 percent.** Other demands like the grant of Controlling Allowance, Traffic Intensity Allowance, Mike Allowance lack justification.

**Station Masters**

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11.40.52 The cadre of Station Masters, nearly 39,000 strong, is one of the visible faces of Indian Railways. They are connected with working of traffic, commercial duties like issue of tickets, goods handling, parcel handling, accounting of station earnings. They are also responsible for proper co-ordination between personnel of different departments posted at the station. Theirs is presently a three-tier structure:

Category	Grade Pay
Station Superintendent (SS)	4600
Station Master (SM)	4200
Assistant Station Master (ASM)	2800

Some major stations have posts of Station Superintendent (Gazetted).

11.40.53 Presently the mode of recruitment is as follows:

- SS-100 percent promotional

- SM–10 percent through Limited Departmental Competitive Examination (LDCE), from serving non-ministerial graduates of Commercial and Traffic Departments; 15 percent+Shortfall against LDCE through Direct Recruitment from the open market; 75 percent through promotions from ASM
- ASM–25 percent through General Selection from specified serving matriculates in GP 1800, 1900, 2400 and 2800; 15 percent+Shortfall against General Selection through LDCE (from employees of specified categories of Commercial and Traffic Departments with qualification of graduation and a minimum service of 5 years for Group D staff); 60 percent+Shortfall against LDCE through Direct Recruitment from the open market.

11.40.54 There is a demand to upgrade ASMs from GP 2800 to GP 4200.

#### *Analysis and Recommendations*

11.40.55 The Commission notes that 7 percent of the entire cadre is presently in GP 2800, 53 percent in GP 4200 and 40 percent in GP 4600. Keeping in mind the identical educational qualifications required for the posts of ASM and SM, with practically no difference in the functions performed by them, and the historical importance of the post, it is **recommended that the ASMs in GP 2800 should first be upgraded to GP 4200 and then fitted in the revised Pay Matrix.** The cadre will then have 60 percent posts in Level 6 and 40 percent in Level 7. **The designation of ASM may be abolished.** Separate recommendations have been made regarding Dress Allowance to Station Masters. Other demands like grant of Safety and Punctuality Allowance, Outturn Allowance are not justified.

#### **Running Staff**

11.40.56 Loco Running Staff, comprising Loco Pilots, Motormen, Shunters and Firemen, and Traffic Running Staff comprising Guards, perform operations and other duties on moving trains or locomotives.

11.40.57 The present pay structure is as under:

<b>Loco Running Staff</b>		<b>Traffic Running Staff</b>	
<b>Category</b>	<b>Grade Pay</b>	<b>Category</b>	<b>Grade Pay</b>
LP Mail/Express	4200		
LP Passenger/Motormen	4200	Guard M/E	4200
LP Goods	4200	Sr. Pass Guard	4200
LP Shunter-I	4200	Sr. Goods Guard	4200
		Goods Guard	2800
LP Shunter-II	2400		
Sr.ALP	2400	Sr. Assistant Guard	2400
ALP	1900	Assistant Guard	1900

11.40.58 In the category of Loco Running Staff, direct recruitment is only at the level of ALP with minimum educational qualification of Class X + ITI in specified trades/Act Apprenticeship. 50 percent of ALPs are filled up from amongst volunteering Diesel/Electrical Loco fitter or from Diesel/Electrical maintenance sheds/shops. Remaining 50 percent+ Vacancies from above are filled up by direct recruitment through RRBs.

11.40.59 In Traffic Running Staff, the post of Assistant Guard is filled up 100 percent by promotion from the feeder categories of the erstwhile Group D staff, presently classified as Group 'C', placed in GP 1800. Minimum educational qualification required is Class X with Medical Classification of A-2. The post of Goods Guard is filled up through two modes of recruitment—(i) through Direct Recruitment through RRBs with educational qualification of graduation with medical fitness in A-2 Category, and (ii) through General Departmental Competitive Examination (GDCE), for which the categories of Trains Clerk, Sr.Trains Clerk, Pointsman in GP 1900, Commercial Clerk in GP 2000 and GP 2800, Ticket Checking Staff in GP 1900 and GP 2400, are eligible to appear in the selection. Goods Guards, on completion of two years' service, are eligible to move up in hierarchy on the basis of seniority-cum-suitability.

11.40.60 Both the categories of staff have asked for better pay package. It has also been brought to the notice of the Commission that after the implementation of the VI CPC recommendations, the posts of LP Shunter-I and LP Goods carry the same GP4200. Employees are reported to be reluctant to move from Shunter-I to LP Goods because of increased responsibility, workload and variable hours of working without any additional benefit. This has resulted in vacancies at the level of LP Goods, which the Railway administration is finding difficult to fill.

#### *Analysis and Recommendations*

11.40.61 The Commission notes that the VI CPC had provided the following additional allowance (Special Running Staff Allowance) to the running staff:

1. ₹1,000 pm to Loco Pilot Mail/Express
2. ₹500 pm to Loco Pilot Passenger/Motormen
3. ₹500 pm to Guard Mail/Express

11.40.62 It is **recommended that the Special Running Staff Allowance should be raised to ₹2,250 pm for Loco Pilot Mail/Express, ₹1,125 pm to Loco Pilot Passenger/Motormen and ₹1,125 for Guard Mail/Express. In addition, Loco Pilot Goods and Sr.Passenger Guard should also be extended this allowance at the rate of ₹750 pm.** This will incentivize the movement of LP Shunter-I to LP Goods. As before, **Dearness Allowance will be payable on this allowance. However, it will not count for pensionary benefits.**

11.40.63 Staff Federations have demanded that the minimum educational qualification of ALPs, which is presently Class X+ITI, should be raised to graduation. Ministry of Railways stated that with the use of enhanced technology in locomotives and matching improvement in reliability, modern cabs are equipped with diagnostic screens which not only eliminate guesswork but also make it simpler to locate and rectify faults. Hence the present qualification is adequate. The Commission concurs with the view of Ministry of Railways, since the

effectiveness of Loco Pilots can be improved by revamping their training rather than enhancing the minimum educational qualification.

### **Commercial Staff**

11.40.64 There are three categories of Commercial Staff—Commercial Clerks, Enquiry Cum Reservation Clerks (ECRCs) and Ticket Checking staff (TTEs and TCs). They are responsible for commercial duties like issuing of tickets—unreserved as well as reserved, handling enquiries, checking of tickets on board trains, etc. Their present structure, along with the employee strength in each GP is as follows:

<b>Grade Pay</b>	<b>Commercial Clerks</b>	<b>ECRCs</b>	<b>Ticket Checking Staff</b>	<b>% of Total Strength</b>
4600	5975	2320	7021	20.28
4200	13648	5800	16072	47.03
2800	6572	2425		11.91
2400			7723	10.23
2000	3679			4.87
1900			4287	5.68

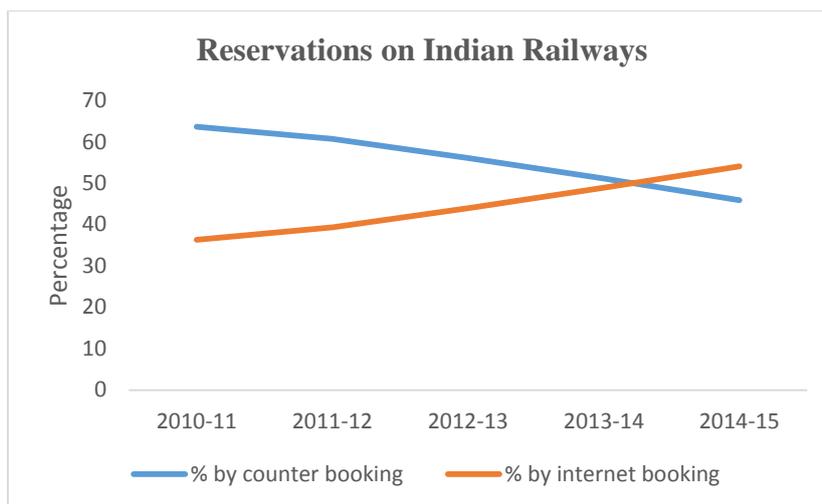
11.40.65 For Commercial Clerks, the minimum educational qualification stipulated is Class X. Entry into the cadre is only at GP 2000 - 50 percent direct recruitment through RRB; 33 1/3% through LDCE from eligible erstwhile Gr.D staff of Traffic and Commercial Departments with three years of continuous service; 16 2/3% through promotion of matriculate employees in GP 1800 from eligible categories. For ECRCs, graduation is the minimum requirement, with entry GP2800. Entry in Ticket Checking staff is at GP 1900—50% direct recruitment by RRB with the minimum educational qualification of Class X and the remaining 50 percent filled by promotion—33.33% by General Selection and 16.66 percent by LDCE with minimum qualification of Class X.

11.40.66 All the three categories have demanded improvement in their pay structure. Representations have also been received to upgrade the entry level qualification of Commercial Clerks and Ticket Checking staff from the current level of Class X to graduation. It has also been stated that with the proliferation of technology for booking unreserved and reserved tickets, the requirement of Commercial Clerks and ECRCs is going down. At the same time, with an increase in the number of trains, the need for Ticket Checking staff is on the rise. Hence, it has been suggested that these three cadres should be merged.

#### *Analysis and Recommendations*

11.40.67 The Commission analysed the year-wise data pertaining to the percentage of reserved tickets booked at the counters vis-à-vis those booked through the internet<sup>42</sup>:

<sup>42</sup> Source: Ministry of Railways.



11.40.68 A clear trend towards increase in internet booking is visible, so much so that internet booking has now exceeded the counter booking. With the introduction of innovative technological solutions for the unreserved sector, like the recently launched mobile application, the counter sales of unreserved tickets are also likely to go down.

11.40.69 Hence, the Commission finds merit in the argument that the three categories of Commercial staff should be unified into a single cadre. Accordingly, **it is recommended that they should be consolidated into one cadre called Commercial and Ticketing Staff. The cadre will have the following structure after merger:**

Grade Pay	Level	% Distribution of Posts
4600	7	20
4200	6	47
2800	5	22
2000	3	11

11.40.70 **Employees in GP 1900 should be upgraded to GP 2000; those in GP 2400 should be upgraded to GP 2800 and then placed in the appropriate level in the new pay matrix. The inter-se seniority will be as per normal rules of seniority. Proper training will have to be imparted to the employees as per the requirements. The recruitment in the cadre should be at two levels:**

- a. **At Level 3: 50% from open market through RRB, with minimum qualification of Class XII,  $33\frac{1}{3}$  % through General Selection from Traffic and Commercial staff in GP 1800 fulfilling the eligibility criterion, and  $16\frac{2}{3}$  % through LDCE**
- b. **At Level 5: 50% from open market through RRB, with minimum qualification of Graduation, and 50% through promotion.**

11.40.71 With this merger, employees in GP 1900 and GP 2400 will get the benefit of upgradation. At the same time, the job content of all three categories will be enriched, as they will be able to join any of the three streams. Organizational flexibility will be enhanced as the department will have a larger pool of employees for optimal utilization, as per the requirement.

## Legal Cadre

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11.40.72 The 450-odd strong legal cadre in Indian Railways provides legal assistance to the administration such as vetting of documents, drafting of written statements like affidavits, replies, counter replies, etc., monitoring of court cases, disposal of summons and notices, evaluation of working and performance of Railway advocates, etc.

11.40.73 Presently, most of the Divisions have posts of Chief Law Assistants only in the GP 4600. The posts of Assistant Law Officer in GP 4800 usually exist at Zonal level only. Beyond that there are few posts in GP 6600 and GP 7600, and just one post in GP 10000.

11.40.74 Demands have been received to modify the cadre structure as under:

Present Grade Pay	Present Strength	Proposed Strength
10000	1	1
7600	7	9
6600	13	15
4800	21	64

### *Analysis and Recommendations*

11.40.75 The Commission appreciates the need to strengthen the legal cadre at the Divisional level, in view of the trend of increasing litigation. However, changes required in the cadre structure to meet this objective are the prerogative of the Ministry of Railways. Accordingly, no specific recommendations are made in this regard.

## Public Prosecutors

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11.40.76 Public Prosecutors, with a strength of 197 personnel, conduct cases under Railway Property (unlawful possession) Act and Railway Act. Their present structure is as under:

Designation	Grade Pay
Assistant Security Commissioner (Prosecution)	5400
Inspector (Prosecution)	4600
Sub-Inspector (Prosecution)	4200

11.40.77 They have represented that the Hon'ble Single Bench of Rajasthan High Court, in its judgement dated 03.07.1997 in S.B. Civil Writ Petition No.465 of 1995, in the case of Sh.Sohan Singh Seera Vs Union of India and others (which was upheld by the Division Bench on 26.03.2002 and the Supreme Court on 29.09.2011), has directed the Ministry of Railways to constitute a separate Prosecution Cadre for the Railways free from the control of Railway Protection Force (RPF). This, the Commission was informed, has not been done.

### *Analysis and Recommendations*

11.40.78 Ministry of Railways has informed the Commission that the decision to create a

separate Prosecution Department at Divisional and Zonal levels has already been conveyed. Modalities are under finalization in consultation with DoPT and Ministry of Finance. In light of the above, no recommendations are required.

## Accounts

11.40.79 The employees of Accounts Department maintain the books of accounts and render financial advice. The cadre structure is as follows:

Designation	Grade Pay
Sr. Section Officer/Sr. Travelling Inspector of Accounts/Sr. Inspector of Stores Accounts	4800
Accounts Assistant (AA)	4200
Jr. Accounts Assistant (JAA)	2800
Accounts Clerk (AC)	1900

11.40.80 Direct entry to the cadre is at the levels of Accounts Clerk (AC) and Junior Accounts Assistant (JAA). The stipulated minimum qualification for direct recruitment at AC level is Class X along with typing speed of at least 30 words per minute, while that for the level of JAA is Graduation. Accounts Clerks are also promoted to JAAs after qualifying an examination (referred to in the Railways as “Appendix IIA” examination). This examination is held at the level of the Railway Zones. The residency period for JAAs is three years after which they are promoted to Accounts Assistants (AAs). To move upwards to the next level (which consists of Senior Section Officer/Senior Travelling Inspector of Accounts/Inspector of Stores Accounts), AAs have to qualify an All India level examination (called “Appendix IIIA”) for which ACs, JAAs as well as AAs are *all* eligible. This exam is centrally conducted by the Ministry of Railways and is rather stringent.

11.40.81 Representations received from this cadre bring out a peculiar problem: Subsequent to the acceptance of the VI CPC recommendations, there are several cases of a junior drawing higher GP than the senior. An example has been proffered to highlight the situation. Senior S joined service as AC in 1981, while Junior J joined service at the same level of AC in 1986. Both cleared the Appendix IIA examination after four years in service and were promoted to JAA in 1985 and 1990 respectively. After putting in one more year of service, i.e., in 1986 and 1991 respectively, both cleared the Appending IIIA examination and were waiting for their postings as SSO. However there was no vacancy of SSO from 1986 to 1990 and S got promoted to AA in 1989 (i.e., after completion of residency period of three years). Later, when vacancies of SSO arose in 1992, both S and J were promoted as SSO. Ten years down the line, both were considered for an upgrade under MACP. However, since S had already availed of three promotions, he was ineligible for upgradation under the MACP scheme and remained in GP 4800, but since J had received only two promotions, he was upgraded to GP 5400 (PB-2) through MACP. This has resulted in a situation wherein junior is placed in a higher GP than the senior purely on circumstantial grounds. It is reported that there are about 250 such cases.

### *Analysis and Recommendations*

11.40.82 The Commission finds merit in the contention that the above has led to an anomalous situation. It is therefore **recommended that in cases where a senior employee has cleared both Appending IIA and Appending IIIA examinations before the junior, and purely through circumstances the junior is drawing higher GP, the anomaly should be fixed by stepping up the pay of the senior employee vis-à-vis the junior, and then fixing the senior employee in the Pay Matrix.**

11.40.83 In line with our recommendations for organised Accounts cadres, it is further **recommended that employees in GP 4800 should be upgraded, on completion of four years' service, to the existing GP 5400 (PB-2), viz., Level 9 in the pay matrix, on a non-functional basis.**

### **Finger Print Examiners**

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11.40.84 There are nearly 25 Finger Print Examiners who conduct verification of thumb impressions, signatures, handwriting, etc. to prevent cases of embezzlement and fraud. Theirs is presently a two-tier structure:

<b>Designation</b>	<b>Grade Pay</b>
Chief Finger Print Examiner (CFPE)	4600
Finger Print Examiner (FPE)	4200

11.40.85 There is direct entry at the level of FPE, with graduation as the minimum entry level qualification.

11.40.86 They have demanded higher GP on the grounds that till the V CPC, CFPEs and Senior Section Officers (SSOs) were in the identical pay scale of ₹2000-3200. However, post the acceptance of the VI CPC recommendations, SSOs were placed in GP 4800 while CFPEs were granted GP 4600.

### *Analysis and Recommendations*

11.40.87 The Commission is of the view that the job of Finger Print Examiners is sporadic in nature. When there are fresh recruitments, their services are required to verify the fingerprints of the candidates. Similarly, they are called when there are suspicions of fraud and deception.

11.40.88 Railways will be better served if they obtain the services of professionals in the open market for this kind of verification.

11.40.89 It is, therefore, **recommended that the cadre of Finger Print Examiners be merged with the Accounts cadre after requisite training and after following the due process of assigning seniority.**

### **Track Maintainers**

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11.40.90 The 2.2 lakh strong workforce of Track Maintainers serves as the ground-level eyes

and ears of the Railway edifice. They are the foot soldiers whose alertness has prevented many an accident on the Railway system. Their cadre structure is as follows:

<b>Designation</b>	<b>Grade Pay</b>	<b>% of Total Strength</b>
Track Maintainer-I	2800	6
Track Maintainer-II	2400	12
Track Maintainer-III	1900	22
Track Maintainer-IV	1800	60

11.40.91 Besides asking for better pay structure, track maintainers have demanded a special allowance to compensate them for the onerous nature of their duties. Some track maintainers who work on “difficult” level crossing gates receive ₹450 pm as Special LC Gate Allowance. Representations to enhance this allowance have also been received.

*Analysis and Recommendations*

11.40.92 The Commission notes that prior to the VI CPC pay regime, the cadre structure of track maintainers was as under:

<b>Designation</b>	<b>Pay Scale</b>
Gangmate	3050-4590
Keyman	2750-4400
Head Trackman	2750-4400
Sr.Trackman	2650-4000
Trackman	2610-3540

11.40.93 After acceptance of the VI CPC recommendations, and subsequent merger of pay scales, the structure was modified to the following:

<b>Designation</b>	<b>Grade Pay</b>
Gangmate	1900
Trackman	1800
Keyman	1800

11.40.94 Thus, the posts of Trackman and Sr.Trackman that were initially placed in PB -1S with GP 1400 and 1650 respectively were subsequently upgraded to PB-1 with GP 1800 after imparting training to these personnel.

11.40.95 The present cadre structure, in which GP 2400 and GP 2800 have been granted to 12 percent and 6 percent of the employees in an internal realignment by the Ministry of Railways, is a recent development dating just about two years back.

11.40.96 The Commission considers this GP upgrade that has already been carried out by the Ministry of Railways as an adequate incentive. Accordingly, no further adjustment in the pay structure is warranted.

11.40.97 However, in recognition of the hardship faced by these employees, it is **recommended that all four categories of Track Maintainers should be granted a risk and hardship allowance based on the Cell R3H2 (₹2,700 pm) of the Risk and Hardship Matrix.**

11.40.98 In the Risk and Hardship Matrix, the Special LC Gate Allowance has been placed in Cell R3H3, and suitably enhanced from its present rate.

### **Public Relations**

11.40.99 The Public Relations (PR) cadre maintains close liaison with the media by issuing press releases and organizing press briefings periodically. At the Zonal level, the cadre is headed by a Chief Public Relations Officer, an ex-cadre post for which the incumbent is usually chosen by the General Manager from the existing JAG/SG employees. At the Divisional level, the cadre works under the administrative control of Senior Divisional Commercial Manager.

11.40.100 The PR organization comprises Publicity Inspectors and Photographers. Their cadre structures are as under:

<b>Publicity Inspectors</b>		<b>Photographers</b>	
<b>Designation</b>	<b>Grade Pay</b>	<b>Designation</b>	<b>Grade Pay</b>
Sr. PRO	5400	Cameraman	4600
Public Relations Officer (PRO)	4800	Chief Photographer	4200
Chief Publicity Inspector	4600	Sr. Photographer	2800
Sr. Publicity Inspector	4200	Assistant Photographer	2400
Publicity Inspector	2800		

11.40.101 There is no open market recruitment in either of the cadres. The lowest posts of Publicity Inspector and Assistant Photographer are filled up by calling options from the employees of other cadres.

11.40.102 Besides asking for better pay package, both have represented for a separate, specialized PR cadre on Indian Railways.

#### *Analysis and Recommendations*

11.40.103 With the proliferation of media in our country, challenges for the PR organization have gone up. The importance of effective presentation also cannot be overstated, where Photographers play a significant role. The Commission appreciates the importance of PR function. However, the need for an independent cadre is best decided by the concerned ministry and the modalities regarding the same may be worked out by the Ministry of Railways.

### **Technical Supervisors**

11.40.104 Technical Supervisors on Indian Railways play a vital role in the safe and efficient

running of the trains. Presently, their cadre structure is as follows:

<b>Designation</b>	<b>Grade Pay</b>
Sr. Section Engineer (SSE)	4600
Junior Engineer (JE)	4200

11.40.105 At the level of JE, there is 50 percent direct recruitment with educational qualification requirement of Diploma in Engineering. Remaining 50 percent seats are filled departmentally, 25 percent through Limited Departmental Competitive Examination (LDCE) and 25 percent through selection from the highest category of technicians, viz., Master Technician.

11.40.106 At the level of SSE, 20 percent seats are directly filled with educational qualification required of Bachelor in Engineering. Remaining 80 percent seats are filled departmentally through seniority cum suitability.

11.40.107 In their representations to the Commission, besides asking for better pay scales, they have demanded that JEs should be promoted directly to Assistant Engineers, without going through the stage of SSE. They have also demanded Non-Practicing Allowance at par with Doctors and a hardship allowance for the onerous duties which they perform.

11.40.108 Demands have also been received regarding grant of Group 'B' status to JEs/SSEs in the Railways on the grounds that posts with identical Grade Pay in other departments are classified as Group 'B'.

*Analysis and Recommendations*

11.40.109 The next post in the hierarchical structure for Technical Supervisors is the post of Assistant Engineer. There is a 1:1 ratio between the posts of Assistant Engineer filled by Direct Recruitment and those filled through promotion.

11.40.110 For the post of Assistant Engineer filled through promotion, 70 percent seats are filled up through Limited General Selection (LGS), based on seniority cum suitability, wherein only SSEs (with GP 4600) are eligible. However, for the remaining 30 percent posts, there is a Limited Direct Competitive Examination in which both SSEs and JEs are allowed to appear. Hence, a meritorious and deserving JE can aspire to become Assistant Engineer directly, bypassing the SSE stage.

<b>Designation</b>	<b>Grade Pay</b>
Assistant Engineer	4800
Sr. Section Engineer (SSE)	4600
Junior Engineer (JE)	4200

11.40.111 It is also noted by the Commission that an "80 percent upgradation scheme" is also in vogue in Indian Railways since June 2003. Under this scheme, 80 percent Gr.B officers (in

GP 4800) are eligible for being upgraded from GP 4800 to GP 5400 (PB-3) after completion of three years regular service.

11.40.112 As far as the JE→SSE→Assistant Engineer career progression on Indian Railways is concerned, it may be pointed out that such a structure is not unique to Indian Railways. Similar progression exists in Border Roads Organizations, Ordnance Factories and few other organizations. The Ministry of Railways has strongly defended the continuation of this arrangement on functional grounds. It has also been pointed out to the Commission that the Recruitment Rules of most of the organised technical services on Railways already contain provisions to maintain 1:1 ratio between direct recruits and promoted officers.

11.40.113 Considering the feedback provided by the Railway Board and upon close analysis of the cadre structure, we are of the view that there is some element of stagnation at the GP 4600 stage. Accordingly, it is suggested that Railway Board should consider enhancing the number of posts in the next higher level, with commensurate increase in the number of directly recruited Group `A` officers so as to maintain the 1:1 ratio, keeping its functional requirement in mind. It is recommended that the percentage of employees eligible under the upgradation scheme should be changed from 80% to 100%, but the period should be increased from three years to four years of regular service.

11.40.114 Regarding the grant of Group `B` status, Ministry of Railways is of the view that the grant of Group `B` status to employees with identical Grade Pay in other ministries is as per the provisions of CCS(CCA) Rules, 1965, while posts in Railways are specifically excluded from the purview of these rules vide Rule 3(1)(a). Similarly, Central Civil Services (Revised Pay) Rules, 2008 are also not applicable to Railway servants who are governed by RS(D&A) Rules, 1968 and Railway Services (Revised Pay) Rules, 2008. This differentiation has been done keeping in view the unique functional, administrative and operational requirements of Railways which are very different from any other ministry or department in Government of India. The Ministry of Railways further contends that these views of the ministry have been upheld by the Hon'ble Supreme Court and no change is warranted.

11.40.115 Considering the arguments proffered by the concerned ministry, no change is recommended in the classification of these posts. Other demands lack merit.

### **Track Machine Engineers**

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11.40.116 Track Machine Engineers are responsible for the proper upkeep of the track with the help of different kinds of Track Machines. Their cadre structure is similar to that of Technical Supervisors, discussed above. Their main demand relates to the grant of Running Allowance on par with the running staff of Indian Railways. They have further represented about the lack of proper resting facilities and requested the Commission that the existing running room facilities, presently meant for the running staff, should be extended to them.

#### *Analysis and Recommendations*

11.40.117 The primary role of Track Machine Engineers is track maintenance. It is incidental that the means to achieve this involves machines that run on track. Moreover such machines

operate on segments of the track after ensuring that they are free of traffic for the duration. Therefore, their demand for parity with running staff, who exhibit far greater level of alacrity and instant decision making, lacks merit and cannot be considered. As far as allowing them to share the existing running room facilities is concerned, the request appears reasonable and should be favourably considered by the Ministry of Railways, subject to the administrative exigencies.

### **Chemical & Metallurgical Employees**

11.40.118 Nearly 1700 Group 'C' staff and 150 officers of Chemical & Metallurgical Organization are engaged in testing and certification of raw materials and vital safety items, thereby ensuring quality control and safety of travelling public. Their cadre structure is as under:

<b>Designation</b>	<b>Grade Pay</b>
Deputy Chief Chemist & Metallurgist	8700
Chemist & Metallurgist	6600
Assistant Chemist & Metallurgist	4800
Chemical & Metallurgical Superintendent	4600
Chemical & Metallurgical Assistant (CMA)	4200

11.40.119 There is 2/3<sup>rd</sup> direct entry at the level of CMA, with minimum educational qualification required of a degree in Engineering in either Metallurgy or Chemical streams, or a Master's degree in Chemistry.

11.40.120 Their main contention emanates from Para 3.4.7 of the VI CPC recommendations, which states that "all posts in Subordinate Engineering cadres carrying minimum qualifications of a degree in engineering and having an element of direct recruitment should be placed in the running Pay Band PB-2 . . . along with the GP4600." On the basis of this para they claim that the post of CMA, which has an element of direct recruitment with minimum qualification of an engineering degree, should carry a GP4600 (instead of 4200) as has been granted to SSEs who are also recruited with entry qualification of degree in Engineering.

11.40.121 They have also sought segregation from the Mechanical Department of the Railways and a separate cadre of their own, with a Member in the Railway Board.

#### *Analysis and Recommendations*

11.40.122 The Commission notes that after the implementation of the VI CPC recommendations, the issue of grant to GP 4600 to CMAs was agitated before various benches of the Hon'ble Central Administrative Tribunal. Arising out of this and in compliance of orders issued by the Principal Bench of the Hon'ble Central Administrative Tribunal, Delhi, the then Chairman of the Railway Board had issued a Speaking Order in July, 2014. The Ministry of Railways has made a copy of this Speaking Order available to the Commission. The order, while stating that GP 4600 cannot be granted to CMAs, also gives a detailed rationale for arriving at this conclusion.

11.40.123 However, this Commission has taken a consistent stand, in line with the stand taken by the VI CPC, regarding placing posts carrying minimum qualification of a degree in Engineering in GP 4600. We see no reason why this particular cadre should be treated exceptionally.

11.40.124 Accordingly it is recommended that **Chemical and Metallurgical Assistants should be upgraded to GP 4600, Chemical and Metallurgical Superintendents to GP 4800, and Assistant Chemist and Metallurgist to GP 5400 (PB-2).**

11.40.125 Regarding creation of a separate cadre, it is an administrative decision which is left to the discretion of the Ministry of Railways. No recommendations are made in this regard.

### **Artisan Staff**

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11.40.126 Artisans play a pivotal role in the maintenance of various assets over the Indian Railway system. Their cadre structure is as follows:

<b>Designation</b>	<b>Grade Pay</b>
Master Technician	4200
Technician I	2800
Technician II	2400
Technician III	1900

11.40.127 There are three modes of recruitment in the category of Technician III: (a) From open market with minimum educational qualification of Class X+2 years' ITI in specified trade; (b) Through the process of Departmental Selection, called LDCE. Selection is conducted from amongst the Helpers with two years working experience, but with minimum educational qualification, as prescribed for open market recruitment; (c) By promotion through the process of Trade Test from amongst the erstwhile Group D staff.

11.40.128 Technician II are entirely promoted from Technician III through trade test. Similarly, Technician I are also entirely promoted from Technician II. Master Technicians are promoted through the process of seniority-cum-suitability by a committee of officers from amongst Technician I.

11.40.129 Both the recognized staff Federations of Indian Railways, viz., AIRF and NFIR have requested the Commission to upgrade the educational requirement for Technician III from the present Class X+2 years' ITI to Class XII+2 years' ITI, with corresponding enhancement of GP. It has also been represented that Electrical Signal Maintainers (ESMs), in particular, should be given a raise as their job is particularly difficult and the cadre faces high rate of attrition. Risk Allowance at the rate of 10 percent of Basic Pay has also been sought.

### *Analysis and Recommendations*

11.40.130 The Commission is of the view that by and large, the educational qualification to be stipulated for a particular post should be left to the discretion of the ministry concerned, as they

are best placed to assess the same depending on job requirement, skill sets needed, courses available in the country, and so on. Consequently, the upgrading of minimum qualification in the case of Technician III is left to the wisdom of the Ministry of Railways.

11.40.131 The Commission also notes that Railways have already undertaken restructuring of the artisan cadre, effective from 01.11.2013, vide which the percentages of different grades have been altered as follows:

<b>Designation</b>	<b>Grade Pay</b>	<b>% Before Restructuring</b>	<b>% After Restructuring</b>
Master Technician	4200	8	16
Technician I	2800	41	44
Technician II	2400	26	20
Technician III	1900	25	20

11.40.132 Thus, adequate enhancement in career opportunities has already been provided. No separate recommendations are, therefore, considered necessary.

11.40.133 It is also noted that in case of ESMs (who belong to S&T Department), the percentages after restructuring are different:

<b>Designation</b>	<b>Grade Pay</b>	<b>% After Restructuring for S&amp;T</b>	<b>% After Restructuring for others</b>
Master Technician	4200	27	16
Technician I	2800	52	44
Technician II	2400	13	20
Technician III	1900	8	20

11.40.134 Opportunities for growth are, therefore, more for Artisans belong to S&T Department, compared to other Technical Departments of Railways. Keeping in view the higher attrition rates reported from artisans of S&T Department, this move should go a long way in arresting the trend. No further recommendations are required.

11.40.135 The risk involved is part and parcel of the job. A separate allowance is not warranted.

### **Traffic Assistants, Metro Railway**

11.40.136 The cadre of Traffic Assistants in the Metro Railway came into existence in 1987, along with the setting up of the Metro Railway itself. It is presently 376 strong, and is a unique one in that its members have both operations and commercial duties. Their cadre structure is as under:

<b>Designation</b>	<b>Grade Pay</b>
Station Superintendent	4600
Sr. Traffic Supervisor	4200
Sr. Traffic Assistant	2800
Traffic Assistant	2000

11.40.137 Direct recruitment, to the extent of 80 percent of the posts, is there at the level of Traffic Assistant, for which minimum educational qualification of Graduation is mandated.

11.40.138 In their representation to the Commission, Traffic Assistants have sought parity with Assistant Station Masters on the grounds of similar entry level qualification required and nature of duties.

#### *Analysis and Recommendations*

11.40.139 The Commission is of the view that although Traffic Assistants are tasked with both operations and commercial duties, their job content is not at par with that of Assistant Station Masters. At the same time, there is parity in the educational qualification requirement of both the posts.

11.40.140 Considering the relevant factors of minimum qualification required, job content, method of selection, etc., it is recommended that Traffic Assistants should be upgraded to GP 2400 and then placed at the appropriate level in the pay matrix.

### **Health and Malaria Inspectors**

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11.40.141 There are around 1350 Health Inspectors and 30,000 Safaiwalas on the Indian Railway system who maintain cleanliness, hygiene and sanitation at Railway premises and monitor the quality of food and water supplied to the customers. Their cadre structure is as under:

<b>Designation</b>	<b>Grade Pay</b>
<i>Inspectors</i>	
Assistant Health Officer	4800
Health & Malaria Inspector Gr.I	4600
Health & Malaria Inspector Gr.II	4200
<i>Safaiwalas</i>	
Sr. Safaiwala Jamadar	2400
Safaiwala Jamadar	2000
Sr. Safaiwala	1900
Safaiwala	1800

11.40.142 Direct entry to the Inspectors' cadre is at the level of Health & Malaria Inspector Gr.II with required qualification of Graduation, and in the Safaiwala cadre at the level of

Safaiwala with required qualification of Class X.

11.40.143 Besides asking for better pay scales on the grounds of uniqueness of their job, they have requested for two more things:

- a. Change in their designation on the grounds that the current nomenclature is not satisfactory, and
- b. Formation of a separate Public Health Wing at the level of Railway Board with a clear reporting structure.

#### *Analysis and Recommendations*

11.40.144 The Commission does not find merit in their demands for higher pay scales. Each job has something unique about it.

11.40.145 The issue of change in designation is purely an administrative decision and should be taken up by the Ministry of Railways. However, the strong sentiments expressed in this regard are hereby conveyed to the Railway Board.

11.40.146 As far as the creation of a separate Public Health Wing is concerned, the Ministry of Railways has informed the Commission that a separate Environment and Housekeeping Management Directorate has recently been set up in the Railway Board to look into this aspect. Accordingly, no separate recommendations are required.

#### **Rajbhasha**

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11.40.147 Discussed in Chapter 7.7.

#### **Paramedical Staff**

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11.40.148 Discussed in Chapter 7.7.

#### **Stenos**

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11.40.149 Discussed in the Chapter 7.1.

#### **Library Staff**

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11.40.150 Discussed in Chapter 7.7.

#### **Firefighting Staff, Metro Railway**

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11.40.151 Discussed in Chapter 7.7.

#### **EDP Staff**

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11.40.152 Discussed in Chapter 7.7.

# Ministry of Road, Transport and Highways

## Chapter 11.41

### General Issues

#### Introduction

11.41.1 The Ministry of Road Transport and Highways was formed in 2009 by bifurcating the erstwhile Ministry of Shipping, Road Transport and Highways into two independent ministries. The mission of the Ministry of Road Transport and Highways is to develop and maintain a road infrastructure in general and National Highways in particular to an international standard to achieve quick, safe and environment friendly mobility thereby accelerating socio-economic development and satisfaction of citizen of India through appropriate policy formulations, timely completion of programmes and execution of services in cost effective and transparent manner. All roads other than National Highways in the States fall within the jurisdiction of the respective State Governments. To assist the State Governments in the development of state roads, Central Government also provides financial assistance out of Central Road Fund (CRF) and Inter State Connectivity and Economic Importance (ISC&EI) scheme. The ministry is also responsible for evolving standards and specifications for roads and bridges in the country besides acting as a repository of technical information on roads and bridges.

#### Personnel Position

11.41.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Road Transport and Highways, is as follows:

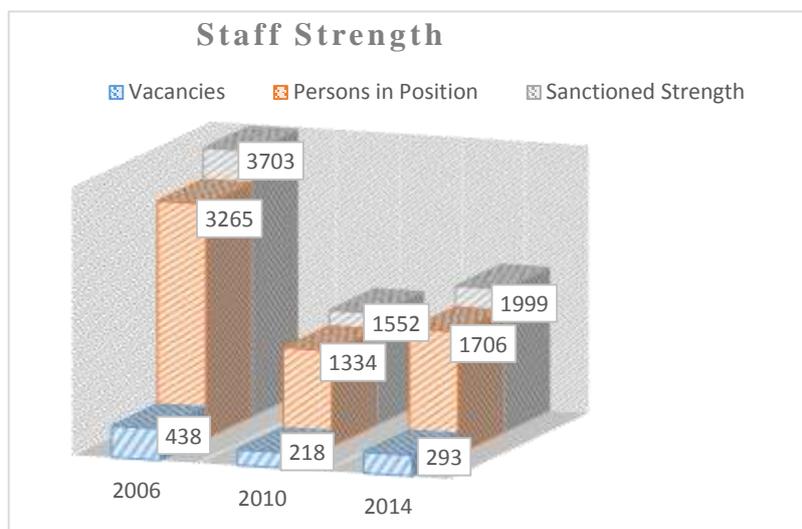
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	389	303	86	22
B	508	438	70	14
C	1,102	965	137	12
<b>Total</b>	<b>1,999</b>	<b>1,706</b>	<b>293</b>	<b>15</b>

11.41.3 The above table shows that in overall terms 15 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 1,706 persons in position (PIP), 1,369 employees are pre-2004 recruits and remaining 337 employees have been recruited on or after 01.01. 2004.

#### Inter Temporal Trend of Personnel

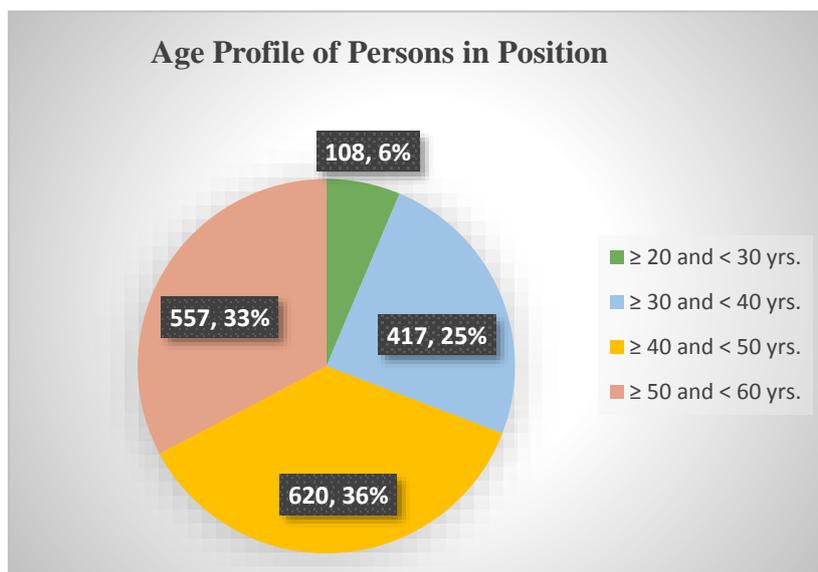
11.41.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Road Transport and Highways as on 01.01.2014 vis-à-vis 01.01.2006 and

01.01.2010. The personnel position of the ministry in the year 2006 include the persons working in the Department of Shipping also, as the department in that year, was a part of then Ministry of Shipping, Road Transport and Highways.



### Age Profile of the Persons in Position

11.41.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Road Transport and Highways. It indicates that about 33 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.41.6 The following table brings out the expenditure incurred by the Ministry of Road Transport and Highways, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	4652.38	4885.69	5515.20
Expenditure on Contractual Employees	24.72	79.76	113.76
<b>Total</b>	<b>4677.10</b>	<b>4965.45</b>	<b>5628.96</b>

## **Training**

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11.41.7 The ministry has identified 24 posts for training for specialised competencies. The ministry has competencies respectively. During the year 2013-14, 4 officers were trained for core indicated that during the year 2012-13, training was imparted to 8 and 16 officers for core and special competencies and 5 officers for special competencies. For training, the ministry has not indicated any separate budget provision.

## Ministry of Rural Development

## Chapter 11.42

### General Issues

#### Introduction

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11.42.1 The Ministry of Rural Development comprises of two departments namely, (a) Department of Rural Development, (b) Department of Land Resources.

- a. **Department of Rural Development:** The Department of Rural Development, came into existence in October, 1974 as a part of Ministry of Food and Agriculture. The Department of Rural Development implements schemes for generation of self-employment and wage employment, and provision of housing, social assets to rural poor. The major programmes administered by the Department of Rural Development are Pradhan Mantri Gram Sadak Yojana (PMGSY), Rural Housing (RE), Mahatma Gandhi National Rural employment guarantee Act (MGNREGA), National Rural Livelihood Mission (NRLM) and National Social Assistance Programme (NSAP).
- b. **Department of Land Resources:** The mandate of the Department of Land Resources covers land based development programmes. It implements area development programmes on Watershed basis. Currently, all the three watershed development programmes of the department i.e., Integrated Watershed Development Programme (IWDP), Drought Prone Area Programme (DPAP), Desert Development Programme (DDP) have been consolidated into a single modified programme namely, Integrated Watershed Management Programme.

#### Personnel Position

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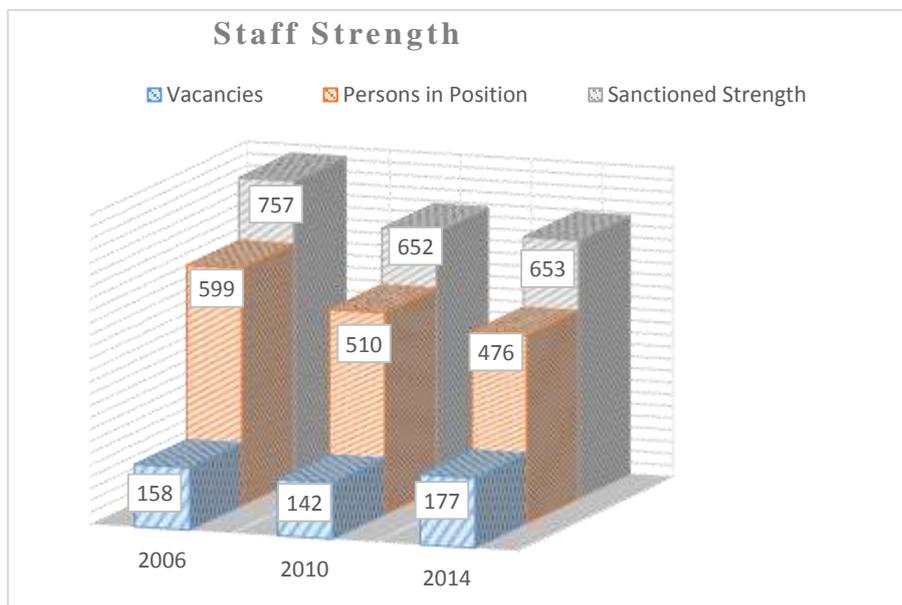
11.42.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Rural Development, is as follows:

Group	Sanctioned strength	Persons in position	Vacancy	Vacancy as %age of sanctioned strength
A	129	117	12	9
B	262	203	59	23
C	262	156	106	40
<b>Total</b>	<b>653</b>	<b>476</b>	<b>177</b>	<b>27</b>

11.42.3 The above table shows that in overall terms 27 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 476 persons in position (PIP), 410 employees are pre-2004 recruits and remaining 66 employees have been recruited on or after 01.01.2004.

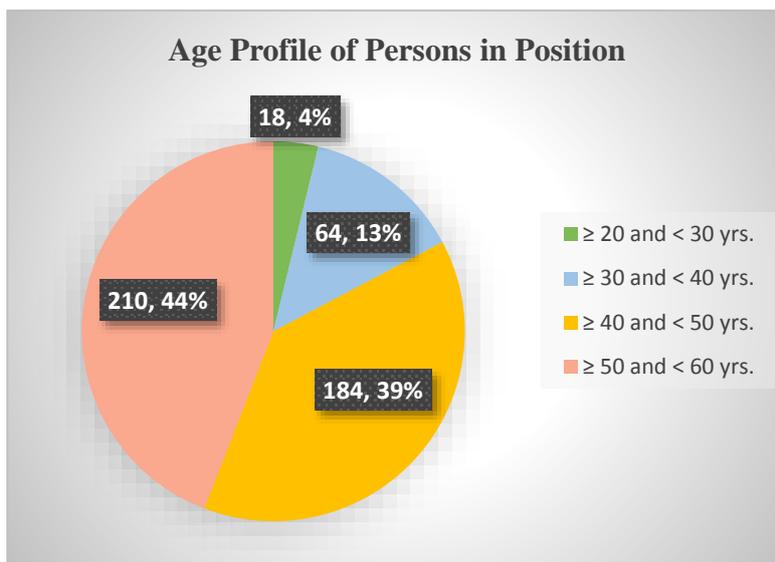
### Inter Temporal Trend of Personnel

11.42.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Rural Development as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.42.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Rural Development. It indicates that about 44 percent of the PIP shall be retiring within the next 10 years.



### **Expenditure on Personnel and Contractual Employees**

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11.42.6 The following table brings out the expenditure incurred by the Ministry of Rural Development, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	2645.00	2793.00	3084.00
Expenditure on Contractual Employees	116.36	224.76	293.44
<b>Total</b>	<b>2761.36</b>	<b>3017.76</b>	<b>3,377.44</b>

## *General Issues*

### **Introduction**

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11.43.1 The Ministry of Science and Technology comprises three departments namely, (a) Department of Science and Technology (b) Department of Scientific and Industrial Research and (c) Department of Bio-Technology.

- a. **Department of Science and Technology:** The vision of the Department of Science and Technology is to enable India becoming a global knowledge power by promoting basic research, development of cutting edge technologies and innovation for globally competitive and inclusive growth to power technology led economic progress of the society. With this vision, the mission of the department is to strengthen the R&D base of the country through funding, development and utilisation of technologies, building entrepreneurship and innovation, fostering international S&T cooperation, popularisation and demonstration, generating S&T database, mounting mission mode initiatives, attracting talent to science and rejuvenating research in university and promotion of public-private partnership.
- b. **Department of Scientific and Industrial Research:** The Department of Scientific and Industrial Research (DSIR), one of the departments of the Ministry of Science and Technology, was set up in January 1985. The mandate of the DSIR includes promotion of industrial research for indigenous technology promotion, development, utilisation and transfer. The primary endeavour of DSIR is to promote R&D by the industries; support industrial units to develop state-of-the-art globally competitive technologies of high commercial potential; augment technology transfer capabilities; enhance the share of technology intensive exports in overall exports; strengthen industrial consultancy and user friendly information network to facilitate scientific and industrial research in the country. The DSIR has two PSUs viz., National Research Development Corporation (NRDC) and Central Electronics Ltd. (CEL) and two autonomous organisations viz., Council of Scientific and Industrial Research (CSIR) and Consultancy Development Centre (CDC). The department also provides a host of facilities and assistance to Asian and Pacific Centre for Transfer of Technology (APCTT) as the focal point in the country.
- c. **Department of Bio-Technology:** The vision of the Department of Bio-Technology is to take bioscience to new heights, promote interdisciplinary research, create biotechnology tools and technologies that address the problems of agriculture productivity, food production, nutrition security, health care and environmental sustainability by providing new and emerging technology, products and services at affordable prices, generate employment opportunities and make India globally competitive in the emerging bio-economy.

### Personnel Position

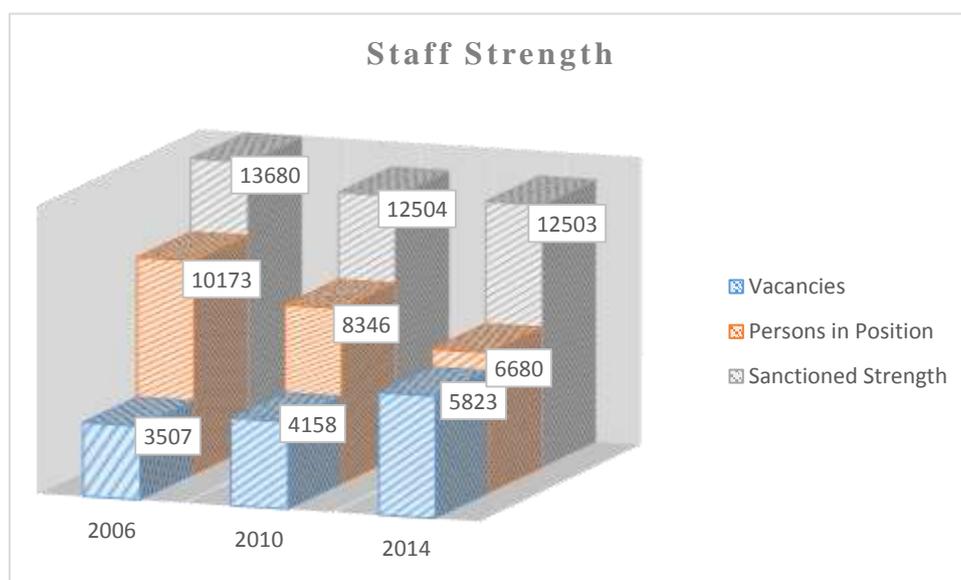
11.43.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Science and Technology, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	631	402	229	36
B	2,787	2,059	728	26
C	9,085	4,219	4,866	54
<b>Total</b>	<b>12,503</b>	<b>6,680</b>	<b>5,823</b>	<b>47</b>

11.43.3 The above table shows that in overall terms 47 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 6,680 person in position (PIP), 5,980 employees are pre-2004 recruits and remaining 700 employees have been recruited on or after 01.01.2004.

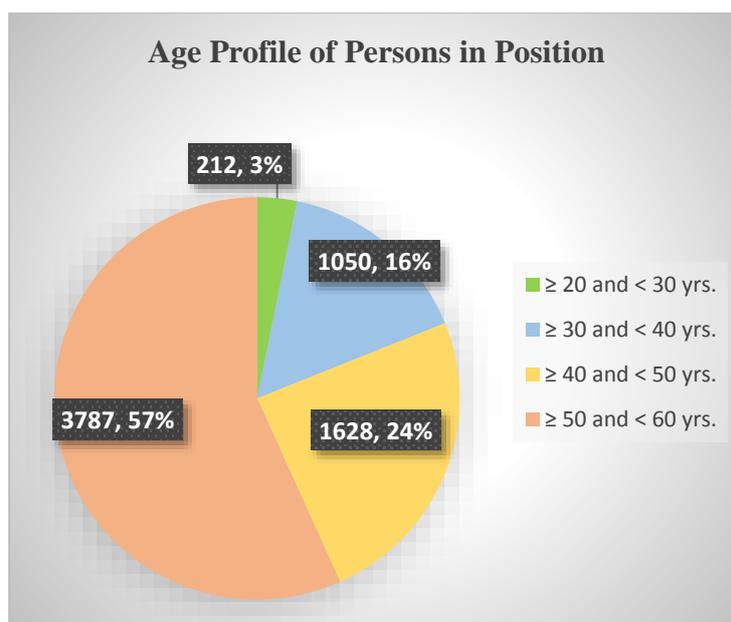
### Inter Temporal Trend of Personnel

11.43.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Science and Technology as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.43.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Science and Technology. It indicates that about 57 percent of the PIP shall be retiring within the next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.43.6 The following table brings out the expenditure incurred by the Ministry of Science and Technology, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

*(₹ in lakh)*

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	28,729.23	30,432.45	32,153.70
Expenditure on Contractual Employees	3.84	17.82	11.00
<b>Total</b>	<b>28,733.07</b>	<b>30,450.27</b>	<b>32164.70</b>

### **Training**

11.43.7 Of the three departments of the ministry, only the Department of Scientific and Industrial Research reported that it has identified 45 posts for training for core competencies and 44 posts for training in specialised competencies. The department has indicated that during the year 2012-13, training was imparted to twelve officers for core competencies and one officer for specialised competencies. During the year 2013-14, three officers were trained for core competencies and one officer for specialised competencies. For training, no budget provision for the year 2013-14 has been made by the department.

**Cadre Related Issues****National Atlas and Thematic Mapping Organization (NATMO)****Group `B' Cadre of NATMO**

11.43.8 The hierarchy of the Group `B' Scientific Cadre starting from Research Assistant is as under:

Post	Grade Pay	Entry Level Qualification/Method of Filling	No. of Posts
Research Officer	5400 (PB-3)	M.Sc. Geography or Geology with 5 years' experience 33.33 percent by promotion from Scientific Officer 66.66 percent by direct recruitment	20
Scientific Officer (Group B Gazetted)	4600	M.Sc. Geography or Geology with 3 years' experience Promotion/Deputation failing which by Direct Recruitment	31
Research Assistant	4200	M.Sc. Geography or Geology 50 percent by promotion from Junior Scientific Officer 50 percent by direct recruitment	122

11.43.9 There are demands that the post of Research Assistant may be upgraded from the GP 4200 to GP 4600 as this level is given in Registrar General of India (Census of India)/Central Arid Zone Research Institute (CAZRI) for the same educational qualifications and duties attached to the post of Research Assistant. A request has also been to re-designate the upgraded post as Scientific Officer Grade II (Mapping). As the post of Research Assistant forms the feeder grade to Scientific Officer (Group B Gazetted), which is in the GP 4600, it has been demanded that the post of Scientific Officer may be upgraded to the GP 4800 and re-designated as Scientific Officer Grade I (Mapping).

*Analysis and Recommendations*

11.43.10 From the existing structure, it can be seen that there is no case for an upgrade. As such status quo may be maintained in respect of the pay scales of Group B cadre of NATMO.

### Junior Geographical Assistant/Statistical Assistant

11.43.11 The hierarchy of Junior Geographical Assistant/Statistical Assistant is as follows:

Post	Grade Pay	Entry Level Qualification and Method of Filling	No. of posts
Scientific Officer (Group B Gazetted)	4600	M.Sc. Geography or Geology with three years' experience Promotion/Deputation failing which by Direct Recruitment	31
Research Assistant	4200	M.Sc. Geography or Geology 50 percent by promotion 50 percent by direct recruitment	122
Junior Geographical Assistant/ Statistical Assistant	2800	B.Sc. Geography/Mathematics/Statistics 100 percent Direct Recruitment	23

11.43.12 Their association has demanded merger of the posts of Junior Geographical Assistant and Statistical Assistant since the functions and nature of duties are comparable and interchangeable. It has also been demanded to upgrade the merged post to GP 4200 keeping in view the minimum qualifications and nature of duties.

#### *Analysis and Recommendations*

11.43.13 The Commission is of the view that that since competencies of the Junior Geographical Assistant and Statistical Assistant are different, the concerned department is best placed to make an assessment of the demand.

### Statistical Division

11.43.14 The hierarchy of the Statistical Division of NATMO is as follows:

Hierarchy	Grade Pay	Entry Level Qualification	No. of Posts
Senior Statistical Officer	5400 (PB-3)	M.Sc. Statistics/Mathematics or Economics (with Statistics) with 3 years' experience	01
Statistical Officer	4200	M.Sc. Statistics/Mathematics or Economics (with Statistics) with 2 years' experience	01

Demands for upgrade of pay have been received.

#### *Analysis and Recommendations*

11.43.15 The Commission has noted that the Statistical Investigator Grade II, borne on the cadre of the subordinate statistical service with the minimum qualification of graduation, is in GP 4200. The next higher level of Statistical Investigator Grade I is a fully promotional post in GP 4600. The Commission is of the view that government may take a decision on the matter after comparing the entry process into Subordinate Statistical Services with the entry process into the post of Statistical Officer in NATMO. As regards the post of Senior Statistical Officer, the Commission is of the view that the post is placed appropriately.

## Survey of India (SOI)

### Group `A` Posts

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11.43.16 The mandate of the Survey of India is production of topographical maps for defence and development purposes. The Survey of India also renders advice on specifications of surveys and furnishes requisite data and maps to various Central and State Government agencies for defence, development and planning purposes in addition to its own role as the principal mapping agency. The Survey of India Group `A` Service comprises two streams separately for civilians and defence personnel. Each stream has promotional avenues up to the SAG level. While Defence personnel are deputed on transfer from corps, civilian officers are recruited through the combined Indian Engineering Services examination conducted by UPSC or by promotion from Group `B` officers of the department. The Survey of India is headed by Surveyor General of India.

11.43.17 The association of the civilian stream has demanded restructuring of the cadre of Group `A` Service officers, which include the demand for upgrading the post of Surveyor General of India from the HAG to the apex level and creation of additional posts at the level of HAG and SAG so that the Group `A` Service in the SoI becomes at par with other organised services. Grant of higher pay scale on non-functional basis, as in the Organised Group `A` Services, has also been demanded. The association has further demanded full civilianization of SoI as the Army officers working therein hold two substantive posts. Other demands include reviewing the mechanism for filling up of existing vacancies in the grades of Director and Deputy Director and upgradation of SOI from a subordinate office of the Ministry of Science and Technology to a full-fledged department on the same lines as Geological Survey of India, which has been recently elevated from the status of subordinate office to attached office under the Ministry of Mines.

### *Analysis and Recommendations*

11.43.18 The Commission is not in favour of creation of additional posts in the HAG and SAG level as this exercise falls in the realm of cadre restructuring. As regards filling up of vacant posts in SOI, this is an administrative issue and not a matter to be deliberated upon by the Commission. With regard to civilianization of the Survey of India, the Commission is of the view that civilianization of SoI and the demand for creation of more civilian posts is an administrative issue and as such it is reiterated that these issues should be dealt with by the department themselves. As regards the demand for elevation of SOI from the status of a subordinate office to a full-fledged department under the Ministry of Science and Technology, this is not within the mandate of the Commission.

## Surveyor Cadre

11.43.19 The hierarchy of the Surveyor cadre is as follows:

Hierarchy	Grade Pay	Entry Level Qualification and Method of Filling	No. of Posts
Superintending Surveyor	6600	Promotional Grade	20
Officer Surveyors	4600	75 percent by promotion from Surveyors or Survey Assistant with 6 years' of service. 25 percent LDCE having B.Sc. (Maths), Comp. knowledge and stereoscopic vision.	474
Survey Assistant	4200	Promotional Grade from Group 'C' Division II Staff having Intermediate Science (Maths) + stereoscopic vision.	440
Surveyors	4200	B.Sc. (Maths) + stereoscopic vision with two years' basic training course. Two-thirds DR and one-third LDCE.	589

11.43.20 Officer Surveyors have demanded parity with the Section Officers of the CSS and accordingly sought upgradation of their entry grade from the GP 4600 to GP 4800 with progression to GP 5400 (PB-2) after four years.

### *Analysis and Recommendations*

11.43.21 The Commission has noted that until the IV CPC the Officer Surveyor and the Section Officer were at par. Thereafter, although the V CPC had also recommended the continuation of the parity, it got disturbed at the implementation stage of the V CPC's recommendations and the Offices Surveyor came to lie in the lower scale. The Commission has noted that the VI CPC did not comment on the issue and the disparity persisted. The Commission has also been informed that the matter has come up before the anomaly committee and various other Tribunals, which recommended that parity may be restored. However the government did not act upon the recommendation and filed an SLP in the Hon'ble Supreme Court, which dismissed the appeal and directed government to file a review petition in the Madras High Court. As of now the matter has been transferred from the Madras High Court and is awaiting the order of Hon'ble CAT. In the circumstances, the Commission does not make any recommendation in the matter.

## Ministry of Shipping

## Chapter 11.44

### General Issues

#### Introduction

11.44.1 Ministry of Shipping was formed in the year 2009 by bifurcating the erstwhile Ministry of Shipping, Road Transport and Highways into two independent ministries. The maritime sector in India comprises of Ports, shipping, shipbuilding and repair and inland water transport systems. India has 12 major ports and about 187 minor ports. The Ministry of Shipping has been entrusted with the responsibility to formulate policies and programmes for these sectors and their implementation. The Indian shipping industry has over the years played a crucial role in the transport sector of India's economy with maritime transport accounting for approximately 90 percent of the country's trade by volume and 70 percent by value. The Ministry of Shipping has four Attached/Subordinate Offices and seven PSUs functioning under its administrative control.

#### Personnel Position

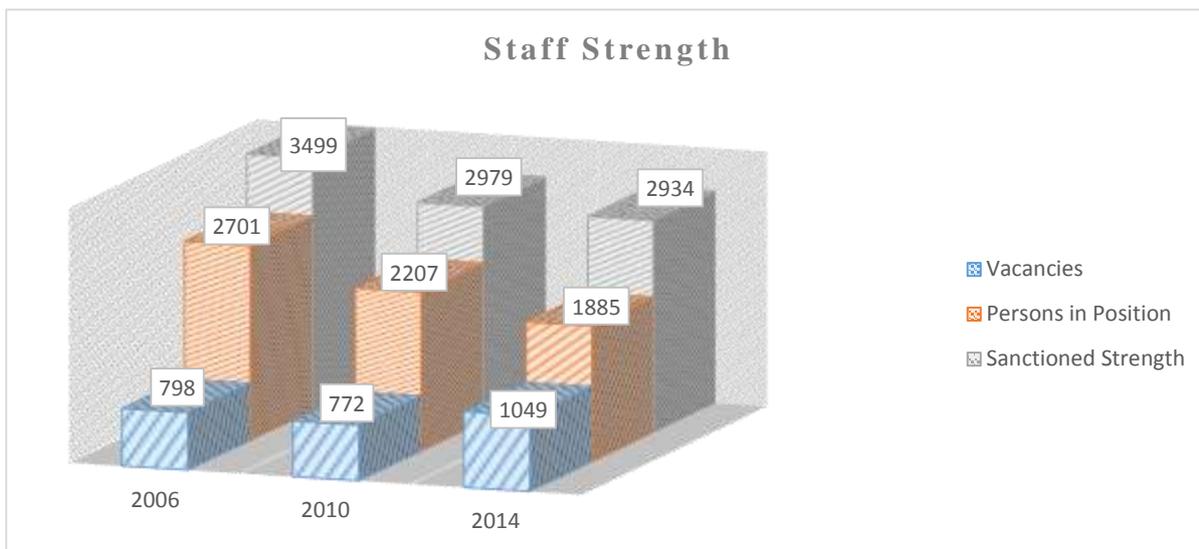
11.44.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Shipping, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	286	185	101	35
B	814	560	254	31
C	1,834	1,140	694	38
<b>Total</b>	<b>2,934</b>	<b>1,885</b>	<b>1,049</b>	<b>36</b>

11.44.3 The above table shows that in overall terms 36 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 1,885 persons in position (PIP), 1,398 employees are pre-2004 recruits and remaining 487 employees have been recruited on or after 01.01.2004.

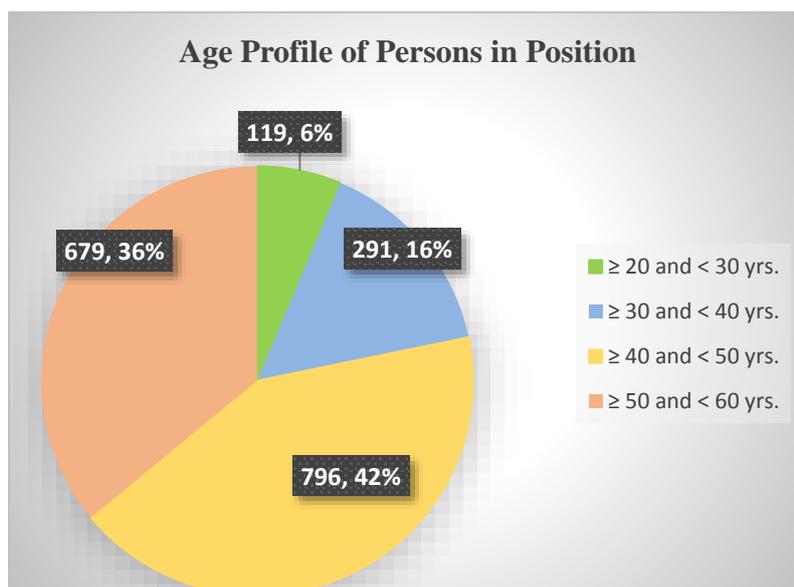
#### Inter Temporal Trend of Personnel

11.44.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Shipping as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.44.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Shipping. It indicates that about 36 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.44.6 The following table brings out the expenditure incurred by the Ministry of Shipping, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-2012	2012-13
Expenditure on Salaries and Allowances	7,892.59	8,287.41	9,073.94
Expenditure on Contractual Employees	66.01	195.45	289.91
<b>Total</b>	<b>7,958.60</b>	<b>8,482.86</b>	<b>9,363.85</b>

## Training

11.44.7 The ministry has identified 765 posts for training for core competencies and 247 posts for training for specialised competencies. The ministry has indicated that during the year 2012-13, training was imparted to 109 and 112 officers for core and special competencies respectively. During the year 2013-14, 79 officers were trained for core competencies and 32 officers for special competencies. For training, the ministry has not indicated any separate budget provision.

## Cadre Related Issues

### Directorate of Lighthouses and Lightships

11.44.8 The Directorate of Lighthouses and Lightships is a subordinate office under Ministry of Shipping. It provides visual and radio aid to Marine navigation along the Indian coast. The visual aids are lighthouses, light vessel, buoys and beacons. The radio aids are DGPS (Differential Global positioning System), RACONS (Radar Beacon Transponder) etc.

11.44.9 The staff of the Directorate represented to the Commission with demands for better pay scales. Their pay structure at present is as under:

Designation	Grade Pay
Head Light Keeper	4200
Navigational Assistant Gr.II	2800
Navigational Assistant Gr.III	2400
Light House Attendant	1800

11.44.10 Direct recruitment is at the levels of Light House Attendant (GP 1800), with educational qualification required of Class X+ITI, and at the level of Navigational Assistant Gr.III (GP 2400) with educational qualification of Diploma in Electronics and Communication.

11.44.11 Posts of Head Light Keeper and Navigational Assistant Gr.II are fully promotional from the immediate lower grade.

11.44.12 Besides requesting for better pay scales, grant of Night Duty Allowance and Uniform Allowance has also been sought.

### Analysis and Recommendations

11.44.13 While educational qualification is not the sole criterion for determination of pay, it is, nevertheless, one of the important criterion for doing so. Consequently, considering the

educational qualification required and the job content of these posts, it is recommended **that Light House Attendants should be upgraded to GP 1900, Navigational Assistant Gr.III to GP 2800, Navigational Assistant Gr.II to GP 4200 and Head Light Keeper to GP 4600.** These posts, should, then be placed at proper levels in the pay matrix.

11.44.14 With regards to Night Duty Allowance and Uniform Allowance, a need-based assessment should be done by the Ministry of Shipping, and if justified, rates could be as per the dispensation for Night Duty Allowance and Dress Allowance recommended in the Chapter 8.17 and Chapter 8.16 respectively.

## Ministry of Social Justice and Empowerment

## Chapter 11.45

### *General Issues*

#### **Introduction**

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11.45.1 The name of Ministry of Welfare was changed to the Ministry of Social Justice and Empowerment in May 1998. This ministry was bifurcated into two departments in May, 2012 namely, (i) Department of Social Justice and Empowerment and (ii) Department of Disability Affairs.

- i. **Department of Social Justice and Empowerment:** The Department of Social Justice and Empowerment is the nodal Department for the overall policy, planning and coordination of the of the programmes for the development of (i) Scheduled Caste (ii) Socially and Educationally Backward Classes (iii) Denotified Tribes (iv) Economically Backward Classes and for the welfare of Senior Citizens. However, the overall management and monitoring etc. of the sectoral programmes in respect of these groups is the responsibility of the concerned Central ministries, State Governments and Union Territory Administrations. Each Central Ministry or Department discharges nodal responsibility concerning sector. The vision of the department is to build an inclusive society wherein members of the target groups can lead productive, safe and dignified lives with adequate support for their growth and development.
- ii. **Department Disability Affairs :** The Department of Disability Affairs is the nodal Department for the overall policy, planning and coordination of the of the programmes for the persons with disabilities although the overall management and monitoring etc. of the sectoral programmes in respect of this group is the responsibility of the concerned Central ministries, State Governments and Union Territory Administrations. Each Central Ministry or Department discharges the nodal responsibility concerning its sector.

#### **Personnel Position**

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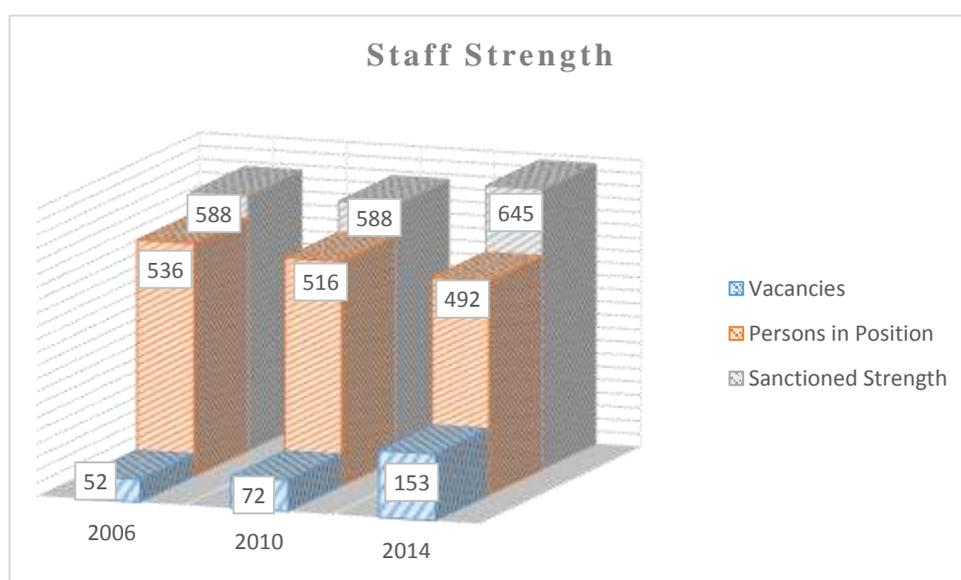
11.45.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Social Justice and Empowerment and Department of Disability Affairs, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	106	83	23	22
B	233	163	70	30
C	306	246	60	20
<b>Total</b>	<b>645</b>	<b>492</b>	<b>153</b>	<b>24</b>

11.45.3 The above table shows that in overall terms 24 percent of total sanctioned strength of these two departments are lying vacant as on 01.01.2014. Of the 492 persons in position (PIP), 418 employees are pre-2004 recruits and remaining 74 employees have been recruited on or after 01.01.2004.

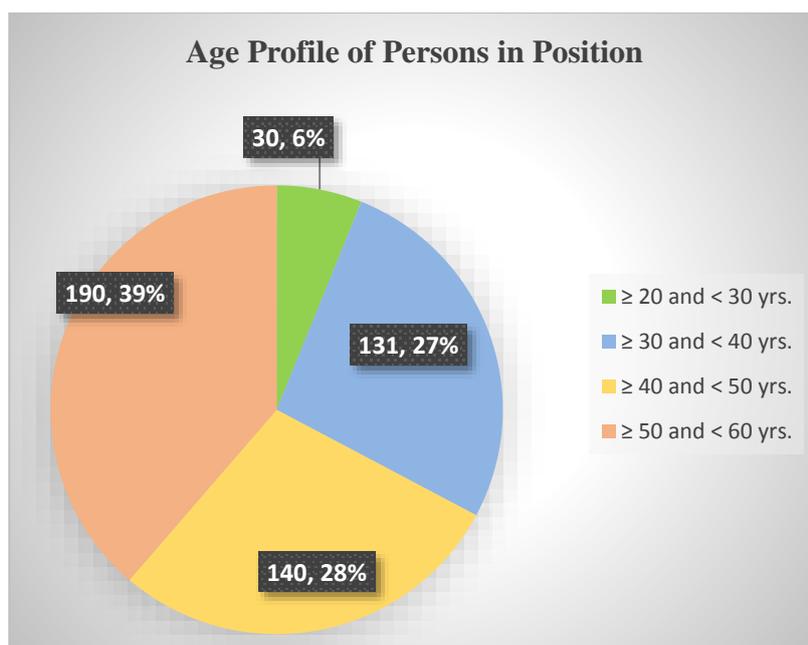
### Inter Temporal Trend of Personnel

11.45.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Social Justice and Empowerment as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.45.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Social Justice and Empowerment. It indicates that about 39 percent of the PIP shall be retiring within the next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.45.6 The following table brings out the expenditure incurred by the Ministry of Social Justice and Empowerment on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	2,614.00	2,857.00	3,058.00
Expenditure on Contractual Employees	....	... ..	79.16
<b>Total</b>	<b>2,614.00</b>	<b>2,857.00</b>	<b>3,137.16</b>

### **Cadre Related Issues**

#### **Orthotics and Prosthetics**

11.45.7 The Orthotics and Prosthetics personnel have demanded that the existing pay in GP 2800 in respect of Instructors (P&O) in the National Institute for Orthopaedically Handicapped, Kolkata, be enhanced to GP 4200 at par with Junior Prosthetist and Junior Orthotist as the educational and professional qualifications of Junior Prosthetist and Junior Orthotist are three years' diploma in Prosthetics & Orthotics or 1½ years certificate course in Prosthetics & Orthotics with one year experience whereas it is three years' diploma in Prosthetics & Orthotics or 1½ years' certificate course in Prosthetics & Orthotics with some experience in the line and the same are similar.

#### *Analysis and Recommendations*

11.45.8 Upon examining the relevant Recruitment Rules for all three posts it emerges that the post of Instructor (P&O) is a Group 'C' post as against the posts of Junior Prosthetist and

Junior Orthotist which are Group `B` posts. Moreover, the essential qualifications for these posts are also not comparable as shown below:-

- i. Junior Prosthetist (Group-B)
  - Degree in Prosthetist & Orthotist and one year experience as Prosthetist & Orthotist in recognised University/College/University.
- ii. Junior Orthotist (Group-B)
  - Three years' Diploma or 1 ½ years' certificate course in Prosthetics & Orthotics and one year experience in Prosthetics & Orthotics.
- iii. Instructor (P&O) (Group-C)
  - Three years' Diploma in Prosthetics & Orthotics or 1 ½ years' certificate in Prosthetics & Orthotics from recognised Institute with some experience in the line.

**11.45.9 Apart from the fact that (i) and (ii) are Group `B` posts and (iii) is a Group `C` one, the eligibility conditions are also different. Hence the demand is not agreed with.**

## Department of Space

## Chapter 11.46

### General Issues

#### Introduction

11.46.1 Space activities in the country were initiated with the setting up of Indian National Committee for Space Research (INCOSAPR) in 1962. The Indian Space Research Organisation (ISRO) was established in August 1969. The Government of India constituted the Space Commission and established the Department of Space (DOS) in June 1972 and brought ISRO under DOS in September 1972. The Space Commission formulates the policies and oversees the implementation of Indian space programmes to promote the development and application of space science and technology for socio- economic benefit of the country. DOS implements these programmes through, mainly, ISRO, Physical Research Laboratory (PRL), National Atmospheric Research Laboratory (NARL), North Eastern-Space Application Centre (NE-SAC) and Semi-Conductor Laboratory (SCL). The Antrix Corporation was established in 1992 as a government owned company to market space products and services.

#### Personnel Position

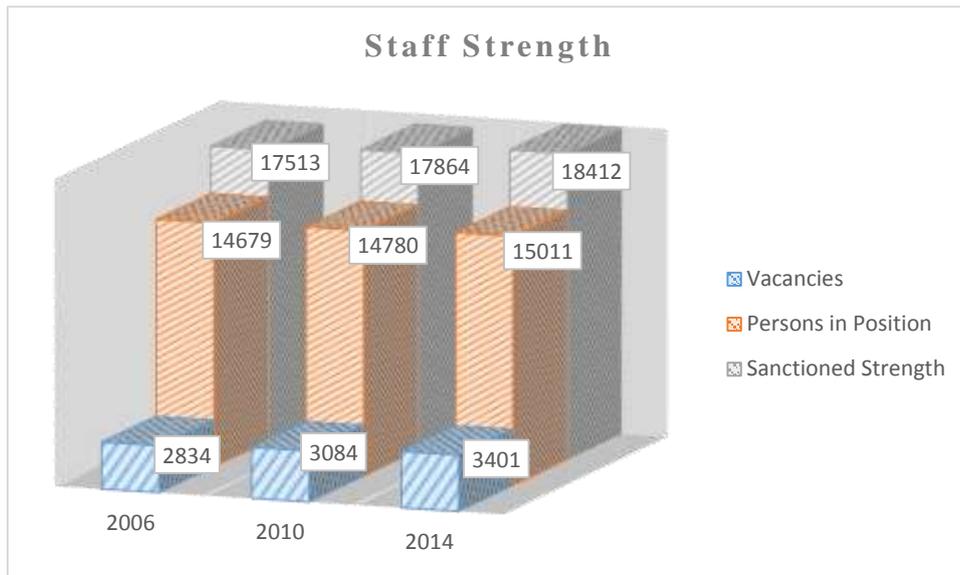
11.46.2 Number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Space, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	9,095	8,555	540	6
B	4,453	3,416	1,037	23
C	4,864	3,040	1,824	38
<b>Total</b>	<b>18,412</b>	<b>15,011</b>	<b>3,401</b>	<b>18</b>

11.46.3 The above table shows that in overall terms 18 percent of total sanctioned strength of the department is lying vacant as on 01.01.2014. Of 15,011 persons in position (PIP), 9315 employees are pre-2004 recruits and remaining 5696 employees have been recruited after 01.01.2004.

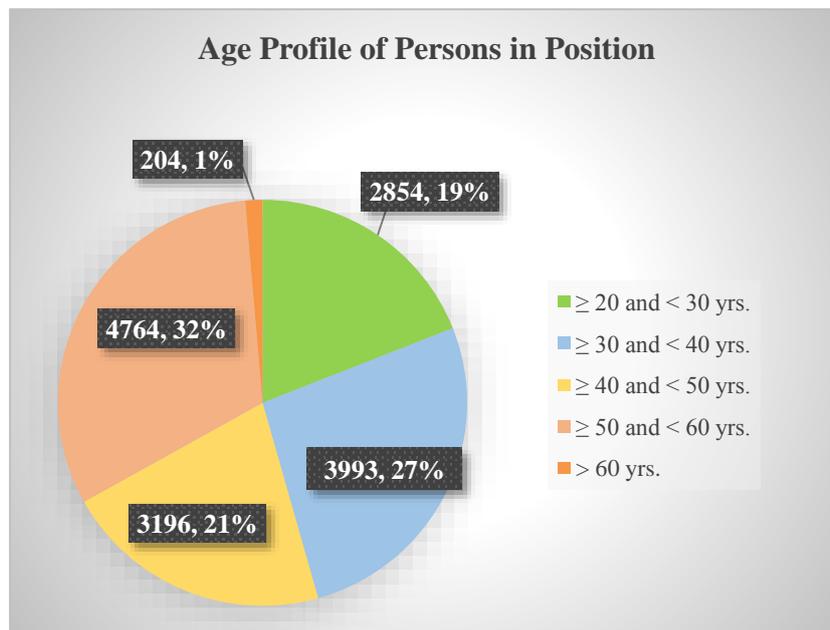
#### Inter Temporal Trend in Position

11.46.4 The following bar chart indicates the inter temporal position of personnel in the department of Space as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### **Age Profile of the Persons in Position**

11.46.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Department of Space. It indicates that about 32 percent of the PIP shall be retiring within next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.46.6 The following table brings out the expenditure incurred by the Department of Space, on salaries and allowances on the employees working in the department through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	88,899.00	99,568.00	1,07,584.00
Expenditure on Services Received through Contractual Employees	2,797.91	3,920.18	4,445.12
<b>Total</b>	<b>91,696.91</b>	<b>1,03,488.18</b>	<b>1,12,029.12</b>

## Training

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11.46.7 The National Training Policy of the Government of India has laid emphasis on a competency framework- delineation of core skills and specialised skills, classification of posts in terms of functions etc. Each ministry/department is also expected to adopt a systematic approach to training which includes formulation of a training plan, creation of a training infrastructure and a system of monitoring and evaluation.

11.46.8 The Department of Space has reported an annual training plan for its employees. Monitoring and evaluation of training is quarterly/annually done. The department has identified 4,651 Group 'A' posts for core competencies and 3,261 Group 'A' posts for specialised competencies. In the year 2012-13, 1851 and 757 Group 'A' officers were trained for core competencies and specialised competencies respectively. During the year 2013-14, 1112 and 251 Group 'A' officers were trained for core competencies and specialised competencies respectively. During the year 2014, 658 and 192 Group 'A' officers were trained for core competencies and specialised competencies respectively. In Groups 'B' and 'C', posts have not been identified for training for core competencies and specialised competencies. No separate budget provision exists in the department for training.

## ***Cadre Related Issues***

### **S & T Personnel in Group `A`**

11.46.9 The hierarchy of S & T Personnel in Group `A` posts of DOS/ISRO is as follows:

<b>Post</b>	<b>Grade Pay</b>	<b>Entry level Qualification/ Method of Filling</b>
Outstanding Scientist	HAG	By promotion
Scientist/Engineer G/Scientist H	10000	By promotion (Scientist H given Special pay of ₹4000)
Scientist/Engineer SG	8900	By promotion
Scientist/Engineer SF	8700	By promotion
Scientist/Engineer SE	7600	Special Recruitment
Scientist/Engineer SD	6600	Ph.D., Direct Recruitment
Scientist/Engineer SC	5400 (PB-3)	M.Tech./B.Tech./M.Sc.

11.46.10 It has been submitted that Scientists/Engineers in Grade H are given special pay of ₹4,000 to distinguish them from Grade G Scientists/Engineers who are also in the same grade pay. However, the special pay is not reckoned for computation of pension and pensionary benefits. This has resulted in scientists/engineers of Grade H retiring in the pay level of Grade G. To address this, it has been demanded that one more regular grade pay in PB-4 may be created to which Grade H could be fitted in lieu of the special pay of ₹4,000. A higher grade has been justified on the ground that responsibilities of grade H scientists/engineers are more than Grade G Scientists/Engineers.

#### *Analysis and Recommendations*

11.46.11 The Commission has noted that the V CPC had recommended merger of the pay scales of Scientists/Engineers G and Scientists/Engineers H into a single pay scale of ₹18400-22400. The DOS continued with these two posts in the common grade but after elevating the status of Scientists/Engineers H by grant of special pay. As these levels have continued to remain substantially consolidated in the same scale since then, the Commission is not in favour of separating them. Moreover the Commission is of the view that all civilian posts shall be governed by a single pay structure. Since the pay level is same for both the Scientists G and H, pensionary benefits should also remain the same.

### **Promotee versus DR's Pay**

11.46.12 The pay in the pay band for a Scientist/Engineer in the GP 6600 has been fixed at ₹18,750 by the government following the recommendations of VI CPC. However the pay in the pay band of a Scientist/Engineer, promoted from the GP 5400 (PB-3) to GP 6600 after completion of two years of prescribed residency, is fixed at ₹16,560. This has resulted in an anomaly wherein a promotee draws lesser pay than the direct recruit even when both join the same level at the same time. A demand has been made to address this anomalous situation.

*Analysis and Recommendations*

11.46.13 The Commission has addressed this issue as a general one affecting staff across all levels discussed it in the Chapter 5.1.

**Secretariat and Non-Secretariat Staff**

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11.46.14 The hierarchy of Secretariat Staff in DOS and Non-Secretariat staff in ISRO is shown below:

ISRO			DOS		
Senior Assistant	GP 4200	100 percent by promotion	Assistant	GP 4600	100 percent by promotion
Assistant	GP 2400	Graduate-1st	UDC	GP 2400	Graduate-1st
Personal Assistant	GP 4200	100 percent by promotion	Personal Assistant	GP 4200	100 percent by promotion
Junior PA	GP 2400	Graduate-1st	Stenographer	GP 2400	Graduate-1st

11.46.15 A demand has been made to upgrade the post of Senior Assistant in ISRO from the present GP 4200 to GP 4600 at par with Assistant in DOS. Similarly a demand has also been made to upgrade the post of Personal Assistant in ISRO from its present GP 4200 to GP 4600 at par with Personal Assistant in DOS. The justification given is that both Senior Assistants and Personal Assistant in ISRO at their preceding levels are in the GP 2400 and carry the minimum entry qualification of graduation with first class, which is the same as that of the preceding levels of Assistants and Personal Assistants in DOS.

*Analysis and Recommendations*

11.46.16 The Commission has considered the parity issue between secretariat and non-secretariat offices in its Chapter 7.1 on Headquarters Organizations in GoI and Office Staff in field offices. The general recommendations made therein will apply to all categories of Administrative Staff in DOS/ISRO as well.

## Ministry of Statistics and Programme Implementation

## Chapter 11.47

### General Issues

#### Introduction

11.47.1 The Ministry of Statistics and Programme Implementation came into existence as an independent Ministry on 15 October, 1999 after merger of the Department of Statistics and Department of Programme Implementation. The ministry has two wings, one relating to Statistics and other relating to Programme Implementation. The Statistics Wing redesignated as National Statistics Office (NSO) consists of Central Statistics Office (CSO) and National Sample Survey Office (NSSO). Statistics Wing acts as the nodal agency for planning integrated development of the statistical system in the country. This department advises other departments of the Government of India on statistical methodology and on statistical analysis of data. The department inter-alia compiles National Income, Gross/Net Domestic Product of the government, capital formation, savings, capital stock and consumption. It also prepares and releases Index of Industrial Production (IIP) every month in the form of Quick Estimates, conducting Annual Survey of Industries, to assess and evaluate the changes in the growth, consumption and structure of the organised manufacturing sectors. The Programme Implementation wing monitors projects of 150 crore and above and performance of infrastructure sectors. The wing also monitors Members of Parliament Local Area Development Scheme (MPLADS).

#### Personnel Position

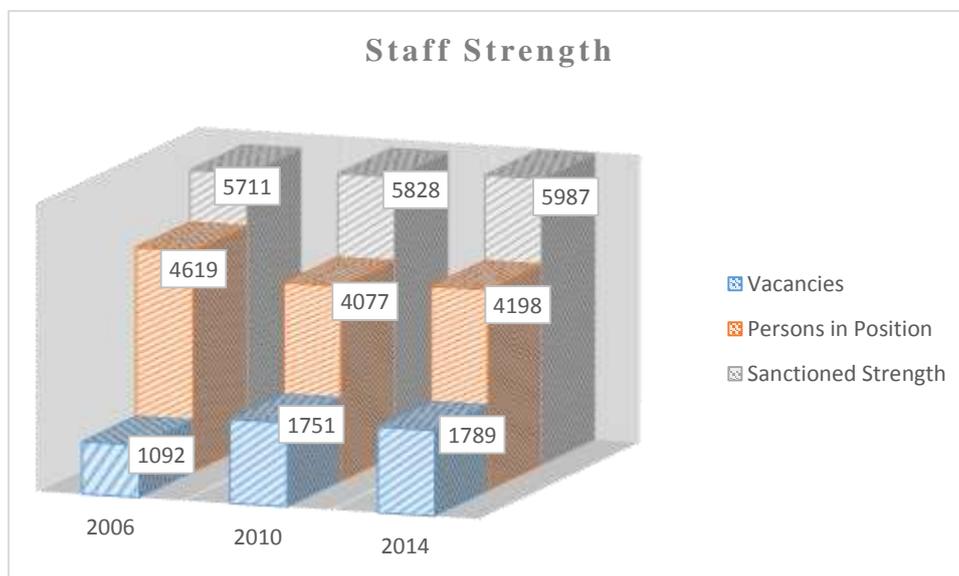
11.47.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Statistics and Programme Implementation, is as follows:

<b>Group</b>	<b>Sanctioned Strength</b>	<b>Persons in Position</b>	<b>Vacancy</b>	<b>Vacancy as %age of Sanctioned Strength</b>
<b>A</b>	482	393	89	18
<b>B</b>	4,202	2,842	1,360	32
<b>C</b>	1,303	963	340	26
<b>Total</b>	<b>5,987</b>	<b>4,198</b>	<b>1,789</b>	<b>30</b>

11.47.3 The above table shows that in overall terms 30 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 4,198 persons in position (PIP), 2,506 employees are pre-2004 recruits and remaining 1,692 employees have been recruited on or after 01.01.2004.

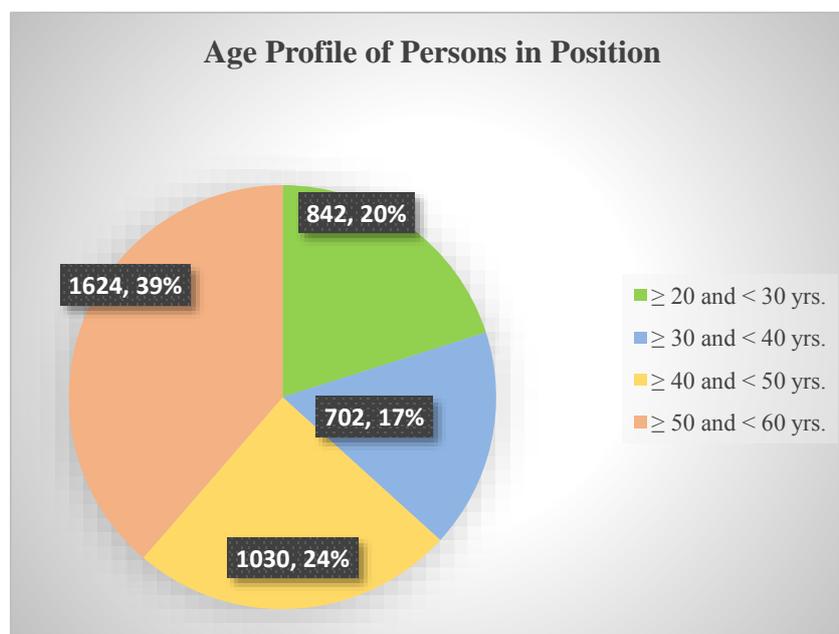
### Inter Temporal Trend of Personnel

11.47.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Statistics and Programme Implementation as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.47.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Statistics and Programme Implementation. It indicates that about 39 percent of the PIP shall be retiring within the next 10 years.



## **Expenditure on Personnel and Contractual Employees**

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11.47.6 The following table brings out the expenditure incurred by the Ministry of Statistics and Programme Implementation, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

<i>(₹ in lakh)</i>			
<b>Particulars</b>	<b>2010-2011</b>	<b>2011-2012</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	21,359.64	21,819.42	24,383.56
Expenditure on Contractual Employees	. . . . .	. . . . .	. . . . .
<b>Total</b>	<b>21,359.64</b>	<b>21,819.42</b>	<b>24,383.56</b>

## ***Cadre Related Issues***

### **Apex Level Posts**

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11.47.7 It has been demanded that the posts of Director General, Central Statistics Office and Director General, National Sample Survey Office may be upgraded to Apex scale. Currently, the highest level posts available in the Indian Statistical Service are in the HAG+ scale. It is mentioned that the post of DG, CSO was earlier upgraded as per recommendation of V CPC, but downgraded later without any reason.

#### *Analysis and Recommendations*

11.47.8 With reference to the issue of Apex scale for the post of DG, CSO and DG, NSSO, it is seen that the V CPC, vide para 81.12 and 81.14 thereof, had recommended that the post of DG, CSO should be upgraded and given the replacement scale of ₹8000 (fixed pre-revised) and that the Chief Executive Officer (CEO) of NSSO be placed in the pay scale of 7300-8000. The DG, CSO was also recommended the status of Special Secretary to the Government of India and recommended to be encadred in the Indian Statistical Service.

**11.47.9 The Commission recommends upgradation of the post of DG, CSO to apex scale in the Indian Statistical Service. The post is placed in the level L-17 in the new pay matrix.**

### **Chief Statistician**

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11.47.10 It has been demanded that the post of Chief Statistician of India should also be a part of the Indian Statistical Service. Since inception, the post has so far been held by career Economists. However, this post needs the deep knowledge and understanding of official statistics, which only the professional statistician can possess. It has been demanded that this post may be included in the ISS and be filled on selection basis from amongst the officers of ISS.

#### *Analysis and Recommendations*

**11.47.11 The Commission feels this is a purely administrative issue, hence no recommendations are made.**

### **Inclusion of Posts for ISS**

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11.47.12 It is stated that all economic and social sector ministries/departments should have appropriate statistical setup. Ministry of Railways should also participate in the ISS. There are some organisations where large scale statistical activities are carried out, still the heads of these offices/organisations are manned by other Service Officers. These organisations are: DG, Labour Bureau, Economic and Statistical Adviser in the Ministry of Agriculture, Wholesale Price Index Division in Department of Industrial Promotion and Policy, WTO Division in Department of Commerce, DG (Evaluation) in Ministry of Rural Development, DG, National Buildings Organisation in M/o HUPA, Registrar General of India in M/o Home Affairs, Statistical posts of Ministry of Railways, etc. It is suggested that these posts may be included as a part of ISS.

#### *Analysis and Recommendations*

**11.47.13 These demands are beyond the purview of the Commission.**

### **Fixed Tenure**

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11.47.14 Fixed tenure of DG, CSO and DG, NSSO for a period of at least two years has been demanded.

#### *Analysis and Recommendations*

**11.47.15 This is an administrative issue and should be dealt accordingly.**

### **Statistical Investigators and Subordinate Statistical Service (SSS)**

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11.47.16 Statistical Investigators and Subordinate Statistical Service (SSS) have demanded that the entry grade for Statistical Investigator Grade-II/Junior Statistical Officers (JSO) should be raised from GP 4200 to GP 4800 to make the service attractive for aspirants. The next higher grade, i.e., Statistical Investigator Grade-I/ Senior Statistical Officer, presently in GP 4600 should be placed in GP 5400 (PB-3) at par with the Section Officers of CSS. This apart, they have urged that the grade pay of 4600 and 4800 should be merged.

#### *Analysis and Recommendations*

**11.47.17 The issue has been covered in Chapter 7.7 hence no separate recommendations are being made here.**

### **Data Processing Division**

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11.47.18 The Data Processing Officers have demanded restructuring of Data Processing Division as follows:

- i. In Data Entry Stream (DES), the existing three grades of DEO Grade A (GP 2400), DEO Grade B (GP 2800) and DEO Grade-C (GP 4200) should be merged into two grades, namely DEO Grade B (GP 2800) and DEO Grade C (GP 4200).

- ii. In the Data Processing Stream (DPS), the Group 'B' posts of Data Processing Assistant/Data Entry Operator Grade D (GP 4600) and Programmer/Data Entry Operator Grade E (PB 2, GP 4800) should be replaced with the post to be named as System Programmer in GP 4800.
- iii. The posts of Senior Programmer/Systems Analyst/System Security Officer/Data Entry Operator Grade-F (GP 5400 (PB-3)) should be re-designated as System Analyst.
- iv. The posts of Senior System Analyst/Data Processing Manager (GP 6600) should be re-designated as Senior System Analyst.
- v. The posts of Joint Director/System Supervisor/Principal System Analyst (GP 7600) should be re-designated as Principal System Analyst.
- vi. Data Processing personnel of different ministries be formed into All India Data Processing Cadre, under the control of PMO as the data provided by this cadre has important contribution in development process of Government of India as the supporting cadre of Indian Economic Service.

*Analysis and Recommendations*

**11.47.19 Since the EDP cadre constitutes a common category, the recommendations have been made in Chapter 7.7 of the report.**

## Ministry of Steel

## Chapter 11.48

### General Issues

#### Introduction

11.48.1 The vision of the Ministry of Steel is to transform India into a global leader in the steel sector, both as a steel producer as well as a steel consuming nation and to enhance the steel industry's international competitiveness. With this vision, the ministry formulates policies for the development of steel plants in the Public and Private sectors, the re-rolling industry and ferro-alloys as also policy formulation regarding production, distribution, pricing of iron & steel and ferro-alloys. Development of iron ore mines in the public sector and other ore mines like manganese ores, chrome ore, limestone and other minerals used in the iron and steel industry and identification of infrastructural and related facilities required by steel industry is also done by the ministry. It provides a platform for interaction of all producers and consumers of steel in the country. To carry out its mission there are eight Public Sector Enterprises and their subsidiaries and one Special Purpose Vehicle under the administrative control of the ministry.

#### Personnel Position

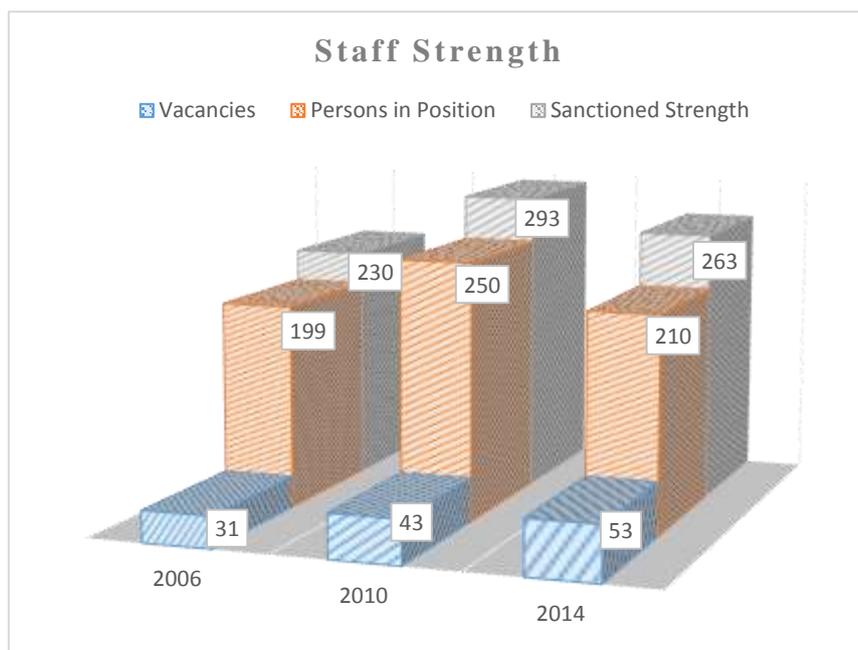
11.48.2 Number of sanctioned posts in various grades vis-à-vis 'persons in position' as on 01.01.2014, as reported by the Ministry of Steel, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	42	39	03	7
B	108	86	22	20
C	113	85	28	25
<b>Total</b>	<b>263</b>	<b>210</b>	<b>53</b>	<b>20</b>

11.48.3 The above table shows that in overall terms 20 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 210 persons in position, 203 employees are pre-2004 recruits and the remaining 7 employees have been recruited after 01.01.2004.

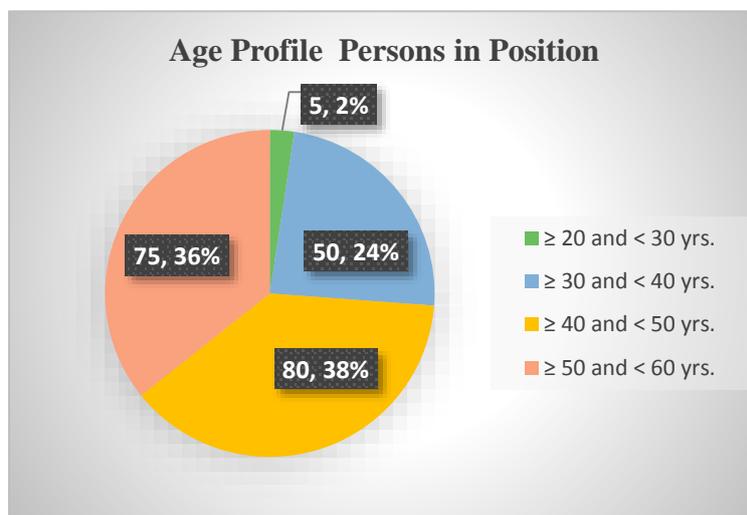
#### Inter Temporal Trend of Personnel

11.48.4 The following graph indicates the inter temporal position of personnel in the Ministry of Steel as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.48.5 The following chart brings out the age profile of the persons in position (PIP) in the Ministry of Steel. It indicates that of 210 persons in position, 75 employees shall be retiring in next 10 years, which is about 36 persons of the persons in position in the ministry.



### Expenditure on Personnel and Contractual Employees

11.48.6 The following table brings out the expenditure incurred by the Ministry of Steel, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013. The ministry has not reported expenditure on services received through outsourcing. There was 19 percent increase in expenditure under this head in the year 2012-13 when compared with previous year.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and allowances	1272.91	1216.52	1447.71

### **Training**

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11.48.7 Of the 210 persons in position as on 01.01.2014, the ministry has identified 206 posts for training on core competencies and 4 posts for training on specialised competencies. However, for training neither any budget provision was made nor any person was trained in the years 2012-13 and 2013-14.

## Ministry of Textiles

## Chapter 11.49

### General Issues

#### Introduction

11.49.1 The vision of Ministry of Textiles is to build state of the art production capacities and achieve a pre-eminent global standing in the manufacture and export of all types of textiles including technical textiles, jute, silk, cotton and wool and develop a vibrant handlooms and handicrafts sector for sustainable economic development and promoting and preserving the age old cultural heritage in these sectors. Towards this end, the Ministry of Textiles formulates policy, programmes on export promotion and trade regulation of the textile industry. This includes all natural and manmade cellulose fibres that go into the making of textiles, clothing and handicrafts. The ministry has four Advisory Boards viz., (i) All India Power Loom Board (ii) All India Handloom Board (iii) All India Handicrafts Board and (iv) Cotton Advisory Board. For implementing to its policies and programmes the ministry is supported by two attached offices and two subordinate offices.

#### Personnel Position

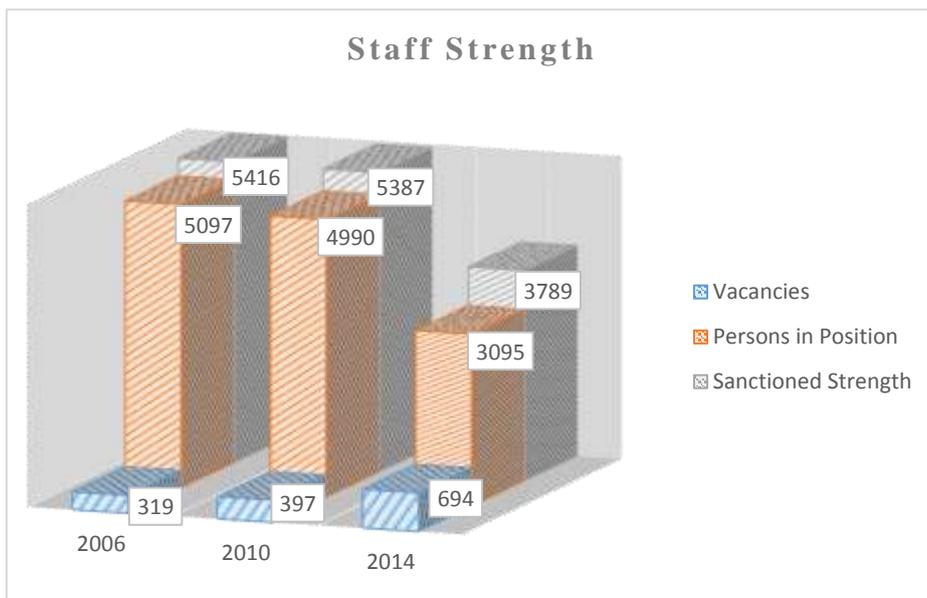
11.49.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Textiles, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
<b>A</b>	232	145	87	38
<b>B</b>	917	749	168	18
<b>C</b>	2,640	2,201	439	17
<b>Total</b>	<b>3,789</b>	<b>3,095</b>	<b>694</b>	<b>18</b>

11.49.3 The above table shows that in overall terms 18 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 3095 persons in position (PIP), 2731 employees are pre-2004 recruits and remaining 364 employees have been recruited on or after 01.01.2004.

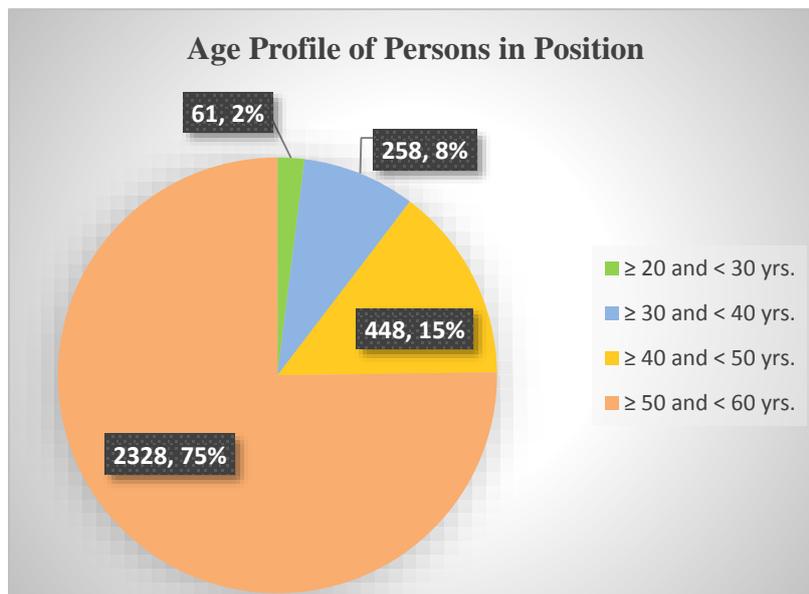
#### Inter Temporal Trend of Personnel

11.49.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Textiles as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



**Age Profile of the Persons in Position**

11.49.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Textiles. It indicates that about 75 percent of the PIP shall be retiring within the next 10 years.



**Expenditure on Personnel and Contractual Employees**

11.49.6 The following table brings out the expenditure incurred by the Ministry of Textiles, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	14,656.75	15,395.72	16,437.96
Expenditure on Contractual Employees	104.95	152.74	180.80
<b>Total</b>	<b>14,761.17</b>	<b>15,548.46</b>	<b>16,618.76</b>

### *Cadre Related Issues*

#### **Technical Officers in the Office of the Textile Commissioner**

11.49.7 The hierarchy of the Technical Officers of the Office of the Textile Commissioner is as follows:

Post	Grade Pay	Entry level Qualification/ Method of Filling	No. of Posts
Deputy Director (Technical)	6600	100 percent by promotion	9
Assistant Director Gr.I	5400 (PB-3)	100 percent by promotion	13
Assistant Director Gr.II (Technical)	4600	100 percent by promotion	27
Technical Officer	4200	B.Tech. in Textile Technology or Textile Engineering	90

11.49.8 The association has demanded upgradation of the grade pay of the post of Technical Officers to GP 4600 to restore parity with the Revenue Inspectors existing prior to the VI CPC. It is stated that even after merger of some scales by the VI CPC, the Revenue Inspectors should have stayed at the same level as Technical Officers. However post VI CPC, the Revenue Inspectors were extended a higher grade pay.

#### *Analysis and Recommendations*

11.49.9 The Commission is of the view that seeking parity across disparate cadres merely on account of historicity is not quite justified. However, independent of the parity issue, there is merit in the demand as Technical Officers have an entry grade qualification of B.Tech. against which the VI CPC had recommended a uniform GP 4600. **The Commission accordingly recommends that the Technical Officers in the Office of the Textile Commissioner, who are presently in the GP 4200 may be upgraded to GP 4600. With this upgradation, Technical Officer shall come to lie in a scale identical to their promotion post of Assistant Director Grade II (Technical). It is, accordingly, recommended that Assistant Director Gr. II (Technical) be placed in the next higher GP 4800. The next promotional post of Assistant Director Grade I (Technical) shall remain in the existing GP 5400 (PB-3).**

#### **Instructors in the Office of Development Commissioner (Handicrafts)**

11.49.10 The hierarchy of Instructors in the office of the Development Commissioner for Handicrafts (DCH) is as follows:

<b>Post</b>	<b>Grade Pay</b>
Instructor	2400
Assistant Instructor	1800

11.49.11 The Handicrafts Technical Employees Association has demanded pay parity for Assistant Instructors and Instructors with their counterparts in the Ministry of Textiles, Railways and Tourism.

*Analysis and Recommendations*

11.49.12 The Commission has noted that initially the office of DCH had two categories of technical personnel employed as Assistant Craftsman and Master Craftsman who were appointed on consolidated wages and this mode of appointment continued up to 1985. Thereafter these two categories of posts were made regular posts and the post of Assistant Craftsman was re-designated as Assistant Instructor and that of Master Craftsman as Instructor. The Assistant Instructors were given a GP 1800 equivalent to MTS in the ODCH. The Commission has further noted that Assistant Instructors (Ski) in the Ministry of Tourism are in GP 2800, which has been made the basis of the demand placed by the Association. The Commission is of the view that as the Instructors' cadre does not fall under common category its features cannot be uniformly applied across ministries.

## Ministry of Tourism

## Chapter 11.50

### General Issues

#### Introduction

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11.50.1 Ministry of Tourism is tasked with formulation of national policies and programmes for the development and promotion of tourism. In the process, the ministry consults and collaborates with other stakeholders in the sector including various central ministries/agencies, the State Governments/Union Territory Administrations and the representatives of the private sector. Secretary (Tourism) is the ex-officio Director General (DG) of Tourism. The Directorate General of Tourism has 20 field offices and a Winter Sports Project (Indian Institute of Skiing and Mountaineering) within the country and 14 overseas offices. The overseas offices promote Indian tourism abroad. The domestic offices are the sources of tourist information. The ministry has one PSU and three autonomous organisations under it to carry out its vision of making India a preferred tourism destination.

#### Personnel Position

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11.50.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Tourism, is as follows:

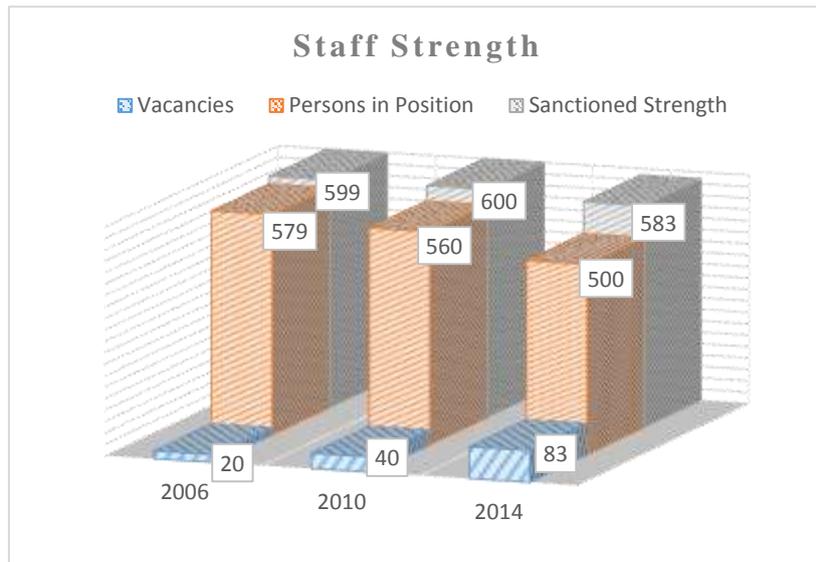
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	70	64	6	9
B	137	103	34	25
C	376	333	43	11
<b>Total</b>	<b>583</b>	<b>500</b>	<b>83</b>	<b>14</b>

11.50.3 The above table shows that in overall term 14 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 500 persons in position (PIP), 415 employees are pre-2004 recruits and the remaining 85 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend in Position

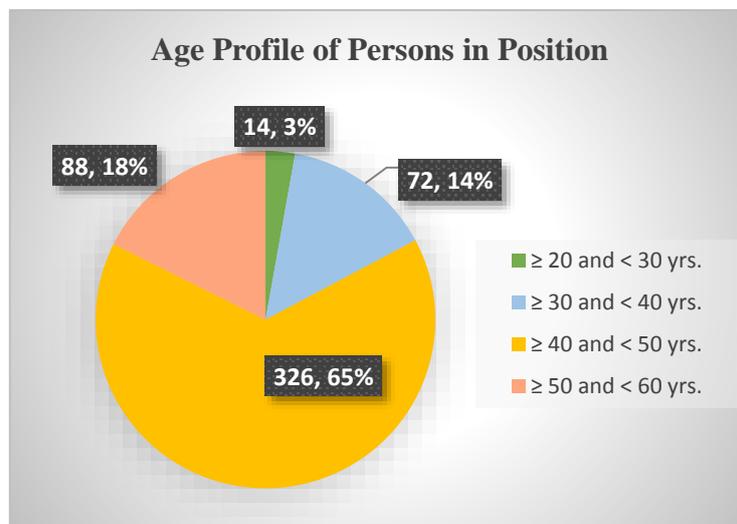
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11.50.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Tourism as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.50.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Tourism. It indicates that about 18 percent of PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.50.6 The following table brings out the expenditure incurred by the Ministry of Tourism, on salaries and allowances on the employees working in the ministry, through the years 2010 to 2013.

*(₹ in lakh)*

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	2463.00	2747.00	3048.00
Expenditure on Contractual Employees	71.28	71.28	92.88
<b>Total</b>	<b>2534.28</b>	<b>2818.28</b>	<b>3140.88</b>

## **Training**

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11.50.7 The Ministry of Tourism has not reported any training plan. The ministry for the year 2013-14 has reported no specific budget provision for training.

## Ministry of Tribal Affairs

## Chapter 11.51

### General Issues

#### Introduction

11.51.1 The vision of the Ministry of Tribal Affairs is to reduce and remove the gap in the Human Development Indices (HDIs) of the Scheduled Tribe population vis-à-vis the general population and help empower the tribal people socially and economically. This ministry was set up in 1999 after the bifurcation of Ministry of Social Justice and Empowerment with the objective of providing more focused approach on the integrated socio-economic development of the Scheduled Tribes, in a coordinated and planned manner. Before the formation of the ministry, tribal affairs were handled by different ministries. Initially from independence up to September 1985 as “Tribal Affairs Division” under Ministry of Home Affairs, from September 1985 to May 1998 by the Ministry of Welfare and subsequently from 1998 to September 1999 by the Ministry of Social Justice and Empowerment.

#### Personnel Position

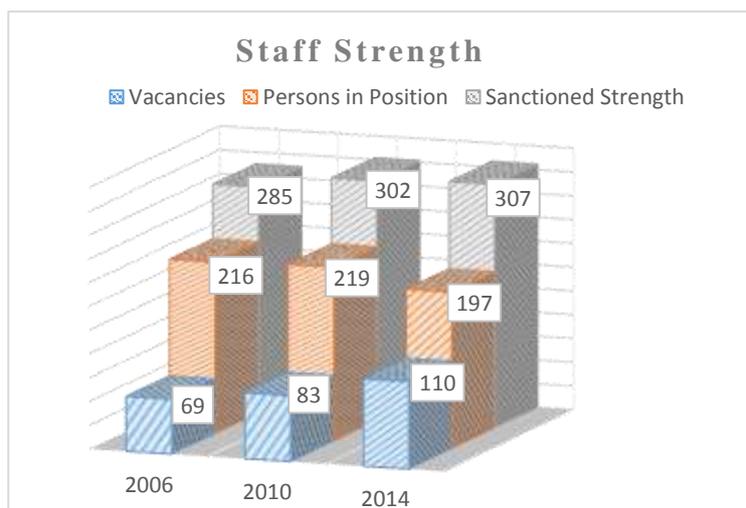
11.51.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Tribal Affairs, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	72	49	23	32
B	115	62	53	46
C	120	86	34	28
<b>Total</b>	<b>307</b>	<b>197</b>	<b>110</b>	<b>36</b>

11.51.3 The above table shows that in overall terms 36 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 197 persons in position (PIP), 168 employees are pre-2004 recruits and remaining 29 employees have been recruited on or after 01.01.2014.

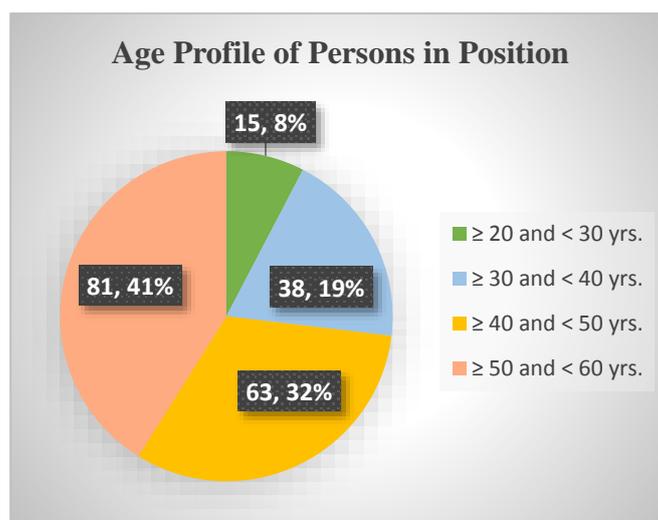
#### Inter Temporal Trend of Personnel

11.51.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Tribal Affairs as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.51.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Tribal Affairs. It indicates that about 41 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.51.6 The following table brings out the expenditure incurred by the Ministry of Tribal Affairs, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

Particulars	(₹ in lakh)		
	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	1060.33	1017.95	1098.20
Expenditure on Contractual Employees	31.20	31.80	31.80
<b>Total</b>	<b>1091.53</b>	<b>1049.75</b>	<b>1130.00</b>

# Ministry of Urban Development and Ministry of Housing and Urban Poverty Alleviation

## Chapter 11.52

### *General Issues*

#### **Introduction**

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11.52.1 The Ministry of Urban Development and Urban Poverty Alleviation was bifurcated into two ministries namely, the Ministry of Urban Development and the Ministry of Urban Employment and Poverty Alleviation in May 2004. The Ministry of Urban Employment and Poverty Alleviation was subsequently renamed as Ministry of Housing and Urban Poverty Alleviation in June 2006. The Ministry of Urban Development is also the cadre controlling ministry in respect of the Ministry of Housing and Urban Poverty Alleviation also hence the two ministries have been dealt with in one Chapter.

- i. **Ministry of Urban Development** has the responsibility of broad policy formulation and monitoring of programmes in the area of urban development. Urban Development is a State subject but the Government of India plays a co-ordinating and monitoring role and also supports urban development through Central and Centrally Sponsored Schemes. The ministry has four attached offices viz., (i) Central Public Works Department, (ii) Directorate of Printing, (iii) Directorate of Estates and (iv) Land and Development Office. The ministry is supported by three subordinate offices viz., (a) Government of India Stationery Offices (ii) Department of Publication and (iii) Town and Country Planning Organisation. National Building Construction Corporation Ltd., a PSU, and five Autonomous Bodies are under the administrative control of the Ministry of Urban Development.
- ii. **Ministry of Housing and Urban Poverty Alleviation** is tasked with formulation of housing policy and programme, and with implementation of the specific programmes on urban poverty alleviation and slum improvement. The ministry has one attached office viz, National Building Organisation. Two PSUs and four autonomous organisations are under the administrative control of the Ministry of Housing and Urban Poverty Alleviation.

#### **Personnel Position**

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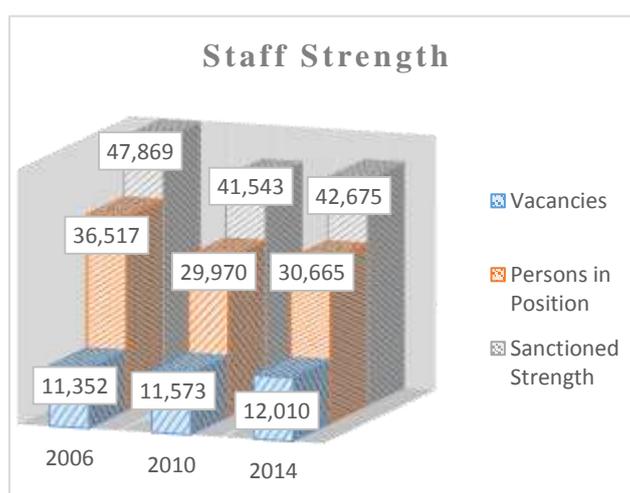
11.52.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Urban Development and Ministry of Housing and Poverty Alleviation (HUPA), is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	1,817	1,539	278	15
B	9,018	6,967	2,051	23
C	31,840	22,159	9,681	30
<b>Total</b>	<b>42,675</b>	<b>30,665</b>	<b>12,010</b>	<b>28</b>

11.52.3 The above table shows that in overall terms 28 percent of total sanctioned strength of these two ministries are lying vacant as on 01.01.2014. Of the 30,665 persons in position (PIP), 26,685 employees are pre-2004 recruits and remaining 3,980 employees have been recruited on or after 01.01.2004.

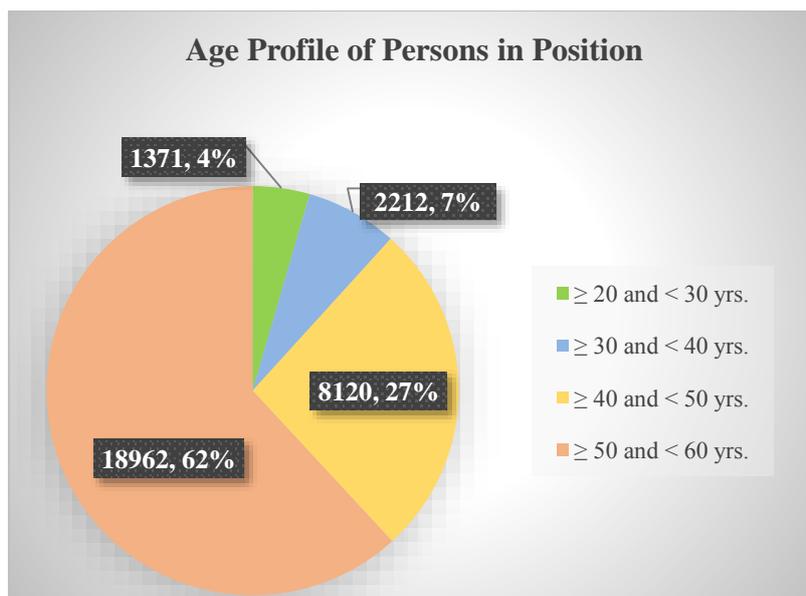
### Inter Temporal Trend of Personnel

11.52.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Urban Development and Ministry of HUPA as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.52.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Urban Development and Ministry of HUPA. It indicates that about 62 percent of the PIP shall be retiring within the next 10 years.



### **Expenditure on Personnel and Contractual Employees**

11.52.6 The following table brings out the expenditure incurred by the Ministry of Urban Development and Ministry of HUPA on salaries and allowances on the employees working in these ministries through the years 2010 to 2013.

(₹ in lakh)			
Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	90,476.51	100,449.39	111,200.09
Expenditure on Contractual Employees	34.31	63.60	98.58
<b>Total</b>	<b>90,510.82</b>	<b>100,512.99</b>	<b>111,298.67</b>

### **Training**

11.52.7 Information on training has been received only from the Central Public Works Department (CPWD) in the Ministry of Urban Development. The CPWD has its in-built training mechanism in the form of its main Training Institute at Ghaziabad as well as regional Training Institutes and Workmen Training centres at Delhi, Mumbai, Kolkata, Chennai and Guwahati. The department has identified 24,973 posts of the department for training for core competencies. A calendar of training for the entire year, containing all courses, is issued at the commencement of the year itself. In the financial years 2012-13 and 2013-14, a total number of 3045 and 2884 employees respectively of the department were trained for core competencies. An amount of ₹9.99 crore was provided under the head 'Training' in the year 2013-14, of which ₹9.09 crore were utilised in the year.

## ***Cadre Related Issues***

### **Central Public Works Department (CPWD)**

#### **Central Engineering Service Group `A`**

11.52.8 Central Engineering Service Group `A` Association representing officers posted in CPWD have stated that the Director General CPWD should be declared ex-officio Secretary to the Government of India and that certain posts in the Ministry of Urban Development, Ministry of Housing and Poverty Alleviation and other infrastructure ministries should be reserved for CPWD engineers.

#### *Analysis and Recommendations*

11.52.9 The Commission notes that the DG, CPWD is already placed at the Apex level. Declaring him ex-officio Secretary to the Government of India is a matter that may be decided by the government. Similarly reserving certain posts for CPWD engineers in some ministries is a matter that rests in the broader context of the appropriate mix between technical and non technical officers. The review of composition of personnel in any ministry has to be an exercise that the government has to undertake keeping in view its broader vision and medium term goals.

#### **Junior Engineer, Assistant Engineer and Executive Engineer**

11.52.10 The Engineers Association(s) have, in their representation to the Commission, sought upgradation of pay scales of Junior Engineer, Assistant Engineer and Executive Engineer from existing GP 4200, GP 4600 and GP 6600 to GP 4800, GP 5400 (PB-3) and GP 7600 respectively. The Associations have contended that the pay scale assigned to them by the previous Pay Commission were unduly low and that a number of selected candidates do not join the government or leave it subsequently on account of poor pay scale and unattractive career prospects vis-à-vis the private and public sectors.

#### *Analysis and Recommendations*

11.52.11 The ministry has forwarded to the Commission the views of the CPWD in this regard. CPWD has supported the contention of upgradation of their pay scales and recommended that the pay scales of Junior Engineer and Assistant Engineer may be upgraded to GP 4600 and GP 5400 (PB-3) respectively.

11.52.12 The Commission notes that the VI CPC, as part of its exercise towards rationalisation of scales across subordinate engineering cadres, had recommended that all posts carrying minimum qualifications of diploma in engineering should be placed in GP 4200. Simultaneously it had also recommended that all posts in subordinate engineering cadres carrying minimum qualifications of a degree in engineering and having an element of direct recruitment should be placed in GP 4600.

**11.52.13 This Commission notes that the rationalisation undertaken by the VI CPC is based on a clear reasoning and does not see a case for its review. As such the pay scales proposed for Subordinate Engineering cadre of all ministries/departments have been dealt in Chapter 7.4.**

### **Upgradation in Pay of Administrative Cadre**

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11.52.14 The administrative cadre has sought upgradation in pay as detailed below:

<b>Sl. No.</b>	<b>Post</b>	<b>Existing Grade Pay</b>	<b>Grade Pay Sought</b>
1.	Office Superintendent Grade-I/ Assistant Administrative Officer	4600	4800 and 5400 (PB-3)(NFSG)
2.	Office Superintendent	4200	4600
3.	UDC	2400	4200
4.	LDC	1900	2800
5.	MTS	1800	-2000

11.52.15 In their justification for parity with CSS, Ministerial cadre have, in the case of Office Superintendent Grade-I (re-designated as Assistant Administrative Officer), contended that due to merger of the V CPC pay scales S-9 and S-10, one level in promotional hierarchy has been reduced and has resulted in stagnation. They have sought upgradation of post of Assistant Administrative officer to Administrative officer level.

#### *Analysis and Recommendations*

11.52.16 The ministry has forwarded to the Commission the views of CPWD in this regard. CPWD has recommended complete parity between the CSS cadres and the Ministerial cadre of the CPWD.

**11.52.17 The Commission notes that the posts of MTS, LDC and UDC are posts that span across ministries/departments and Headquarters and field offices. The pay level for these posts will be common and recommendations in this regard have been made in Chapter 7.7 and Chapter 11.35. As regards the post of Office Superintendent, the Commission does not recommend any change in pay of this post. Similarly no upgradation in the post of Assistant Administrative officer is being recommended by the Commission.**

### **Placement of Ministerial Staff**

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11.52.18 They have sought placement of ministerial cadre of appropriate seniority by way of promotion, to post of Assistant Director (Admin) (GP 6600), Deputy Director (Admin) (GP 7600) and Director (Admin) (GP 8700) by replacing officials from CSS and Technical wing of CPWD.

#### *Analysis and Recommendations*

11.52.19 The ministry has forwarded to the Commission the views of CPWD in this regard. CPWD has supported their contention and stated that this will improve the efficiency of the

department as most of the powers are being proposed to be decentralised at the level of Special DG and Additional DG.

11.52.20 The Commission is of the view that the matter is administrative in nature and may be decided by the ministry.

### **Stenographers' Cadre**

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11.52.21 They have sought an upgradation in pay for the posts of Stenographer Gr II, Stenographer Gr I, Private Secretary, Senior Private Secretary, Principal Private Secretary to bring them at par with those in the Central Secretariat Stenographers Service (CSSS).

#### *Analysis and Recommendations*

11.52.22 The ministry has forwarded to the Commission the views of CPWD in this regard. CPWD has recommended complete pay parity with CSSS cadre for this Ministerial cadre of CPWD.

11.52.23 The Commission has recommended that pay level for posts of Stenographers should be common across Headquarters and field offices. Recommendations regarding this cadre are detailed in Chapter 7.1.

### **Architects**

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11.52.24 They have demanded upgradation in pay for posts as tabulated below:

<b>Post</b>	<b>Existing Grade Pay</b>	<b>Proposed Grade Pay</b>
Technical Officer	4600	4800, After 4 years GP 5400 (PB 2)
Assistant (AD)	4200	4600

In support of their demand they have stated that Architectural Assistants should be at treated at par with Staff Nurse who were given a higher entry GP 4600 by the VI CPC.

#### *Analysis and Recommendations*

11.52.25 The ministry has forwarded to the Commission the views of CPWD in this regard. CPWD has supported the proposal of the Association.

11.52.26 The Commission notes that educational qualification for post of Assistant (AD) is diploma in Engineering. These posts have been uniformly placed in GP 4200. Further, the VI Pay Commission has taken a conscious decision to upgrade pay scales of certain categories, which involve “the most frequent inter-face of the common man with the government.” Nurses were one such category. The categories of Architectural Assistants and Nurses are totally dissimilar and the Association therefore cannot seek upgradation, based on any perceived parities that may have existed prior to the VI Pay Commission. **The demand for upgrade is not found tenable.**

## **Horticulture Wing**

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11.52.27 Section officers of Horticulture Wing have sought an upgrade from GP 4200 to GP 5400 (PB 2) citing the importance of their cadre.

### *Analysis and Recommendations*

11.52.28 The ministry has forwarded to the Commission the views of CPWD in this regard. CPWD has suggested an increase from the existing pay in GP 4200 to GP 4600. However no explanation has been offered by it to support this increase.

11.52.29 The Commission notes that the VI CPC in its report questioned the very necessity for the continuation of the Horticulture Wing in CPWD and suggested that this work may be outsourced. **The Commission does not find any justification for the increase sought and therefore does not recommend any upgradation in the pay of Section officers. It further reiterates the views expressed by the VI Pay Commission with regard to the Horticulture Department in CPWD.**

## **Directorate of Printing**

### **Industrial Cadres**

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11.52.30 They have sought upgradation in pay for certain category of industrial posts viz., Skilled, Technical Supervisory, Foreman, Non Gazetted Class II and Gazetted Class II. To support their contention they have stated that there exists a big disparity in pay scales between Government of India Printing Presses and other Printing Presses.

### *Analysis and Recommendations*

11.52.31 The Commission has not received the views of the ministry/department on the issue. However, the Commission notes the pay scale of these industrial posts for which an upgradation has been sought under the Directorate of Printing have parity with industrial staff in other ministries/departments of the Central Government. **The Commission therefore does not recommend any increase in pay of the category of industrial posts.**

### **Non- Industrial Cadres**

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11.52.32 They have demanded upgradation in pay of certain category of non-industrial posts viz., LDC, UDC, Accountant, Junior Head Clerk, Head Clerk, Office Superintendent and Assistant Manager (Admin).

### *Analysis and Recommendations*

11.52.33 The Commission has not received the views of the ministry/department on the issue. However, **posts like LDC, UDC, Accountant are common to a number of ministries/departments. Recommendations regarding their pay are contained in Chapter 7.7 and Chapter 11.35. The Commission does not find any justification for increase in pay scale of the other cadres.**

## Land and Development Office

### Superintendents

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11.52.34 Upgradation in pay scale has been sought for Superintendents, at par with Section Officers in the CSS. To advance their case they have stated that Assistants and Section Officers of the CSS cadre placed in the Land and Development Office and working at the same level, draw pay at a level higher than Assistants and Superintendents belonging to the Land and Development Office cadre which, they pointed out is iniquitous.

#### *Analysis and Recommendations*

11.52.35 The Commission notes that the post of Superintendent in the GP 4200 is a promotional post for Upper Divisional Clerks in the GP 2400. Those with ten years' regular service in the grade and have undergone Level B training programme of ISTM are eligible for consideration for the promotional post. Further, there is no post of Assistant in Land and Development Office at present and there was no historical parity in pay scales of Erstwhile Assistant and Superintendent of Land and Development Office with those in CSS cadre. **Therefore, the Commission does not find sufficient justification to upgrade the pay of Superintendents from the existing GP 4200.**

### Stenographers

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11.52.36 Stenographers in the Land and Development Office (L&DOs) have sought merger of their posts with the Central Secretariat Stenographers Service (CSSS) with a view to enhancing their pay and promotional prospects.

#### *Analysis and Recommendations*

11.52.37 The Commission notes that the Land and Development Office is an attached office of the ministry. On the other hand, the Central Secretariat Stenographers Service is tasked with assignments in the Central Secretariat. The Commission, in Chapter 7.1, is recommending identical pay levels for personnel in Headquarters and in the field offices. This should address the grievances with regard to pay for the Stenographers in the Land and Development Office.

## Town and Country Planning Organisation

### Planning Officers

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11.52.38 They have sought upgradation in pay of a number of posts as detailed in the table below:

Name of Post	Existing Grade Pay	Grade Pay Sought
Additional Chief Planner	8700	8900
Town and Country Planner	7600	8700
Associate Town & Country Planner	6600	7600
Assistant Town & Country Planner	5400	6600

#### *Analysis and Recommendations*

11.52.39 The Commission notes that the issue of upgradation in pay of these posts was also posed before the V Pay Commission. The Commission, while upgrading the post of Chief Planner, did not endorse the demand for upgradation of other posts. **This Commission also finds no reason to review the existing pay structure for the above-mentioned posts.**

### Planning Assistants

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11.52.40 Their association has sought upgradation in pay for the post of Planning Assistant from the existing GP 4200 to GP 4800 and further upgradation to Grade Pay 5400 (PB-3) after completion of four years regular service. To advance their case they have stated that the qualification for direct recruitment of Planning Assistant is a Bachelor of Planning/ Architecture or Bachelor degree in Civil Engineering from a recognised University with a two years' experience in Town Planning, House Layouts etc.

#### *Analysis and Recommendations*

11.52.41 The Commission sought the views of Ministry of Urban Development in this regard. The Town and Country Planning Organisation, in its response has supported the demand for a raise to GP 4800 for Planning Assistants, with the proviso that the employees recruited prior to framing of the current Recruitment Rules and presently in service, who do not possess the qualifications as per the current Recruitment Rules may be granted parity subject to their completion of six years' service in the grade.

11.52.42 The Commission has considered the demand for upgradation in the post of Planning Assistant. Given that the entry level qualification, as per the Recruitment Rules, is Bachelor's degree with two years' experience, there exists a case for upgradation in pay of Planning Assistants.

11.52.43 **The Commission accordingly recommends that Planning Assistants should be upgraded to GP 4600 from the existing GP 4200.**

## Research Assistant

11.52.44 They have sought grade pay on hierarchical basis, under MACP, for Research Assistant who are in GP 4600. This will enable them to obtain the benefit of financial upgradation at GP 5400 (PB-3), which is the next hierarchical level for Research Assistants.

### *Analysis and Recommendations*

11.52.45 The recommendations of the Commission in relation to MACP will have common applicability and exception for the post of Research Assistants is not feasible.

## Government of India Stationery Offices

### Industrial and Non-Industrial Staff

11.52.46 They have sought upgradation in pay for certain category of Industrial posts and non-Industrial posts as detailed in the tables below.

<b>Industrial Post(s)</b>	<b>Existing Pay Structure</b>	<b>Proposed Pay Structure</b>
Foreman/Foreman (Binding)/Machine Man (Offset)/ Head Reader/DTP Operator/Artist Senior/Artist Junior/Artist Retoucher/ Assistant Artist Retoucher	GP 4200	GP 5400 (PB-2)
Head Mechanic/ Section Holder (Binding)/ Cameraman/ Assistant Inspector (Control)	GP 2800	GP 4800
Assistant Machine-man (Offset)/ Plate Maker (Offset)/ Mechanic/ Reader/ Dark Room Assistant/ Electrician/ Resographer/Silk Screen Operator	GP 2400	GP 4200
Machine Attendant (Offset) and Attendant (Offset)/ Assistant Binder/ Assistant Plate Maker/Assistant Mechanic/ Copy Holder/ Carpenter/ Wireman/ Welder/ Truck Driver (Light/Heavy Vehicle)/ Assistant Silk Screen Operator	GP 1900	GP 2800
Industrial Labourer/ Cleaner Driver/ Electrical Khalasi	GP 1800	GP 2000

<b>Administrative and Non-Industrial Post(s)</b>	<b>Existing Pay Structure</b>	<b>Proposed Pay Structure</b>
Office Superintendent/store keeper (Wholesale store)/ Examiner/	GP 4600	GP 5400 (PB-2)
Head Clerk/ Accountant/ Store Keeper/ Deputy Store Keeper/ Junior Hindi Translator/ Cashier/ Caretaker	GP 4200	GP 4800
UDC	GP 2400	GP 4200
LDC	GP 1900	GP 2800
MTS (Sorter Packer/Paper Counter/ Booking Sarkar/ Cash Sarkar/ Daftari/ Labour Supervisor/ Stencil Man/ Cyclo-Style Operator/ Telephone Operator	GP 1800	GP 2000

11.52.47 They have stated that in the Printing and Stationery Department there is a narrow channel of promotion and further, in the case of industrial posts that these are of a technical nature.

*Analysis and Recommendations*

11.52.48 The Commission notes that the pace of promotions is related to the cadre structure and hence pay increases cannot be recommended to sort out an issue that is administrative in nature. As far as non-industrial posts are concerned a large number of posts for which upgradation has been sought are common to a number of ministries/departments. These include posts of MTS, LDC, UDC, Accountant, etc., recommendations for which have been made in Chapter 7.7 and Chapter 11.35. No separate recommendations are, therefore, being made here.

# Ministry of Water Resources, River Development and Ganga Rejuvenation

## Chapter 11.53

### General Issues

#### Introduction

11.53.1 The Ministry of Water Resources, River Development and Ganga Rejuvenation is responsible for laying down policy guidelines and programmes for the development and regulation of country's water resources. It is responsible for overall planning, policy formulation, coordination and guidance in the water resource sector. The Ministry has also been allocated the subject of regulation and development of inter-state rivers, implementation of awards of Tribunals, water quality assessment, bilateral and external assistance and cooperation programmes in water resources and matters relating to rivers common to India and neighbouring countries. The above functions of the Ministry are performed through its two attached offices namely, (i) Central Water Commission and (ii) Central Soil and Material Research Station. It also has seven sub-ordinate offices viz., (a) Central Ground Water Board (b) Central Water and Power Research Station (c) Ganga Flood Control Commission (d) Farakka Barrage Project (e) Sardar Sarovar Construction Advisory Committee (f) Bansagar Control Board and (g) Upper Yamuna River Board. The ministry has seven Autonomous bodies and two PSUs under its administrative control.

#### Personnel Position

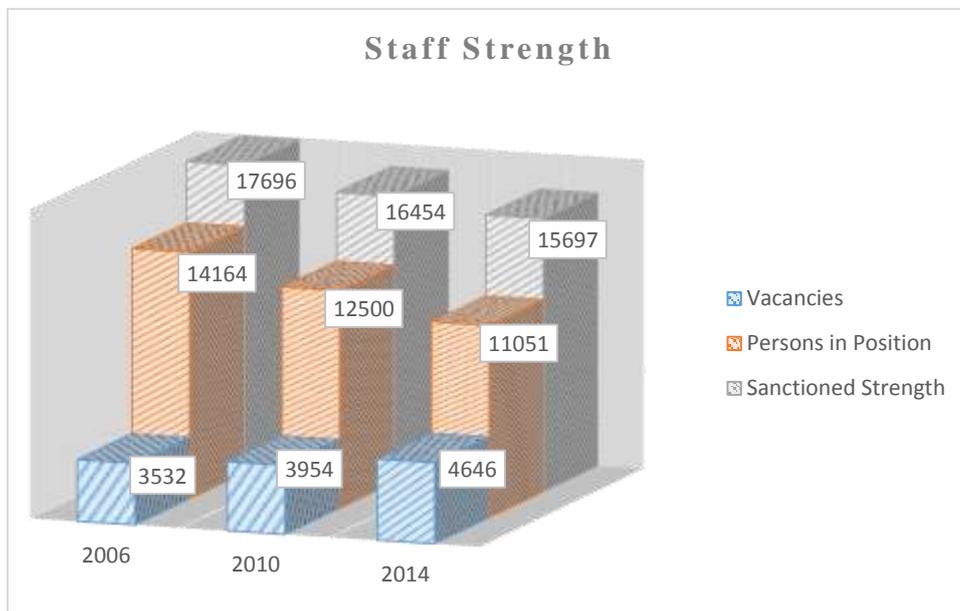
11.53.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Water Resources, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	1,690	1,237	453	27
B	3,717	2,391	1,326	36
C	10,290	7,423	2,867	28
<b>Total</b>	<b>15,697</b>	<b>11,051</b>	<b>4,646</b>	<b>30</b>

11.53.3 The above table shows that in overall terms 30 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 11,051 persons in position (PIP), 8,329 employees are pre-2004 recruits and remaining 2,722 employees have been recruited on or after 01.01.2004.

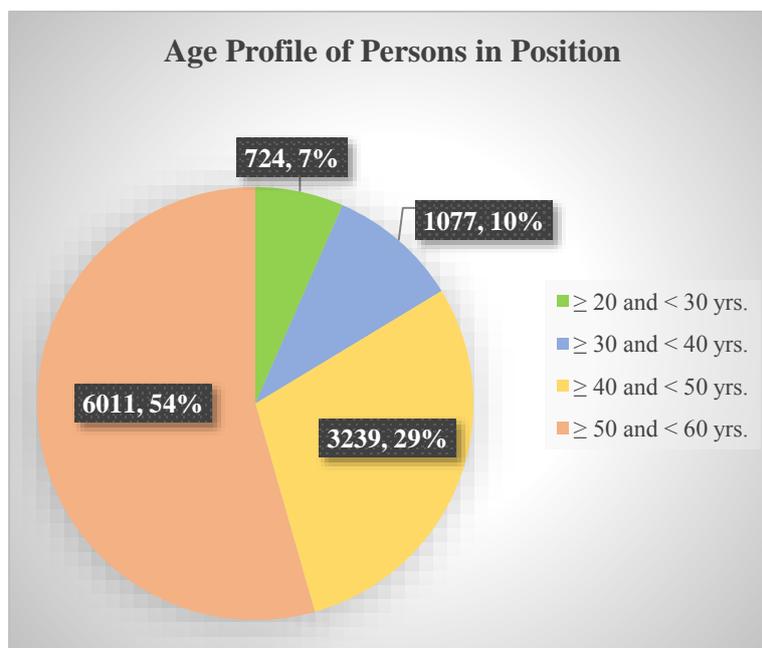
### Inter Temporal Trend of Personnel

11.53.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Water Resources as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.53.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Water Resources. It indicates that about 54 percent of the PIP will be retiring within the next 10 years.



## Expenditure on Personnel and Contractual Employees

11.53.6 The following table brings out the expenditure incurred by the Ministry of Water Resources, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	36,955	37,880	40,911
Expenditure on Contractual Employees	208	297	...
<b>Total</b>	<b>37,163</b>	<b>38,177</b>	<b>40,911</b>

## Training

11.53.7 The Ministry of Water Resources has identified 4,378 posts for training for core competencies and 747 posts for training for specialised competencies. The ministry has indicated that during the year 2012-13, training was imparted to 293 and 259 officers for core and special competencies respectively. During the year 2013-14, 455 officers were trained for core competencies and 126 officers for special competencies. For training, the ministry has not indicated any separate budget provision.

## Cadre Related Issues

### Central Water Commission (CWC)

#### Central Water Engineering Group 'B' Service

11.53.8 The Central Water Engineering Group 'B' cadre is a promotional cadre with no direct recruitment. It is constituted by officers in the grade of Assistant Director II (AD-II)/Sub-Divisional Engineer in the GP 4600. All its posts are filled up from amongst officers promoted from the level of Junior Engineer who are directly recruited. This cadre serves as the feeder cadre to the Central Water Engineering Group 'A' service. The hierarchy of the cadre is as follows:

Post	Grade Pay	Entry Level Qualification/Method of Filling	No. of Posts
Deputy Director	6600	100 percent by promotion	250
Assistant Director	GP 5400 (PB-3)	50 percent DR-UPSC 50 percent promotion from AD-II	263
Assistant Director-II	4600	100 percent by promotion	363
Junior Engineer	4200	Degree or Diploma in Civil or Mechanical Engineering (100 percent DR)	668

11.53.9 There are demands for merger of Assistant Director-II with Assistant Director. The reasoning is that not only is the nature of duties at the two levels similar, the merger would remove the delay in promotion between the two levels, given the shortage of posts at the Assistant Director level.

*Analysis and Recommendations*

11.53.10 The Commission has noted that as per the revised CWE Service (Group 'A') Rules 2013, 50 percent of AD posts are to be filled through direct recruitment and the balance through promotion from ADII/SDE. It would appear that the existing structure provides for a smooth career progression of AD-II. No change is, therefore, recommended.

**Scientific Cadre**

11.53.11 The initial recruitment to the Scientific Cadre is done at the level of Senior Research Assistant in the GP 4200. The next promotional level is Assistant Research Officer in the GP 4600, which is followed by the Group 'A' post of Research Officer in the GP 5400 (PB-3).

11.53.12 They have demanded upgradation of the post of Senior Research Assistant to GP 4600 and that of Assistant Research Officer to the GP 4800, as that would put their hierarchical levels at par with that in Central Soil and Material Research Station (CSMRS), Central Water and Power Research Station (CWPRS) and Central Ground Water Board (CGWB), whose entry levels have the same essential qualification as in CWC. It has been brought out that the parity is all the more necessary as two of the offices, CWPRS and CGWB are subordinate offices of the ministry whereas CWC is an attached office. A comparative hierarchical table on the present position is shown below:

<b>Scientific Posts-CWC</b>	<b>Scientific Posts-CSMRS</b>	<b>Scientific Posts-CWPRS</b>	<b>Scientific Posts-CGWB</b>
Research Officer GP 5400 (PB-3) 100 percent promotion	Research Officer GP 5400 (PB-3) 20 percent DR with EQ-Masters' Degree in Science	Research Officer GP 5400 (PB-3) 75 percent DR with EQ-Masters' Degree in Science or Engineering	Scientist B (Chemist) GP 5400 (PB-3) 50 percent DR with EQ-Masters' Degree in Chemistry and 3 years' experience.
Assistant Research Officer GP 4600	Assistant Research Officer GP 4800	Assistant Research Officer GP 4800	Assistant Chemist GP 4800 50 percent DR with EQ of MSC in Chemistry or Agricultural Chemistry or Soil Science with two years' experience.
Senior Research Assistant GP 4200 EQ: MSc (Chemistry)	Research Assistant GP 4600 EQ: MSc Physics or Chemistry	Research Assistant GP 4600 EQ : MSc	Senior Technical Assistant GP 4600 EQ: MSc in Chemistry or Agricultural Chemistry or Soil Science with two years' experience.

11.53.13 They have also demanded extension of the Modified Flexible Complementing Scheme (MFCS) to their cadre as they are engaged in critical work of monitoring water quality of rivers in India.

*Analysis and Recommendations*

11.53.14 The Commission has noted that at the entry level the scientific cadre in CWC starts at a lower level as compared to CSMRS, CWPRS and CGWB despite having the same post-graduate level essential qualification. **The Commission accordingly recommends that the post of Senior Research Assistant in the attached office of CWC be upgraded to GP 4600.** With this upgradation, Senior Research Assistant shall come to lie in the same scale as the promotion post of Assistant Research Officer. **The Commission, accordingly, recommends that the post of Assistant Research Officer be placed in the next higher GP 4800.** The next higher post in the hierarchy, that of Research Officer will, however, continue to be in GP 5400 (PB-3). Incumbents of this shall be extended only the replacement level of pay. As regards the demand that the scope of MFCS be enlarged to include the scientific cadre of CWC, the Commission recommends that the matter be examined by GoI.

### **Hydrometeorology Cadre of CWC**

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11.53.15 The Hydrometeorology Cadre of CWC is responsible for hydro-meteorological interpretations for the formulation and issue of flood forecast on various inter-state rivers. The cadre starts at the entry GP 1900 as Junior Computer and reaches up to GP 6600 as Deputy Director (Hydrometeorology). The association has demanded that the cadre be rationalised with a change in designation and upgradation of pay scales in respect of the Group 'A' posts of Deputy Director and Assistant Director so as to reduce stagnation in promotion.

*Analysis and Recommendations*

11.53.16 The Commission is not considering rationalization of cadres as this falls in the realm of cadre restructuring.

### **Work Charged Staff of CWC**

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11.53.17 The work-charged staff comprises three levels of Skilled Work Assistants, Work Sarkar Grade-II and Observer Grade-II in the GP 1800, GP 1900 and GP 2000 respectively. Skilled Work Assistants are either promoted to Work Sarkar Grade-II or Observer Grade-II. However Work Sarkar Grade-II is not promoted to Observer Grade-II. A demand has been made to merge the levels of Work Sarkar Grade-II with Observer Grade-II as their nature of duties is similar and further with the merger Skilled Work Assistants would get to be promoted to the same level.

*Analysis and Recommendations*

11.53.18 The Commission is of the view that decision to merge levels would be best examined by CWC in consultation with Ministry of Finance.

## Central Water and Power Research Station (CWPRS), Pune

### Group `A` Scientific and Technical Personnel

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11.53.19 Director, CWPRS in the GP 10000 is the executive head of the organization and is assisted by Additional Director of CWPRS who is in the GP 8900. Chief Research Officers in the GP 7600 reports to the Additional Director. The association has demanded apex scale for the Director at par with the Heads of other similar government organizations. Accordingly GP 10000 for Additional Director and GP 8700 for Chief Research Officers has also been demanded.

#### *Analysis and Recommendations*

11.53.20 In the absence of adequate justification the Commission is unable to consider the demands of the association.

### Laboratory Staff

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11.53.21 The hierarchy of laboratory staff is as follows:

Post	Grade Pay	Mode/Entry Level Qualification
Research Assistant	4600	20 percent promotion from Supervisor
Supervisor	4200	Diploma in Engineering–100 percent DR
Lab Assistant Grade I	2800	B.Sc. with 5 years' experience
Lab Assistant Grade II	2400	100 percent by promotion
Lab Assistant Grade III	2000	Class XII with Physics, Chemistry, Maths and English
Laboratory Attendant	1800	Class X

11.53.22 They have demanded amalgamation of the posts of Lab Assistant Grade II and Grade III into a single grade higher GP 2800 with the enhancement of recruitment qualifications at the entry level to B.Sc. The association has further pointed out that prior to the V CPC the pay scale of Lab Assistant Grade I was at par with that of Supervisor. However, subsequently the Supervisor came to lie at a higher level. As a result Supervisor gets precedence over Lab Assistant Grade I for promotion to Research Assistant. The association has thus demanded either merger of Lab Assistant Grade I with Supervisor or equal opportunity to Lab Assistant Grade I for getting promoted to Research Assistant.

#### *Analysis and Recommendations*

11.53.23 The Commission has noted that the level of Supervisor is, as the designation indicates, supervisory, and both the V and VI CPC had consciously placed Supervisor above the Lab Assistant Grade I. The Commission thus finds no reason to bring the two levels at par. **However it is also a fact that at present the Lab Assistant Grade I has no promotional avenue since Supervisors are directly recruited. This needs rectification and the Commission recommends that a promotion channel for this level may also be opened, to**

**Supervisor.** In so far as the hierarchy of the Laboratory staff is concerned the Commission finds it consistent with the existing hierarchy of Laboratory Staff in other ministries.

### **Chief Photographer in CWPRS, Pune**

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11.53.24 The administrative department has stated that its lone post of Chief Photographer, which is in GP 4200, may be upgraded to GP 4600 at par with the Chief Photographers' posts in other departments like DRDO, Director General Quality Assurance and Directorate of Extension, Ministry of Agriculture.

#### *Analysis and Recommendations*

11.53.25 The Commission has noted that the VI CPC had recommended GP 4600 for the post of Chief Cinematographer/equivalent. Whether the posts of Chief Cinematographer and Chief Photographer are indeed equivalent needs to be assessed through study of their job profiles, which may be conducted by the concerned ministry.

## **Central Soil and Material Research Station (CSMRS)**

### **Group `A' Engineering Officers**

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11.53.26 The association of Group `A' Engineering Officers has stated that promotions under Modified Flexible Complementing Scheme (MFCS) are inordinately delayed and has accordingly demanded that in the event of a delay, the promotion may be granted from the due date. The association has also demanded that promotions should go up to the level of Scientist G in GP 10000, and not be limited it to Scientist E in the GP 8700, as is presently the case. The association has further demanded a provision of 30 percent for Scientist G officers to be promoted to the next grade of Scientist H in the HAG scale. Elimination of the post of Scientist F in the GP 8900 is also a demand. This is being sought citing the very small difference in grade pay between Scientist E and Scientist F. In addition, certain other changes have been demanded in the existing MFCS to enable meritorious scientists in CSMRS to be promoted to the SAG scale in 17 to 19 years at par with Organised Group `A' Services. As per the existing dispensation, under the MFCS route, scientists can get the SAG level after completion of 21 years of service.

#### *Analysis and Recommendations*

11.53.27 All aspects relating to the MFCS have been covered in Chapter 7.5 and no other recommendations are being made here. In so far as the demand for provisioning 30 percent of Scientists G at the HAG level is concerned, it is a cadre restructuring issue, outside the ambit of the Commission. As far as the demand for elimination of GP 8900 is concerned, it is pointed out that this level is part of the overall structure and not limited to this department. Regarding parity with Organised Group `A' Services the Commission is of the view that parity between disparate cadres is neither necessary nor possible. In any case scientific cadres have the benefit of MFCS which the Organised Group `A' Services do not have.

## Laboratory Staff of CSMRS

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11.53.28 The hierarchy of laboratory staff of CSMRS is identical to that of CWPRS, except that the percentage of posts of Research Assistants earmarked for Supervisor at 33 percent is slightly higher:

Post	Grade Pay	Entry Level Qualification
Research Assistant	4600	33 percent promotion from Supervisor
Supervisor	4200	Diploma in Engineering–100 percent DR
Lab Assistant Grade I	2800	BSc with 5 years' experience
Lab Assistant Grade II	2400	100 percent by promotion
Lab Assistant Grade III	2000	Class XII with Physics, Chemistry, Maths and English
Laboratory Attendant	1800	Class X

11.53.29 Higher grade pay has been demanded for Laboratory Attendant presently in the GP 1800 as they come to acquire technical work experience. A demand has also been made for upgradation and amalgamation of the posts of Lab Assistant Grade III in the GP 2000 with Lab Assistant Grade II in the GP 2400. Their Association has asked for the merger to be coupled with laying down of higher entry level qualifications (graduation instead of Class XII in science) for the merged post. A higher GP 4200 has also been sought for the post of Laboratory Assistant Grade I, presently in the GP 2800, on the ground that their minimum entry grade qualification is B.Sc., which is comparable to diploma in engineering of Supervisor in CSMRS, who are residing in the GP 4200.

### *Analysis and Recommendations*

11.53.30 In consonance with the demand made for Laboratory Staff in CWPRS the **Commission recommends that a promotion channel for Lab Assistant Grade I to Supervisor may also be opened up at par with Supervisors.** In so far as the hierarchy of the Laboratory staff is concerned the Commission finds it consistent with the existing hierarchy of Laboratory Staff in other ministries.

## Central Ground Water Board (CGWB)

### Drilling Staff

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11.53.31 The hierarchy of the Drilling Staff is as follows:

Post	Grade Pay	Entry Level Qualification/Method of Filling
Driller-in-Charge (DIC)	4800 + NFU after four years to GP 5400 (PB-3)	100 percent by promotion
Driller-cum-Mechanic (DCM)	4200	100 percent by promotion
Assistant Driller-cum-Mechanic (ADCM)	2400	Class X with ITI +twoyears' experience in maintenance of water well drilling machines
Compressor Operator	1900	100 percent by promotion
Technical Operator (Drilling)	1800	Class X with ITI in Motor Mechanic or Diesel Mechanic or Welding

11.53.32 The association has demanded that considering the nature of duties and responsibilities attached to the post of Technical Operators, it may be placed in GP 1900 at par with Technical Operators of Geological Survey of India (GSI). Further to this, the association has also demanded that Assistant Driller-cum-mechanic in the GP 2400 should be upgraded to GP 2800.

#### *Analysis and Recommendations*

11.53.33 The Commission has noted that the minimum qualification for entry into the post of Technical Operators is same in GSI as in CGWB although Technical Operators in the GSI are recruited in the GP 1900. The Commission has further noted that CGWB was set up after merging the Ground Water Wing of GSI with the Exploratory Tubewell Organization of India. The Commission recommends that **post of Technical Operator (Drilling) be given GP 1900 and be combined with the post of Compressor**. However, the demand that Assistant Driller-cum-Mechanic be placed in GP 2800 is not agreed to.

### Junior Engineers/Senior Technical Assistant (Mechanic)

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11.53.34 The association has demanded that the promotional prospects for Junior Engineers of CGWB should be at par with Junior Engineers of CPWD as the recruitment rules and the nature of duties in both the organizations are similar with work in respective organizations being executed in accordance with the CPWD code. They have specifically stated that Junior Engineer of CGWB, presently in GP 4200, should be directly promoted to Assistant Engineer in GP 4800, as in the case of CPWD, without having to traverse through the intermediate level of Senior Technical Assistant (Mechanical), in the GP 4600.

#### *Analysis and Recommendations*

11.53.35 The Commission has made recommendations regarding engineering cadres in Chapter 7.4. These shall apply in respect of Junior Engineers of CGWB as well.

## Surveyor Cadre of CGWB

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11.53.36 The hierarchy of Surveyor Cadre is shown below:

Post	Grade Pay	Entry Grade Qualification
Officer Surveyor	4600	100 percent by promotion
Head Surveyor	4200	100 percent by promotion
Senior Surveyor	4200	Class X or equivalent with Licentiate in Civil Engineering or Diploma or certificate of Surveyor and at least 5 years practical experience and knowledge of surveying and levelling

11.53.37 Their association has demanded upgradation and merger of the post of Senior Surveyor, presently in the GP 4200, with the promotional post of Head Surveyor who is also in the GP 4200. Further to this, a demand has been made for upgradation of the post of Officer Surveyor from GP 4600 to GP 5400 (PB-3).

### *Analysis and Recommendations*

11.53.38 **The Commission is agreeable to the demand of merging the post of Senior Surveyor with Head Surveyor in the existing GP 4200. Office Surveyor will continue in GP 4600.**

## Drawing Staff of CGWB

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11.53.39 The hierarchy of Drawing Staff of CGWB is shown below:

Post	Grade Pay	Entry Grade Qualification/Method of Filling
Artist	5400 (PB-3)	Through promotion from Assistant Artists or Senior Cartographer. For DR, Masters' Degree in Geography with five years' experience as Cartographer
Assistant Artist	4600	100 percent by promotion
Chief Draughtsman	4600	100 percent by promotion
Draughtsman Grade I	4200	100 percent by promotion
Draughtsman Grade II	4200	Class X + three years' Diploma in civil engineering or two year' Diploma in Draughtsmanship from ITI + three years' experience in the relevant field

11.53.40 They have sought merger of the posts of Draughtsman Grade I and II on one hand and Chief Draughtsman and Assistant Artists on the other on the grounds that the feeder post and promotional posts have not only identical grade pay but the functions and nature of duties of the posts are comparable and interchangeable.

### *Analysis and Recommendations*

11.53.41 The Commission has made separate recommendations in respect of Draughtsman cadre in Chapter 7.4. The recommendations made therein shall apply to Draughtsman cadre in CGWB as well.

## Ministry of Women and Child Development

## Chapter 11.54

### General Issues

#### Introduction

11.54.1 The Department of Women and Child Development was set up in the year 1985 as part of the Ministry of Human Resource Development to give much needed impetus to the holistic development of women and children. The department was upgraded to a ministry w.e.f. 30 January, 2006. The vision of the ministry is that of empowered women living with dignity and contributing as equal partners in development in an environment free from violence and discrimination together with well-nurtured children with full opportunities for growth and development in a safe and protective environment. In achieving its vision the ministry evolves policies, legislations, programmes and schemes for women and children and has been implementing them with the support of State Government/UT Governments and Non-Government Organisations. The ministry has four autonomous organisations viz., National Institute of Public Cooperation and Child Development (NIPCCD), Central Social Welfare Board (CSWB), Rashtriya Mahila Kosh (RMK) and Central Adoption Resource Authority (CARA) working under its aegis, besides two Statutory Commissions namely, National Commission for Women (NCW) set up in 1992 and National Commission for Protection of Child Rights (NCPCR) set up in March 2007. The Food and Nutrition Board (FNB) is an attached office of the ministry.

#### Personnel Position

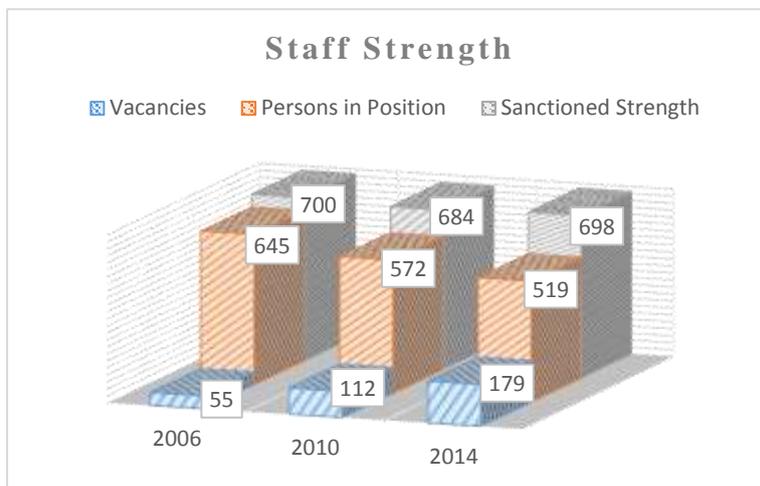
11.54.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Women and Child Development is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	106	82	24	22
B	215	154	61	28
C	377	283	94	25
<b>Total</b>	<b>698</b>	<b>519</b>	<b>179</b>	<b>26</b>

11.54.3 The above table shows that in overall term 26 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of the 519 persons in position (PIP), 445 employees are pre-2004 recruits and remaining 74 employees have been recruited on or after 01.01. 2004.

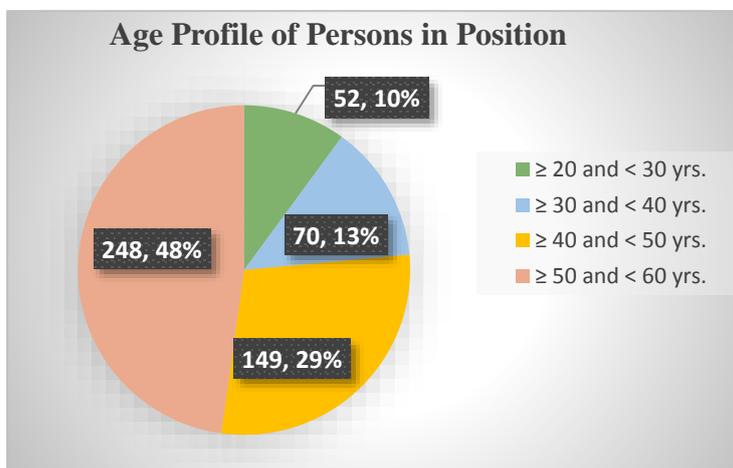
### Inter Temporal Trend of Personnel

11.54.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Women and Child Development on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Person in Position

11.54.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Women and Child Development. It indicates that about 48 percent of PIP shall be retiring within next 10 years.



### Expenditure on Personnel and Contractual Employees

11.54.6 The following table brings out the expenditure incurred by the Ministry of Women and Child Development, on salaries and allowances on the employees working in the Ministry of Women and Child Development, through the years 2010 to 2013.

Particulars	(₹ in lakh)		
	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	2270.00	2447.00	2724.73

## Ministry of Youth Affairs and Sports

## Chapter 11.55

### General Issues

#### Introduction

11.55.1 The Ministry of Youth Affairs and Sports was initially set up as the Department of Sports in 1982 at the time of organisation of the IX Asian Games, in New Delhi. It was enlarged to the Department of Youth Affairs and Sports during the celebration of the International Youth Year, 1985. It became a ministry in 27 May, 2000. Subsequently, the ministry has been bifurcated in Department of Youth Affairs and Department of Sports w.e.f. 30 April, 2008. The ministry pursues the twin objective of developing the personality of the youth, which is the most vibrant and dynamic segment of the country's population, and involving them in various nation building activities. As most of the issues concerning young people are the functions of other ministries/departments, like Education, Employment and Training, Health and Family Welfare etc. the role of the Ministry of Youth Affairs and Sports is to act as a facilitator and catalytic agent.

#### Personnel Position

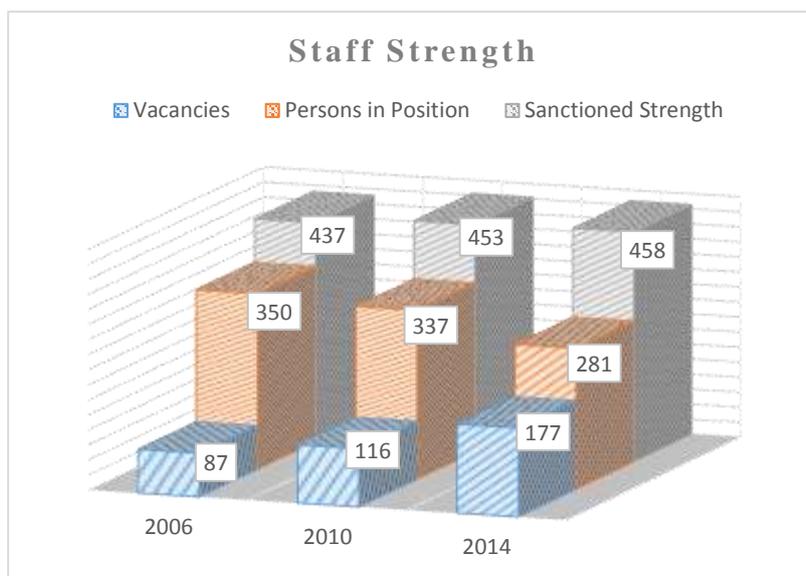
11.55.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Youth Affairs and Sports, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	49	35	14	29
B	132	87	45	34
C	277	159	118	43
<b>Total</b>	<b>458</b>	<b>281</b>	<b>177</b>	<b>39</b>

11.55.3 The above table shows that in overall terms 39 percent of total sanctioned strength of the ministry is lying vacant as on 01.01.2014. Of 281 persons in position (PIP), 262 employees are pre-2004 recruits and remaining 19 employees have been recruited on or after 01.01.2004.

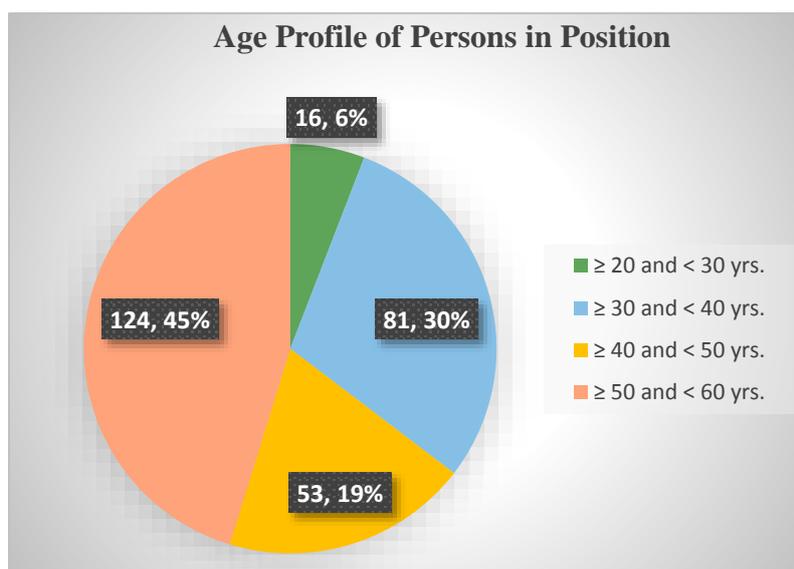
#### Inter Temporal Trend of Personnel

11.55.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Youth Affairs and Sports as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.55.5 The following pie chart brings out the age profile of the persons in position (PIP) in the Ministry of Youth Affairs and Sports. It indicates that about 45 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.55.6 The following table brings out the expenditure incurred by the Ministry of Youth Affairs and Sports, on salaries and allowances on the employees working in the ministry through the years 2010 to 2013.

(₹ in lakh)

<b>Particulars</b>	<b>2010-11</b>	<b>2011-12</b>	<b>2012-13</b>
Expenditure on Salaries and Allowances	1478.97	1502.25	1586.71
Expenditure on Contractual Employees	9.42	23.16	26.29
<b>Total</b>	<b>1488.39</b>	<b>1525.41</b>	<b>1613.00</b>

## **Training**

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11.55.7 The Ministry of Youth Affairs and Sports has identified 28 Group 'A'; 66 Group 'B' and 57 Group 'C' posts for training in core competencies. However, no person has been trained in the years 2012-13 and 2013-14. The ministry has not made any budget provision for training in the year 2013-14.

## President's Secretariat

## Chapter 11.56

### *General Issues*

11.56.1 The President's Secretariat came into existence in 1972 by amalgamation of two offices viz., Secretary to the President's Office and Military Secretary to the President's office. The President's Secretariat is headed by the Secretary to the President who is responsible for the overall direction and co-ordination of all work in the Secretariat and all administrative arrangements. The Secretary is also the Chief Accounting Authority of all the transactions of the President's Secretariat. The staff of the President's Secretariat provides secretarial assistance to the President in discharging his executive, constitutional ceremonial and other State responsibilities.

11.56.2 The President's Secretariat has a sanctioned staff strength of 313 personnel, the group-wise break-up of which is as under:

<b>Group</b>	<b>Sanctioned Strength</b>	<b>In Position</b>
<b>A</b>	19	17
<b>B</b>	93	86
<b>C</b>	201	138
<b>Total</b>	313	241

### *Cadre Related Issues*

11.56.3 Upgradation of the pay scales has been demanded on the grounds that they are paid less as compared to their counterparts in Rajya Sabha Secretariat, Lok Sabha Secretariat and Registries of Supreme Court and High Courts even though they serve the highest office of the land and perform significantly different and more arduous duties.

#### *Analysis and Recommendations*

11.56.4 The rules regulating the recruitment and conditions of service of persons appointed to posts in the President's Secretariat are the President's Secretariat (Recruitment and Conditions of Service) Rules 1976 approved by the President.

11.56.5 As such the pay scales applicable to other Central Government offices recommended by this Commission will be applicable to the staff of the President's Secretariat as well unless the President amends the service conditions as aforesaid.

## Vice President's Secretariat

## Chapter 11.57

### **Introduction**

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11.57.1 The Vice-President's Secretariat commenced functioning in the year 1952. The total staff strength of the Secretariat is 58.

11.57.2 The Secretary to the Vice-President is the head of the Secretariat. This post has been generally held by an officer of the rank of Additional Secretary/Secretary, Government of India. The Secretary to the Vice-President is assisted by senior officers of the rank of Director/Officer on Special Duty/Private Secretary/Under Secretaries, and other executive, ministerial and operational staff.

## Cabinet Secretariat

## Chapter 11.58

### **Introduction**

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11.58.1 Cabinet Secretariat is responsible for the administration of the Government of India (Transaction of Business) Rules, 1961 and the Government of India (Allocation of Business) Rules 1961, facilitating smooth transaction of business in ministries/departments of the government by ensuring adherence to these rules. The Cabinet Secretariat is under the direct charge of the Prime Minister. The administrative head of the Secretariat is the Cabinet Secretary, who is also the head of the civil services as also the ex-officio Chairman of the Civil Services Board. Presently he draws a pay of ₹90,000 (fixed). The Secretariat assists in decision-making in government by ensuring Inter-Ministerial coordination, ironing out differences amongst ministries/departments and evolving consensus through the instrumentality of the standing/adhoc Committees of Secretaries.

11.58.2 The Cabinet Secretariat ensures that the President, the Vice President and Ministers are kept informed of the major activities of all ministries/departments with monthly summary of their activities. Management of major crisis situations in the country and coordinating activities of various ministries in such a situation is also one of the functions of the Cabinet Secretariat.

### **Organisational Structure**

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11.58.3 The Cabinet Secretariat comprises main secretariat, Directorate General of Security, Research and Analysis Wing, Joint Intelligence Committee and Special Protection Group. The Directorate General of Security comprises three wings viz., Secretariat, Special Service Bureau and Aviation Research Wing.

### **Recommendations**

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**11.58.4 Posts in Research and Analysis Wing and Aviation Research Wing have been covered in a separate report.**

## **Prime Minister's Office**

## **Chapter 11.59**

11.59.1 The Prime Minister's Office (PMO) provides secretarial assistance to the Prime Minister. It is headed by the Principal Secretary to Prime Minister who is appointed on contract. The Prime Minister can also appoint eligible persons of his choice as personal staff whose tenure is coterminous with that of the Prime Minister. The PMO includes the anti-corruption unit and the public wing dealing with grievances. The Prime Minister's National Relief Fund (PMNRF) and the National Defence Fund (NDF) are operated directly from the PMO.

**11.59.2 Recommendations in respect of the organisations operating under the National Security Adviser have been covered in a separate report.**

## Union Public Service Commission

## Chapter 11.60

### General Issues

#### Introduction

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11.60.1 The Federal Public Service Commission (FPSC) set up based upon the provisions of the Government of India Act, 1935, became the Union Public Service Commission (UPSC) after Independence and was given constitutional status with the promulgation of the Constitution of India on 26 January, 1950. Articles 315 to 321 of the Constitution of India inter-alia regulates appointment and terms of office of members, conditions of service of the members and staff and functions of the Union Public Service Commission. The duties of the UPSC as per the Constitution include conducting examinations for appointments to the services of the Union, advising government on matters relating to the methods of recruitment to civil services, disciplinary matters etc.

#### Personnel Position

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11.60.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Union Public Service Commission, is as follows:

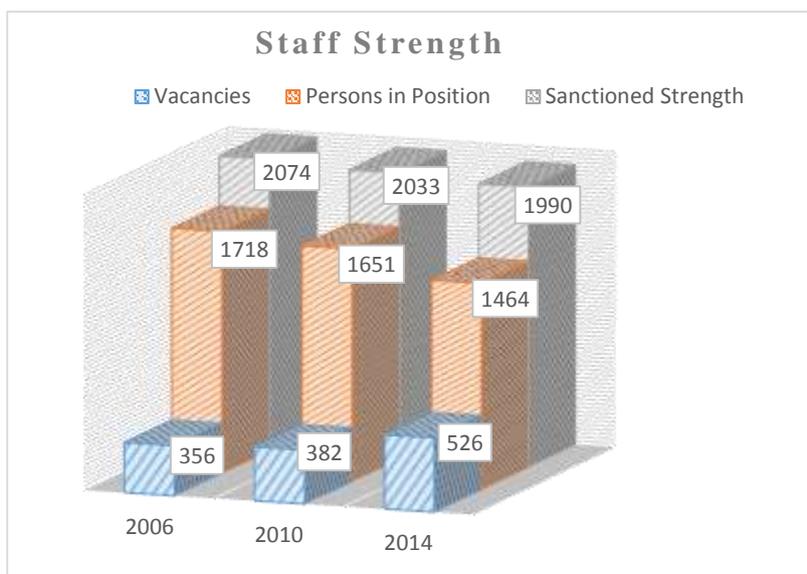
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	188	157	31	16
B	783	527	256	33
C	1,019	780	239	23
<b>Total</b>	<b>1,990</b>	<b>1,464</b>	<b>526</b>	<b>26</b>

11.60.3 The above table shows that in overall terms 26 percent of total sanctioned strength of UPSC is lying vacant as on 01.01.2014. Of the 1,464 persons in position (PIP), 1,190 employees are pre-2004 recruits and remaining 274 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

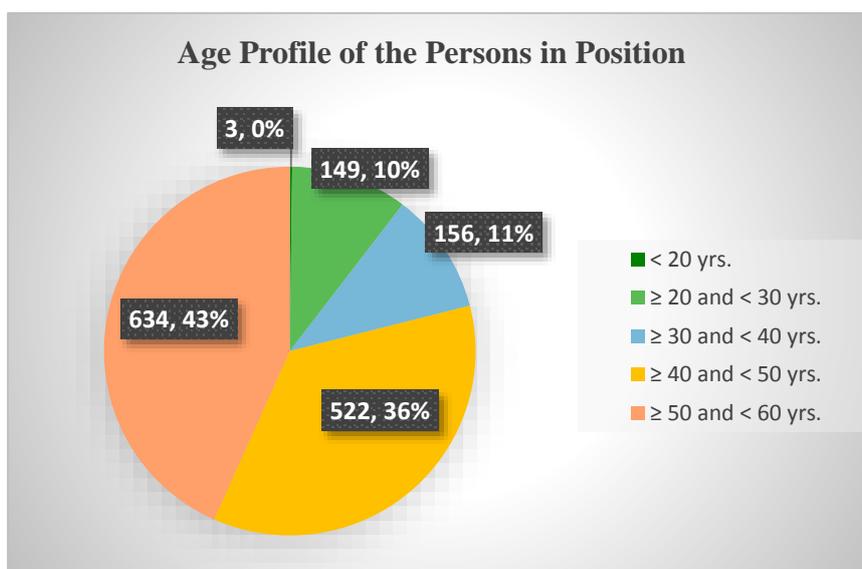
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11.60.4 The following bar chart indicates the inter temporal position of personnel in the Union Public Service Commission as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.60.5 The following pie chart brings out the age profile of the persons in position (PIP) in Union Public Service Commission. It indicates that about 43 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.60.6 The following table brings out the expenditure incurred by the Union Public Service Commission, on salaries and allowances on the employees working in the Commission through the years 2010 to 2013.

Particulars	₹ in lakh		
	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	6,724	6,511	7,182

## Election Commission of India

## Chapter 11.61

### General Issues

#### Introduction

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11.61.1 Article 324 of the Constitution of India has vested in the Election Commission of India the superintendence, direction and control of the entire process for conduct of elections to Parliament and Legislature of every State and to the offices of the President and Vice-President of India. Election Commission of India is a permanent Constitutional Body. Originally, the Commission had only a Chief Election Commissioner. It currently consists of the Chief Election Commissioner and two Election Commissioners. The President appoints the Chief Election Commissioner and the Election Commissioners. They have a tenure of six years, or up to the age of 65 years, whichever is earlier. They enjoy the same status and receive salary and perks as available to Judges of the Supreme Court of India.

#### Personnel Position

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11.61.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Election Commission of India, is as follows:

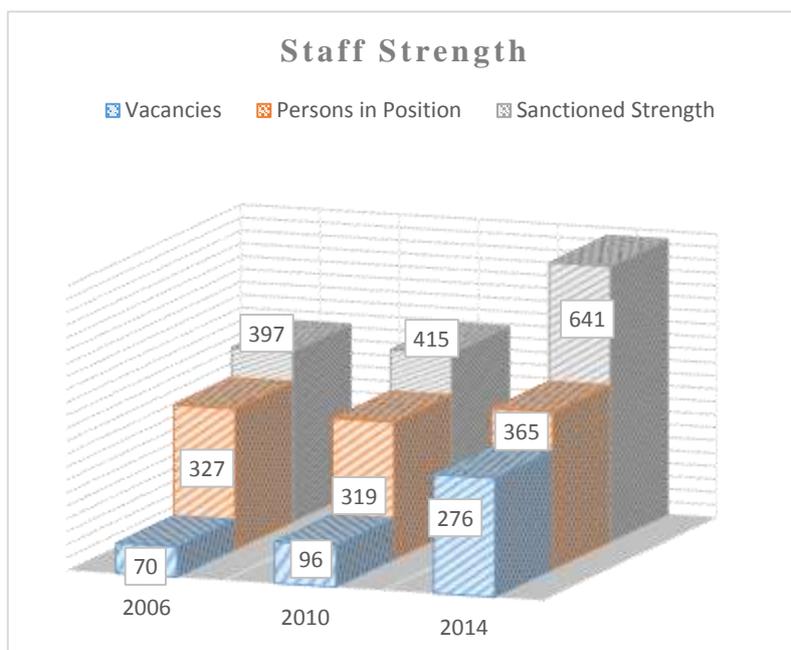
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	80	70	10	13
B	234	155	79	34
C	327	140	187	57
<b>Total</b>	<b>641</b>	<b>365</b>	<b>276</b>	<b>43</b>

11.61.3 The above table shows that in overall terms 43 percent of total sanctioned strength of Election Commission of India is lying vacant as on 01.01.2014. Of the 365 persons in position (PIP), 279 employees are pre-2004 recruits and remaining 86 employees have been recruited on or after 01.01.2004.

#### Inter Temporal Trend of Personnel

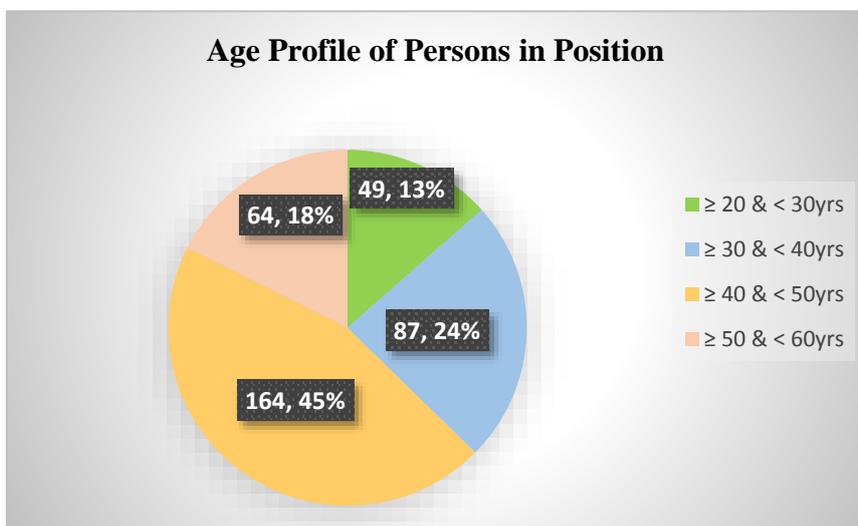
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11.61.4 The following bar chart indicates the inter temporal position of personnel in the Election Commission as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.61.5 The following pie chart brings out the age profile of the persons in position (PIP) in Election Commission of India. It indicates that about 18 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.61.6 The following table brings out the expenditure incurred by the Election Commission of India, on salaries and allowances on the employees working in the Commission through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	1,402.78	1,489.60	1,742.00

## Indian Audit and Accounts Department

## Chapter 11.62

### General Issues

#### Introduction

11.62.1 The Comptroller and Auditor General of India, the Supreme Audit Institution (SAI) of India, draws his mandate from Article(s) 148 to 151 of the Constitution of India. The CAG and the Indian Audit and Accounts Department functioning under him provide for a unified audit mechanism within the federal polity. The vision of the SAI of India is to become a global leader and initiator of national and international best practices in the public sector auditing and accounting. With this vision, the department's mission is to promote accountability, transparency and good governance through high quality auditing and accounting and provide independent assurance to the stakeholders, the Legislature, the Executive and the Public, that public funds are being used efficiently and for the intended purpose. Article 148(5) provides that the conditions of service of persons serving in the Indian Audit and Accounts Department and the administrative powers of the CAG shall be such as may be prescribed by rules made by the President after consultation with the CAG.

#### Personnel Position

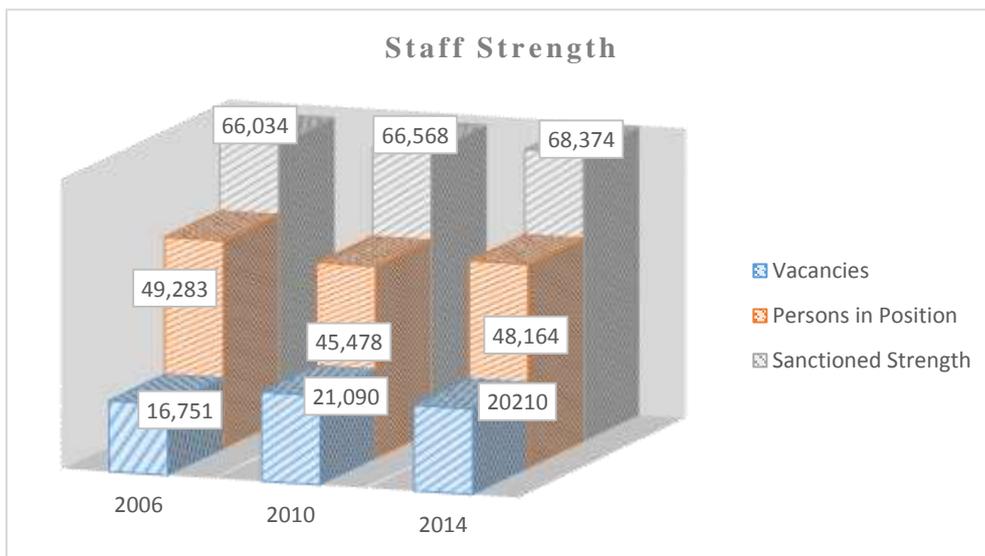
11.62.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by Indian Audit and Accounts Department (IA&AD), is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	695	605	90	13
B	45,702	32,105	13,597	30
C	21,977	15,454	6,523	30
<b>Total</b>	<b>68,374</b>	<b>48,164</b>	<b>20,210</b>	<b>30</b>

11.62.3 The above table shows that in overall terms 30 percent of total sanctioned strength of the IA&AD is lying vacant as on 01.01.2014. Of 48,164 persons in position (PIP), 35,867 employees are pre-2004 recruits and remaining 12,297 employees have been recruited on or after 01.01.2004.

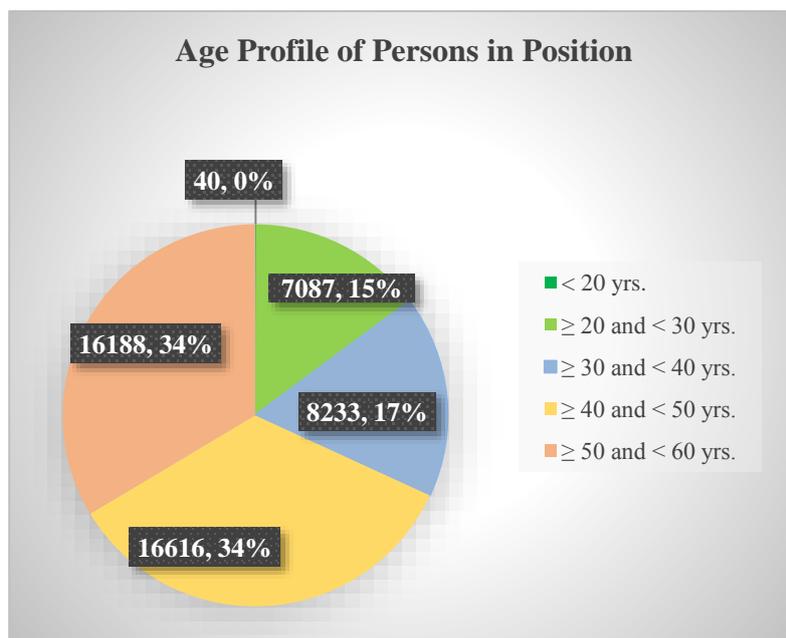
#### Inter Temporal Trend of Personnel

11.62.4 The following bar chart indicates the inter temporal position of personnel in the IA&AD as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

11.62.5 The following pie chart brings out the age profile of the persons in position (PIP) in the IA&AD. It indicates that about 34 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

11.62.6 The following table brings out the expenditure incurred by the Indian Audit and Accounts Department, on salaries and allowances on the employees working in the department through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-2012	2012-13
Expenditure on Salaries and Allowances	1,92,672	2,05,089	2,31,669
Expenditure on Contractual Employees	1,968	2,907	2,847
<b>Total</b>	<b>1,94,640</b>	<b>2,07,996</b>	<b>2,34,516</b>

## **Training**

11.62.7 Indian Audit and Accounts Department has identified 2,797 posts for training for core competencies and has identified 6,828 posts for training in specialised competencies. The Department has indicated that in the year 2012-13, training was imparted to 200 persons for core competencies and to 2,936 persons for specialised competencies. During the year 2013-14, 3,923 persons were trained on core competencies and 6,547 persons were trained for specialised competencies. An amount of ₹3,770 lakh was provided under the head 'training' in the budget for the year 2013-14, of which ₹3,733 lakh was utilised.

## ***Cadre Related Issues***

### **Indian Audit and Accounts Service**

11.62.8 The Indian Audit and Accounts Service (IAAS) is one of the central services, which aids and assists the CAG in the performance of his duties. The IAAS forms the middle and top level management of the organization.

#### ***Upgradation of Posts of 13 Principal Accountants General (PAsG) and 6 Posts of Additional Deputy CAGs (ADAI) in CAG Headquarters to Apex Scale***

11.62.9 It has been stated that currently, the audit functions in the States, on behalf of the CAG, is managed by PAsG who are placed in the HAG grade. It has been stated that in some of the bigger States, Principal Accountants General have the onerous responsibility of managing a large cadre and have to play an important role in effecting coordination with various offices. It has been demanded as a first step, pay scales of 13 PAsG posted in bigger States be upgraded from the present HAG Scale to Apex Scale.

11.62.10 A demand has also been made that the 6 posts of ADAIs in the CAG headquarters may be upgraded from HAG+ pay scale to Apex pay scale. The rationale for this demand is that both the Deputy CAGs (DAIs) - who are placed in Apex pay scale - and ADAIs in the CAG office directly assist the CAG.

#### ***Analysis and Recommendations***

11.62.11 The Commission feels that functional justification, and not consideration of promotional opportunities, determines the number of posts in different grades. An ideal cadre structure should be able to fulfil the legitimate career expectation of the members of the service. However, there cannot be an identical cadre structure for all services.

11.62.12 An analysis of the percentage of senior duty posts in Central Service Group 'A' vis-à-vis IAAS shows that 15.25 percent of the total cadre strength of Central Service Group 'A' are placed in SAG and higher ranks. As against this, the IAAS has 32.08 percent of their cadre strength in SAG and above ranks. On closer examination, it is found that 0.29 percent, 0.5 percent and 2.56 percent of the Central Service Group 'A' are in the Apex, HAG+ and HAG pay scales, as compared to 0.86 percent, 1.03 percent and 10.12 percent of the cadre strength of IAAS in these pay scales, respectively. Thus, it appears that IAAS already has more senior duty posts in the Apex and HAG+ scales compared to other Central Service Group 'A'.

11.62.13 It is noted that the V CPC had upgraded a few posts of ADAIs as well as some posts of Accountants General to Principal Accountants General. As stated above, upgradation of posts should be done on functional consideration after a detailed evaluation. The Commission notes that there are six DAIs in the CAG headquarters, who are placed in the Apex Scale. Upgradation of 6 posts of ADAIs - who are in HAG+ scale - along with upgradation of 13 Principal Accountants General - who are in the HAG scale - directly to Apex Scale will substantially increase the number of existing strength in the Apex Scale, taking the total number from the present 6 to 25 (6+6+13). **The Commission does not consider this justified, and recommends only replacement pay levels for them.**

#### *Auditors/Accountants*

11.62.14 It has been demanded that the pay scale of Auditor/Accountant may be upgraded from GP 2800 to GP 4200. It has been stated that the recruitment to the post of Auditor/Accountant is by promotion from Clerks/Typists under seniority quota, promotion under examination quota and direct recruitment through a Combined Graduate Level Examination (CGLE) conducted by the Staff Selection Commission. It has also been pointed out that their job profile demands greater audit/accounting skills which justify higher pay scale.

#### *Analysis and Recommendations*

11.62.15 The Commission notes the CGLE is held for recruitment for different posts in GP 2800, GP 4200 and GP 4600. This Examination consists of written examinations and interview. A candidate is given the choice to appear only in the written examinations or both - written examinations and interview - depending upon the post for which he/she is an applicant. Applicants who have to clear both the written examinations as well as the interview are eligible for recruitment for posts carrying higher grade pays of GP 4200/GP 4600. Applicants who do not have to clear the interview and are selected only on the basis of written examinations are placed in GP 2800. Although Auditors/Accountants are selected through CGLE, they are selected only on the basis of written examination. **The Commission, therefore, recommends replacement pay levels for Auditors/Accountants.**

#### *Senior Auditors/Senior Accountants*

11.62.16 It has been demanded that Senior Auditors /Senior Accountants may be upgraded from GP 4200 to GP 4600. It has been argued that both Senior Auditors/Senior Accountants and the Assistants in Central Secretariat Service (CSS) were placed in the same GP 4200 by the VI CPC. However, the Ministry of Finance, in 2009, unilaterally upgraded the Assistants

of the CSS to GP 4600 w.e.f. 01.01.2006. Therefore, Senior Auditors/Senior Accountants should also be upgraded to GP 4600/- to restore the parity provided by the VI CPC.

*Analysis and Recommendations*

11.62.17 The Commission notes that VI CPC had observed that the government has never conceded the principle of parity between Assistants of CSS and Senior Auditors/Accountants in various organised Accounts Departments including IAAD. The Commission is of the view that posts belonging to two different services performing distinct functions cannot be treated at par merely for the reason of being in identical pay scales at some point of time. **The Commission, therefore, recommends normal replacement levels for the Senior Auditors/Accountants.**

*Assistant Audit/Accounts Officers (AOs), Audit/Accounts Officers (AOs) and Senior Audit/Accounts Officers (SAOs)*

11.62.18 Their hierarchy is as under:

Name of Post	Pay Structure		Rationale given
	Existing	Demanded	
Senior Audit/ Accounts Officers	GP 5400 (PB-3)	GP 7600	Parity with Deputy Secretaries of Central Secretariat Service
Audit/Accounts Officers	GP 5400 (PB-2)	GP 6600	Parity with Under Secretaries of Central Secretariat Service
Assistant Audit/ Accounts Officers	GP 4800	Upgradation after four years to GP 5400 (PB-2)	Parity with posts in Department of Revenue/Department of Posts where GP 5400 (PB-2) is granted after four years.

11.62.19 It has been pointed out that when an AO is promoted as SAO after a considerable period, the promotional benefit is just one increment in the same GP 5400. It has been stated that the promotional channel available to SAOs and AOs is induction to the Indian Audit and Accounts Services (IAAS). The prescribed eligibility criteria are 5 years of combined regular service as SAO or AO and age below 53 years at the time of induction. It has also been stated that the number of vacancies for promotion as Assistant Auditor General is limited, which restricts the number of promotions to less than one percent of the total sanctioned strength of SAOs and AOs each year.

*Analysis and Recommendations*

11.62.20 As far as the demands of above listed sub cadres on the grounds of parity with other cadres is concerned, the Commission has already expressed its views earlier in the Chapter. However, the Commission notes that SAOs are the feeder cadre for induction into IA&AS. It is also noted that both SAOs and the entry level pay of IA&AS is GP 5400 (PB-3). There is no scope therefore for enhancing the pay scales of AAO/AO and SAO, which are feeder cadres for AO/SAO and IAAS, respectively. **In this backdrop, the Commission recommends replacement pay levels for AAOs, AOs and SAOs.**

### ***Divisional Accountants (DAs) Cadre***

11.62.21 The DAs constitute a separate cadre in States under the administrative control of IAAD. They are posted in Public Work Divisions under the State Government. They discharge the role of financial advisers to the executive engineers and ensure a measure of proficiency in accounting of public works transactions. Divisional Accountants are specifically recruited through Staff Selection Commission. Their hierarchy is as under:

<b>Name of the Post</b>	<b>Grade Pay</b>
Senior Divisional Accounts Officer	GP 5400 (PB-2)
Divisional Accountants Grade I	4800
Divisional Accountants Grade II	4600
Divisional Accountants	4200

11.62.22 It has been demanded that the DA may be upgraded by one level each up to the level of DA Grade I. For the Senior Divisional Accounts Officer it has been demanded that this post may be placed at GP 6600. This demand has been made on the grounds of qualification, onerous financial and administrative responsibilities in the Public Works Department (PWD) and their analogous position with the Sub-Divisional Officers of PWD. It has also been pointed out that the DAs have to undergo intensive training and pass professional examination.

#### *Analysis and Recommendations*

11.62.23 The Commission notes that a similar demand was made during the VI CPC and the VI CPC recommended upgradation of the pay scales of the posts of DAs by one level each. **In this backdrop, this Commission does not find any justification for any further upgradation and recommends replacement pay levels for DAs.**

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# Officers and Employees of the Supreme Court of India

## Chapter 12

### *General Issues*

#### **Introduction**

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12.1 The Seventh CPC has been mandated to examine, review and recommend changes in the principles that should govern the emoluments structure including pay, allowances and other related facilities/benefits in respect of officers and employees of the Supreme Court of India along with other categories of Central Government employees.

12.2 The Supreme Court is at the apex of the hierarchy of Courts in India, exercising original as well as appellate jurisdiction. Officers and employees of the Supreme Court are employees of the Supreme Court and are not Central Government employees. Article 146(2) of the Constitution of India provides that subject to the provision of any law made by the Parliament the conditions of service of officers and servants of the Supreme Court shall be such as may be prescribed by rules made by the Chief Justice of India or by some other Judge or Officer of the Court as authorised by him. The rules so far as they relate to salaries, allowances, leave or pensions require the approval of the President. Further, Article 146(3) provides that administrative expenses of the Supreme Court including all salaries, allowances and pensions payable to or in respect of officers and servants of the Court shall be charged upon the Consolidated Fund of India.

12.3 In case of VI CPC, the original terms of reference (ToR) of the Commission did not cover officers and employees of the Supreme Court of India, but the ToR was subsequently enlarged to include them. The ToR of the V CPC included the officers and employees of the Supreme Court of India and the Delhi High Court.

#### **Pay Structure of Personnel of the Supreme Court**

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12.4 The method of recruitment and qualifications for appointment of employees of Supreme Court are governed by the provisions of the Supreme Court Officers and Servants (Conditions of Service and Conduct) Rules, 1961. As per the Recruitment Rules, the existing pay structure of the officers and employees in the Supreme Court is as detailed below:

Sl. No.	Pay Band and Grade Pay	Post
1.	Apex ₹80,000 (fixed)	Secretary General
2.	HAG (₹67,000-79,000)	Registrar
3.	SAG, GP 10000	Additional Registrar
4.	GP 8700	Deputy Registrar, Editor, Director
5.	GP 7600	Assistant Registrar, PPS to CJI, Assistant Registrar cum PS, Chief Librarian, Assistant Editor
6.	GP 6600	Court Master, Branch Officer, Librarian, PS to Registrar, Senior Assistant Librarian
7.	GP 4600	PS to Additional Registrar, Senior PA, Assistant Accounts Officer, Senior Court Assistant, Court Associate, Editor of Paper Books, Senior Translator, Assistant Librarian, Proof Reader, Building Supervisor
8.	GP 4200	Accountant, Cashier, Court Assistant, Junior Translator, PA
9.	GP 2800	Junior Court Assistant, Chauffer, Special Process Server, Gestetnor Operator Grade I, Library Attendant Grade I, Restorer Grade I
10.	GP 2400	Restorer Grade II, Library Attendant Grade II, Gestetnor Operator Grade II, Senior Court Attendant, Usher, Jamadar
11.	GP 2,000	Junior Court Attendant, Chamber Attendant

### Overall Personnel Position

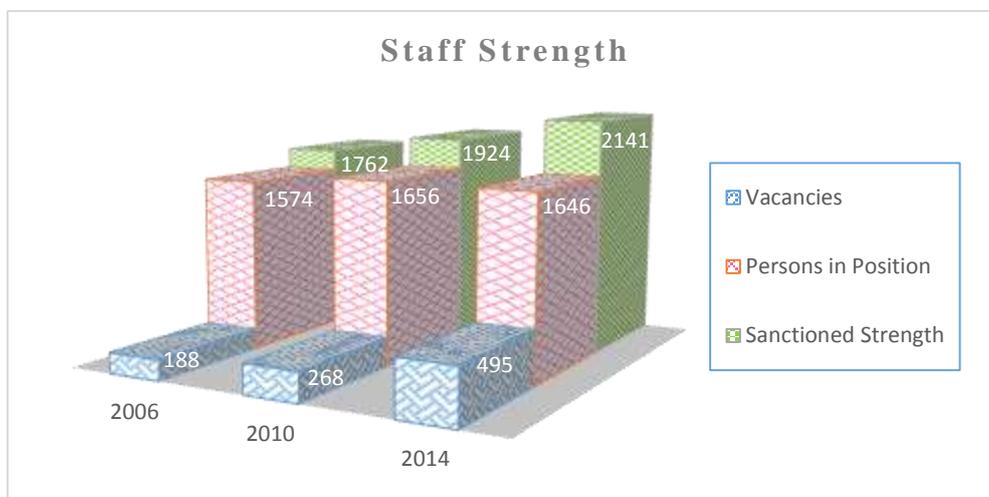
12.5 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Supreme Court of India, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	274	226	48	18
B	569	409	160	28
C	1,298	1,011	287	22
<b>Total</b>	<b>2,141</b>	<b>1,646</b>	<b>495</b>	<b>23</b>

12.6 The above table shows that in overall terms 23 percent of total sanctioned strength of the Supreme Court of India is lying vacant as on 01.01.2014. Of the 1,646 persons in position (PIP), 1,095 are pre-2004 recruits and the remaining 551 have been recruited on or after 01.01.2004.

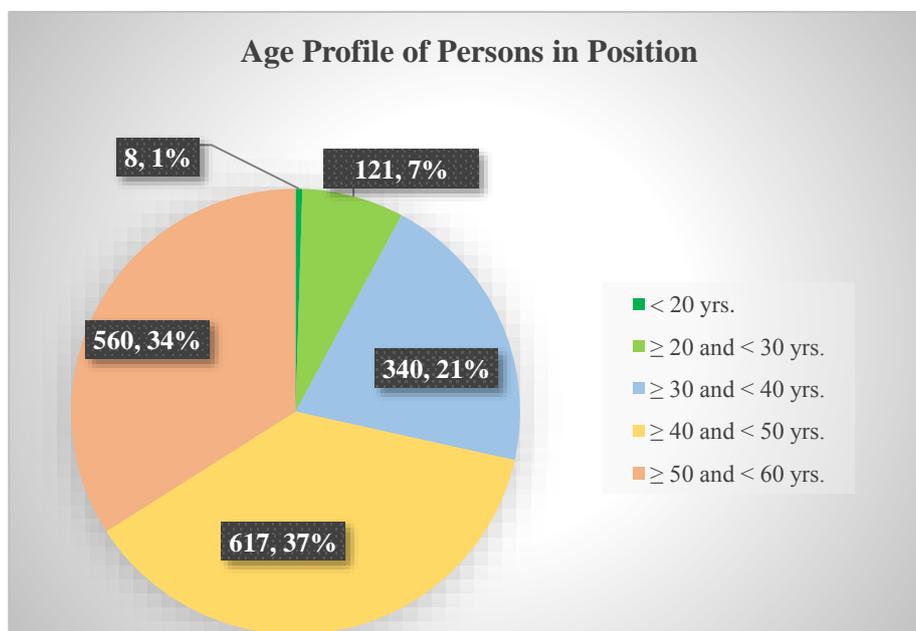
### Inter Temporal Trend of Personnel

12.7 The following bar chart indicates the inter temporal position of personnel in the Supreme Court of India as on 01.01.2014 vis-à-vis 01.01.2006 and 01.01.2010.



### Age Profile of the Persons in Position

12.8 The following pie chart brings out the age profile of the persons in position (PIP) in Supreme Court of India. It indicates that about 34 percent of the PIP shall be retiring within the next 10 years.



### Expenditure on Personnel and Contractual Employees

12.9 The following table brings out the expenditure incurred by the Supreme Court of India, on salaries and allowances on the employees working in the SCI through the years 2010 to 2013.

(₹ in lakh)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	7,950	8,739	9,473

### ***Cadre Related Issues***

12.10 The Supreme Court Employees Welfare Association has made a representation to the Commission in relation to salaries and allowances of personnel of the Supreme Court of India. On the pay structure they have favoured the old pay scale system, sought an increment of not less than 4 percent per annum and five hierarchical up- gradation for all employees in their career. The Association requested in their demands an upgradation of pay to one level higher than the existing level for a number of posts.

12.11 The Commission has also received from the Registrar, Supreme Court recommendations of the Committee of Officers as well as those of the Committee of Judges of the Supreme Court in relation to pay structure of (i) officers and employees of the Supreme Court and (ii) staff of the Supreme Court Departmental Canteen.

## **Officers and Employees of the Supreme Court**

### **Upgradation of Pay in Selected Posts in Existing GP 2800**

12.12 Upgradation of pay has been sought for the group of posts in the present pay scale with GP 2800 to GP 4200. These include Junior Court Assistant, Chauffer, Special Process Server, Restorer Gr. I/Library Attendant Gr. I/Gestetner Operator Gr. I.

#### *Analysis and Recommendations*

12.13 The Commission has noted the recommendations made by the Committee of Judges in this regard. The Committee of Judges after examination of demands made has pointed out that in view of basic qualification, nature of duties and degree of efficiency, integrity and confidentiality the post of Junior Court Assistant can be considered for an upgradation in pay.

12.14 The Commission further notes that the educational qualifications for direct recruitment to the post of Junior Court Assistant is a degree from a recognised University and knowledge of computer operations with a stipulated typing speed in computers. The information furnished to the Commission with respect to the Recruitment Rules of various posts also indicates that in all other posts carrying a GP 2800 the educational qualifications is lower than graduation and therefore equating Junior Court Assistants with these posts would not be correct. In view of the foregoing the Commission is in agreement with the views of the Committee of Judges.

**Accordingly, the Commission recommends upgradation in the pay for the post of Junior Court Assistant to GP 4200 from the existing GP 2800.**

### **Upgradation of Pay in Selected Posts in Existing GP 4200**

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12.15 For the group of posts covering Court Assistant, Personal Assistant, Accountant, Cashier, the Association requested pay parity with the holders of analogous/equivalent posts in the High Court of Delhi, who are drawing pay with GP 4600.

#### *Analysis and Recommendations*

12.16 The Commission has noted the recommendations made by the Committee of Judges in this regard. The Committee of Judges, after examination of demands made, agrees with the recommendation of upgradation in pay to conform to the pay of the holders of analogous posts in the High Court of Delhi.

12.17 The Commission recognises that the Supreme Court is at the apex of the hierarchy of Courts in India and hence its personnel should not be disadvantageously placed vis-à-vis the High Court of Delhi.

**Accordingly, the Commission recommends upgradation for the post of Court Assistant, Personal Assistant, Accountant and Cashier to GP 4600 from the existing GP 4200.**

### **Upgradation of Pay in Selected Posts in Existing GP 4600**

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12.18 Upgradation of pay has been sought for pay of the group of posts in the present GP 4600 to GP 4800. These include posts of Private Secretary to Additional Registrar, Sr. Personal Assistant, Senior Court Assistant, Court Associate, Editor of Paper books, Assistant Librarian, Proof Reader, Assistant Accounts Officer (Concurrent Audit) and Building Supervisor. The justification for upgradation is that the holders of analogous posts in the High Court of Delhi are in GP 4800.

#### *Analysis and Recommendations*

12.19 The Commission has been informed that the Committee of Judges, after examination of demands made, have endorsed the upgradation in pay to conform with the pay of the holders of analogous posts in the High Court of Delhi.

12.20 The Commission recognises that the Supreme Court is at the apex of the hierarchy of Courts in India and hence its personnel should not be disadvantageously placed vis-à-vis the High Court of Delhi. **Accordingly, the Commission recommends upgradation in the pay for the post of Private Secretary to Additional Registrar, Sr. Personal Assistant, Senior Court Assistant, Court Associate, Editor of Paper Books, Assistant Librarian, Proof Reader, Assistant Accounts Officer (Concurrent Audit) and Building Supervisor to GP 4800 from the existing GP 4600. However on completion of four years approved service further non-functional upgrade to GP 5400 (PB-2) is also recommended for these posts.**

### **Staff of the Supreme Court Departmental Canteen**

12.21 The proposal in relation to pay structure of staff of the Supreme Court Departmental Canteen is for an upgradation of pay of one level higher than the existing level for the posts of

General Manager, Manager-cum-Accountant, Assistant Manger-cum-Storekeeper, Halwai-cum-Cook, Clerk, Assistant Halwai-cum-Cook and Canteen Attendant.

12.22 The Commission has also received from the Registrar, Supreme Court recommendations of the Committee of Officers and Committee of Judges of the Supreme Court in relation to pay structure of staff of the Supreme Court Departmental Canteen.

*Analysis and Recommendations*

12.23 The Commission has noted the orders dated 6 March, 1995 of the then Chief Justice of India in the context of parity in salary and allowance between Court servants and staff of the Supreme Court Departmental Canteen, which says: “. . . *The nomenclature of posts, salary and allowances etc. and conditions of service of the canteen employees shall be the same as applicable to the corresponding employees in the departmental canteens of the departments of the Central Government.*”

12.24 Canteen Staff have been classified in Chapter 55 of the V CPC report as those belonging to common categories. The VI CPC had, in Chapter 3.8, also specifically treated Canteen Staff as employees belonging to a common category. Further in Chapter 9.1 on ‘Pay scales, allowances and service conditions of employees and Court Officers of the Supreme Court’ the VI CPC has treated canteen staff in the departmental canteen of Supreme Court in the same pay scales as existing for canteen staff in the departmental canteens of the Central Government.

12.25 This Commission, is also of the view that staff of the Supreme Court Departmental Canteen, who carry out a function of a nature that is akin to staff canteens of other Central Government departments are common category personnel and cannot be treated as a distinct category as is the case with other officers and employees of the Supreme Court, whose duties are unique.

**12.26 The Commission therefore recommends that the pay structure of staff of the Supreme Court Departmental Canteen should continue to be at par with staff of the Departmental canteens of the Central Government.**

## Regulatory Bodies

## Chapter 13

### Terms of Reference

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13.1 The Terms of Reference (ToRs) of this Commission require it to look into the emoluments structure, including pay, allowances and other facilities/benefits, in cash or kind, of the members of regulatory bodies (excluding the Reserve Bank of India) set up under Acts of Parliament.

### Background

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13.2 Terms and conditions of members of regulatory bodies were, for the first time, included in the ToRs of a Pay Commission when the VI CPC was set up. Prior to that, Chairpersons and Members of regulatory bodies were paid on par with the central structure of pay and allowances, including the facility of government housing. While the post of Chairman was in the pre-revised scale of pay of ₹26,000 per month, equivalent to a Secretary level officer, the post of Member was in the pre-revised scale of ₹22400-525-24500, equivalent to an Additional Secretary level officer. In the case of retired government officers appointed as Chairpersons or Members, pension was deducted from pay as in the case of re-employed pensioners.

### Recommendations of the VI CPC

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13.3 The VI CPC studied the salary structure of various regulatory bodies in detail. It examined the context in which various regulatory bodies had been set up. It also analysed the complexity of functions assigned to them under the respective Acts. After going through the textual definitions and the role assigned, the VI CPC classified the regulatory bodies into two groups:-

1. Professional bodies like Medical Council of India, etc. and development bodies like KVIC, and
2. Sector Regulators with an economic and financial role regulating both prices and standards of service.

In the case of the first group, the VI CPC recommended that the practice of linking salaries to those existing in the government could continue.

13.4 In the case of the second group, consisting of five regulatory bodies as specified by it, viz., Telecom Regulatory Authority of India (TRAI), Central Electricity Regulatory Commission (CERC), Insurance Regulatory Development Authority (IRDA), Securities and Exchange Board of India (SEBI) and Competition Commission of India (CCI), the VI CPC noted that these bodies have been established in the wake of economic liberalisation since 1991 and have a mandate which has an impact on the over-all economic development in the country as well as alignment of the Indian economy with the global economy. The VI CPC also stated that these bodies have a multi-dimensional role and clear regulatory functions including the authority to prescribe punitive measures in the form of fines, etc. Thus, the VI CPC

recommended that the pay and allowances of members of these regulatory bodies should be de-linked from government salaries and recommended the system of consolidated pay package as under:

Post	Consolidated Pay Package	
	With Care and House	Without Car and House
Chairperson	₹2 lakh pm	₹3 lakh pm
Member	₹1.5 lakh pm	₹2.5 lakh pm

The VI CPC also recommended that the consolidated salary may be taken up for revision periodically by the government so as to neutralize the effect of inflation.

### **Decisions of Government on VI CPC Recommendations**

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13.5 The government accepted the recommendations of the VI CPC for the first group of regulators and extended normal replacement scales for Chairpersons and Members, respectively.

13.6 For the second group of regulators, comprising TRAI, CERC, IRDA, SEBI and CCI, the government decided to extend a consolidated pay package of ₹3.00 lakh pm (without house and car) and ₹2.5 lakh pm (without house and car) for Chairpersons and Members, respectively. It was also decided that the then existing incumbents of the posts of Chairpersons and Members in these regulatory bodies would be given an option to retain their existing pay and allowances together with house and car or to choose the higher pay package without house and car. In the case of appointment of retired government officers, no deduction of pension was to be effected because the structure of consolidated pay package in their case was de-linked from the government structure of pay and allowances.

### **Second Administrative Reforms Committee Recommendations**

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13.7 The Second Administrative Reforms Committee (2ARC) dealt with the regulatory bodies in India and observed that in post-economic liberalisation, a large number of independent regulatory bodies have been set up in India with the primary goal of providing a level playing field for private industry, fostering competition and above all, to protect the interest of consumers. The 2ARC also observed that there was an increasing perception that a number of regulators are being set up on ad hoc basis by different ministries. In view of this, the 2ARC highlighted the need for greater uniformity in the regulatory authorities in terms of appointment, tenure and removal of its members.

### **Decision of the Government on 2ARC Recommendations**

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13.8 The Commission notes that the recommendations of the 2ARC were deliberated upon over a series of meetings by the government. It was decided to consider a regulatory body as a *Statutory Commission or Board constituted in accordance with the applicable law for the purpose of regulating public utility industry, licensees or services that affect the consumers, directly or indirectly.*

13.9 The Commission notes that the government has added a few more regulatory bodies to the list of economic regulators already identified by the VI CPC. So far, nine regulatory bodies have been extended the benefit of consolidated package viz four more regulatory bodies - Pension Fund Regulatory and Development Authority (PFRDA); Petroleum and Natural Gas Regulatory Board (PNGRB); Warehousing Development and Regulatory Authority (WDRA); and Airports Economic Regulatory Authority of India (AERAI)—have been added to the list of five regulatory bodies identified earlier.

13.10 To neutralise the effect of inflation, the consolidated pay package for these regulatory bodies has been revised twice and at present, the consolidated pay is as under:

- Chairperson - ₹4.50 lakh pm (without house and car)
- Member - ₹3.75 lakh pm (without house and car)

### **Demands**

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13.11 The Commission wrote to the regulatory bodies, to elicit their views on the terms and conditions and emoluments structure of their Chairpersons/Members. The Commission also interacted with the regulators who are covered under the consolidated pay package. The Chairpersons/Members of these regulatory bodies presented a case for increase in the consolidated pay package. They also sought revision in perks, allowances and other entitlements. It has been argued that there is need to enhance the consolidated pay package to make it more attractive for private sector professionals. It has also been argued that under the consolidated package, effective salary becomes less since segregated item-wise constituents of the consolidated package—for example, pay, allowances for house, transport, etc.—are not spelt out facilitating tax exemption on admissible items. As a result, tax is levied on the entire amount. It has also been requested that there should be periodic revision in the consolidated pay package to offset the effect of price rise.

### **Analysis and Recommendations**

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13.12 The Commission has examined the demands in detail. The Commission notes that regulatory authorities the world over have diverse pattern of remuneration which vary according to the financial autonomy they enjoy. In some countries, funding is part of the line ministry's budget, while in some other; regulators are funded from resources independent of the government's budget. In many instance, regulators raise resources through fees which the regulators themselves determine, based on enabling legislation.

13.13 In India, a large number of regulators have been set up by the government over the last two decades. These regulators have been transferred certain functions which were earlier performed by the government. Creation of independent regulators has helped to promote transparency, a long-term perspective in decision making, improvement in service standards with benefits to consumers and fostering of competition through a level playing field between public and private sector.

13.14 As reflected earlier in this chapter, for salary structure, the VI CPC had classified regulatory bodies into two groups—one with government pay structure and other with a consolidated pay package. The rationale for the consolidated pay package was to ensure comparability with packages available in the market so as to attract professionals and experts from the private sector. However, it is observed that barring a few exceptions, most of regulators continue to be retired government employees. The Commission is of the view that professionals and experts from the private sector will not look just at the monetary compensation but also at the prestige involved and the contribution that can be made by a regulator for the development of the sector and the economy. In this backdrop, the Commission is of the view that there should be some relativity between the consolidated pay package vis-à-vis salary structures prevailing in the government.

13.15 Considering the above, the Commission makes the following recommendations:-

- i. As regards the members of regulatory bodies covered under the consolidated pay package, it is observed that the salary in the government sector constitutes around 50 percent of the total package i.e., total cost to government. The Commission has recommended a pay of ₹2,25,000 per month for Secretary to the Government of India. **In view of this, the Commission recommends a consolidated pay package of ₹4,50,000 per month for Chairpersons of TRAI, CERC, IRDA, SEBI, CCI, PFRDA, PNGRB, WDR and AERAI. For members of these regulatory bodies, the Commission, recommends a consolidated pay package of ₹4,00,000 per month. In case of retired government servants, their pension will not be deducted from their consolidated pay.**
- ii. On the demand of the regulatory bodies for periodic revision of consolidated pay on the pattern of government servants, the Commission notes that the consolidated pay structure was delinked from the pay and allowances structure obtaining in Government of India. Pension drawn by re-employed government retirees is also not deducted from the consolidated pay. Thus, the Commission is of the view that the revision in the consolidated pay package cannot be linked to six monthly Dearness Allowance increase provided in the case of Central Government employees. **However, keeping in view the erosion of purchasing power through inflation, the Commission recommends that the consolidated pay package may be raised by 25 percent as and when Dearness Allowance goes up by 50 percent. All other benefits, including medical facilities, TA/DA on tour etc. may be provided by the regulatory bodies as per their rules and regulations.**
- iii. **Normal replacement pay is recommended for existing Members of the remaining regulatory bodies set up under Acts of Parliament. Further, the rates of allowances which are presently admissible may be revised on par with those recommended for corresponding categories of government employees. No other change is envisaged in the existing terms and conditions of employment.**

### **Need for Training and its Importance**

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14.1 The significance of training has been lucidly brought out in the Tenth Report of the Second Administrative Reforms Commission. In Para 6.1.1 it is stated: *“It is universally acknowledged that training is a critical component of human resource development. It complements a person’s education by updating his/her knowledge, inculcating skills and values and helping to change entrenched mind-sets. It also promotes team spirit and in general increases the value of an individual for his/her organization and, consequently, society.”*

14.2 Para 1.5 of the National Training Policy (NTP), 2012, also says: *“For transforming the civil service, it is imperative to move to a strategic human resource management system, which would look at the individual as a vital resource to be valued, motivated, developed and enabled to achieve the Ministry/Department/Organization’s mission and objectives. Within this transformational process, it is essential to match individuals’ competencies with the jobs they have to do and bridge competency gaps for current and future roles through training.”*

14.3 Summing up, the Commission is of the view that:

- a. An employee is a vital human resource
- b. The resource needs to be nurtured in a manner that is beneficial to the organization, the country and, therefore, to the society at large
- c. One of the important methods of nurturing is by imparting proper training.

### **The Present Policy**

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14.4 Presently, the Central Government employees are governed by the National Training Policy, 2012, which seeks to *“develop a professional, impartial and efficient civil service that is responsive to the needs of the citizens”*<sup>43</sup>. The policy is based on the concept of Competency Framework, the fundamental principle of which is that each job should be performed by a person who has the required competencies for that job, and the training plan needs to address the gap between the existing and the required competencies and provide opportunities to the employees to develop their competencies.

14.5 The guidelines for implementation of the NTP include the following “training interventions”:

- a. **Entry Level Training:** To be imparted to all employees before they are assigned duties/responsibilities of any post after recruitment.
- b. **Mid-career Training:** A career-linked mandatory training to be provided to all employees at various levels/stages of their career before they are promoted to positions of higher responsibilities.

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<sup>43</sup> Para 3.1 of the National Training Policy, 2012

- c. **Short Term Thematic Training:** To be made available to employees preferably once in two years with an objective to build their Professional Competencies in relevant themes such as Project Management, E-Governance, etc., and also to inculcate desirable Personal Attributes by exposing them to courses on Leadership Development, Stress Management, Ethics and Values in Public Governance, etc.
- d. **Customized Training:** An intensive programme to be conducted in a Centre of Excellence and specifically designed for officers working in a particular domain/sector with the objective of providing deeper knowledge, latest developments and understanding of the smart practices in that sector, and also to facilitate experiential learning and sharing amongst the officers working in the same sector.
- e. **Orientation Training:** To be provided to employees, who have been posted to a new ministry/department, with the objective of familiarizing them with the goals and overall functioning of the concerned ministry/department.
- f. **Long Term Training:** To facilitate officers, especially younger ones, to upgrade their knowledge and skills in the sector having relevance to their current or future assignments, by acquiring higher qualifications, either in India or abroad, thus enabling them to contribute for higher performance in government.
- g. **Workshops/Seminars/Conferences:** Middle or Senior level officers may be given opportunities to attend National and International Workshops/Seminar/Conferences to familiarize themselves with relevant knowledge, latest thinking and technological developments, National/International policies, best practices, cost effective and sustainable approaches, etc. in their respective sectors.

## **Existing Structure**

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14.6 The present position of each of these “training interventions” is discussed below:

- a. **Entry Level Training:** This training is largely provided to all employees. Ministries have either their own institutes for this purpose, or the employees are imparted training in other government/private institutes.
- b. **Mid-career Training:** This training varies from ministry to ministry and from cadre to cadre. Some cadres like the IAS have well defined mid-career training programs, while others do not go for such a training at all.
- c. **Short Term Thematic Training:** This kind of training is not institutionalized, but depends upon the interest of the individual concerned. Usually options are called for from the interested employees for such programs, and those willing are deputed to attend them.
- d. **Customized Training:** This training is not routine and employees seldom get a chance to interact with their peers and share experiences and best practices.
- e. **Orientation Training:** This is a fairly well established training for most government servants.
- f. **Long Term Training:** This training is largely controlled by the DoPT. Employees interested in availing of this training have to apply for the courses notified by DoPT

from time to time. Even if the employee is not selected through DoPT, there is the option of availing study leave and attending these courses.

- g. **Workshops/Seminars/Conferences:** These interactions are quite common for civil servants.

## **Demands Received**

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14.7 The Joint Consultative Machinery–Staff Side has emphasized the need for providing adequate funding for imparting quality and periodic training to the government employees. Their contention is that training remains a “least priority area” for the government. Various cadres, in their representations, have demanded that the acquiring of higher qualification should be adequately incentivized. They have also stated that the process of selection of candidates for various courses lacks transparency. Ministries/departments, in their response to the questionnaire circulated by the Commission, have welcomed the concept of competency based framework and are of the view that, for employees, acquiring a higher qualification relevant to one’s sphere of work, should be desirable, not compulsory. They have also emphasized the need for properly incentivizing the effort of acquiring such a qualification. Defence Personnel, in particular, have represented that Training Allowance should be extended to them in lieu of the present Instructional Allowance.

### *Analysis and Recommendations*

14.8 Having analyzed the feedback received on training, the Commission is of the view that training remains a “low priority” area, lacking ample funding. Its role as a serious input for capacity building needs to be reiterated. In line with the NTP, 2012, it is recommended that **each ministry/department/organization should set aside at least 2.5 percent of its salary budget for training. The expenditure on training should be captured through a separate Budget Head created especially for this purpose. Each ministry/department/organization should have a Training Manager for training administration and management.**

14.9 The Training Managers should work out a Cadre Training Plan and an Annual Training Calendar for each cadre. For this purpose, due consultations should be carried out with the stakeholders and experts from the field should be roped in for designing course modules. The Cadre Training Plan should preferably be in phases, spaced out at regular intervals of five to seven years. These phases should be interspersed with one to two weeks’ In-Service training modules. The In-Service training modules can also act as platforms for sharing experiences and best-practices. Some of the phases may include a foreign component of training in specialized areas, depending upon the functional requirements of the cadre. The feedback on training conducted over the course of past year should invariably find mention in the Annual Report of the Ministry/Department/Organization. Periodic evaluation of training programs should be undertaken by Training Managers to assess the adequacy and impact of training imparted to the employees. Needless to say, corrective steps should be duly incorporated.

14.10 A part of the training budget of 2.5 percent mentioned earlier, should be specifically dedicated towards augmentation of the existing Training Infrastructure or creation of a new assets.

14.11 Due emphasis also needs to be placed on the training of trainers and towards replicating the existing pool of trainers. This will ensure quality and homogeneity of training across different training centres.

14.12 The demand for extending Training Allowance to Defence Personnel in place of Instructional Allowance has been accepted by the Commission. This is covered in detail in Chapter 8.14.

14.13 As far as the incentive is concerned, the Commission has made separate recommendations regarding Higher Qualification Incentive for Civilians and for Defence Personnel in Chapter 8.9.

### **Domestic Funding of Foreign Training (DFFT) and Partial Funding of Foreign Training (PFFT)**

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14.14 These are the schemes run by the DoPT with the objective of upgrading the knowledge and skills of the government officers as well as to provide them exposure to international best practices by deputing them to different long and short-terms training programs abroad.

14.15 Many cadres have represented to the Commission that selection of candidates for these schemes, and in particular the DFFT scheme, should be more transparent as officers of Group 'A' Services, other than the IAS, seldom get a chance to attend these courses.

#### *Analysis and Recommendations*

14.16 The Commission analyzed the representations received. The present dispensation has also been gone into. This reveals the following: While an officer of All India Services is eligible for funding under these schemes even when working in the state, an officer of a Central Group 'A' Service becomes eligible only when he is working in the Centre under the Central Staffing Scheme.

14.17 For the DFFT scheme, there is an eligibility criteria of minimum 9 years of service for non-IAS officers for both short-term and long-term courses, but for IAS officers the criteria is minimum 9 years of service for short-term courses and 7 years of service for long-term training programs.

14.18 It transpires that DoPT lays down guidelines and policies regarding these schemes, and implements the same for IAS, CSS, CSSS and other Central Government officers who are on Central Deputation. Within the stipulated framework, individual cadres can well devise their own DFFT and PFFT schemes in consultation with their nodal ministries. Specific funds may be provided by the ministries for this purpose.

14.19 However, the criteria for minimum service should be uniformly applied to all participating Group 'A' Services. As such, it is recommended that **the eligibility criteria for funding under the DFFT scheme should be minimum 9 years of service for short-term courses and 7 years of service for long-term courses for all Group 'A' Services.**

## **National Academies**

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14.20 The Commission has received a number of demands from both the civilian and defence employees that the heads of National Academies should be upgraded to Apex Scale.

14.21 The Commission finds merit in upgrading only the heads of tri-services institutions of the defence forces. Accordingly, it is recommended that **the heads of the following three tri-services institutions should be upgraded to Apex Scale:**

- a. National Defence College (NDC), New Delhi**
- b. National Defence Academy (NDA), Khadakwasla, Pune**
- c. Defence Services Staff College (DSSC), Wellington**

14.22 Only those officers should be posted as heads of these establishments who have minimum two years of service left before superannuation. No extension in service should be granted based on these recommendations.

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## Bonus Schemes and Performance Related Pay

## Chapter 15

### Terms of Reference

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15.1 The Terms of Reference (ToR) of the Commission mandate that it examines the existing schemes for payment of bonus and their impact on performance and productivity. The Commission is also expected to provide recommendations on the general principles, financial parameters and conditions for an appropriate incentive scheme to reward excellence in productivity, performance and integrity.

### Earlier Efforts

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15.2 The concept of Performance Related Pay has emerged over the past three Central Pay Commissions (CPCs). The IV CPC recommended variable increments for rewarding better performance. The V CPC signalled its intent to establish a performance-linked pay component to the civil service pay structure. The VI CPC went further to recommend a framework for Performance Related Incentive Scheme.

15.3 The Second Administrative Reforms Commission (2ARC), while suggesting that performance appraisal system is a prerequisite for an effective governance system, recommended development of a strong job specific employee appraisal system, and annual performance agreements.

### Details of the VI CPC Recommendations

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15.4 The VI CPC provided the broad contours of a Performance Related Incentive Scheme (PRIS). Department of Personnel and Training (DoPT), as the nodal body, proposed a variable pay component to be awarded annually based on performance. The incentives as proposed were to be available both at the individual level as well at the team/group levels. The key elements of the PRIS guidelines, arising from the VI CPC, were:

- **Coverage:** The Scheme proposed to cover employees in those departments that fulfilled the following eligibility criteria:
  - Had consistently prepared a Results Framework Document (RFD) for two preceding years, and, had received a rating of 70 percent or higher in delivering the goals set in the RFD;
  - Achieved 'efforted' cost savings from the budgeted non-plan expenditure;
  - Implemented bio-metric access control system in its offices to ensure punctuality and attendance of officials;
  - Developed a Divisional Performance Measurement System, i.e., Divisional RFDs for evaluating the performance of individual divisions;

- Designed incentive scheme for categories of employees below the level of Joint Secretaries.
- **Delegation:** It granted flexibility to departments to design incentive schemes for employees below the level of the Joint Secretary.
- **Financing the Scheme:** The performance awards were required to be revenue neutral and had to be funded out of savings generated by the individual departments. The quantum of performance award was linked to the savings achieved by the department.
- **Voluntary:** The PRIS scheme was voluntary for ministries and departments as it was expected that its implementation might be easier for some departments which had clear, quantifiable targets.

### **Limitations of PRIS Guidelines**

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15.5 During the consultations for operationalizing PRIS, several issues arose, which included the funding of the incentive, the difficulty in implementing the Scheme as also administrative and implementation challenges.

- **Financing of the Scheme Considered not Feasible:** The Scheme was meant to be budget neutral and was to be funded through savings by the departments. However, it was difficult to define ‘efforted’ savings. It was pointed out that the size and budget of departments would differ significantly, making the implementation of the scheme easier for some departments compared to others. The fear/ apprehension of inflating the budget so as to effect greater savings, was also very real.
- **No Estimate of the Financial Implication:** It was pointed out that there was no estimate of the financial implications. The guidelines proposed that 15 percent of the projected non plan savings could be utilised for incentives. But whether this would be adequate for providing these incentives across the departments remained uncertain.
- **Problems of High Achievers in an Ineligible Division:** The introduction of PRIS in some divisions within a department could potentially exclude high performing individuals from an ineligible division, leading to their demoralization and demotivation.
- **Consultation with Stakeholders was Considered Important:** The system of Performance Linked Bonus (PLB) and Ad hoc Bonus have been prevalent in the Central Government for a fairly long time. Therefore, for the replacement of the existing bonus schemes with any other incentive scheme, prior consultation with the stakeholders was considered essential.

15.6 The Commission notes that while the PRIS emerging out of the VI CPC recommendation was comprehensive, there were a number of factors which resulted in a very limited uptake of the scheme. In the first place, the Scheme was voluntary. It was not binding on the departments. Secondly, the Scheme was dependent on savings generated by the departments. This was seen as a fundamental flaw of the proposed framework by a number of departments. Thirdly, without a credible performance measurement methodology, the scheme was difficult to operationalize. Finally, the RFD which had just been introduced in the Central Government was yet to take roots. It could, therefore, not be used as an anchor for the Scheme. For these

and a number of other reasons, PRIS was not operationalized by the departments. It was implemented in a modified way in the Department of Atomic Energy and Department of Space.

### **PRIS in Department of Atomic Energy and Department of Space**

15.7 The Commission notes that as a pilot measure, the government approved the implementation of the PRIS in the Department of Atomic Energy (DAE) and Department of Space (DoS). While the general scheme of PRIS, as recommended by VI CPC, proposed that the performance awards be financed from budgetary savings of the concerned department, PRIS as implemented in Atomic Energy and Space is independent of budgetary savings. Payable as a cash incentive, PRIS in these two departments is non-additive and non-cumulative. Details of the scheme implemented in these two departments have been reflected in Chapter 11.2.

### **Bonus Schemes in the Central Government**

15.8 Apart from DAE/DoS, there are bonus payments to Group 'B' (non-gazetted) and Group 'C' Central Government employees. The bulk of these employees are covered under the Productivity Linked Bonus (PLB) Scheme, which is implemented in Railways, Posts and Telecommunications, production units under the Ministry of Defence and other establishments.

15.9 The functioning of the PLB Scheme was reviewed in 1982-83 by a Group of officers. The Group of officers also considered the demands for grant of bonus made by those Central Government employees who were not covered by the PLB Scheme. The Group suggested evolution of a productivity linked bonus scheme for Central Government employees as a whole. Based on the recommendations of the Group, and pending evolution of a single scheme of bonus for employees, an Adhoc Bonus Scheme was evolved and the remaining employees, who were not covered by the PLB Scheme, were allowed ex-gratia payment. The Commission notes that the financial outgo on these two bonus schemes stood at ₹1847.08 crore for the year 2013-14.

15.10 These Bonus schemes have no clear, quantifiable targets and performance evaluation of any individual, therefore, is not possible in an objective fashion. The Commission notes that Ministry of Finance has been insisting on revision of the PLB Scheme. It has been suggested, inter-alia, that the PLB scheme should be on the basis of an input-output ratio, should be based on productivity and profitability and that productivity should be assessed on financial parameters based on profitability of the organisation.

15.11 The VI CPC too had recommended that all departments should ultimately replace the existing PLB Schemes with PRIS. The VI CPC further opined that in places where PLB is applicable and it is not found feasible to implement PRIS immediately, the existing PLB schemes may be continued in a modified manner where the formula for computing the bonus has a direct nexus with the increased profitability/productivity under well-defined financial parameters.

15.12 The Commission notes that since PRIS could not be implemented, it could not supplant the existing system of Performance Linked and Adhoc Bonus Schemes.

### **Analysis**

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15.13 Pay flexibility reforms are not a silver bullet, and involve trade-offs and risks. A study of the literature on the subject reveals that employee motivation and performance are not exclusively linked to Performance Related Pay (PRP) which may only enforce temporary compliance.

15.14 The Commission notes that it may be relatively easier to implement PRP in private sector organizations which are, generally speaking, guided by profit motives. Targets, thus, are often based on quantitative criteria making the assessment of performances easier. In the governmental context, on the other hand, the targets are more in the nature of social and public goods. These may not necessarily be tangible and discernible within a stipulated period. Proportioning credit for such a larger public good amongst various departments may not be possible so as to reward some and leave out others. There may be genuine difficulties in separating individuals from the collective, in terms of contribution made towards achieving results. The problem of PRP degenerating into routine entitlements also needs to be reckoned with.

15.15 Despite the potential difficulties with PRP, recognition for good effort and achievement through an incentive can, over time, energize the bureaucratic culture of the civil service into one that is focused on meeting citizens' and the government's expectations for speedy and efficient delivery of services.

### **International Experience**

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15.16 Countries that have made considerable progress on PRIS have managed these risks in a variety of ways. The successful ones have tried to develop objective criteria for results; several have improved the appraisal system and framework as a prior step. A few have linked PRP with a results based management system. Some countries follow a differentiated approach where an extensive and sophisticated framework is applied for senior civil service levels, while a simple results based approach is applied at the lower levels.

15.17 Many OECD and non- OECD countries have introduced PRP for their civil service. There is significant diversity in the design, coverage and implementation of their PRP schemes across countries. OECD countries such as UK, Australia, Canada, and Netherlands have considerable experience in operating PRP across their civil service, with a more nuanced one for senior civil servants. Korea, Chile, Malaysia and Philippines have implemented PRP in their civil services and have considerable experience in using this as a tool for boosting performance and accountability. Evidence from these countries indicates that pay flexibility contributes to management improvements, promotes an atmosphere of dialogue, rewards teamwork and is helpful in efficient task allocation. In Brazil and Indonesia, PRP has contributed to reducing staff absenteeism. They have also provided managers with the tools with which to redress and discipline poor performers.

## Guiding principles

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15.18 Any attempt to implement PRP in a governmental framework has to be preceded by proper understanding of the system, adequate planning and capacity building at various levels. The Commission feels that given the enormous size of the government and the wide diversity in the basic structures, sizes and patterns that are observed across ministries/departments/Divisions, it would be erroneous to recommend a one-size-fits-all model for PRP. The Commission is of the view that prescribing any particular model for PRP may not be sustainable. Ministries and departments should be given enough flexibility to design individual models suiting to their requirements.

15.19 The Commission would prescribe some broad guidelines:

- a. **Simple Design:** Performance Related Pay system must be simple, transparent and easy to implement.
- b. **Smart and Effective:** Performance Related Pay must be smart and should be effective in rewarding excellence and in managing poor performers in a targeted manner.
- c. **Consistent Across Departments:** PRP framework should be consistent across departments with enough autonomy to design context specific criteria, targets and indicators.
- d. **Non-additive Cash Increment:** The award for high performers may be a non-additive cash component of their current pay, given at the end of the financial year as one time incentive for the particular period.
- e. **No Linkage with Saving:** The monetary incentive should not be linked to savings.
- f. **Training:** Proper training and capacity building of the stakeholders is a must before launching PRP.

15.20 In addition to the guidelines suggested above, the Commission notes that introduction of Performance Related Pay should be done keeping in mind two important aspects. **First**, need to evolve proper criteria to measure performance along with setting a context where individual and organizational goals are clearly aligned, and **Second**, need to devise a performance appraisal system in which the objectives of the appraisal system match with that of the reward system.

15.21 The Commission opines that the Results Framework Document (RFD) can be used as the primary assessment tool for linking the targets of the organization with that of the individuals. Suitable changes in the existing Annual Performance Appraisal Report (APAR) can provide the necessary linkage between the targets of the appraisal system with those of the RFD document.

### **RFD: the Primary Assessment Tool**

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15.22 The 2ARC had recommended that annual performance agreements should be signed between the Departmental Minister and the Secretary of that Ministry/Head of department, providing physical and verifiable details of the work to be done during the financial year. The government accepted this recommendation in 2009 and put in the place the system of Results

Framework Documents (RFD) - consisting of a vision, mission, objectives, functions, inter se priorities among key objectives, success indicators and targets of a ministry/department - for evaluating and monitoring departmental performance. RFDs are being used as the primary assessment tool to measure performance of departments.

15.23 The Commission notes that the PRIS Guidelines based on VI CPC recommendations also based the performance measurement methodology on the RFD system. However, at that time, the RFD system was still being put in place and many departments were still adopting this system. The RFD system has taken firm roots now and has emerged as a powerful tool for evaluation of actual achievements of a department against annual targets. The Commission notes that presently 72 Central Government ministries/departments are implementing RFDs. This Commission is of the view that the RFD system can be harnessed as an anchor for PRP. It can provide the platform through which organizational and individual targets can be clearly aligned.

15.24 The financial rewards should be linked with the performance rating under the RFD, to be undertaken by independent experts, as is done under the MoU system for central public sector enterprises.

### **Linking RFD with APAR**

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15.25 The Commission observes that it is essential to have a linkage between Departmental RFD and APAR. The APAR methodology should be consistent with that for Performance pay. The Commission, however, notes that the performance evaluation methodology embedded in APAR system has some limitations. Some of the prominent limitations are:

- Lack of Linkage between Individual and Organizational Performance.
- Lack of prioritization: the activities in the APAR are not ranked on the basis of their importance.
- No ex-ante agreement on the targets.
- APAR is highly subjective.
- Emphasis on personality rather than results.

**15.26 The Commission suggests the following modifications in the existing APAR system so that it can be used as another anchor for determining Performance Related Pay:**

- A. **Alignment of Objectives:** At present, the linkage between individual and organizational performance is not clearly aligned in the APAR. The current APAR focuses more on the individual's performance compared to organizational performance. This results in a situation where individual officer can be rated excellent while the rating of the department could be lower. This is an anomaly which needs to be corrected. Conceptually, the Ministry's Vision/Mission needs to be translated into a set of strategic objectives for each department and these objectives need to be cascaded by the Department Head to his subordinates and subsequently down the chain.
- B. **Prioritizing Objectives, Assigning Success Indicators and their Weights:** Objectives reflected in the APAR should be prioritized and assigned weights along with success indicators or Key Performance Indicators (KPIs). This is required for evaluation of the

KPIs in the end. The current PAR system assigns 60 percent weight on personal attributes and functional competencies and only 40 percent weight to work output. It would be useful to devise the performance framework in such a way that it captures all the KPIs in a holistic manner: on work output, effectiveness of process adherence, management of tasks, other competencies—behavioral/leadership/functional. **The Commission recommends 60 percent weight on work output and 40 percent weight on personal attributes.**

- C. **No Ex-ante Agreement:** The indicators in the APAR of an officer/staff will need to be discussed and set with the supervisor at the beginning of the year. This will set the agenda for performance assessment on scientific lines, obviate the possibility of gaming during target setting exercise and facilitate midcourse correction, in case of requirement, in a transparent manner.
- D. **Timelines:** The Commission notes that timelines have been prescribed for drafting, reviewing and finalizing RFDs. The Commission recommends that these timelines may be synchronized with the preparation of the APAR so that the targets set under RFD get reflected in individual APARs in a seamless manner.
- E. **Online APAR System:** The Commission notes that 'Smart Performance Appraisal Report Recording Online Window' has been introduced for IAS Officers. Such a system ensures adherence to the prescribed timelines in filling up the APARs. The Commission recommends introduction of such online APARs systems for all Central Government officers/employees.

## **Conclusion**

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15.27 The Commission feels that any Performance Related Pay (PRP) for Central Government employees should provide a credible framework to drive performance across ministries/departments. Rather than a new system design, the favoured approach should be an incremental adaptation which can operate within the existing framework of rules with minor changes that can enable smooth implementation and operationalization of PRP.

**15.28 In this backdrop, the Commission recommends introduction of the Performance Related Pay for all categories of Central Government employees, based on quality RFDs, reformed APARs and broad Guidelines, as enumerated above.**

**15.29 The Commission also recommends that the PRP should subsume the existing Bonus schemes. The Commission notes that there could be a time lag in implementing the Performance Related Pay by different departments. Till such time, the existing Bonus Schemes should be reviewed and linked with increased profitability/productivity under well-defined financial parameters**

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## Financial Implications

## Chapter 16

16.1 The financial impact of the recommendations of this Commission will be reflected through increases in expenditure on Pay, Allowances and on Pension. The likely quantum of increase on account of each of these is summarised below:

(₹ in crore)

	2016-17 (Without VII CPC)	2016-17 (With VII CPC)	Financial Impact	Percentage Increase
<b>Pay</b>	244300.00	283400.00	39100.00	16.00
<b>Allowances</b>				
HRA	12400.00	29600.00	17200.00	138.71
TPTA	9900.00	9900.00	0.00	0.00
Other Allowances	24300.00	36400.00	12100.00	49.79
<b>Pension</b>	142600.00	176300.00	33700.00	23.63
<b>TOTAL:</b>	433500.00	535600.00	<b>102100.00</b>	<b>23.55</b>

The total financial impact in the FY 2016-17 is likely to be ₹1,02,100 crore, an increase of nearly 23.55 percent over the Business As Usual scenario.

### Pay

16.2 Based on the current trend, the total expenditure on Pay (including DA, but excluding other allowances), during the year 2016-17, without factoring in the recommendations being made by this Commission, is expected to be ₹2,44,300 crore. After implementation of the recommendations of the VII CPC, this is likely to rise to ₹2,83,400 crore, reflecting an **increase of ₹39,100 crore (16.00%)**.

### Allowances

16.3 The increases in allowances relate to the following:

- House Rent Allowance (HRA):** This accounts for the principal increase in the expenditure on allowances since it is calculated as a percentage of the basic pay and the rise in basic pay based on recommendations of the Commission would be reflected as increased HRA. **The expenditure on account of HRA is likely to go up from ₹12,400 crore to ₹29,600 crore, an increase of ₹17,200 (138.71%)**. This figure also includes an expenditure of ₹3,700 crore that is likely to occur on account of the expansion in coverage of HRA benefiting personnel serving in the CAPFs.
- Transport Allowance (TPTA):** Since TPTA is already fully indexed to DA, there will be no financial impact of the Commission's recommendation regarding this allowance.
- Other Allowances:** The expenditure on account of the other allowances is likely to go up from ₹24,300 crore to ₹36,400 crore, **an increase of ₹12,100 crore (49.79%)**.

16.4 **In all, the increase in expenditure on allowances is expected to be about ₹29,300 crore.** As pointed out in Chapter 3, allowances are currently not being separately budgeted or accounted for in the books of the Central government. Hence the Commission has used approximations to arrive at the percentage increase in allowances.

### **Pensions**

16.5 In the case of certain components of retirement benefits constituting expenditure on pension, the recommendations of the Commission will lead to *ad valorem* increases. In the case of gratuities, where enhancement of ceiling has been recommended after a gap of ten years, the raising of the ceiling will also contribute to the increased outgo.

16.6 Based on the current trend, the total expenditure on Pension during the year 2016-17, without factoring in the recommendations being made by this Commission, is expected to be ₹1,42,600 crore. After implementation of the recommendations of the VII CPC, this is likely to rise to ₹1,76,300 crore, reflecting an **increase of about ₹33,700 crore (23.63%)**.

16.7 In arriving at the above it has been borne in mind that the year on year increase, in both Pay and in Pensions, has averaged about 11 percent. This takes into account the annual increments, the increase on account of dearness allowances, as well as pay-outs that are indexed to the rate of DA. The increases reflected above are those which would be beyond the normal increase, and **solely on account of the implementations of the Seventh CPC.**

16.8 These figures include the increases on account of all segments of Government employees, viz., Civil (including Posts and Railways) as well as Defence personnel. The estimate related to pension is based on the new formulation being recommended by the Commission, which is more equitable than the existing formulation. The calculation is not based on the 'One Rank One Pension' announcement of the Government, the modalities of which are being worked out.

### **Budget Impact**

16.9 Of the total increase estimate, the break-up of the increase to be borne on the General Budget and that on the Railway budget is given below:

(₹ in crore)

Component	Borne on the General Budget	Borne on the Railway Budget	Total
<b>Pay</b>	27750	11350	39100
<b>Allowances</b>			
HRA	13200	4000	17200.00
TPTA	0	0	0.00
Other Allowances	8500	3600	12100.00
<b>Pension</b>	24200	9500	33700.00
<b>TOTAL:</b>	73650	28450	102100.00

As mentioned earlier, this represents an overall increase of 23.55 percent over the Business As Usual scenario. Of this, 23.94 percent increase will be in the General Budget, while 22.62 percent will be the increase in the Railway Budget.

## Executive Summary

## Chapter 17

17.1 **Minimum Pay:** After considering all relevant factors and based on the Aykroyd formula the minimum pay in government is recommended to be set at ₹18000 per month. (*chapter 4.2*)

17.2 **New Pay Structure:** The present system of pay bands and grade pay has been dispensed with and a new pay matrix has been designed. The status of the employee, hitherto determined by grade pay, will now be determined by the level in the pay matrix. Separate pay matrices have been drawn up for civilians, defence personnel and for military nursing service. All existing levels have been subsumed in the new structure; no new levels have been introduced nor has any level been dispensed with. (*paras 5.1.13 to 5.1.17*)

17.3 In the “**horizontal range**” of the pay matrix level corresponds to a ‘**functional role in the hierarchy**’ and as the employee’s level rises he or she moves from level to level. The “**vertical range**” for each level denotes ‘**pay progression**’ within that level and an employee would move vertically within each level as per the annual financial progression of three percent. The starting point of the matrix is the minimum pay which has been arrived based on 15<sup>th</sup> ILC norms or the Aykroyd formula. (*para 5.1.21*)

17.4 **Fitment:** The starting point for the first level of the matrix has been set at ₹18,000. This corresponds to the present starting pay of ₹7,000, which is the beginning of PB-1 viz., ₹5200 + GP 1800, on the date of implementation of the VI CPC recommendations. Hence the starting point now proposed is 2.57 times of what was prevailing on 01.01.2006. This fitment factor of 2.57 is being proposed to be applied uniformly for all employees. (*para 5.1.27*)

17.5 **Annual Increment:** The rate of annual increment is being retained at 3 percent. (*para 5.1.38*)

17.6 **Entry Pay:** The differential of entry pay between new recruits and promoted employees at various levels has been done away with. (*para 5.1.32 and para 5.1.33*)

17.7 **Modified Assured Career Progression (MACP):**

- i. This will continue to be administered at 10, 20 and 30 years as before.
- ii. In the new Pay matrix, the employees will move to the immediate next level in the hierarchy.
- iii. In the interest of improving performance level, the benchmark for MACP has been recommended to be enhanced from ‘Good’ to ‘Very Good.’

- iv. The Commission has proposed withholding of annual increments in the case of those employees who are not able to meet the benchmark either for MACP or a regular promotion within the first 20 years of their service. (paras 5.1.44-5.1.46)

17.8 **Defence pay matrix:** A pay matrix similar to that for civilian employees has been drawn up for defence personnel. The commencement of the Defence Pay Matrix for combatants corresponds to the existing GP 2000, which is the induction level for Sepoys and equivalent. The Pay Matrix designed for the defence forces personnel is more compact than the civil pay matrix keeping in view the number of levels, age and retirement profile of the service personnel. (para 5.2.13 and para 5.2.14)

17.9 **Military Nursing Officers (MNS):** Similarly, in the case of the pay matrix for (MNS), the existing uniqueness in the pay structure of MNS officers has been captured in the pay matrix designed for the MNS. (para 5.2.12)

17.10 **Military Service Pay (MSP):** The Defence forces personnel will continue to be entitled to payment of Military Service Pay for all ranks up to and inclusive of Brigadiers and their equivalents. The MSP per month recommended is as follows:

i.	Service Officers	₹15,500
ii.	Nursing Officers	₹10,800
iii.	JCO/ORs	₹ 5,200
iv.	Non Combatants (Enrolled) in the Air Force	₹ 3,600

17.11 MSP will continue to be reckoned as Basic Pay for purposes of Dearness Allowance, as also in the computation of pension. Military Service Pay will however not be counted for purposes of House Rent Allowance, Composite Transfer Grant and Annual Increment.

(para 5.2.22)

17.12 The Military Service Pay, which is a compensation for the various aspects e.g., intangibles linked to special conditions of service, conducting full spectrum operation including force projection outside India's boundaries, superannuation at a younger age and for the edge historically enjoyed by the Defence Forces over the civilian scales, will be admissible to the **Defence forces personnel only**. (para 6.1.31)

17.13. **MACP:** MACP for defence forces personnel will continue to be administered at 8,16 and 24 years of service. (para 6.2.85)

17.14 **Rationalisation of Trades:** All X trades should mandatorily obtain a qualification which is equivalent of a diploma in engineering (recognised by AICTE). The incentive structure will henceforth be linked with the qualifications as follows:

- i. X pay for JCOs/ORs in Group X at ₹3,600 per month for those currently in X pay, but not having a technical qualification recognised by AICTE).

- ii. X pay for JCOs/ORs in Group X at ₹6,200 per month for all X trades which involve obtaining a qualification which is equivalent of a diploma recognised by AICTE.  
(para 6.2.79 and para 6.2.88)

17.15 **Defence Security Corps (DSC):** The benefit of MACP be permitted to DSC personnel also. However this benefit should be limited to a total of three upgrades in the entire service career, taking the combined length of the regular employment and the course of reemployment as defence service corps personnel. The first benefit of MACP may be extended to them after a period of eight years from their date of re-employment, in case they do not get a promotion during this period. (para 6.2.98)

17.16 **Grant of Annual Increment to Recruits:** The benefit of grant of first annual increment to recruits will be reckoned from date of enrolment. (para 6.2.94)

17.17 **Short Service Commissioned Officers:** Short Service Commissioned Officers will be allowed to exit Armed Forces any time between 7 and 10 years of service with a terminal gratuity equivalent of 10.5 months of reckonable emoluments. They will further be entitled to a fully funded one year Executive Programme or a M.Tech. programme at a premier Institute. (para 6.2.63)

17.18 **Headquarters Staff:** Parity in pay, up to the rank of Assistants, between the field staff and headquarter staff is recommended. It is recommended that the level of Assistants of CSS be brought at par with Assistants in the field offices who are presently drawing GP 4200. Accordingly, in the new pay matrix the Assistants of both Headquarters as well as field units will come to lie in Level 6 in the pay matrix and pay fixed accordingly. This level corresponds to pre-revised GP 4200. The corresponding posts in the Stenographers cadre will also follow similar pay parity between field and headquarter staff. The pay of those Assistants/Stenographers who have, in the past, been given higher Grade pay would be protected. (chapter 7.1)

17.19 Recently, through a government order 'edge in pay' has been extended to the Upper Division Clerks belonging to CSS in the Secretariat by way of grant of non-functional selection grade to GP 4200. This is available to 30 percent of UDCs. Since the Commission is recommending placement of all Assistants, field and Headquarters, in Level 6 of the pay matrix, which corresponds to pre-revised GP 4200, this non-functional selection grade to GP 4200 for Upper Division Clerks belonging to CSS is recommended to be withdrawn. (para 7.1.4 (j))

17.20 **Two Additional Increments** in CSS/CSSS are granted at the time of their promotion from the grade of Under Secretary/PPS to the grade of Deputy Secretary/Senior PPS. The Commission finds no merit in continuation of two increments for CSS/CSSS as no such

dispensation exists in any other service except the IAS and hence recommends abolition of the same. (*para 7.1.6 (d)*)

**17.21 Cadre Review:** To hasten the process of cadre reviews and reduce the time taken in inter-ministerial consultations, it is recommended that the examination of the cadre restructuring proposal should be undertaken at the department level itself with one member each from DoPT and Department of Expenditure attending such meetings chaired by the concerned Secretary of the cadre seeking the review, in the capacity of the cadre controlling officer. The proposal can thereafter be placed before the Cadre Review Committee chaired by the Cabinet Secretary where the concerned Secretaries are represented. (*para 7.3.17*)

**17.22 Common Categories:** To streamline the common cadres residing in different Departments/Ministries/UTs it is recommended that the government assign specific ministries to be the nodal ministry for each such category. These nodal ministries be tasked with drafting model recruitment rules laying down the educational qualifications, job responsibilities and pay structure for all such categories. A few examples are the Statistical Cadres and Fire-fighting staff. (*para 7.7.75*)

**17.23 Allowances:** The entire structure of allowances have been examined de novo with the overall aim of transparency, simplification and rationalization, keeping amongst other things, the proposed pay structure in mind. The Commission has recommended abolishing 52 allowances altogether. Another 36 allowances have been abolished as separate identities, but subsumed either in an existing allowance or in newly proposed allowances. Particular emphasis has been placed on simplifying the process of claiming allowances. Allowances relating to Risk and Hardship will be governed by the proposed Risk and Hardship Matrix. (*para 8.2.5*)

**17.24** Most of the allowances that have been retained have been given a raise that is commensurate with the rise in DA. Allowances that are in the nature of a fixed amount but fully indexed to DA have not been given any raise. Regarding percentage based allowances, since the Basic Pay will rise as a result of the recommendations of this Commission, the quantum of percentage based allowances has been rationalized by a factor of 0.8. (*para 8.2.3*)

**17.25 Risk and Hardship Allowance:** Allowances relating to Risk and Hardship will be governed by the newly proposed nine-cell Risk and Hardship Matrix, with one extra cell at the top, viz., RH-Max to include Siachen Allowance. This would be the ceiling for risk/hardship allowances and there would be no individual RHA with an amount higher than this allowance. (*para 8.10.65 and para 8.10.66*)

**17.26 House Rent Allowance:** In line with our general policy of rationalizing the percentage based allowances by a factor of 0.8, the Commission recommends that HRA should be rationalized to 24 percent, 16 percent and 8 percent of the Basic Pay for Class X, Y and Z cities respectively. The Commission also recommends that the rate of HRA will be revised to 27

percent, 18 percent and 9 percent when DA crosses 50 percent, and further revised to 30 percent, 20 percent and 10 percent when DA crosses 100 percent. (*para 8.7.15*)

17.27 Currently, in the case of those drawing either NPA or MSP or both, the amounts of NPA/MSP are included with the Basic Pay and HRA is being paid as a percentage of the total amount. The Commission recommends that HRA should be calculated as a percentage of Basic Pay only and that add-ons like NPA, MSP, etc. **should not be included** while working out HRA. (*para 8.7.16*)

17.28 The Commission, in the interactions it has had with the men on the ground at all field locations it has visited, has seen first-hand that the lack of proper housing compensation is a source of discontentment among these employees. The service rendered by PBORs of uniformed services needs to be recognized and Housing provisions of PBORs of Defence, CAPFs and Indian Coast Guard have been simplified and HRA coverage has been extended to them. (*para 8.7.26*)

17.29 Uniform related allowances have been amalgamated under a simplified Dress Allowance payable annually. It is thus recommended that uniform related allowances be subsumed in a single Dress Allowance (including shoes). (*para 8.16.14*)

17.30 Any allowance, not mentioned here (and hence not reported to the Commission), shall cease to exist immediately. In case there is any demand or requirement for continuation of an existing allowance which has not been deliberated upon or covered in this report, it should be re-notified by the ministry concerned after obtaining due approval of Ministry of Finance and should be put in the public domain. (*para 8.2.5*)

17.31 Entire CPMA will be payable to the PBORs of Defence Forces. Except Rum Allowance, other components of CPMA will be payable to PBORs of CAPFs, Indian Coast Guard, RPF and Police forces of Union Territories. Rum Allowance will be granted to PBORs of CAPFs and Indian Coast Guard as per the existing guidelines. (*para 8.17.25*)

17.32 Night Duty Allowance: While the present weightage of 10 minutes for every hour of duty performed between the hours of 22:00 and 06:00 the present prescribed hourly rate of NDA equal to  $(BP+DA)/200$  may be continued, the amount of NDA should be worked out **separately for each employee** and the existing formulation for giving same rate of NDA for all employees with a particular GP should be abolished. (*para 8.17.77*)

17.33 OTA should be abolished (except for operational staff and industrial employees who are governed by statutory provisions). At the same time it is also recommended that in case the government decides to continue with OTA for those categories of staff for which it is not a statutory requirement, then the rates of OTA for such staff should be increased by 50 percent from their current levels. (*para 8.17.97*)

17.34 All non-interest bearing Advances have been abolished. (*para 9.1.4*)

17.35 Regarding Motor Car Advance and Motor Cycle/Scooter/Moped Advance, since quite a few schemes for purchase of vehicles are available in the market from time to time. The employees should avail of these schemes and both these advances should be abolished. (para 9.1.7)

17.36 Regarding other interest-bearing advances, the following is recommended: (para 9.1.8)

(i)	<b>PC Advance</b>	₹50,000 or actual price of PC, whichever is lower	May be allowed maximum five times in the entire service.
(ii)	<b>HBA</b>	34 times Basic Pay OR ₹25 lakh OR anticipated price of house, whichever is least	The requirement of minimum 10 years of continuous service to avail of HBA should be reduced to 5 years. If both spouses are government servants, HBA should be admissible to both separately. Existing employees who have already taken Home Loans from banks and other financial institutions should be allowed to migrate to this scheme.

17.37 The three different kinds of leave admissible to civilian/defence employees which are granted for work related illness/injuries—Hospital Leave, Special Disability Leave and Sick Leave are being subsumed and rationalized into a composite new Leave named Work Related Illness and Injury Leave (WRIIL). (para 9.2.36)

1. Full pay and allowances will be granted to all employees during the entire period of hospitalization on account of WRIIL.
2. Beyond hospitalization, WRIIL will be governed as follows:
  - a. For Civilian employees, RPF employees and personnel of Police Forces of Union Territories: Full pay and allowances for the 6 months immediately following hospitalization and Half Pay only for 12 months beyond that. The Half Pay period may be commuted to full pay with corresponding number of days of Half Pay Leave debited from the employee's leave account.
  - b. For Officers of Defence, CAPFs, Indian Coast Guard: Full pay and allowances for the 6 months immediately following hospitalization, for the next 24 months, full pay only.
  - c. For PBORs of Defence, CAPFs, Indian Coast Guard: Full pay and allowances, with no limit regarding period.

17.38 The Rates of contribution as also the insurance coverage under the Central Government Employees General Insurance Scheme have remained unchanged for long. The following rates of CGEGIS are recommended: (para 9.3.6)

<b>Level of Employee</b>	<b>Monthly Deduction (₹)</b>	<b>Insurance Amount (₹)</b>
10 and above	5000	50,00,000
6 to 9	2500	25,00,000
1 to 5	1500	15,00,000

17.39 A simplified process for Cadre Reviews and revamping of the screening process under Central Staffing Scheme have been recommended. (para 7.3.41)

17.40 **Health Insurance:** The Commission strongly recommends the introduction of health insurance scheme for Central Government employees and pensioners. In the interregnum, for the benefit of pensioners residing outside the CGHS areas, the Commission recommends that CGHS should empanel those hospitals which are already empanelled under CS (MA)/ECHS for catering to the medical requirement of these pensioners on a cashless basis. This would involve strengthening of administrative capacity of nearest CGHS centres. The Commission recommends that the remaining 33 postal dispensaries should be merged with CGHS. The Commission further recommends that all postal pensioners, irrespective of their participation in CGHS while in service, should be covered under CGHS after making requisite subscription. The Commission recommends that possibility of such a combined network of various medical schemes should be explored through proper examination. (para 9.5.18)

17.41 **Pension:** The Commission recommends a revised pension formulation for civil employees including CAPF personnel **and** Defence personnel, who have retired before 01.01.2016. This formulation will bring about **complete parity** of past pensioners with current retirees:

- i. All the personnel who retired prior to 01.01.2016 (expected date of implementation of the Seventh CPC recommendations) shall first be fixed in the Pay Matrix being recommended by this Commission, on the basis of the Pay Band and Grade Pay at which they retired, at the minimum of the corresponding level in the matrix. This amount shall be raised, to arrive at the notional pay of the retiree, by adding the number of increments he/she had earned in that level while in service, at the rate of three percent. Fifty percent of the total amount so arrived at shall be the revised pension. In the case of the Defence personnel, total amount so arrived at shall be inclusive of MSP.
- ii. The second calculation to be carried out is as follows. The pension, as had been fixed at the time of implementation of the VI CPC recommendations, shall be multiplied by 2.57 to arrive at an alternate value for the revised pension.
- iii. Pensioners may be given the option of choosing whichever formulation is beneficial to them.

(para 10.1.67)

17.42 Since the fixation of pension as per formulation (i) above may take a little time it is recommended that in the first instance the revised pension may be calculated as at (ii) above

and the same may be paid as an interim measure. In the event calculation as per (i) above yields a higher amount the difference may be paid subsequently. (para 10.1.68)

17.43 The Commission recommends enhancement in the ceiling of gratuity from the existing ₹10 lakh to ₹20 lakh from 01.01.2016. The Commission further recommends, as has been done in the case of allowances that are partially indexed to Dearness Allowance, the ceiling on gratuity may increase by 25 percent whenever DA rises by 50 percent. (para 10.1.37)

17.44 **Lump sum Compensation for Invalidation due to Disability:** The Commission recommends an increase in the existing lump sum compensation of ₹9 lakh for 100 percent disability to ₹20 lakh. However it finds no justification to recommend broad banding for payment of Ex-gratia award to service personnel boarded out on account of disability/war injury attributable to or aggravated by military service. (para 10.2.65)

17.45 The Commission notes that cadets are not considered on duty during training and therefore cannot be treated at par with serving defence forces personnel. The Commission, however, keeping in view the facts relating to cadets, recommends an increased ex-gratia disability award from the existing ₹6,300 per month to ₹16,200 per month for 100 percent disability. (para 10.2.67)

17.46 **Disability Pension:** Keeping in view the tenets of equity, the Commission is recommending reverting to a slab base system for disability element, instead of existing percentile based disability pension regime. Distinct rates separately for officers, JCOs and ORs have been prescribed. (para 10.2.55)

17.47 **Ex-gratia Lump sum Compensation to Next of Kin:** The Commission is recommending the revision of rates of lump sum compensation for next of kin (NOK) in case of death arising in five separate circumstances, to be applied uniformly for the defence forces personnel and civilians. (para 10.2.77)

Circumstances	Proposed (₹)
Death occurring due to accidents in course of performance of duties.	25 lakh
Death in the course of performance of duties attribute to acts of violence by terrorists, anti-social elements etc.	25 lakh
Death occurring in border skirmishes and action against militants, terrorists, extremists, sea pirates	35 lakh
Death occurring while on duty in the specified high altitude, inaccessible border posts, on account of natural disasters, extreme weather conditions	35 lakh
Death occurring during enemy action in war or such war like engagements, which are specifically notified by Ministry of Defence# and death occurring during evacuation of Indian Nationals from a war-torn zone in foreign country	45 lakh

17.48 **Indian Coast Guard:** The Commission is recommending for the Indian Coast Guard:

- a. Merger of pay group Z into pay group Y. (*para 11.12.15*)
- b. X pay of ₹6,200 p.m. to all direct entry diploma holders. (*para 11.12.18*)
- c. Sarang Laskars to be upgraded to pay level 4 in the civilian pay matrix. (*para 11.12.21*)
- d. Upgradation of Director General to Apex Level. (*para 11.12.27*)

**Other highlights are as under:**

17.49 **The Edge:** The edge, presently accorded to the Indian Administrative Service in the form of two additional increments @ 3 percent over their basic pay at three promotion stages i.e., promotion to the Senior Time Scale (STS), to the Junior Administrative Grade (JAG) and the NFSG to continue in the proposed pay matrix.

17.50 Having regard to the difficult demands placed on police officers by their jobs including long working hours, the risk of personal injury and death and the immense public responsibility they carry, the view of the Chairman has recommended that this financial edge, as given to the IAS, be extended to the IPS as also to the third All India Service, the IFoS. (*para 7.2.38*)

17.51 In so far as the Indian Foreign Service is concerned, the existing dispensation shall continue. (*para 7.2.18 and para 7.2.19*)

17.52 Shri.Vivek Rae, Member, Seventh CPC is of the view that the financial edge for IAS and IFS is fully justified but has not agreed with the view that it should be extended to the IPS and the IFoS. (*para 7.2.20*)

17.53 Dr. Rathin Roy, Member, Seventh CPC is of the view that the financial edge accorded to the IAS and IFS should be removed. IAS officers have a multi-dimensional leadership role to play and in specific jobs such as that of DM/DC, officers occupying such positions must be able to be *primus inter pares* by administrative affirmation. According to him, if this position is to be reflected through superior financial remuneration, then their recruitment must be conducted separately. (*para 7.2.21*)

17.54 Chairman and Dr.Rathin Roy, Member are of the view that all AIS and Central Services Group A officers who have completed 17 years of service should be eligible for empanelment under the Central Staffing Scheme and the “two year edge”, presently enjoyed by the IAS should be withdrawn. Shri Vivek Rae, Member, has not agreed with this view and has recommended review of the Central Staff Scheme guidelines. (*para 7.2.23 and para 7.2.24*)

17.55 **Non Functional Upgradation for Organised Group ‘A’ Services:** The Chairman is of the considered opinion that since NFU has been in existence for the last ten years and is being availed by all the organised Group ‘A’ Services it should be allowed to continue. The same will be available not only to all organised Central Group ‘A’ Services but also members of CAPFs, ICG and Defence forces. NFU will henceforth be based on the respective residency periods in the preceding substantive grade. All the prescribed eligibility criteria and

promotional norms including 'benchmark' for upgradation to a particular level would have to be met at the time of grant of NFU. (*para 6.2.35, para 7.3.21 and para 7.3.22*)

17.56 Shri Vivek Rae, Member and Shri Rathin Roy, Member, have favoured abolition of NFU at SAG and HAG level. (*para 7.2.24*)

17.57 Chairman and Dr. Rathin Roy, Member, hold the view that the age of superannuation for all CAPF personnel should be 60 years uniformly. Shri Vivek Rae, Member, has not agreed with this recommendation and has endorsed the stand of the Ministry of Home Affairs. (*para 11.22.33 and para 11.22.34*)

## Meetings held by the Commission

## Chapter 18

<b>Date</b>	<b>Meeting with</b>
30.10.2015	At Canberra: Australian Public Service Commission; Department of Veterans' Affairs
29.10.2015	At Canberra: Department of Defence; Department of Prime Minister and Cabinet
28.10.2015	At Wellington: State Services Commission; The Remuneration Authority of New Zealand; Wellington City Council
27.10.2015	At Wellington: Victoria University of Wellington; New Zealand Defence Force
23.06.2015	All India Federation of Divisional Accounts Officers and Divisional Accountants Associations; The Government of India Librarians Association; The Central Government Library Association, Indira Gandhi National Forest Academy
17.06.2015	Central Excise and Customs' Federations
09.06.2015	All India Audit and Accounts Service Officers' Association; National Council, JCM – Staff Side (Concluding session)
04.06.2015	Joint Forum of CAPFs; Confederation of Audit and Accounts Employees and Officers' Organizations; Director, CBI; Employees' Association, ISRO
28.05.2015	GDMOs of Railways and Indian Ordnance Factories; Nurses' Association; Medical Superintendents of Central Government Hospitals
27.05.2015	Teaching Specialists of Central Government Hospitals; Doctors of AYUSH; Umbrella organisations of Para-Medical categories
12.05.2015	At Guwahati: AIS officers of Assam and Arunachal Pradesh
11.05.2015	At Shillong: AIS Officers of Meghalaya; Commissioner, Central Excise and Customs; DG Assam Rifles; IG CRPF; Secretary NEC; Regional Coordination Committee of Central Government Employees & Workers, North Eastern Region; Accounts Category-III Association; NIC Meghalaya
10.05.2015	At Shillong: NR Railway Pensioners' Association; Depot Fire Staff Welfare Committee; Zoological Survey of India; Survey of India; Botanical Survey of India; Additional PCCF, MOEF
07.05.2015	Associations of Group 'A' Engineering Services
06.05.2015	Delhi Prosecutors Welfare Association; Delhi Information & Public Relation Officers Association
02.05.2015	Associations of Officers representing Indian Cost Accounts Service, IES, Indian Statistical Service
01.05.2015	FROA; Associations of Officers representing IRTS, IRSSE, IRAS, IOFS
30.04.2015	Associations of Officers representing Indian Postal Service, Indian P&T Accounts and Finance Service, IDAS, Indian Legal Service
29.04.2015	Associations of Officers representing IA&AS, Indian Civil Accounts Service, IRS, IC&CES
28.04.2015	Associations of Officers representing IPS, Indian Foreign Service, IIS

<b>Date</b>	<b>Meeting with</b>
27.04.2015	Associations of Officers representing IAS, Indian Forest Service; Non-Gazetted Staff Union, Indian Meteorological Department
17.04.2015	Central Electricity Regulatory Commission (CERC); Petroleum and Natural Gas Regulatory Board (PNGRB); Competition Commission of India (CCI)
16.04.2015	Telecom Regulatory Authority of India (TRAI); Securities and Exchange Board of India (SEBI); Pension Fund Regulatory and Development Authority (PFRDA); Warehousing Development Regulatory Authority (WDRA); Airports Economic Regulatory Authority of India (AERAI)
14.04.2015	National Federation of Indian Railwaymen (NFIR)
13.04.2015	National Federation of Indian Railwaymen (NFIR)
08.04.2015	All India Railwaymen Federation (AIRF)
07.04.2015	All India Railwaymen Federation (AIRF)
06.04.2015	National Federation of Atomic Energy; Central Secretariat Non-Gazetted Employees' Union
31.03.2015	Indian National Defence Workers Federation (INDWF); Bharatiya Pratiraksha Mazdoor Sangh
30.03.2015	All India Defence Employees' Federation (AIDEF); Confederation of Defence Recognized Associations (CDRA)
27.03.2015	Income Tax Employees' Federation; Indian Audit & Accounts Service Officers Association
26.03.2015	Federation of National Postal Organizations
25.03.2015	National Federation of Postal Employees
24.03.2015	National Council, JCM – Staff Side
23.03.2015	National Council, JCM – Staff Side
25.02.2015	National Council, JCM – Staff Side
17.02.2015	Bharat Pensioners' Samaj; Central Government Pensioners' Welfare Association; India Ex-Services League; National Ex-Servicemen Co-ordination Committee
05.02.2015	At Port Blair: Central Government Employees Welfare Coordination Committee; Federation of Pharmacist Association (FIPO); Pensioners Association (JN Chander); Central Islands Agricultural Research Institute; Specialist Doctors Association; Light House and Light Ships Staff Association; Andaman and Nicobar Group "D" Medical Employees Association; Andaman and Nicobar Island Doctors Health Service Association; Andaman and Nicobar Teachers' Association
04.02.2015	At Port Blair: Tech. Staff Association Andaman Lakshadweep Harbour Works; Andaman and Nicobar Forest Executive Staff Association; All India Forest Range Officers Federation; A&N Islands State Forest Service Association; Employees of Agriculture Department; The Non Gazetted Government Officers' Association; Andaman Technical Agriculture Employees Association; Government Employees Federation; Botanical Survey of India Employees Association; Andaman & Nicobar Islands Cooperative Department Executive Employees Association; Sub Committee on IT Non Gazetted Government Officers' Association; Akhil Bharatiya Rashtriya Shaishhik Mahasangh

Date	Meeting with
14.01.2015	At Kolkata: All India Railway Accounts Staff Association, SER Chapter; Technical Assistants' Association of IEST; All India Postal Stenographers' Association; Eastern Railwaymen's Congress (ERMC); All India Data Processing Officers' Association; National Institute for the Orthopedically Handicapped Staff Association; Commercial Intelligence Union; Commercial Intelligence and Statistics Employees Association; Employees' Association, CAT-III, Office of AG, WB; All India Customs Ministerial Officers' Association; All India Customs Ministerial Employees Federation; National Library Employees Association; East Coast Railway Engineers' Association; The Company Law Administrative Employees Association; Joint Council of Action of Income Tax Associations, WB; MTP Railwaymen's Union
13.01.2015	At Kolkata: All India P&T SC/ST Employees' Welfare Association, WB Postal Circle; All India (Postal) Administrative Offices Employees Union; Postal Engineers' Association; National Atlas & Thematic Mapping Organization Employees' Association; IAS Officers' Association; Indian Forest Service (IFS) Officers' Association; IPS Officers' Association; GSI Scientific Officers' Association (GSISOA); GSI Employees Association; BARC Officers' Association; All India Postal Administrative Offices' Association; National Library Staff Association; National Defence Non-Gazetted Staff Association; National Defence Group 'B' Gazetted Officers' Association; OFB Retired Employees' Association; All India Ordnance Factories Teaching Staff Association; Indian Railway Medical Laboratory Technologists Association; Indian Ordnance Factory Gazetted Officers Association; National Federation of Printing, Stationery and Publication Employees
15.12.2014	At Jodhpur: Jawahar Navodaya Vidyalaya Samiti; All Staff & Welfare Inspectors of North Western Railway; Retired ICAR Employees Welfare Society (RICAREWES); National Union of Postal Employees (Group-C); All India Train Controllers Association; KVS; All India Ex Para Military Association; Legal Men's Association (Railways); BRO; Rajasthan Radiographer Association
12.12.2014	At Jodhpur: Laboratory Technician Union, Rajasthan; Aids Control Employees Infection Diseases Centre; Coordinating Committee Central Government Pensioners Organisation, Rajasthan State; All India Pensioners' Forum for Retired Officers of Central Ex. Customs & Service Tax Deptt.; Defence Laboratories Employees Union; All India Association of Clerical Employees of Ordnance Factories (AIACEOF); Rashtriya Raksha Ayudh Karamchhari Sangh; North West Railway Engineers Association; Association of Railway Nurses of India; Indian Railways Technical Supervisors Association; All India Loco Running Staff Association; Public Prosecutors RPF
29.11.2014	Registrar (Administration), Supreme Court of India
27.11.2014	Indian Defence Service Engineers

Date	Meeting with
19.11.2014	At Hyderabad: South Central Railways Employees Sangh; SVP NPA Employees' Association; Nuclear Fuel Complex, IWU, NUFCOSSA and NFCSSA; Rail Mazdoor Union; All India MES Civilian Engineers' Association; NIMS Paramedicals Employees Union & Society of Indian Radiographers; All India Central Government Deaf Employees; Scientific Workers Association; All India Retired Railmen's Federation; All India MES Civilian Engineers' Association (AIMCEA); ISRO Retired Employees' Forum; Postal Officers Pension Association; Accountant General Office Pensioners Association; Naval Armament Inspectors Organization; National Defence Group "B" Gazetted Officers' Association (NDGBGOA); Ordnance Factory Mazdoor Sangh; Government Employees National Confederation (GENC); South Central Railway Engineers Association (SCREA)
12.11.2014	At Shimla: HP State Coordination Committee of Central Govt. Employees and Workers; SAS (Accounts) Association; Central Research Institute Employees' Association; All India NIC S&T Officers' Association; All India Postal Administrative Officers' Employees Union Group "C" and "D" NFPE; All India Association of Inspectors and Assistants Superintendents, Posts; All India Postal Employees Union Group "C"; IAS Officers' Association
09.11.2014	At Mumbai: IPS Association, Maharashtra; Assistant Audit Officers' Association; Competent Authority – SAFEMA/NDPSA; Indian Revenue Service Promotee Officers' Association; Indian Revenue Service Association, Mumbai; Films Division Cameramen; Indian Naval Armament Service Association; Directorate of Marketing and Inspection Employees' Association, Forest Survey of India
08.11.2014	At Mumbai: All India Defence Pharmacist Association; Orthotics and Prosthetics Association of India; All India CGHS Employees' Association; All India Association of Statistical Investigators; National Railway Mazdoor Union; All India Naval Technical Supervisory Staff Association; Ordnance Factories Group 'B' Gazetted Officers; National Defence Non-Gazetted Staff Association; All India Association of Non-Gazetted Officers; The Naval Employees' Union, National Defence Group 'B' Gazetted Officers Association
07.11.2014	At Mumbai: ISRO Pensioners' Association; Directorate of Purchase and Stores Employees' Association; Atomic Energy Workers and Staff Union; National Federation of Atomic Energy Employees; Atomic Energy Workers and Staff Union; BARC Employees' Association, Tarapur; All India Association of Inspectors and Assistant Superintendents; All India Savings Bank Control Employees' Union; All India Central Labour Welfare Organization Staff Association; Central Government Pensioners' Welfare Association
06.11.2014	At Mumbai: Central Railway Promotee Officers' Association; Central Railway Mazdoor Sangh; All India Train Controllers' Association; Central Railway Engineers' Association; Bhartiya Pratiraksha Mazdoor Sangh; All India Loco Running Staff Association; Western Railway Motormen's Association; Indian Railways Radiographers' Association; All India Loco Inspectors' Welfare Association; Rashtriya Bhartiya Khani Vibhag Karmchari Sangh; Indian Bureau of Mines Employees' Association; Central Water and Power Research Station; Indian Forest Service Association, Maharashtra

<b>Date</b>	<b>Meeting with</b>
30.10.2014	S30 Retired Pensioners' Association; PFRDA
29.10.2014	Director General and Other officers of Defence Estate
13.10.2014	At Leh: Personnel of Indian Army, Indian Air Force, Defence Institute of High Altitude Research, DRDO, BRO, ITBP, MES, All Ladakh Central Government Employees Association
09.10.2014	At Dehradun: Non-Gazetted Officers' Association, LBSNAA; National Institute for the Visually Handicapped Employees' Union; Ministerial Staff Association, Survey of India; Topographical Staff Association, Survey of India; Class III Service Association, Survey of India; Central Government Library Association; Faculty, Indira Gandhi National Forest Academy; Indira Gandhi National Forest Academy Staff Association; Faculty, Indian Council of Forestry Research and Education
08.10.2014	At Dehradun: National Defence Medical Laboratory Technical Staff Association; All India Association of Clerical Employees of Ordnance Factories; Employees Union Ordnance Factory, Dehradun; All India Association of Non-Gazetted Officers of Ordnance & Equipment Factories and Quality Assurance Organization; Staff Association, Rashtriya Indian Military College; All India DGQA Engineers Association; Wildlife Institute of India
24.09.2014	Indian Ex-servicemen Movement
23.09.2014	CRPF Officers
22.09.2014	BSF Officers; Forum of retired CAPF officers
17.09.2014	Aviation Research Centre
16.09.2014	RPF Group 'A' Officers, IIM Bangalore
15.09.2014	Disabled War Veterans (DISWAVE) Association, DG Bureau of Police Research and Development
26.08.2014	At Bangalore: IAS Officers' Association, IPS Officers' Association, IFS Officers' Association
25.08.2014	At Bangalore: IIM Bangalore, ISRO
24.08.2014	At Bangalore: Army Base Workshop (EME) Diploma Holders Association, Bangalore, Air Force Store Keepers Association, All India NCC Defence Civilian Employees Association, Confederation of Central Government Employees and Workers - Karnataka State, Atomic Energy Employees Federation, All India Central Excise Inspectors Association, The Indian Hospital Pharmacist Association, Indian Railway Loco Runningmen Organisation, South Western Railways Engineers Association, Railway Wheel Factory, South Western Railway Employees Sangh, All India DRDO Personal Staff Association, DoS Pensioners Forum, Central Government Pensioners Association, Indian Institute of Horticulture Research Employees' Association, NIMHANS, Veterans Association, All India Loco Running Staff Association
21.08.2014	Physiotherapy Forum; Indian Ordnance Factories Group 'B' Gazetted Officers Association
20.08.2014	Commissioner, Kendriya Vidyalaya Sangathan; Commissioner, Navodaya Vidyalaya Sangathan
24.07.2014	Confederation of Central Government Gazetted Officers Association; National Ex-Servicemen Co-ordination Committee; Indian Ex-Services League

<b>Date</b>	<b>Meeting with</b>
23.07.2014	Bharat Central Pensioners Federation; Bharat Pensioners Samaj; Group 'B' Indian Information Service Association; Indian Postal Service Officers Association; DANICS Officers Association; Group 'B' Indian Ordnance Gazetted Officers Association
22.07.2014	Police Commissioner, Delhi; DG Coast Guard; IOFS Officers Association
21.07.2014	Director, IB; Director, CBI; Director, RAW
19.06.2014	Indian Economic Service Officers Association; Indian Statistical Service Officers Association; IFS Officers Association; DGs of CAPFs (BSF+ITBP+Assam Rifles+Sashastra Seema Suraksha Bal); DGs of CAPFs (CISF+CRPF+NSC)
18.06.2014	IFS Officers Association; PFRDA; Officers of Department of Financial Services, MOF; Officers of Department of Pension & Pensioners Welfare; P&T Finance Accounts Gr.A Officers Association; IRAS Officers Association; Central Health Service Association
17.06.2014	IAS Officers' Association; Central Engineering Services Officers' Association (Water+Power+Architecture); Central Engineering Services Officers' Association (Civil+Electrical+Mechanical+Road Transport+Telecom); Income Tax Officers' Association; Custom Officers Association; Central Excise Officers Association
16.06.2014	IPS Officers' Association; Representative of Pay Commission cells of Army, Navy and Airforce; Indian Audit and Accounts Service Association; Cost Accounts Association; Civil Accounts Association; Federation of Railway Officers
28.05.2014	JCM, Confederation of Defence Recognized Associations

