

- 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

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

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

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

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 1/3rd, but the remaining 2/3rd 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

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

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:

Loco Running Staff		Traffic Running Staff	
Category	Grade Pay	Category	Grade Pay
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:

Grade Pay	Commercial Clerks	ECRCs	Ticket Checking Staff	% of Total Strength
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

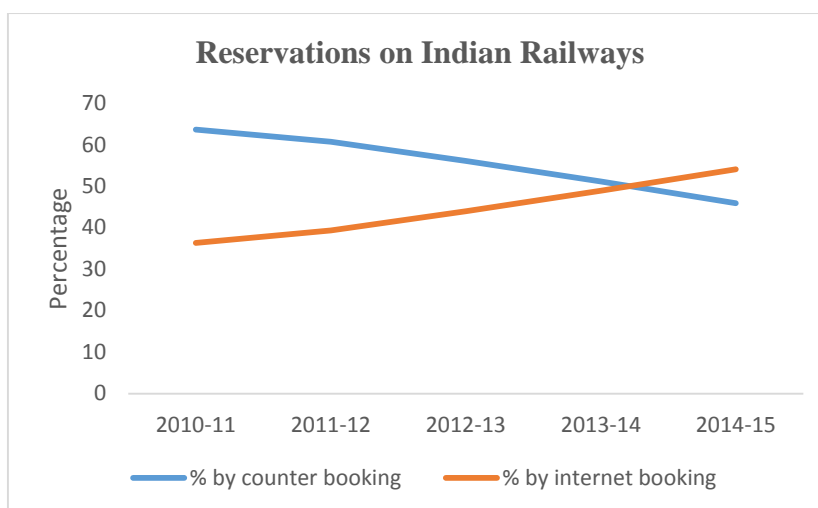
11.40.65 For Commercial Clerks, the minimum educational qualification stipulated is Class X. Entry into the cadre is only at GP 2000 - 50 percent direct recruitment through RRB; 33 1/3% through LDCE from eligible erstwhile Gr.D staff of Traffic and Commercial Departments with three years of continuous 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 internet⁴²:

⁴² 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

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

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

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:

Designation	Grade Pay
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

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:

Designation	Grade Pay	% of Total Strength
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:

Designation	Pay Scale
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:

Designation	Grade Pay
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:

Publicity Inspectors		Photographers	
Designation	Grade Pay	Designation	Grade Pay
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:

Designation	Grade Pay
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.

Designation	Grade Pay
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

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:

Designation	Grade Pay
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 2/3rd 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

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:

Designation	Grade Pay
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:

Designation	Grade Pay	% Before Restructuring	% After Restructuring
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:

Designation	Grade Pay	% After Restructuring for S&T	% After Restructuring for others
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:

Designation	Grade Pay
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

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:

Designation	Grade Pay
<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

11.40.147 Discussed in Chapter 7.7.

Paramedical Staff

11.40.148 Discussed in Chapter 7.7.

Stenos

11.40.149 Discussed in the Chapter 7.1.

Library Staff

11.40.150 Discussed in Chapter 7.7.

Firefighting Staff, Metro Railway

11.40.151 Discussed in Chapter 7.7.

EDP Staff

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:

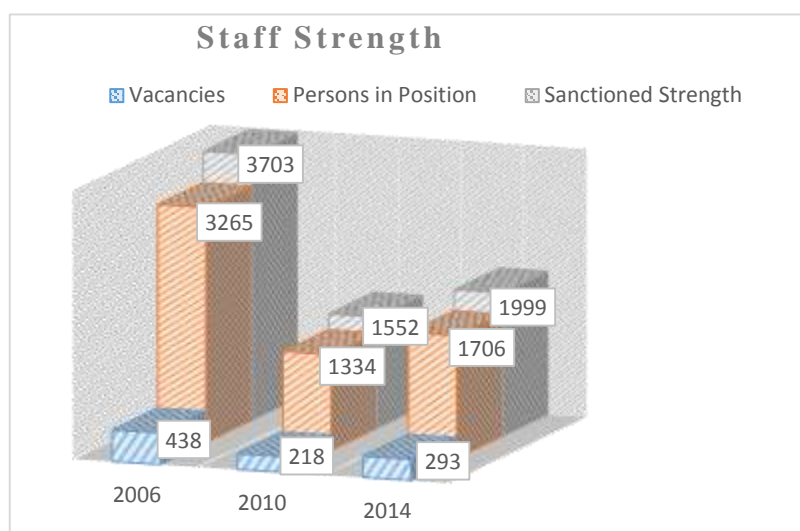
Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	389	303	86	22
B	508	438	70	14
C	1,102	965	137	12
Total	1,999	1,706	293	15

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

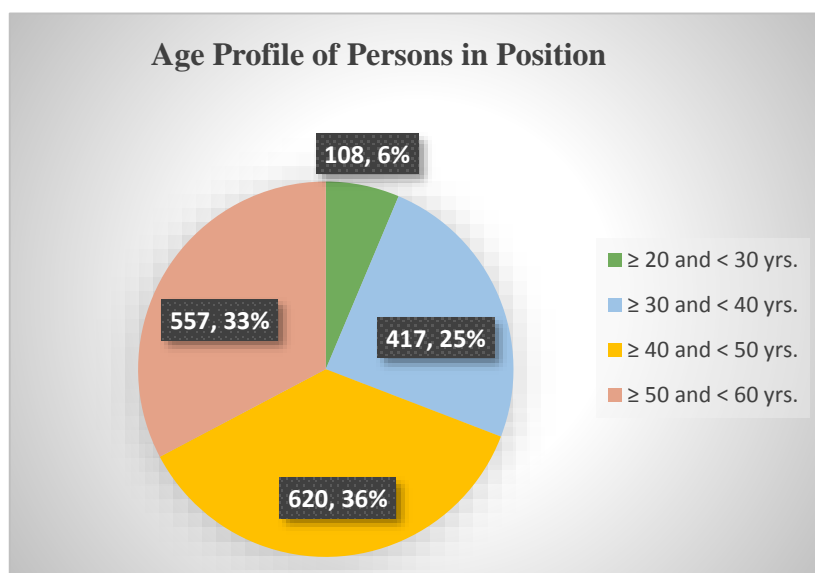
11.41.4 The following bar chart indicates the inter temporal position of personnel in the Ministry of Road Transport and Highways as on 01.01.2014 vis-à-vis 01.01.2006 and

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)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	4652.38	4885.69	5515.20
Expenditure on Contractual Employees	24.72	79.76	113.76
Total	4677.10	4965.45	5628.96

Training

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

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

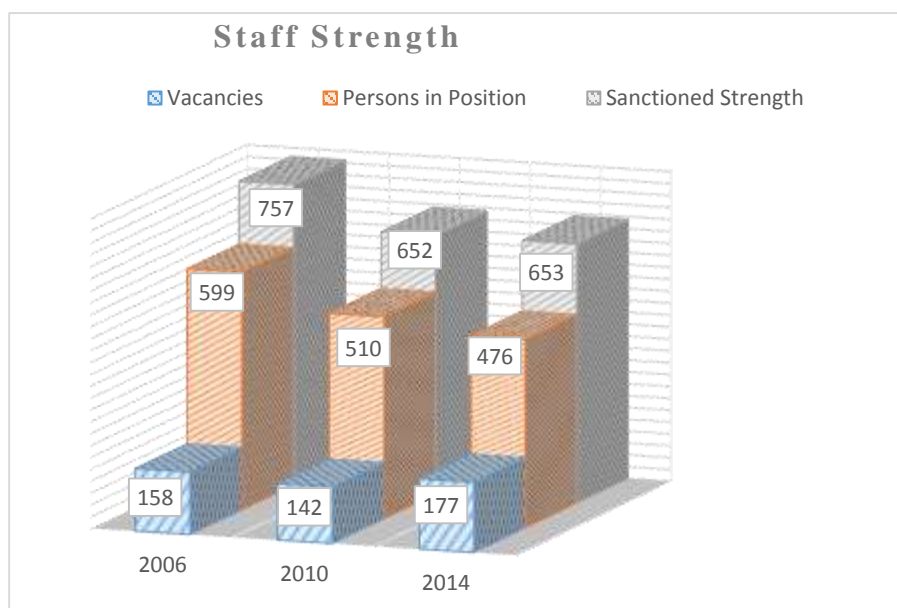
11.42.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Rural Development, is as follows:

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
Total	653	476	177	27

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.

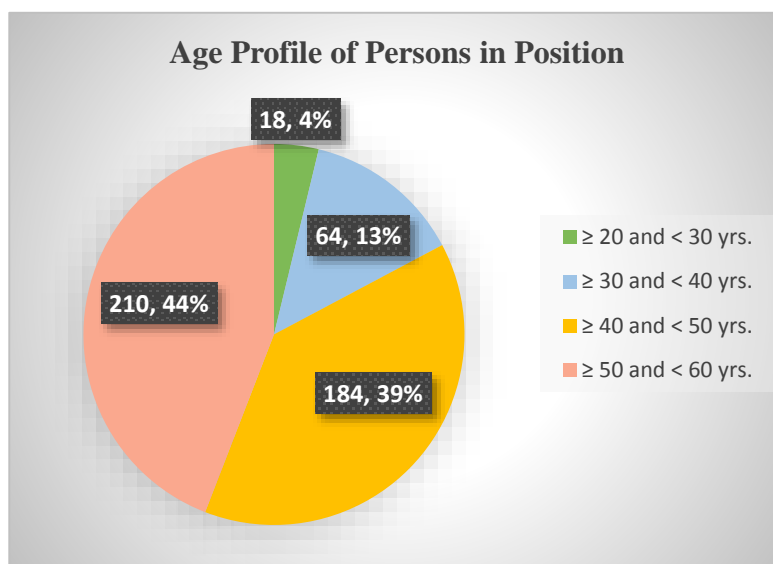
Inter Temporal Trend of Personnel

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

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)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	2645.00	2793.00	3084.00
Expenditure on Contractual Employees	116.36	224.76	293.44
Total	2761.36	3017.76	3,377.44

Ministry of Science and Technology

Chapter 11.43

General Issues

Introduction

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

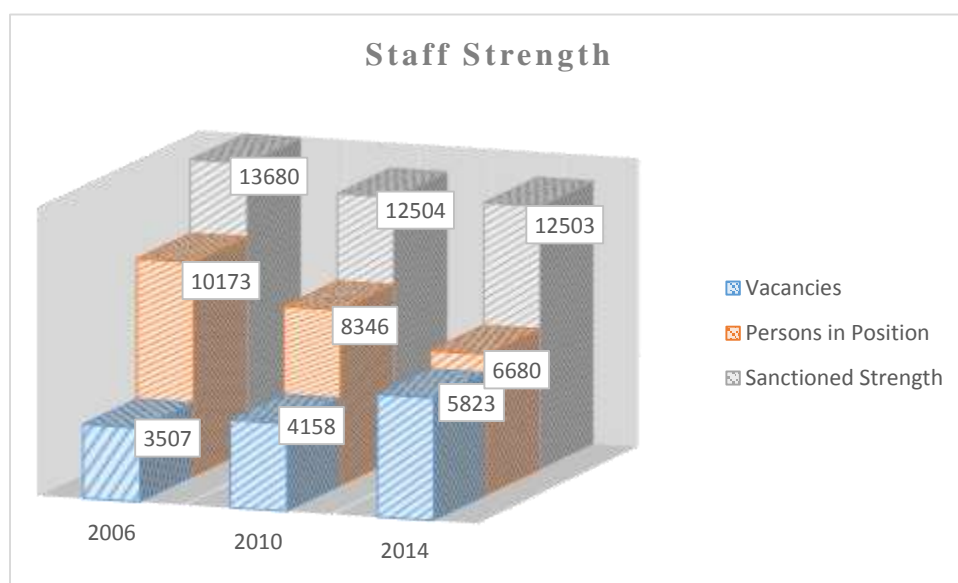
11.43.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Science and Technology, is as follows:

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
Total	12,503	6,680	5,823	47

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.

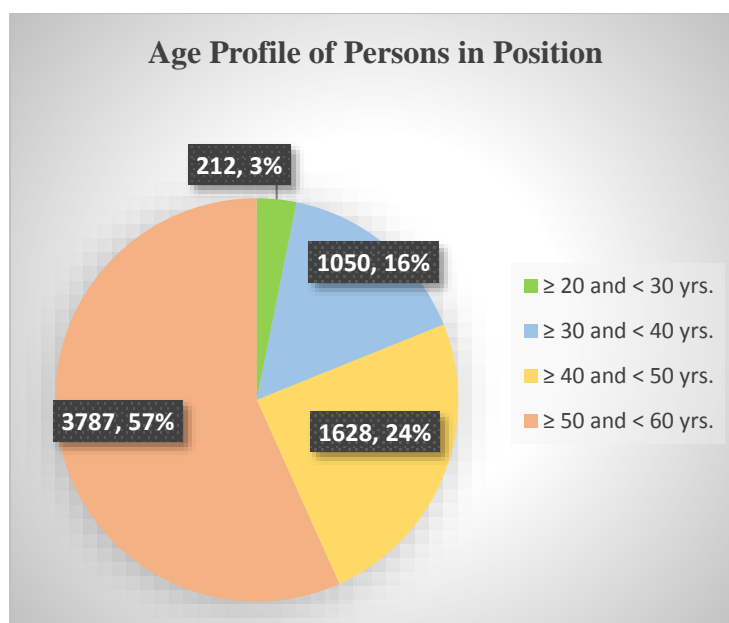
Inter Temporal Trend of Personnel

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
Total	28,733.07	30,450.27	32164.70

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

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 Officer 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

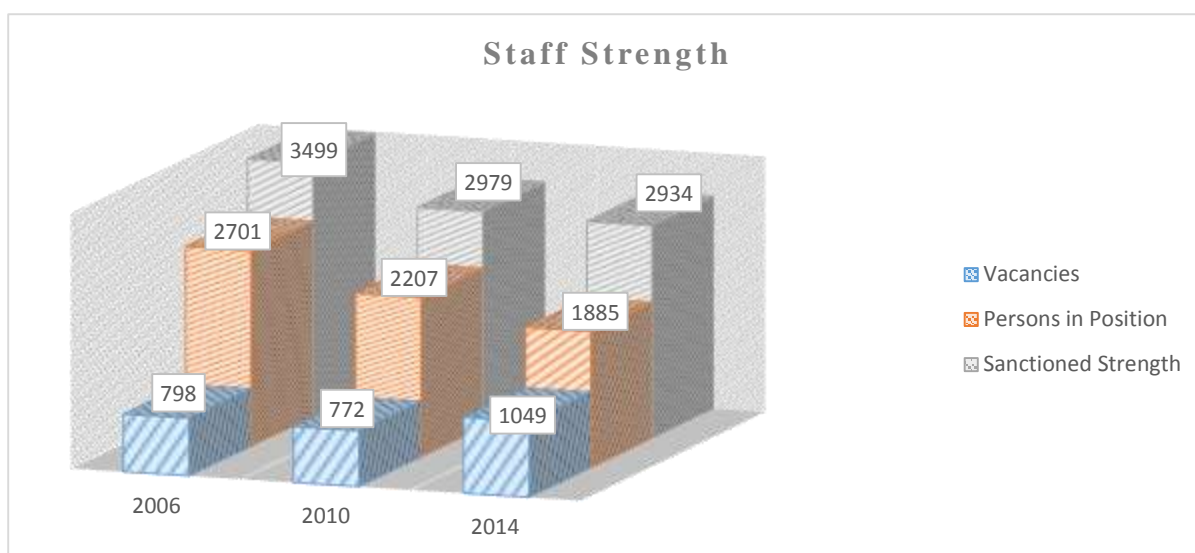
11.44.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Shipping, is as follows:

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
Total	2,934	1,885	1,049	36

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.

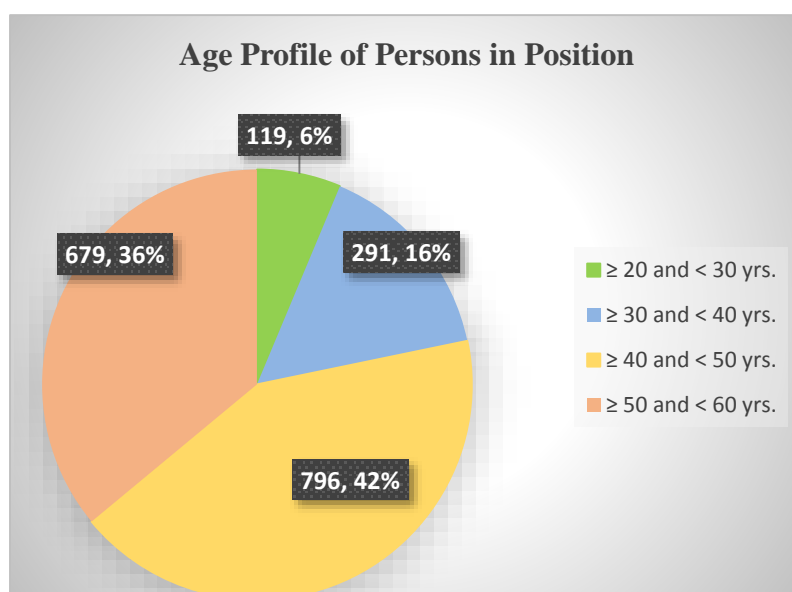
Inter Temporal Trend of Personnel

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
Total	7,958.60	8,482.86	9,363.85

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

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

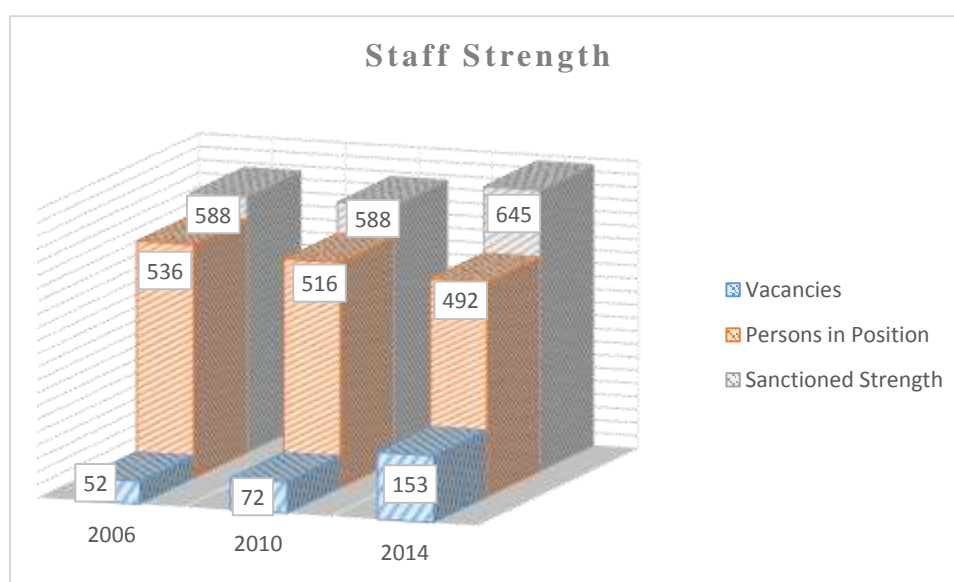
11.45.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Social Justice and Empowerment and Department of Disability Affairs, is as follows:

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
Total	645	492	153	24

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.

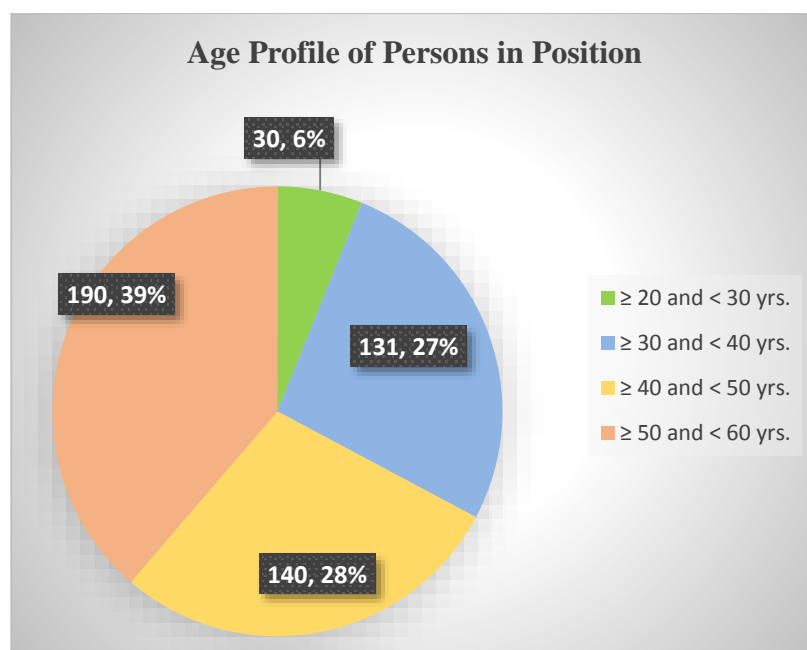
Inter Temporal Trend of Personnel

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
Total	2,614.00	2,857.00	3,137.16

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

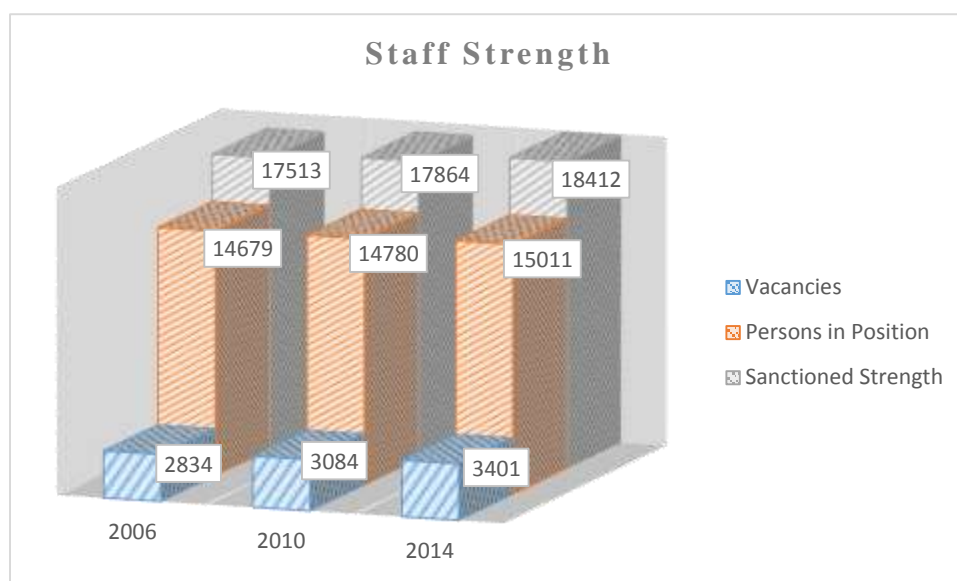
11.46.2 Number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Department of Space, is as follows:

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
Total	18,412	15,011	3,401	18

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.

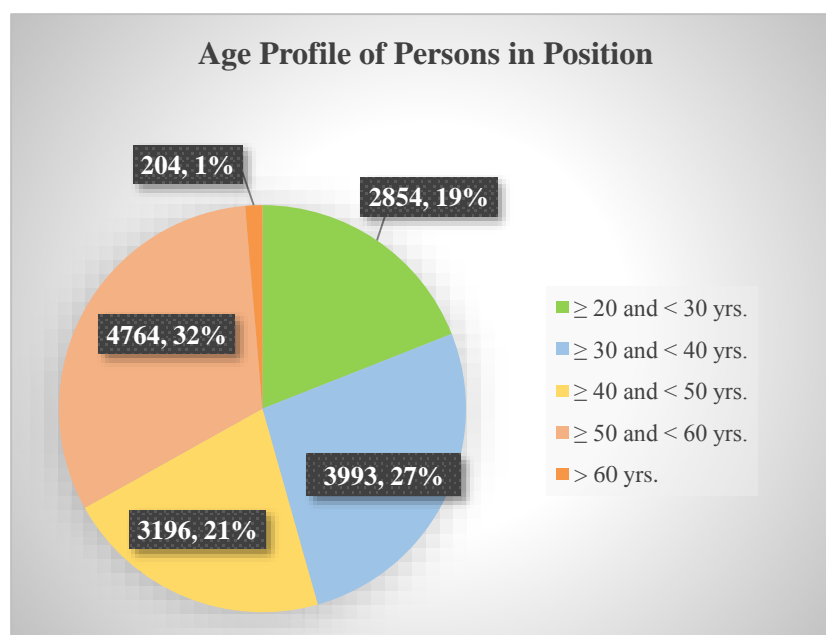
Inter Temporal Trend in Position

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
Total	91,696.91	1,03,488.18	1,12,029.12

Training

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:

Post	Grade Pay	Entry level Qualification/ Method of Filling
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

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

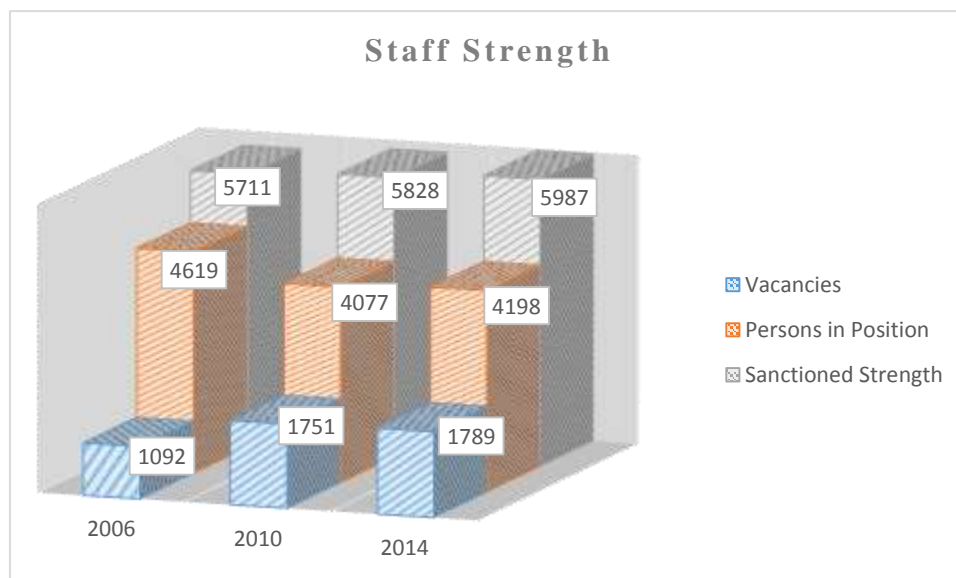
11.47.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Statistics and Programme Implementation, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	482	393	89	18
B	4,202	2,842	1,360	32
C	1,303	963	340	26
Total	5,987	4,198	1,789	30

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.

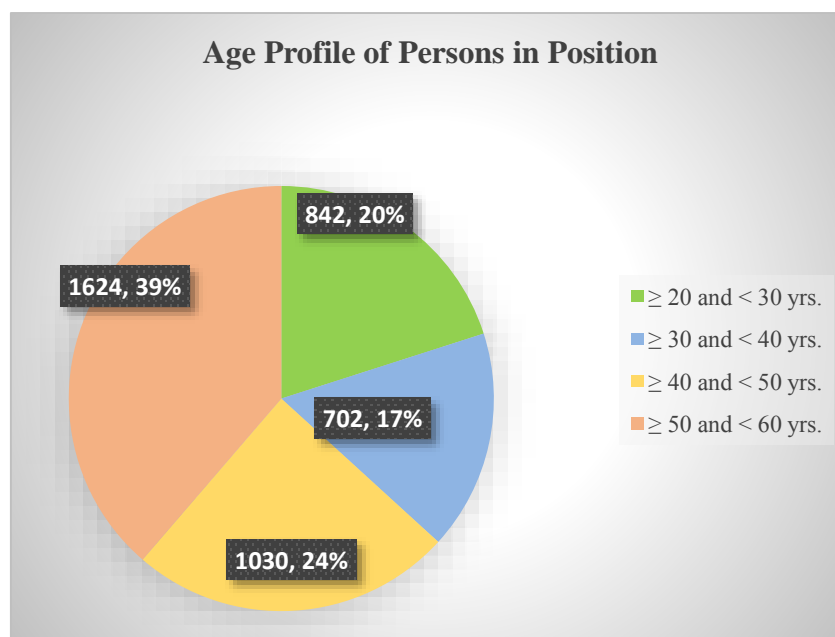
Inter Temporal Trend of Personnel

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

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.

(₹ in lakh)

Particulars	2010-2011	2011-2012	2012-13
Expenditure on Salaries and Allowances	21,359.64	21,819.42	24,383.56
Expenditure on Contractual Employees
Total	21,359.64	21,819.42	24,383.56

Cadre Related Issues

Apex Level Posts

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

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

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

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)

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

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

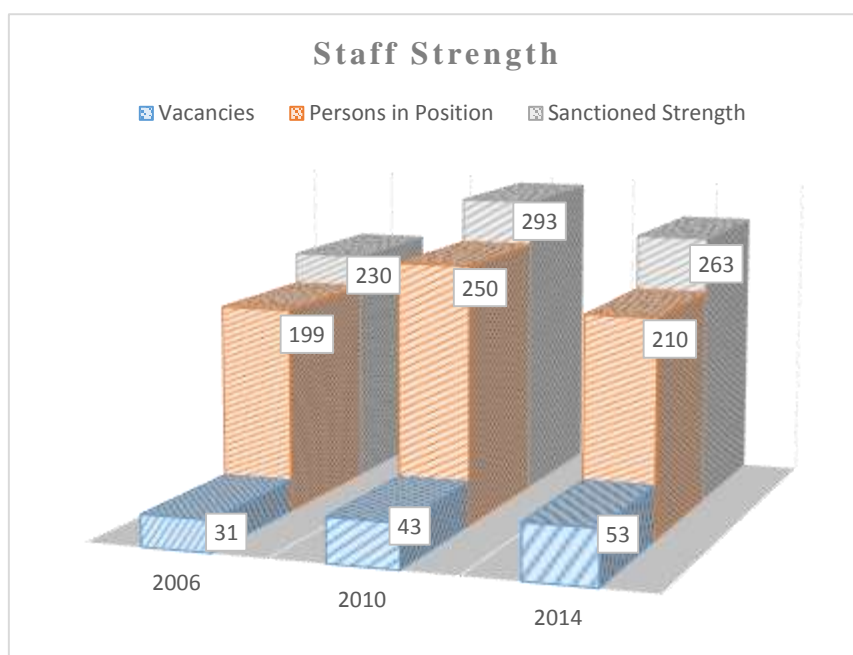
11.48.2 Number of sanctioned posts in various grades vis-à-vis 'persons in position' as on 01.01.2014, as reported by the Ministry of Steel, is as follows:

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
Total	263	210	53	20

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.

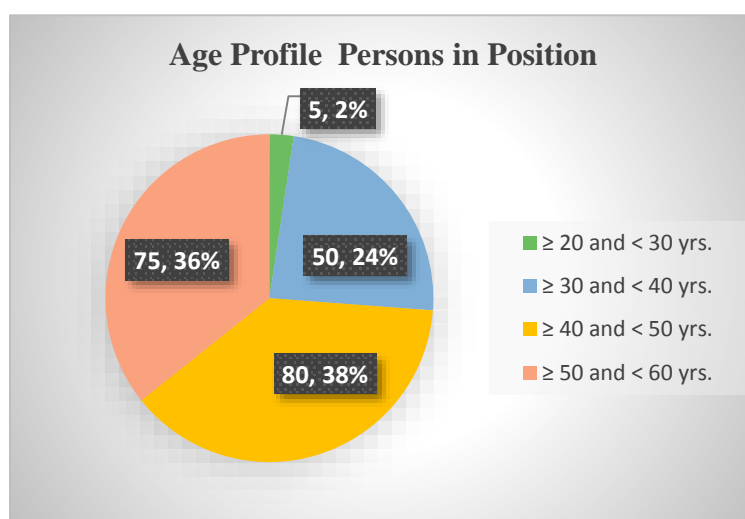
Inter Temporal Trend of Personnel

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

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

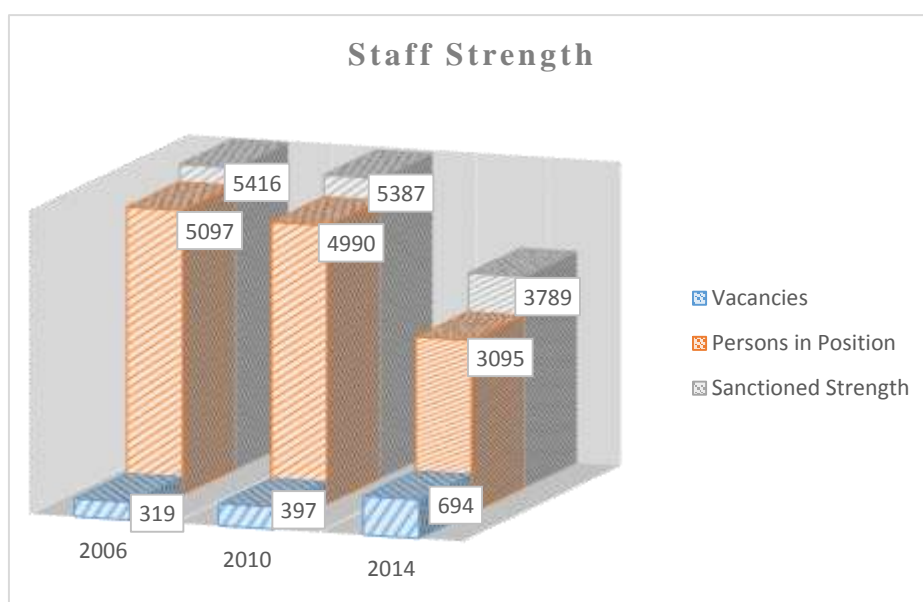
11.49.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Textiles, is as follows:

Group	Sanctioned Strength	Persons in Position	Vacancy	Vacancy as %age of Sanctioned Strength
A	232	145	87	38
B	917	749	168	18
C	2,640	2,201	439	17
Total	3,789	3,095	694	18

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.

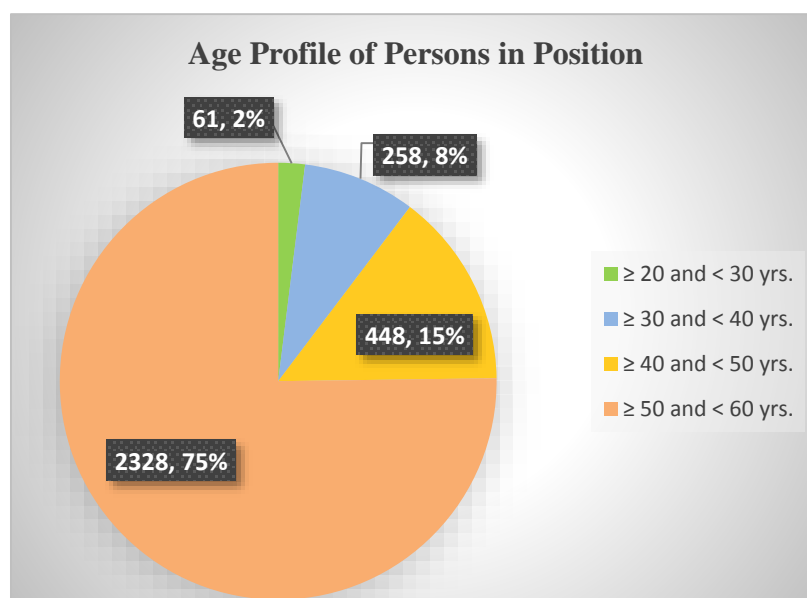
Inter Temporal Trend of Personnel

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
Total	14,761.17	15,548.46	16,618.76

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:

Post	Grade Pay
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

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

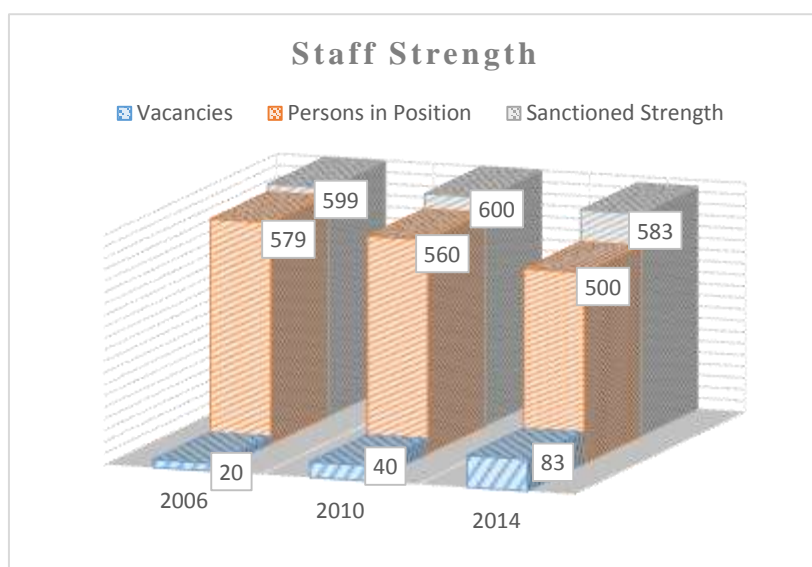
11.50.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Tourism, is as follows:

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
Total	583	500	83	14

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.

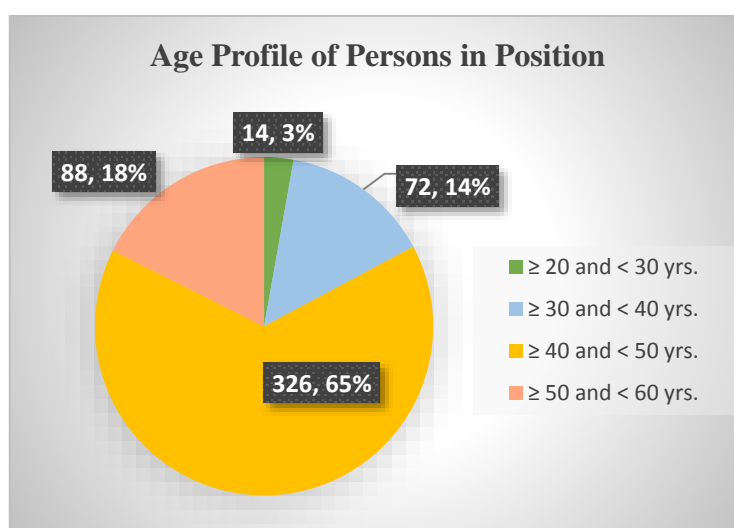
Inter Temporal Trend in Position

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)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	2463.00	2747.00	3048.00
Expenditure on Contractual Employees	71.28	71.28	92.88
Total	2534.28	2818.28	3140.88

Training

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

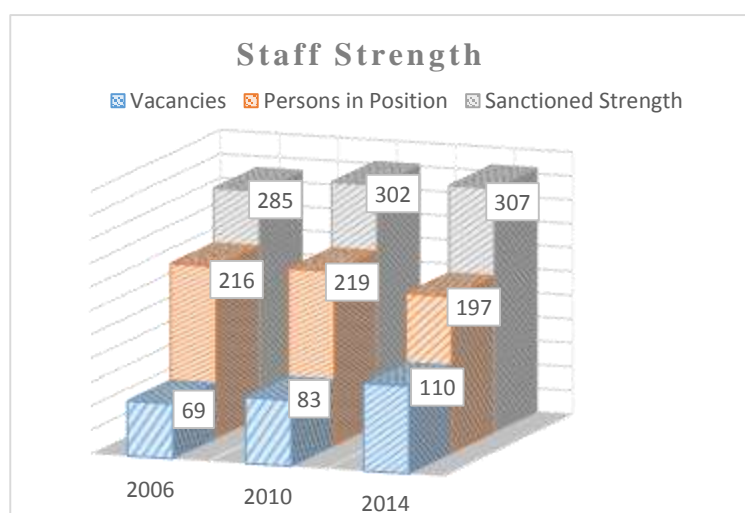
11.51.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Tribal Affairs, is as follows:

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
Total	307	197	110	36

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.

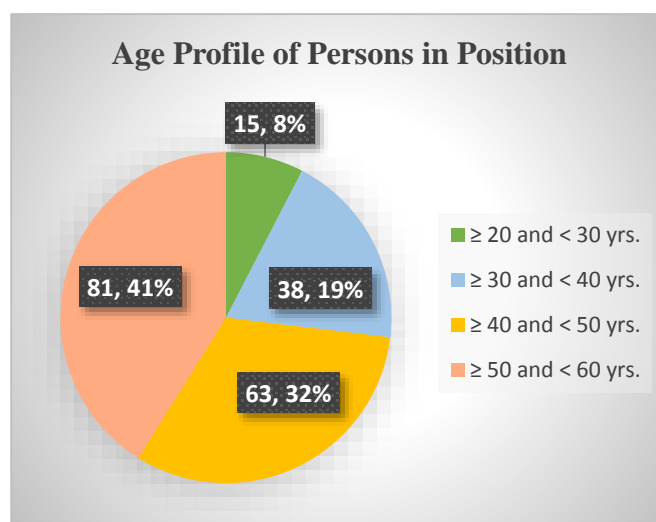
Inter Temporal Trend of Personnel

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.

(₹ in lakh)

Particulars	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
Total	1091.53	1049.75	1130.00

Ministry of Urban Development and Ministry of Housing and Urban Poverty Alleviation

Chapter 11.52

General Issues

Introduction

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

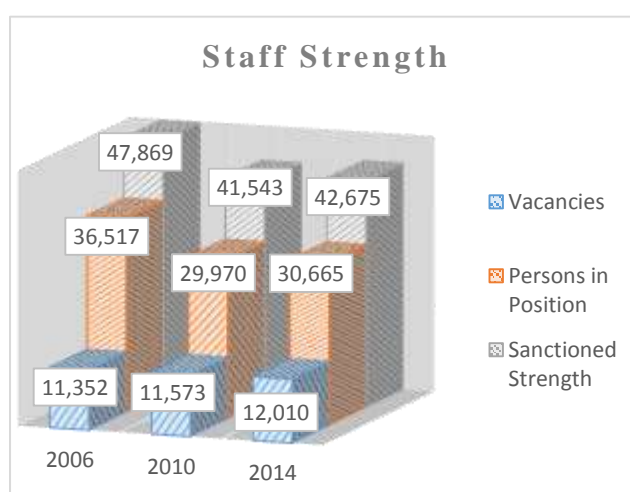
11.52.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Urban Development and Ministry of Housing and Poverty Alleviation (HUPA), is as follows:

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
Total	42,675	30,665	12,010	28

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.

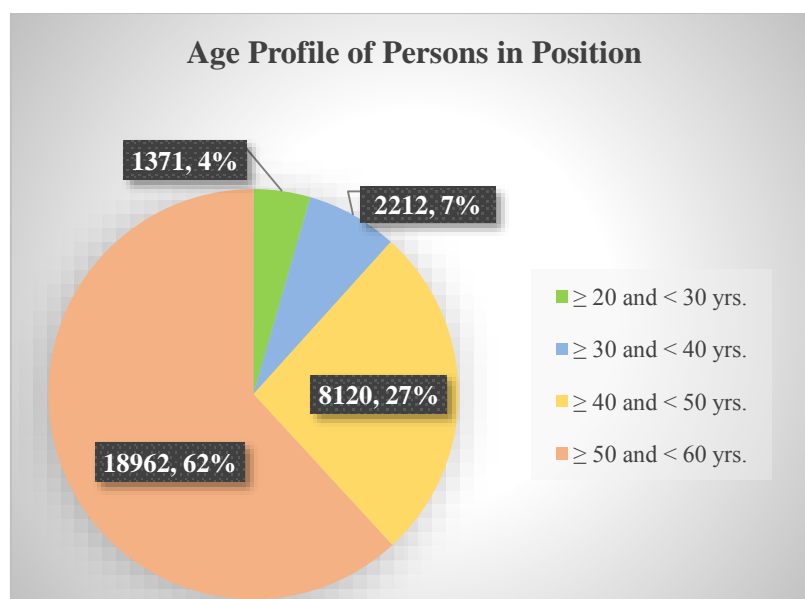
Inter Temporal Trend of Personnel

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
Total	90,510.82	100,512.99	111,298.67

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

11.52.14 The administrative cadre has sought upgradation in pay as detailed below:

Sl. No.	Post	Existing Grade Pay	Grade Pay Sought
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

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

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

11.52.24 They have demanded upgradation in pay for posts as tabulated below:

Post	Existing Grade Pay	Proposed Grade Pay
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

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

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

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

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

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

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

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.

Industrial Post(s)	Existing Pay Structure	Proposed Pay Structure
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

Administrative and Non-Industrial Post(s)	Existing Pay Structure	Proposed Pay Structure
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

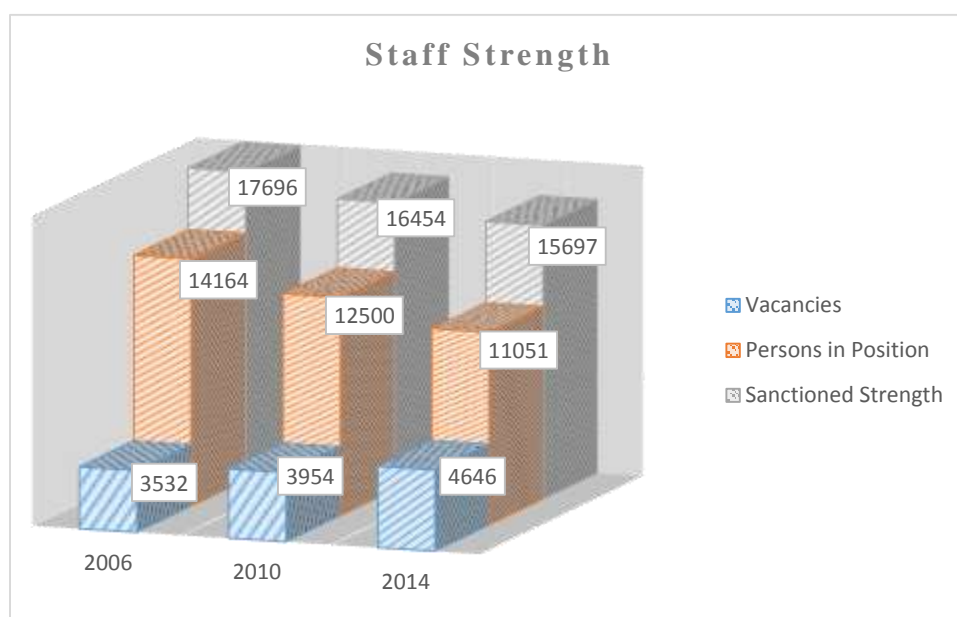
11.53.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Water Resources, is as follows:

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
Total	15,697	11,051	4,646	30

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.

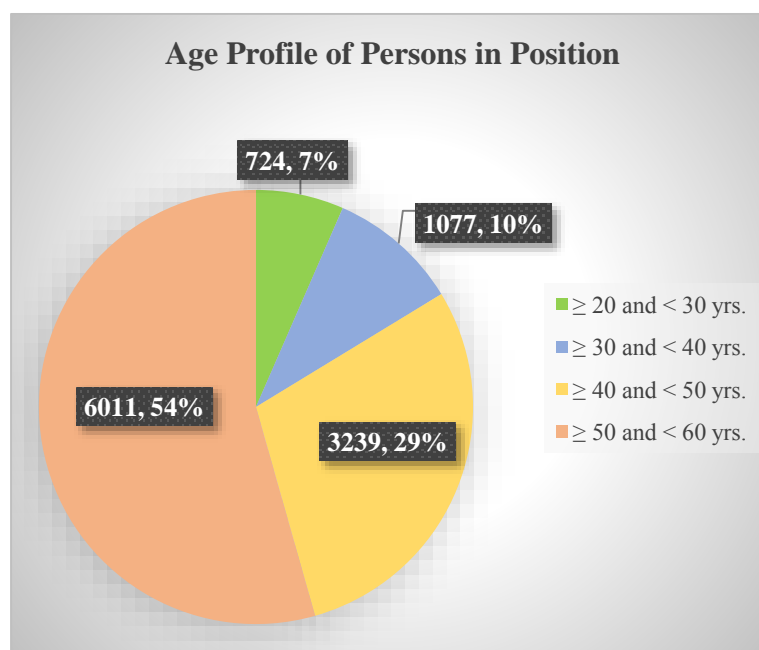
Inter Temporal Trend of Personnel

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	...
Total	37,163	38,177	40,911

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:

Scientific Posts-CWC	Scientific Posts-CSMRS	Scientific Posts-CWPRS	Scientific Posts-CGWB
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

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

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

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

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

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

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 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

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

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)

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

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

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

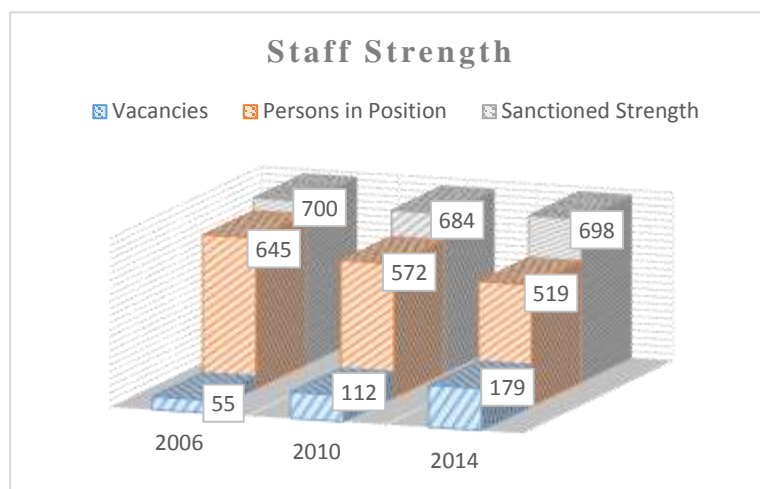
11.54.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Women and Child Development is as follows:

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
Total	698	519	179	26

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.

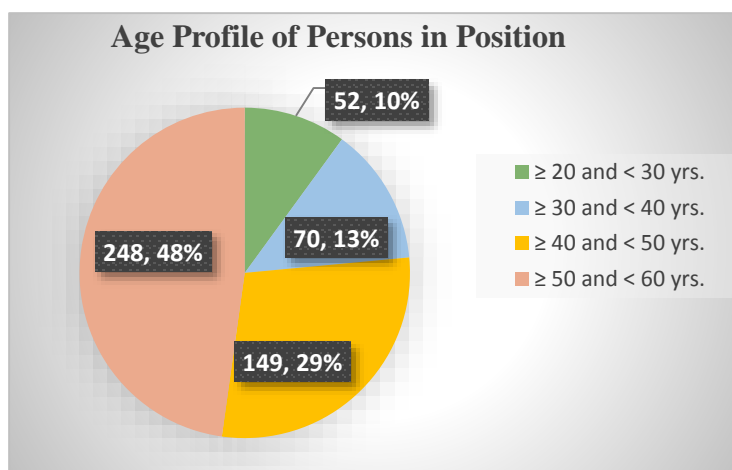
Inter Temporal Trend of Personnel

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.

(₹ in lakh)			
Particulars	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

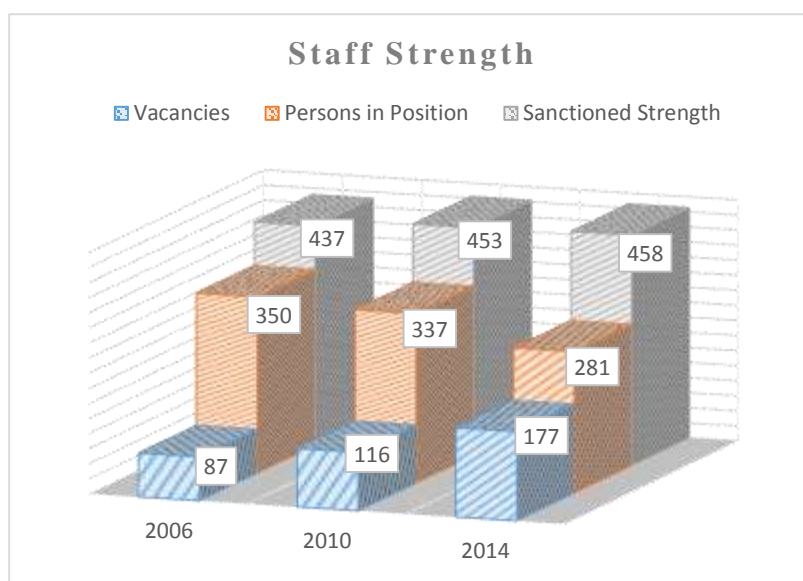
11.55.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Ministry of Youth Affairs and Sports, is as follows:

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
Total	458	281	177	39

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.

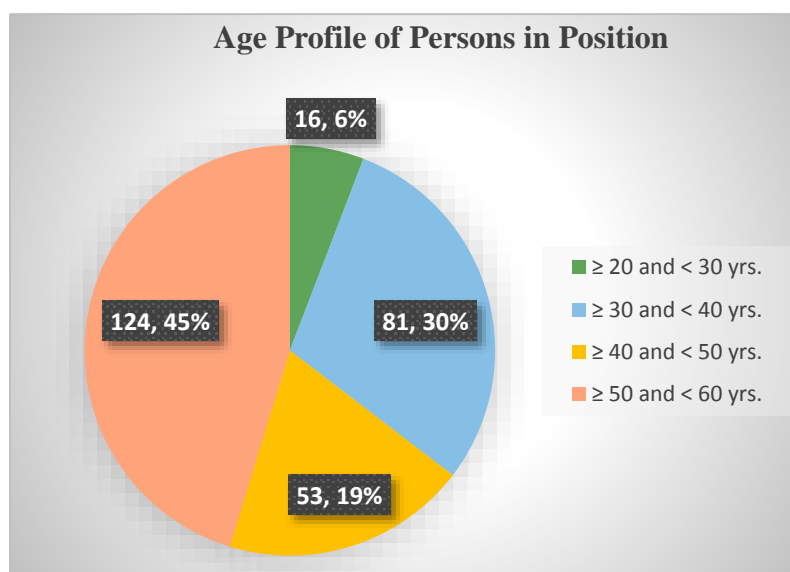
Inter Temporal Trend of Personnel

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)

Particulars	2010-11	2011-12	2012-13
Expenditure on Salaries and Allowances	1478.97	1502.25	1586.71
Expenditure on Contractual Employees	9.42	23.16	26.29
Total	1488.39	1525.41	1613.00

Training

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:

Group	Sanctioned Strength	In Position
A	19	17
B	93	86
C	201	138
Total	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

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

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

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

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

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

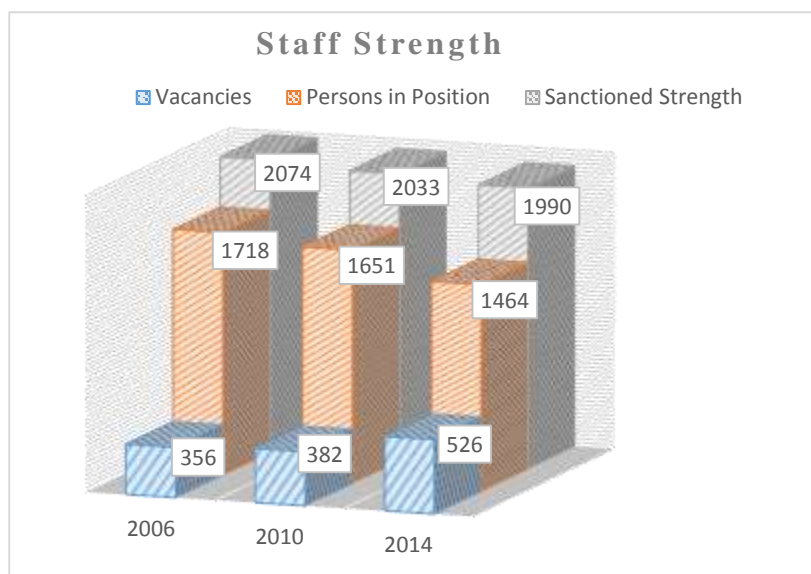
11.60.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Union Public Service Commission, is as follows:

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
Total	1,990	1,464	526	26

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.

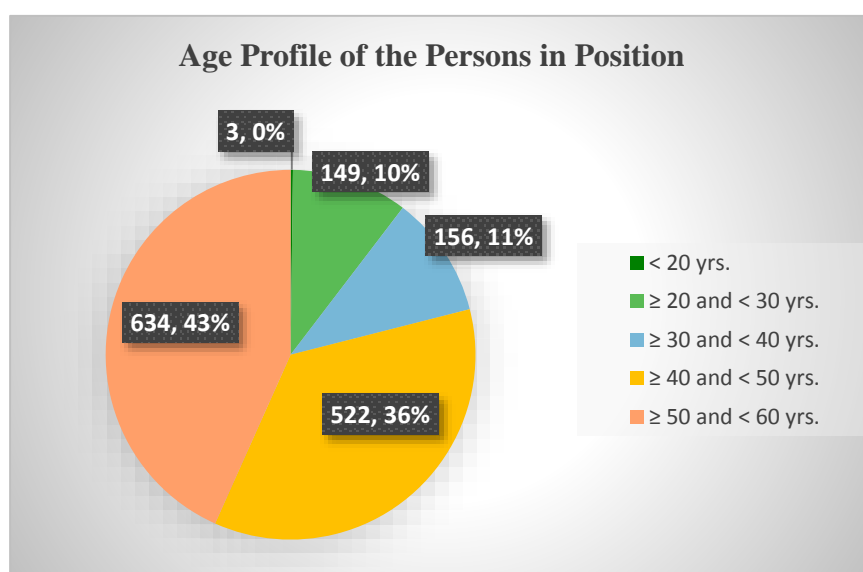
Inter Temporal Trend of Personnel

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.

(₹ in lakh)

Particulars	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

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

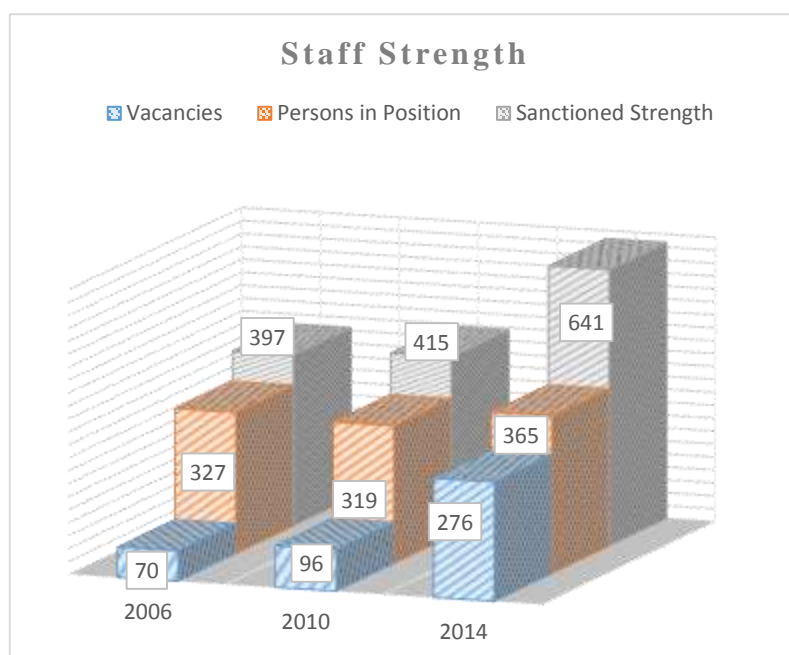
11.61.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Election Commission of India, is as follows:

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
Total	641	365	276	43

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.

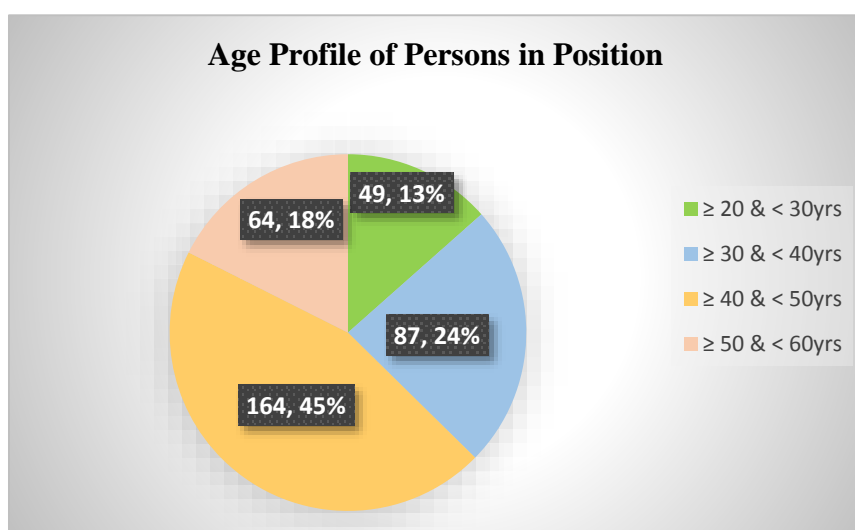
Inter Temporal Trend of Personnel

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

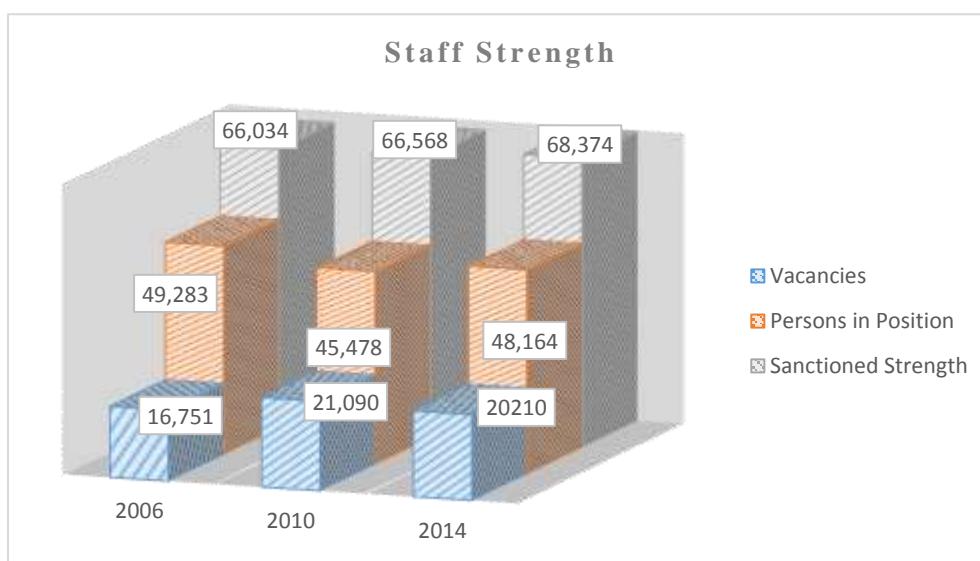
11.62.2 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by Indian Audit and Accounts Department (IA&AD), is as follows:

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
Total	68,374	48,164	20,210	30

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.

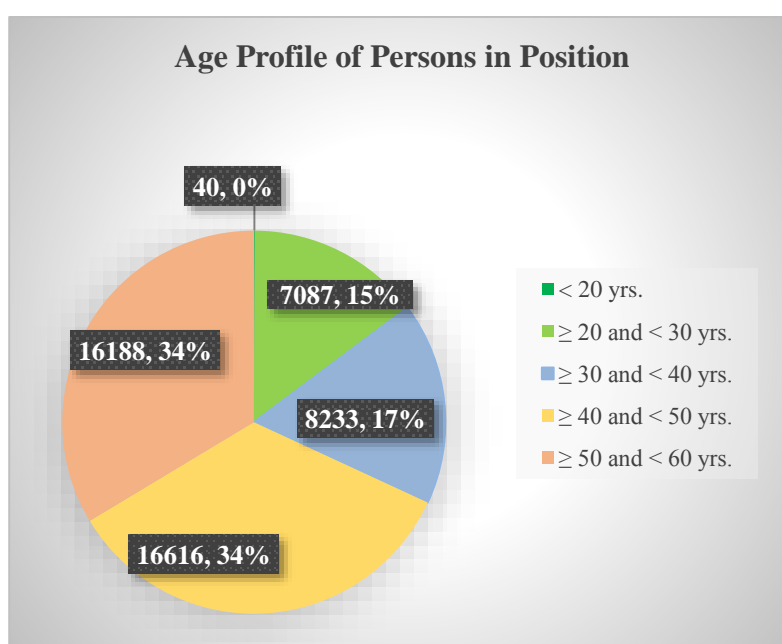
Inter Temporal Trend of Personnel

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
Total	1,94,640	2,07,996	2,34,516

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)s 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 (AAOs), 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:

Name of the Post	Grade Pay
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

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

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, Chauffeur, 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

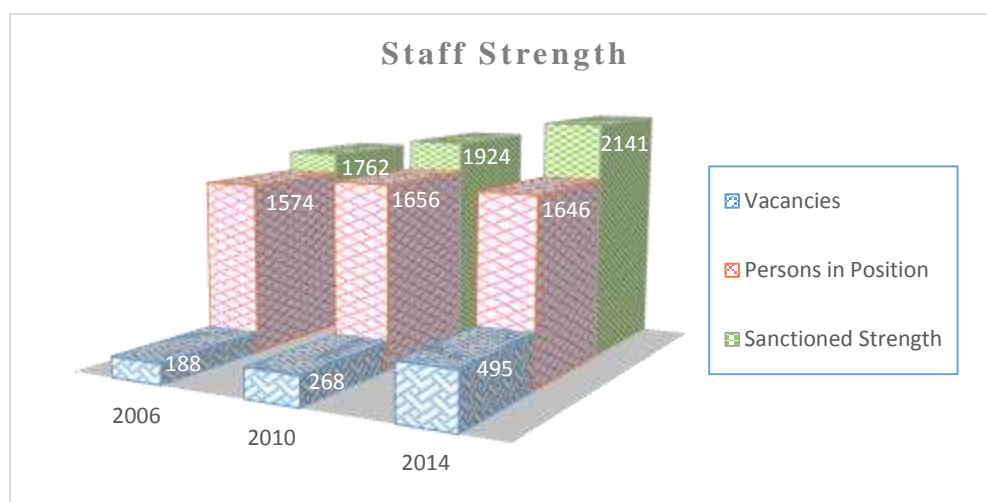
12.5 The number of sanctioned posts in various grades vis-à-vis persons in position (PIP) as on 01.01.2014, as reported by the Supreme Court of India, is as follows:

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
Total	2,141	1,646	495	23

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.

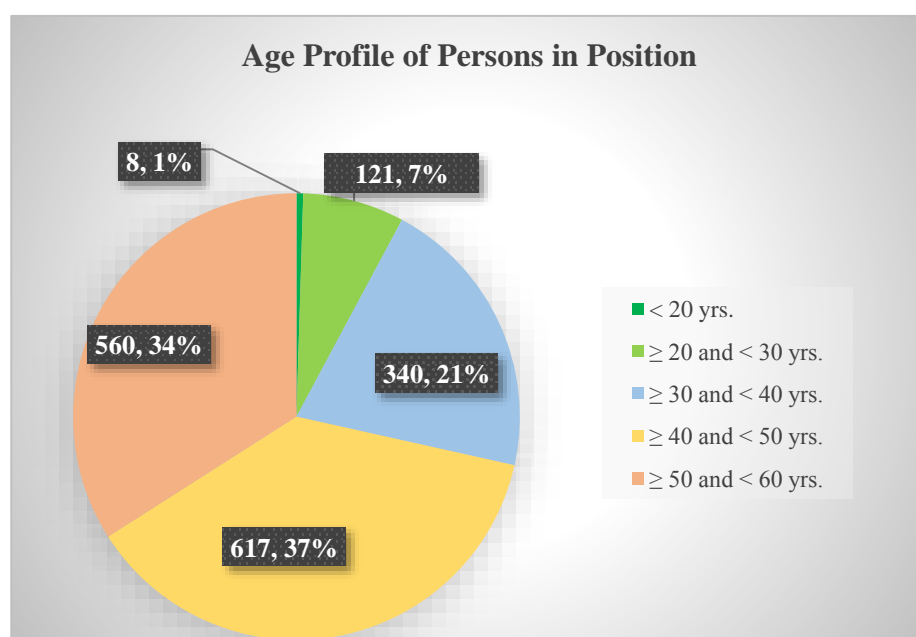
Inter Temporal Trend of Personnel

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

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

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

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

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

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

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

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

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

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

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.**

Training

Chapter 14

Need for Training and its Importance

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

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”*⁴³. 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.

⁴³ 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 to 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

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

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)

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

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

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

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

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

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

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

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

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

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

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

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
Pay	244300.00	283400.00	39100.00	16.00
Allowances				
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
Pension	142600.00	176300.00	33700.00	23.63
TOTAL:	433500.00	535600.00	102100.00	23.55

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
Pay	27750	11350	39100
Allowances			
HRA	13200	4000	17200.00
TPTA	0	0	0.00
Other Allowances	8500	3600	12100.00
Pension	24200	9500	33700.00
TOTAL:	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 15th 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)	PC Advance	₹50,000 or actual price of PC, whichever is lower	May be allowed maximum five times in the entire service.
(ii)	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.

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)

Level of Employee	Monthly Deduction (₹)	Insurance Amount (₹)
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

Date	Meeting with
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

Date	Meeting with
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 Karamchari 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 NFCSAA; 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

Date	Meeting with
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

Date	Meeting with
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

