

MONOGRAPH
3rd EDITION (Revised)

CADRE MANAGEMENT
OF
GROUP 'A' CENTRAL SERVICES

GOVERNMENT OF INDIA
MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES & PENSIONS
DEPARTMENT OF PERSONNEL & TRAINING
CADRE REVIEW DIVISION
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P R E F A C E

The Department of Personnel & Training is the nodal agency of the Government of India for personnel management policies. One of the major functions envisaged for the Department at the time of its creation in 1970 concerns the periodical review of cadre structures of organised Group 'A' Central Services. It renders advice to cadre controlling authorities on the subject, processes review proposals and functions as the secretariat for the Cadre Review Committees constituted for the purpose of reviewing individual Service/Cadres. In this regard, guidelines are issued to cadre controlling authorities from time to time. This Monograph attempts to consolidate in one place the guidelines issued from time to time on various aspects of cadre review and the experience gained in the matter till date.

The original edition of this Monograph was planned and compiled by Shri P.K. Mattoo in association with Shri V.R. Rao who were involved with the subject of cadre management and cadre reviews for a number of years. The second edition, published in 1986, mentioned the recommendations of the Fourth Central Pay Commission having a bearing on cadre review proposals. Those recommendations have since been implemented. In view of the changes that have taken place and experience that has been gained, after publication of the second edition, the need for this third edition has been felt. It is hoped that this publication would prove useful for personnel managers in Government Departments. It should also be of interest to academicians and researchers in the field of public personnel administration. Suggestions for improvement of this publication will be appreciated. The task of preparing this edition was undertaken by Shri G.D. Ghoshal and Dr. Ravendra Singh.

New Delhi,
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(C.K. JOSEPH)
ADDITIONAL SECRETARY

I N T R O D U C T I O N

1.1 The concept of 'Cadre Review' is perhaps unique to the Indian Civil Service system. Periodical reviewing of cadre strength of a regularly constituted service is an important cadre management function as it plays a vital role in the smooth functioning of the service and keeping up the morale of its members. In its broad sense, a cadre review encompasses such operational tasks as actual recruitment, training, placement, etc. and attempts to bring about congruence between functional needs and legitimate aspirations of the members of a Service. The main thrust of cadre review is on manpower projections and recruitment planning on scientific lines aiming at the same time at rationalisation of the existing cadre structure of a Service in accordance with certain predefined principles and a given set of objectives like improving the efficiency, morale and effectiveness of the cadre.

1.2 The cadre review exercise is often misconstrued as a process of upgradation/downgradation of cadre posts or otherwise increasing/decreasing the numbers at various levels. These changes are a result but not the aim of a cadre review exercise which involves a complete management plan prepared on a scientific basis. This Monograph attempts to answer the questions 'what', 'why' and 'how' in regard to cadre review, correct the prevalent misconceptions and consolidate at one place various guidelines and instructions issued from time to time by the Department of Personnel & Training on the subject.

The Genesis

1.3 The concept of cadre review owes its origin to the recommendations made by the Administrative Reforms Commission in its Report on Personnel Administration released in 1969. Earlier, its Study Team on Personnel Administration

(Personnel Planning etc.) (1967) (1) had pointed out certain deficiencies in the management of cadres under the administrative control of various central Ministries. For instance, the Team observed that no deputation reserves were provided for in a large number of cadres and where they had been provided for, they proved to be chronically inadequate. It further pointed out that the provision made for training and leave reserves was equally unsatisfactory. Since no cadre could be considered viable without an adequate provision for various reserves, the Study Team recommended that reserves of suitable proportions should be built into every service/cadre. The Study Team had also observed that the proportion fixed for promotion and direct recruitment in the various cadres were not adhered to strictly with the result that interests of the departmental officers in some cadres and direct recruits in some other cadres were affected adversely. In view of the deficiencies in the management of the various cadres highlighted by the Study Team, the Administrative Reforms Commission recommended that "for all service advance projection should be made of the requirements of personnel for 5 years at a time" and that these should be followed by mid-term appraisals where circumstances warrant it with a view to making necessary correctives. (2) The Government of India, while accepting the above recommendations of the ARC, decided that cadre management reviews in respect of each of the Group 'A' Services should be undertaken once in every 3 years by high level Cadre Management Committees headed by Cabinet Secretary.

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1. Government of India, Ministry of Home Affairs, Report of the Study Team on Personnel Administration (Personnel Planning, Staffing of Public Sector Undertakings and Personnel Management) 1967, New Delhi.
 2. Government of India, Ministry of Home Affairs, Report of the Administrative Reforms Commission on Personnel Administration, 1969, New Delhi.

The Earlier Guidelines

1.4 Although cadre management and cadre reviewing are primarily the concern of individual cadre controlling authorities, the responsibility for laying down standards in the matter and for coordination rests with the Department of Personnel & Training in accordance with its role as the nodal agency for formulation and evaluation of personnel policies in Government of India. The standard setting task was attempted by the Policy Planning Wing of the Department in a methodical and systematic manner. In the first stage, with a view to gaining an idea of the prevailing management practices followed by various departments of Government of India, the then Department of Personnel & A.R. sought information on the methods employed by them to ensure scientific management of the various Services/cadres under their control. A fair amount of information was received in 1971 in response to this request. On the basis of the information thus received, the Policy Planning Wing formulated certain broad guidelines for objective management of individual cadres (Appendix-I). The guidelines aimed at remedying the deficiencies pointed out by the Administrative Reforms Commission and its Study Team and ensuring balanced and scientific management of cadres on uniform lines. While forwarding the guidelines to all the departments of Government of India in May, 1972, the latter were requested to constitute Cadre Management Committee for the purpose of reviewing the cadre under their control as envisaged in the Government decision on the relevant ARC recommendation (mentioned earlier). Subsequently, in May, 1973, by way of elaborating and supplementing the earlier guidelines, an 'Approach Note' on cadre management was prepared and circulated to cadre controlling authorities detailing the various aspects involved in cadre management such as structural aspects, personnel aspects and procedural aspects (Appendix -III).

1.5 Following the 'guidelines' and 'Approach Note', a

a few reviews of cadre structures of some important services like Foreign Service, Railways, Income-Tax and Water Engineering were taken up. Although the reviews carried out between 1973-1977 were few in number, the experience gained in the course of those reviews was good enough to reveal the defects in cadre management practices of concerned cadre authorities and the weaknesses in the procedures followed for the purpose. A number of statistical and information gaps were also identified. The progress made towards introducing scientific cadre management of organised Central Group 'A' Services, had also been inadequate. Thus, while a few cadre authorities had convened the meetings of Cadre Review Committees for the purpose of reviewing the cadres under their control even the proposals placed before the Committees suffered from a number of deficiencies and information gaps. It soon became evident that there was a general lack of understanding of the principles and the methodology of cadre review on the part of cadre authorities.

1.6 There is another aspect of cadre review. An enlightened cadre management policy should provide for reasonable promotional avenues to cadre officers. The ARC as also its Study Team on Personnel Administration also underscored the importance of a sound promotion policy so as to maintain and improve the morale of services. The Third Pay Commission also paid particular attention to this aspect while considering the question of cadre management of Central Group 'A' Services and recommended that cadre management of Central Group 'A' Services should receive urgent attention of the Government (3). Indeed, the question of ensuring reasonable promotion prospects has remained one of the main concerns of Government's personnel management policy. While announcing Government decisions on the recommendations of the

3. Government of India, Ministry of Finance, Department of (Expenditure), Report of the Third Central Pay Commission, 1973 New Delhi.

Pay Commission in respect of Group 'A' Officers, the Union Finance Minister, stated inter alia in the Lok Sabha on 29 March, 1974.

"The Cadre Review Committee will be requested to review on priority basis the Cadre strength of the Central Services in order to improve, where necessary, the promotional prospects in various Services."

1.7 Keeping in view (a) the unsatisfactory progress made in the matter of scientific cadre management, (b) the recommendations of the Third Central Pay Commission, and (c) the assurance given by the Finance Minister on the floor of the Lok Sabha, it also became apparent that the Department of Personnel & A.R. (now Department of Personnel & Training) in its capacity as the nodal point for the generality of personnel management policies should itself take greater initiative and play a more active role than before on the question of scientific management of Central Services with particular reference to Cadre reviewing which is, otherwise, the main responsibility (and still remains so) of the concerned cadre controlling authorities. It was thus that the Policy and Planning Wing (now the Cadre Review Division) of the Department became increasingly involved in the whole process of cadre reviewing so far as Central Services are concerned. The experience gained in the course of the few cadre reviewing exercises carried out untill 1977 also highlighted the need for having a fresh set of guidelines which would be more comprehensive, detailed and easily understood besides being operationally more feasible than the earlier guidelines. Such guidelines would be of real help to cadre authorities in drawing up proposals for reviewing their cadres at regular intervals. A need was also felt for maintaining a data bank which would store statistical and other information on various aspects of different Central Services/cadres so as to help in examining various issues and references connected with these services/cadres.

The detailed Guidelines (1978)

1.8 In the light of above development, an attempt was made in the erstwhile Policy & Planning Wing (now Cadre Review Division) of the Department of Personnel to evolve a comprehensive set of guidelines on the subject of triennial cadre reviews. A preliminary draft of the guidelines was drawn up and circulated to various cadre controlling authorities for their comments, views and reactions. A set of statistical formats which were so designed as to lend themselves to be readily filled in with a little effort was attached to the guidelines. Reactions of a few State Governments were also obtained. Following elaborate discussions and consultations, the PP Wing finalised the Guidelines and the format (copy at Appendix III). The 'Detailed Guidelines' and Format were issued to cadre authorities in May, 1978.

Workshop on Cadre Review of Group 'A' Central Services:

1.9 With a view to evaluating the effectiveness of the detailed guidelines in the light of the experience gained and to get a feedback from the cadre authorities on their usefulness and adequacy, a Workshop on cadre review of Group 'A' central services was organised by Policy and Planning Division in October, 1981 with participation by senior officers of the central Ministries/Departments. The Workshop proved to be a useful forum for a comprehensive understanding of the concepts and methodology of cadre review and threw out valuable suggestions on the subject. Following the recommendations of the Workshop, a few additions were made to the guidelines. The detailed guidelines appended at Appendix III incorporate these additions. The recommendations of the Workshop have been appended at Annexure IV.

Selection Grade

1.10 The Third Central Pay Commission also recommended among other things, creation of non-functional selection grade in the scale of Rs.2000-2250/- (now Rs.4500-5700) in the organised Engineering services in view of the acute stagnation being

experienced by members holding posts in the Junior Administrative and Intermediate Grade of these services.(4). Government accepted this specific recommendations as also the principle of providing such a grade in various Group 'A' Central Services. The Fourth Central Pay Commission recommended that the criteria for promotion to the Selection Grade and the basis for computing the number of Selection Grade posts should be uniform in the ALL India and Group 'A' Central Services. Government have issued revised orders in the light of this recommendation. For further details, Section 4 of this Monograph under the heading 'Non-Functional Selection Grade' may be seen.

Constitution of New Services

1.11 The cadre review exercise being carried out in respect of a number of organised Group 'A' Services and the guidelines formulated and circulated for the purpose have not only succeeded in bringing out a positive attitude among the various cadre controlling authorities as already mentioned; they have also created an awareness among members of various other cadres, which have not been regularly constituted into organised services of the desirability of having cadres organised on the principles of scientific management. A number of Departments have constituted regular Services/Cadres wherever they could be functionally viable. The Cadre Review Division has been processing such proposals.

Plan of the Monograph

1.12 In this introductory section (Section 1), the genesis of cadre review techniques and developments to date have been narrated. Before going on to an understanding of the methodology of cadre review of Group 'A' Services, it is necessary to familiarise oneself with the concept of a regularly constituted Group 'A' Service and its various attributes. Thus, for instance, an organised

4. Report of Third Central Pay Commission, ibid.

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Service to be viable will have to be sufficiently large and satisfy certain other essential conditions. Section 2 attempts to provide a working definition of the service concept. A complete list of regularly constituted Central Group 'A' Services is attached at the end of the Section. The subject matter of the Monograph is discussed in Section 3. The narrative of this Section has been deliberately kept short and brief as the methodology of cadre review is fully explained in the detailed guidelines (Appendix III). The recommendations of the Workshop on cadre review are at Appendix IV. The next section (Section 4) deals with the concept of the non-functional selection grade in group 'A' Services, its distinction from the functional selection grade, its rationale, etc. The Monograph concludes in Section 5 with an account of the work done in the area of Group 'A' cadre review and the experiences gained.

THE SERVICE CONCEPT

Classification of Central Government Posts

2.1 The civil service of the Central Government comprised some 37.87 lakh employees (excluding casual labour). (5) It is organised into four groups, viz. Group 'A' (which includes all-India Service) Group 'B', Group 'C' and Group 'D'. Such classification broadly corresponds to the rank, status and the degree of the level of responsibility attached to the posts. Group 'A' posts carry higher administrative and executive responsibilities and include senior management positions in the ministries/departments and field organisations. The middle and junior levels of Group 'A' along with Group 'B' constitute middle management. Group 'C' posts perform supervisory as well as operative tasks and render clerical assistance in ministries and field organisations. Group 'D' posts are meant for carrying out routine duties.

2.2 The Central Services (Classification, Control and Appeal) Rules, 1965 provide a concrete and specific criterion for classification of posts in terms of pay. (6). Thus, posts carrying pay or scale of pay with a maximum of not less than 4000/- are categorised under Group 'A'. Posts carrying a pay or scale of pay with a maximum of not less than Rs.2900/- but less than 4000/- are known as Group 'B' posts. Civil posts with a maximum pay (or a scale of Pay) ranging between Rs.1150/- and Rs.2900/- are in Group 'C'. The rest of the posts are in Group 'D'.

The Service Concept

2.3 A more important characteristic of the civil service

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5. As quoted in the report of the Central Fourth Pay Commission (Chapter II, Paragraph 3.1 of the Report)
 6. Government of India, Department of Personnel & A.P. Policy & Planning Wing, Brochure on Central Civil Services (Classification, Control and Appeal) Rules, 1965, New Delhi.

system at the Centre is, however, its classification based on the concept of the 'Service'. Under this concept, civilian posts are grouped into distinct homogenous cadres under a common 'Service' named on the basis of specific functions attached to the posts in question. The Study Team on Personnel Administration appointed by the Administrative Reforms Commission (1969) appropriately defined a 'cadre' as follows:-

'A cadre comprises persons who have been adjudged suitable and recruited to hold a group of positions requiring similar skills-technical, professional and/or administrative, within a Service there may be more than one grade arranged vertically according to the level of responsibility'(7).

Having laid down the working definition of a Service or cadre as above, the Study Team went on to spell out the specific requirements for the constitution of a Service as:-

- i) determining duties and responsibilities of various positions;
- ii) translating these in terms of skill requirements;
- iii) grouping of positions which broadly require similar skills; and
- iv) gradation of positions in terms of responsibilities.

According to the Study team, the concept so developed further presupposes that within a Service positions at same level are analogous and any member of the service qualified to hold that grade or position can be posted. Thus while constituting a Service, positions are not only examined with reference to skill requirements and graded but it is also determined whether those positions are also inter-changeable.(8)

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7. Report of the Study Team on Personnel Administration
Op. cit.
 8. *ibid.*

2.4 The Study Team's propositions reproduced above give a fairly good idea of what a Service or an organised cadre is. As this Monograph is concerned with Group 'A' Service/Cadres of the Central Government, the concept will be further explained in the following paragraphs with specific reference to Group 'A' Services.

2.5 A Central Group 'A' Service represents a group of posts belonging to a distinct functional area arranged in a hierarchical order representing different grades or levels of responsibility. All the posts in the Service carry the same functions involving specific skills. They are thus unifunctional. They only differ in rank and status corresponding to given levels of responsibility attached to different grades of posts. The hierarchical arrangement of posts along with the pay scales attached to different grades constitutes what may be called a cadre and the arrangement itself is known as a cadre structure.

2.6 Members of a Service are expected to possess an intimate knowledge of the particular area or the function or the skill concerned. For example, the Central Engineering Service (CES) is the name of a service whose members are all civil engineers performing functions in the area of Engineering. To become a member of CES, it is essential that one should possess a basic qualification on the subject matter, i.e. Engineering. At successively higher levels in a functional area, as the managerial content and the responsibility steadily increases the members themselves may belong to different grades corresponding to different levels of responsibility and carrying different scales of pay. So are the Indian Revenue Service performing functions in the area of revenue (income-tax), Indian Information Service catering to the information needs of the Government.

2.7 There are three All-India Services which are all Group 'A' Services, namely, the Indian Administrative Service, Indian Police Service and Indian Forest Service. These are common to the Centre

and the States. The manpower for performing the functions of the Central Government is, however, mainly provided by Central Services and cadres. The Central Group 'A' Services organised into regular cadres as explained above number a little over sixty and account for the bulk of the Group 'A' posts under the Central Government (that is, about fifty five thousand out of a total of some seventy five thousand Group 'A' posts). They are broadly classified into (I) non-technical service and (II) technical Service (which include engineering and scientific services). A complete list of Services alongwith their present cadre strength (to the extent available) is given at the end of this Section.

2.8 The non-technical services are meant to administer non-technical areas of administration at the Centre like audit, income-tax, posts and telegraphs and railways. The technical services perform similar functions on the technical side of the Central Government in departments like Civil Engineering, Telegraph Engineering, Mechanical Engineering, etc. The Group 'A' category also includes officers engaged in research in the scientific and technological fields besides isolated - so called General Central Services - posts in the non-technical fields.

Cadre Structure

2.9 A typical unifunctional Group 'A' Service has a cadre structure which is constituted in the form of a pyramid, the various layers of the pyramid corresponding to different levels of responsibilities with no functional distinction. The pyramid starts with Junior Time Scale (currently Rs.2200-4000), which is generally a probation-cum-training grade for direct recruits, and passes through Senior Time Scale (Rs.3000-4500), Junior Administrative Grade (Rs.3700-5000) and Senior Administrative Grade (Rs.5900-6700). In a number of services, a Selection Grade (Rs.4500-5700) also exists as part of Junior Administrative Grade. In some cases, it is functional and in others it is non-functional.

A few service cadres have also posts in the higher grades, i.e. above Senior Administrative Grade.

Duty Posts and Reserves

2.10 A well-structured Group 'A' cadre consists of two distinct parts: (i) Regular Duty Posts and (ii) Reserves. The regular duty posts which constitute the core of the cadre are meant for performing the functions for which the service has been constituted. It consists of both permanent posts as well as temporary posts which are likely to continue indefinitely. As mentioned above, the duty posts are structured into different levels of hierarchy in the time scale, junior administrative grade, senior administrative grade, etc. corresponding to different levels of responsibility. Incidentally, it is the structure of the regular duty posts which is examined in a cadre review.

2.11 The reserves are of four types, viz. (i) probationers reserves (ii) leave reserves (iii) training reserves and (iv) deputation reserves. Every organised Service normally provides for probationers reserves in order to cater to the requirements of probation which has to be undergone by direct recruits to the service. Probationers reserves cannot be considered part of regular duty posts of a service as they are not intended to perform the service functions. Officers undergoing probationary training are shown against probationers reserves; they do not carry out regular duties associated with the service. The strength of the reserve depends upon the size of the normal annual intake through direct recruitment and the period of probation required to be put in by direct recruits.

2.12 The other reserves, namely, leave, training and deputation reserves are intended to serve as substitute for regular duty posts in the event of service officers holding duty posts being temporarily away from their cadre on leave training, or deputation. Officers holding

the posts under such reserves do perform regular functions of the posts against which they are posted as substitutes. In this sense, they are only temporary replacements for regular cadre officers who are currently away for one reason or the other and as such the reserve posts do not represent net additions to the cadre. The various types of reserves including probationers reserves are usually created in the junior time scale.

Feasibility of model pyramid

2.13 The feasibility of evolving a model or ideal pyramid for adoption by cadre authorities for the cadre structures of the Services under their control has been examined in depth in the Policy and Planning Division. It must be understood that functional justifications and not considerations of promotional opportunities play a paramount role in deciding the proportion of posts in different grades in a given cadre. This desideratum precludes any concept of an ideal pyramid towards which cadre controlling authority could attempt to move. No attempt has been made to build or suggest a model pyramid for the cadre structure of various organised group 'A' Services.

2.14 In fact, comparatively lesser availability of posts above the senior time scale in the case of certain services could be one of the factors why a better arrangement was not possible on functional consideration. In such a situation it would not be correct to suggest a complete parity as between different service cadres even within each group of technical and non-technical services. At the same time, certain broad parameters may be suggested for the guidance of the cadre controlling authorities while working out the cadre review proposals.

These are:

- i) All direct recruits will be promoted to the senior time scale from junior time scale around say 5th or 6th year.
- ii) A large proportion of direct recruits in the

senior time scale will be promoted to the JAG (period varying from service to service, often significantly).

- iii) A reasonable proportion of the direct recruits in the JAG will see their way to SAG.
- iv) As for the promoted officers, a large proportion of them may retire in Junior Time Scale itself and most of the rest in Senior Time Scale.
- v) A small proportion may cross the time scale and superannuate after reaching JAG.

While fixing the promotion quotas from Group 'B' feeder cadres and planning recruitment from open market considerations listed above will have to be kept in view.

Career Expectations

2.15 In general, the number of posts at the base level, i.e. at the level of time-scale posts, is much larger than those at the middle (JAG) and the top (SAG & above). Officers joining a particular service have certain expectations from the service in terms of going up the ladder through different stages of the hierarchy within reasonable intervals of time. If the cadre pyramid is steep, obviously the promotional opportunities for individual members of the Service would be limited. On the other hand, in a structure which is not so steep, one can expect reasonable promotional opportunities for members of the Service. Thus, the degree of realisation of career expectations by members of a service is essentially a function of the degree of steepness of the service pyramid.

Recruitment

2.16 At the Centre, recruitment is made to a 'Service' rather than to a post, at least in so far as organised services are concerned. In general, recruitment to a Group 'A' Service takes place at the lowest level, i.e. at the level of Junior Time Scale (Rs. 2200-4000), which may be called the entry point. There are generally two sources

of recruitment, namely - (a) direct recruitment i.e. recruitment from the open market through an open competitive examination or an interview or a combination of the two and (b) recruitment through promotion from the Group 'B' component called the 'feeders' of a concerned service.

2.17 Direct recruitment to all non-technical Group 'A' Services is made through a combined competitive examination (Civil Services Examination) conducted by the Union Public Service Commission on an annual basis. Candidates selected for different services as a result of this examination are trained in the functional fields to which they are subsequently allotted. As regards technical services, there is a different type of combined competitive examination also conducted by the U.P.S.C. in different areas of specialisation, e.g. Civil Engineering, Electronics, etc.

2.18 In the case of departmental promotion (from Group 'B' feeders) to Group 'A' the promotion quota for the purpose varies from Service to Service. Above the level of Junior Time Scale, posts/vacancies are generally filled through promotion from the next lower levels. There are, however, a few exceptions in which lateral entry (i.e. direct recruitment from open market) takes place at levels higher than junior/senior time scale. Such lateral entry is generally through an interview (without a written test). In a few cases promotion of Group 'B' officers is effected directly to the senior scale of the concerned Group 'A' Service, the junior scale posts being exclusively confined to direct recruits from the open market.

CENTRAL CIVIL SERVICES - GROUP 'A'

| MINISTRY OF COMMUNICATIONS | <u>Authorised Strength</u> (Duty posts as on 1.1.1992) |
|---|---|
| 1. Indian Postal Service | 505 |
| 2. Indian Telecommunication Service | 3486 |
| 3. Indian P & T Accounts and Finance Service | 441 |
| 4. P & T Building Works Service | 361 |
| <u>MINISTRY OF DEFENCE</u> | |
| 5. Defence Aeronautical Quality Assurance Service | 258 |
| 6. Defence Quality Assurance Service | 687 |
| 7. Indian Naval Armament Service | 90 |
| 8. Defence Research & Development Service | 5405 |
| 9. Indian Ordnance Factory Service | 1682 |
| 10. Indian Ordnance Factory Health Service | 214 |
| 11. Indian Defence Estate Service | 118 |
| 12. Indian Defence Accounts Service | 329 |
| 13. Military Engineer Services (Civilian Component) | 1760 |
| <u>MINISTRY OF ENERGY</u> | |
| 14. Central Power Engineering Service | 581 |
| <u>MINISTRY OF EXTERNAL AFFAIRS</u> | |
| 15. Indian Foreign Service Group 'A' | 733 |
| <u>MINISTRY OF FINANCE</u> | |
| 16. Indian Revenue Service | 2798 |
| 17. Indian Customs and Central Excise Service | 1481 |
| 18. Indian Audit & Accounts Service | 676 |
| 19. Central Revenue (Excise Chemical Service) | 50 |
| 20. Indian Cost Accounts Service | 144 |

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|---|------|
| 21. Indian Economic Service | 515 |
| 22. Indian Civil Accounts Service | 149 |
| <u>MINISTRY OF HEALTH AND FAMILY WELFARE</u> | |
| 23. Central Health Service (General duty cadre) | 4921 |
| <u>MINISTRY OF HOME AFFAIRS</u> | |
| 24. Border Security Force | 2323 |
| 25. Medical Officers Cadre of BSF | 311 |
| 26. Central Reserve Police Force | 1886 |
| 27. Medical Officers Cadre of CRPF | 335 |
| 28. Indo-Tibetan Border Police (GD Executive Officers' cadre) | 456 |
| 29. Medical Officers of ITRP | 137 |
| 30. Central Industrial Security Force | 698 |
| <u>DEPARTMENT OF COMPANY AFFAIRS</u> | |
| 31. Central Company Law Service | 167 |
| <u>MINISTRY OF INFORMATION & BROADCASTING</u> | |
| 32. Indian Information Service | 585 |
| 33. Indian Broadcasting (Engineers) Service | 1705 |
| 34. Indian Broadcasting (Programme) Service | 961 |
| <u>MINISTRY OF WATER RESOURCES</u> | |
| 35. Central Water Engineering Service | 786 |
| <u>MINISTRY OF LABOUR</u> | |
| 36. Central Labour Service | 360 |
| <u>MINISTRY OF LAW & JUSTICE</u> | |
| 37. Indian Legal Service | 118 |
| <u>DEPARTMENT OF MINES</u> | |
| 38. Geological Survey of India | 2476 |

DEPARTMENT OF RAILWAYS

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| 39. Indian Railway Service of Engineers | 2132 |
| 40. Indian Railway Service of Mechanical Engineers | 1254 |
| 41. Indian Railway Service Signal Engineers | 872 |
| 42. Indian Railway Service of Electrical Engineers | 1074 |
| 43. Indian Railway Stores Service | 515 |
| 44. Indian Railway Traffic Service | 1079 |
| 45. Indian Railway Personnel Service | 448 |
| 46. Indian Railway Accounts Service | 651 |
| 47. Indian Railway Medical Service | 2292 |
| 48. Indian Railway Protection Force | 243 |

MINISTRY OF SCIENCE & TECHNOLOGY

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| 49. Indian Meteorological Service | 438 |
| 50. Group 'A' Service of Survey of India | 358 |

DEPARTMENT OF SURFACE TRANSPORT

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|-----------------------------------|-----|
| 51. Central Engg. Service (Roads) | 214 |
| 52. Border Roads Engg. Service | 580 |

DEPARTMENT OF STATISTICS

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| 53. Indian Statistical Service | 528 |
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MINISTRY OF COMMERCE

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|-------------------------------|------|
| 54. Indian Supply Service | 133 |
| 55. Indian Inspection Service | 114 |
| 56. Central Trade Service | 213* |

MINISTRY OF URBAN DEVELOPMENT

| | |
|---|-----|
| 57. Central Engineering Service | 680 |
| 58. Central Electrical & Mechanical Engineering Service | 194 |
| 59. Central Architects Service | 171 |

** The orders regarding non-functional selection grade do not apply to the cadres named at the following serial numbers of the above list:-5, 8, 19, 25, 27, 29, 34, 36, 47, 49 & 56. A few out of 11 cadres are scientific services to which the flexible complementing scheme applies. The others do not come within the definition of organised Group 'A' Central Civil Cadres.

CONSIDERATIONS UNDERLYING CADRE REVIEW

Attributes of an Ideal Cadre Structure

3.1 The concept of a regular Group 'A' Service, the way it is constituted and its grade structure have been explained in the previous section. The various attributes of an ideal cadre structure of a Central Group 'A' Service are elaborated in the following paragraphs with specific reference to the existing structures, their deficiencies, the need to rectify them through periodical reviews and the methodology of the review exercises.

First

The functional needs of a regularly constituted service ought to be fully met by cadre posts without having to take recourse to ex-cadre posts. Conversely, cadre posts should entirely cater to the functional requirements of the Service and should not be utilised for performing functions other than those for which the Service is intended;

Second

The grades into which the cadre is divided should be clearly distinct in the sense that each carries a distinct level of responsibility within the functional area of the concerned service. The posts within a grade should also be inter-changeable;

Third

The cadre structure should facilitate smooth mobility for its members both horizontally and vertically. Thus, while the posts in the same grade may be inter-changeable, any member of a grade should be capable of moving up and discharging the duties of a post in a higher grade;

Fourth

An ideal cadre structure should be capable of fulfilling the legitimate career expectations of the

member of the Service. In other words, the functional needs of a Service will have to be in harmony with the legitimate career expectations of its members; and

Fifth

Every cadre structure should have separate provision for various types of reserves like probation, training, leave and deputation.

Deficiencies of Cadre Structures and Cadre Management

3.2 It is, common knowledge that a number of organised Group 'A' Central Services have defective cadre structures which do not accord with one or more of the various requirements of an ideal cadre structure. Quite a few cadres have been structured in a haphazard manner or on ad-hoc basis without paying adequate attention to the requirement of viability from the functional, structural and personnel aspects. In some cadres, distortions have crept in as a result of inadequate cadre management and faulty recruitment planning. Some of the deficiencies noticed in the cadre structures of organised services are detailed below.

For smooth and proper cadre management, advance projections of manpower requirements should be undertaken at least once in a period of 3 years. In the absence of recruitment planning based on such projections, the cadre authorities tend to resort to such unscientific practices as under-recruitment, over recruitment or other ad-hoc measures. Promotion blocks occur due to large scale recruitment carried out after a spell of prolonged under recruitment. This causes frustration among service officers resulting in loss of morale and motivation. Unplanned or haphazard recruitment also leads to avoidable strain on organisational facilities during the years of bulk recruitment and under-utilisation of facilities during years of under recruitment.

In some cadres, the functional needs and requirements

of the service are skipped and members are assigned functions which are strictly not in the operational area of the concerned service. This distorts the original objectives of the Service, erodes its functional role and renders the Service ineffective.

In some cases, a large number of functional posts are found outside a functional Service, e.g. Indian Economic Service. Members of the Service are often deputed to ex-cadre posts in the same functional area. This is an anomaly. It is desirable that all ex-cadre posts be merged into appropriate Service as far as possible.

An important requirement of a well constituted cadre is that while it caters to the functional needs and fulfills the functional objectives of the Service it should also be capable of providing a satisfying career to its members not only in terms of work environment but also in the matter of fulfilling their legitimate career aspiration. The latter, however, depends so much on how the cadre has been structured at the time of the constitution of the Service and the manner in which it has been restructured subsequently from time to time. Obviously, in a structure which is too wide at the bottom or even at the middle level tapering off to a very narrow top, promotional avenues for its members are severely restricted causing frustration among them and reducing the effectiveness of the Service. Cadre review provides an excellent opportunity to remedy the situation.

Another serious lacuna of some organised cadres is the lack of provision for one or other types of reserves giving rise to cadre management bottlenecks.

Finally, there are some services which do not have proper recruitment rules.

Objectives of a Cadre Review

3.3 The main purpose of a cadre review is to restructure a cadre in such a way as to remove the deficiencies which might be existing at the time of the constitution

of a service or have crept in subsequently and ensure that the cadre structure satisfies the functional, structural and personnel considerations. Cadre review provides an opportunity to overcome various bottlenecks, remove existing distortions and bring about rationalisation of cadre structure so as to improve the efficiency and morale of the cadre officers and thereby enhance the effectiveness of the Service in the fulfilment of the objectives for which it has been established.

3.4 The major part of the cadre review exercise concerns advance projection of manpower requirements over the review period and the planning of recruitment for this period. Rationalisation of the cadre from the functional, structural and personnel angles is the other major objective of a cadre review. Specifically, the main objectives of cadre review are to:

- i) estimate future manpower requirements on a scientific basis for a period of 3 years at a time,
- ii) plan recruitment in such a way as to avoid future promotional blocks and at the same time prevent gaps building up,
- iii) so restructure the cadre as to harmonise the functional needs with the legitimate career expectations of its members and thus
- iv) to enhance the effectiveness of the service.

3.5 The methodology of the cadre review is fully explained in the Detailed Guidelines (1978) appended to this Monograph (Appendix III). Salient features of the methodology are highlighted in the following paragraphs.

Manpower requirements and Recruitment Planning

3.6 By far, the major exercise involved in a cadre review consists of projection of future manpower requirements. This would indicate the total size of vacancies likely to arise in the

cadre over the review period and its distribution into different levels of different grades of the service. The total additional manpower requirement over the review period is the sum total (i) maintenance needs (ii) growth needs and (iii) a portion of the gap proposed to be made up during the period. The manner in which each of these components has to be worked out is fully explained in the Guidelines.

3.7 Maintenance needs (which arise out of wastages due to retirements, resignations, etc.), can be fairly accurately worked out. In fact, normal wastage due to retirements can perfectly be calculated from date of birth data. Even abnormal, wastage due to resignations, etc. can be estimated with a small margin of error on the basis of past experience. It is, however, not always possible to accurately project growth needs, as this involves an element of forecasting. Nonetheless it is essential for balanced cadre management that growth needs should also be as accurately assessed as possible. It must be emphasised in this connection that some amount of increase in work has to be treated as normal and should not lead to any increase in the manpower requirements. Only perceptible and significant increases in activity should be translated into additional personnel requirements.

3.8 Having estimated the essential additional needs, the levels or grades at which such needs arise should be clearly identified. It should also be clearly assessed whether the additional requirements would have to be in the nature of creation of new posts or upgradation of some of the existing posts.

3.9 Increase in work-load could be quantitative or qualitative or both. A quantitative increase in work-load indicates creation of additional posts at required levels. Where the nature of work at certain levels is expected to undergo change, proposals for upgradation could be justified. The identification of each additional post required (either by way of fresh addition to the cadre or through upgradation of

an existing post) in terms of specific duties, atleast at the level of Junior Administrative Grade and above, would be of considerable value in a cadre review proposal. As far as possible, work norms in terms of duties and responsibilities should be unambiguously set out so as to justify the proposed additions. A functional map clearly showing duties and responsibilities at different levels of hierarchy will be of immense help in this connection. An organisational chart will be of added value.

3.10 Filling up of gaps regularly is an important aspect of cadre management. As far as possible, gaps should be avoided, and in any case, gaps should not be allowed to accumulate over long periods which could induce the cadre authority to resort to ad-hoc measures or other easy solutions to deal with the situation. It should, however, be ensured that gaps in the cadre are made good in a phased manner rather than attempt to wipe out the entire gap in one single sweep. For, any excessive recruitment any particular year result in dilution of the quality of recruits in short run and lead to promotion blocks at a later stage.

Reserves

3.11 If the cadre structure already has provision for various types of reserves like probation, leave, training and deputation it should be examined as to (a) how such reserves have been utilised in the past and (b) what would be the future pattern of utilisation. The review should provide an opportunity to identify posts which are usually being manned by reserves due to inadequate provision of duty posts for existing activities or because of expansion of regular activities or both. There should be an endeavour to convert such posts into regular duty posts wherever they are expected to last at least for the review period. The provisions for reserves will then have to be suitably adjusted. This would reduce distortions and make for smooth and scientific cadre management.

3.12 If no provision exists for reserves in the initial constitution of the Service, it should be examined as to the extent that different types of reserves will now have to be provided for in the revised structures in the light of past experience and anticipated requirements over the review period.

Recruitment Rules

3.13 Recruitment rules are a sine qua non for creation and continuance of any posts, for an organised service. There have been instances where Service cadres have been constituted even before framing proper recruitment rules. In some cases such situation (existence of a Service without proper recruitment rules) continues for quite some time giving rise to distortions in cadre management. The Department of Personnel and Training have been issuing guidelines and instructions from time to time in regard to framing of recruitment rules. The Department of Personnel and Training (Establishment Division) have issued a Hand Book in 1984 where-in the various guidelines together with the model recruitment rules have been published for the use of Min./Deptt. of the Govt. of India. The Hand Book enables the cadre authorities to frame recruitment rules in respect of posts included in the cadre under their control in a rational manner. It should also be checked and ensured that the recruitment rules already framed are in line with the guidelines.

Career Prospects

3.14 Two types of analyses are of interest in assessing the promotion prospects available to members of a given Service. These are: (a) Analysis of structural ratios and (b) Threshold analysis. These terms will be explained in the following paragraphs.

(a) Structural ratios

In a cadre structure, different grades have different sizes (in terms of number of posts). The ratios between various levels of grades in the Services that is between

the sizes of any two grades or combinations of different grades (including the total cadre strength) may be termed as structural ratios. To illustrate, the following are some of the structural ratios which have been found useful in analysing the cadre proposals.

- i) The ratio of Junior Administrative Grade posts to time-scale posts (junior and senior time-scale combined);
- ii) The ratio of all posts in the JAG and above to time-scale posts;
- iii) The ratio of JAG posts to total cadre strength;
- iv) The ratio of Senior Administrative Grade (SAG) posts (and above) to JAG; and
- v) The ratio of SAG posts (and above) to total cadre strength.

These ratios reveal the type of cadre pyramid that a given service has and indicate the extent of promotional opportunities available to its members. Thus, the higher the ratio between Senior Administrative Grade posts and total cadre strength, the better are the promotional opportunities for members of a given Service especially at the level of JAG. On the other hand, the lower the ratio of JAG posts to time-scale posts, the slower would be the promotion prospects of a new entrant to a Service. However, good structural ratios by themselves cannot ensure smooth promotion of the members of the cadre. In practice it is observed that even with very good structural ratios members of some cadres are stagnating in various grades due to over recruitments in the past. On the other hand, in some cadres with not so good structural ratios, vacancies in the higher grades have remained unfilled due to non-availability of eligible officers. The latter situation is due to past under-recruitments. Over or

under recruitments and their bad consequences can be avoided by ensuring regular annual direct recruitment at an optimum fixed rate. In a cadre review, there is little scope for remedying the damages caused to the cadre due to unplanned recruitments in the past.

The internal structure of a Service depends on the initial structure and the pattern of subsequent recruitment. It is neither necessary nor desirable to prescribe standard ratios between different levels of the cadre structure of a Service that would satisfy functional requirements and ensure adequate promotional opportunities. Every individual cadre controlling authority will have to carefully consider the cadre structure of the Service under its control on its own merits so as to broadly determine the desirable structure in terms of both functional needs and career opportunities for members of the Service. The basic approach in a cadre review is to balance these two aspects so as to maintain a high level of morale and efficiency consistent with economy.

(b) Threshold analysis

This is an analysis of the time taken by an entrant of a given Service (normally at Junior Time Scale level) to reach different levels of the hierarchy i.e. JAG, SAG etc. The thresholds in a given cadre structure can be derived on the basis of past experience. As regards the future, i.e. the threshold likely to be realised at the end of the review period in a structure under revision, the same will have to be estimated on the basis of the proposed strength of different grades and the latest seniority list of the officers of the Service. Threshold analysis is quite useful in correctly assessing the situation regarding promotion prospects. No norms, however, have been or could be laid down in this regard too. One has to base one's perception on the situation prevailing in a number of

other services/cadres particularly those which are functionally or otherwise akin to the cadre under review.

3.15 Creation of new posts or upgradation of existing posts solely for the purpose of improving promotional opportunities without adequate functional justification would severely erode the original role of the Service and impair its efficiency. It is necessary to emphasise that the cadre review is not a vehicle for the fulfilment of career expectations of the Service officers howsoever legitimate they may be. Adequate functional justification is an essential consideration in the rationalisation of a cadre structure.

3.16 The assumption that every cadre will necessarily grow and that therefore, such a growth has to be provided for cannot be an all time valid assumption.

Stagnation is a relevant ground but cannot be the only ground for creation of posts at higher levels. The problem of stagnation cannot be solved by creating large number of posts at the top which will only mean that as we go along, everybody will be doing work one below his level.

In regard to the stagnation problem, promotion to higher posts must necessarily be based on a rigorous assessment of the record and performance of the officers. Higher levels of productivity should be expected from the employees.

~~NON-FUNCTIONAL SELECTION GRADE~~
~~FUNCTIONAL GRADE~~

4.1 In organised Central Group 'A' Services, there is a non-functional selection grade in the pay scale of Rs.4500-5700. This is an inter-mediary scale between the pay scales corresponding to Junior Administrative Grade (Rs.3700-5000) and Senior Administrative Grade (Rs.5900-6700). In the Non-Functional Selection Grade, the duties and responsibilities attached to the posts are the same as those of the next lower grade, i.e. JAG. Such selection grade is given to a specified number of officers in the JAG under certain conditions and does not involve a change of command. As per decisions taken by Government in the light of the Fourth Central Pay Commission's recommendations, the revised orders regarding non-functional selection grade (Rs.4500-5700) will apply to the organised Group 'A' Civil Cadres and the orders will apply to such cadres uniformly. Secondly, there will be no functional selection grade in such cadres.

4.2 The expression "organised Group 'A' Civil Cadre" means a cadre which has all the following attributes, namely:- (i) the highest cadre post is not below the level of Rs.5900-6700 (ii) it has all the standard grades, namely, Rs.2200-4000, Rs.3000-4500, Rs.3700-5000/Rs.4500-5700 and Rs.5900-6700. (iii) at least 50% of the vacancies in the Junior Time Scale (Rs.2200-4000) are required to be filled by direct recruitment and (iv) all vacancies above the Junior Time Scale and upto the Senior Administrative Grade (Rs.5900-6700) are filled by promotion from the next lower grade.

4.3 Introduction of a non-functional Selection Grade had been specifically recommended for the first time by the Third Central Pay Commission in respect of various organised Engineering Services (besides Indian Economic Service, Indian Statistical Service and Indian Forest Service). The Commission felt that the number of posts in the higher grades of these services was relatively small in the terms of their total cadre strength and

member of the Services holding JAG posts are liable to stagnate for this reason. While accepting this recommendation of the pay commission, Government decided that (i) such Selection Grade may also be introduced in various Central Group 'A' Services and (ii) the strength of the Selection Grade in each Service should be determined after a detailed review of cadre structure, promotion prospects, etc. in that Service.

4.4 The Pay Commission stipulated that the officers to be placed in the Selection Grade should have reached the maximum of the Junior Administrative Grade and remained there for 2 years. This stipulation constituted the main criterion for (a) the introduction of Selection Grade in a Service, (b) the determination of the size of such Grade and (c) the eligibility of officers to be placed in Selection Grade. In essence, therefore, the non-functional Selection Grade is intended to mitigate the rigours of stagnation which the officers in the JAG may be exposed to for want of adequate number of posts in the higher grades. In this sense it is not a distinct functional grade carrying a higher level of responsibilities than those associated with JAG but part of JAG itself, the scale of pay being an extension of JAG pay scale. In other words, it is tantamount to an extended pay scale for holders of JAG posts, the pay scale of Rs.3700-5000 being extended to Rs.5700 under certain conditions.

4.5 In general, appointment of officers to a functional Grade is by Selection as it involves promotion to a higher level of responsibility. On the other hand, appointment to the non-functional Selection Grade is by seniority subject to fitness. This is so because the purpose of introducing a non-functional Selection Grade is to mitigate the hardships caused to officers due to stagnation and no change of command is involved.

4.6 In terms of Government decisions, Selection Grade was to be introduced in a Central Group 'A' Service only after a review of its cadre structure. It was also stipulated that the Selection Grade posts were to be carved out of JAG posts.

4.7 Once the proposal to introduce Selection Grade in a cadre structure (under review) has been approved and its strength determined (on the basis of stagnation and other criteria) by Cadre Review Committee and the required number of posts created, the question arises as to the actual procedure to be adopted for placing the eligible officers in the Selection Grade. The procedure has been laid down in detail in separate guidelines prepared for the purpose by the Department of Personnel & Training.

4.8 The main features of the Selection Grade Guidelines are summarised below:-

(i) Central Services Group 'A' where the scale of Rs.4500-5700/- exists as part of the cadre structure on functional basis will not be eligible to have non-functional Selection Grade unless the Cadre Controlling Authorities decide to do away with the functional Selection Grade.

(ii) The non-functional Selection Grade posts should be carved out of the Junior Administrative Grade; they thus do not represent net additions.

(iii) The strength of the Selection Grade should be equal to 15% of the senior duty post.

(iv) The Selection Grade should strictly remain non-functional and in no case be converted into functional. They are thus personal to the officers concerned.

(v) An Officers to be eligible to be placed in Selection Grade must have entered the 14th year of service on the 1st July of the year calculated from the year following the year of the examination on the basis of which he was recruited.

(vi) Appointment to the grade should be by seniority (i.e. seniority subject to rejection of 'unfit').

(vii) The inter-se seniority among officers appointed to non-functional Selection Grade and those in the ordinary grade of JAG shall not be changed as a result of appointment of the former to the Selection Grade.

Scientific Services.

4.9 In terms of the Third Pay Commission recommendations and Government's decision thereon, Selection Grade is relevant to all Central Group 'A' Service, both technical and non-technical. In certain Scientific Services, however e.g. Defence Science, Meteorological Service etc. there is a system of flexible complementing designed to retain and encourage meritorious scientists engaged in research work. Under this system, while the total numbers of posts in two or more successive grades is fixed, the number in different grades are varied so as to enable officers with a stipulated period of services to be placed in next higher grade on the basis of periodical assessment of performance irrespective of number of vacancies existing at any given time. In view of this, introduction of Selection Grade in Junior Administrative Grade is not considered necessary in such Services.

CADRES REVIEWED

5.1 Beginning from the year 1978 up to March, 1993 cadre structures of the following Group 'A' Central Services were fully reviewed with the approval of the Cadre Review Committees.

| S.No. | Name of Service | Year of first and Last Cadre Review | |
|-------|--|-------------------------------------|---------------|
| 1. | Indian Railway Traffic Service | 1973 | 1988(Third) |
| 2. | Indian Railway Accounts Service | 1973 | 1988(Third) |
| 3. | Indian Railway Service of Engineers | 1973 | 1988(Third) |
| 4. | Indian Railway Service of Signal Engineers | 1973 | 1988(Third) |
| 5. | Indian Railway Service of Electrical Engineers | 1973 | 1988(Third) |
| 6. | Indian Railway Service of Mechanical Engineers | 1973 | 1988(Third) |
| 7. | Indian Railway Service of Stores | 1973 | 1988(Third) |
| 8. | Indian Railway Personnel Service | 1973 | 1988(Third) |
| 9. | Indian Defence Accounts Service | 1975 | 1992(Third)@ |
| 10. | Indian Civil Accounts Service | 1979 | 1989(Third) |
| 11. | Indian Foreign Service | 1976 | 1992(Fourth)@ |
| 12. | Indian Revenue Service(Income-Tax) | 1977 | 1988(Third) |
| 13. | Indian Defence Estates Service | 1979 | 1992(Third)@ |
| 14. | Central Engineering Service | 1975* | 1991(Third) |
| 15. | Central Electrical & Mechanical Engineering Service. | 1975* | 1991(Third) |
| 16. | Indian Supply Service | 1976* | 1988(Third) |
| 17. | Indian Inspection Service | 1976* | 1988(Third) |
| 18. | Central Engineering Service(Roads) | 1976* | 1986(Third) |
| 19. | Central Water Engineering Service | 1976* | 1989(Third) |
| 20. | Indian Audit & Accounts Service | 1979* | 1989(Third) |
| 21. | Indian Postal Service | 1980 | 1989(Third) |
| 22. | Border Security Force | 1980 | 1989(Second) |
| 23. | Military Engineer Services | 1980* | 1991(Third) |
| 24. | Indian Railway Medical Service | 1973 | 1992(Third)£ |

| S.No. | Name of Service | Year of first and last Cadre Re-Entry |
|-------|---|---------------------------------------|
| 25. | Central Labour Service | 1981 |
| 26. | Indian Broadcasting (Engineers) Service | 1981 1992(Second) 9 |
| 27. | Indian Broadcasting (Programme) Service | 1984 |
| 28. | Armed Forces Head Quarters Civil Service | 1981 1986(Second) |
| 29. | Central Power-Engineering Service | 1981 1989(Second) |
| 30. | Indian Information Service | 1982 1988(Second) |
| 31. | Indian Customs and Central Excise Service | 1982 1988(Second) |
| 32. | Indian Railway Protection Force | 1982 1987(Second) |
| 33. | Central Health Service | 1982 1989(Second) £ |
| 34. | Central Reserve Police Force | 1982 1989(Second) |
| 35. | Geological Survey of India | 1983 1988(Second) |
| 36. | Indian Ordnance Factory Service | 1983 1986(Second) |
| 37. | Medical Officers' cadre of Border Security Force | 1984 1989(Second) £ |
| 38. | Defence Quality Assurance Service | 1984 1989(Second) |
| 39. | Indian Cost & Accounts Service | 1985 |
| 40. | Indian Telecommunication Service | 1985 1988(Second) |
| 41. | I.O.F.H.S. | 1985 |
| 42. | Inspection Cadre of D.G.M.S. | 1985 |
| 43. | Central Revenue Chemical Service | 1986 |
| 44. | Survey of India | 1985 |
| 45. | Medical Officers Cadre of ITBP | 1986 1989(Second) £ |
| 46. | Defence Aeronautical Quality Assurance Service | 1986 1992(Second) @ |
| 47. | (a) Border Roads Engineering Service (Civil Engineering Cadre) | 1986 |
| | (b) Border Roads Engineering Service (Electrical & Mechanical Cadres) | 1992 @ |
| 48. | Medical Officers Cadre of CRPF | 1986 1989 £ |
| 49. | Indian Economic Service | 1991 |
| 50. | Indo-Tibetan Border Police (General Duty Cadre) | 1986 |
| 51. | Central Industrial Security Force | 1988 |

| S.No. | Name of Service | Year of first and last Cadre Review |
|-------|-------------------------------|-------------------------------------|
| 52. | Central Company Law Service | 1987 |
| 53. | Indian Legal Service | 1987 |
| 54. | Indian Meteorological Service | 1987 |
| 55. | Indian Naval Armament Service | 1987 |
| 56. | P&T Building Works Service | 1988 |
| 57. | Central Architecture Service | 1986 |

* Limited Cadre review for release of non-functional selection grade, etc.

**This cadre review had been considered and was postponed.

£Reviewed by Inter-Departmental Committee set up by Government.

@ In hand, yet to be completed.

5.2 Experience has shown that Cadre Controlling Authorities do not always present coherent proposals with plausible functional justification. Often they tend to justify their proposals for upgradation of certain posts or creation of additional posts in terms of improving promotional prospects of the members of a Service. In fact, as has been repeatedly emphasised in the earlier parts of this Monograph, improvement of promotional opportunities is not the sole objective of cadre management. Any changes proposed in the respective strengths of different grades of a cadre under review will have to be backed by adequate functional justification.

5.3 Secondly, the additional requirements in terms of the number of posts at different levels over the review period are not always estimated methodically as explained in the Guidelines and provided for in the accompanying format. In particular, the growth needs should be estimated as accurately, as possible, and identified by different levels of responsibility so as to justify the proposals for creation/upgradation of posts. Such identification will have to be done atleast for the grades of JAG, SAG and above.

separately and their likely deployment shown over the next three years.

5.4 A third aspect which cannot be emphasised too strongly concerns the time-gap. Often, the data in the Format appended to the Guidelines are furnished for a date far removed from the date to which the proposals relate. As it takes considerable time for the proposals to be fully processed and placed before the Cadre Review Committee, the data furnished in the format becomes outdated. These are seldom updated by the cadre authorities. Quite often, the position changes and this is not reflected at the time of consideration of the proposals by the Cadre Review Committee. It is, therefore, essential that various types of data furnished in the Format of the Guidelines be invariably maintained by cadre authorities on their own and be updated as on first of January each year. The data so updated may be made available to the Department of Personnel & Training (Cadre Review Division) each year, irrespective of whether or not a particular cadre is under review or proposed to be taken up for review shortly.

5.5 Fourthly, in a number of proposals, the data given in the Format, particularly those entered in the Forms relating to maintenance needs, and gaps do not tally with the final proposals for the reviewed structure. The various items of information provided in the forms should be checked and cross-checked with the write-up so that consistency is ensured between various sets of data. An arithmetical tally of existing number of posts (by different levels), posts to be created and/or upgraded, wastages, gaps proposed to be filled, etc. will have to be invariably carried out as this will give a clear picture of recruitment planning.

5.6 Fifthly, the utilisation of reserves, especially the leave and training reserves is mostly shown to be 'NIL' by cadre authorities. If that were really the case, it will have to be explained as to what happens to the reserves already provided for and created, i.e. how they are being utilised. If leave and training reserves, say, are in effect utilised to man regular duty posts, it could be because either the authorised

strength of the regular cadre is short of the needed size or the sanctioned strength does not match the requirements of the Service in full. In any case, suitable adjustments will have to be made in the proposals for cadre review.

5.7 Sixthly, the financial implications of the proposals formulated by the cadre controlling authority (in respect of the cadre under its control) should be accurately worked out as far as possible. This must be done on the basis of the differences in the Cadre sizes resulting from the proposals and not on the presumption of cadre officers (already working in different grades) securing promotion as a result of the review and thus being placed in a higher scale. The latter course does not always give a correct picture of the exact financial implications of the cadre review proposals.

5.8 Lastly, the basic supplementary information must be attached to the proposal papers without fail. Thus, recruitment rules with latest amendments should invariably be enclosed to the proposal papers. So also the organisational and functional charts. The organisational charts should indicate the current position as also the position expected to obtain if the proposals are approved by the Cadre Review committee.

5.9 Seniority lists will have to be maintained accurately and upgraded as on 1st January each year showing the last batch covered for promotion to senior time scale, JAG, and SAG levels. This will help in monitoring the implementation of the decisions concerning the last cadre review.

5.10 Orders sanctioning creation of new posts should invariably be endorsed to the Department of Personnel (Cadre Review Division). Besides, the proceedings of Departmental Promotion Committees and orders based thereon should be endorsed to Cadre Review Division.

* RECOMMENDATIONS OF THE FOURTH CENTRAL PAY COMMISSION HAVING A BEARING ON CADRE REVIEW PROPOSALS.

1. REVISION OF CRITERIA FOR CLASSIFICATION OF POSTS

The criteria for Group-wise classification of posts under the Central Government has been revised by the Commission which are as follows:-

- A. A central civil post carrying a pay or a scale of pay with a maximum of not less than Rs.4000/-
- B. A central civil post carrying a pay or a scale of pay with a maximum of not less than Rs.2900 but less than 4000/-
- C. A central civil post carrying a pay or a scale of pay with a maximum over Rs.1150 but less than Rs.2900/-
- D. A central civil post carrying a pay or a scale of pay the maximum of which is Rs.1150 or less.

The Commission, however, recommended that where there are deviations in the existing classification for some posts this may continue.

2. REVISED PAY SCALES

The following revised pay scales have been recommended by the Commission:-

| Sl. No. | Grade | Scale of pay | Span of pay scale (Yrs) | New Pay recom- mended by the Commis- sion. | Span of pay scale (Yrs) |
|---------|-------------------------------|-----------------------|-------------------------|--|-------------------------|
| 1. | Jr. Time Scale | 700-40-1100-50-1300 | 15 | 2200-75-2800-EB | 21 |
| 2. | Sr. Time Scale | 1100-50-1600 | 10 | 3000-100-3500-125-4500 | 13 |
| 3. | Jr. Administrative Gr.(Ord.) | 1500-60-1800-100-2000 | 7 | 3700-125-4700-150-5000. | 10 |
| 4. | Jr. Admn. Grade (Sele. Grade) | 2000-125/2-2250 | 4 | 4500-150-5700. | 8 |
| 5. | Sr. Admn. Grade (Level II) | 2250-125/2-2500 | 4 | <u>Scales merged</u> | |
| 5. | SAG (Level I) | 2500-125/2-2750 | 4 | 5900-200- | 4 |

3. NON FUNCTIONAL SELECTION GRADE

The Commission has recommended (paragraph 23.12) that in respect of Group 'A' Central Services the present condition regarding stagnation at the maximum of the Junior Administrative Grade for two years for promotion to the Selection Grade should be removed. The Commission has further observed that the criteria for promotion to the Selection Grade and the basis for computing the number of Selection Grade Posts should be uniform in the All India and Group 'A' Central Services.

* The above recommendations of the Commission have since been implemented by Government.

APPENDIX : I

No. 5/1/71-PP (Vol. VI)
DEPARTMENT OF PERSONNEL
(P.P. WING)

.....

Dated the 6th May, 1972

OFFICE MEMORANDUM

SUBJECT: Guidelines for proper Grade Management Setting up of Cadre Management Committees - Implementation of Administrative Reforms Commission's Recommendation No. 10.

The Administrative Reforms Commission, which examined the existing machinery for the management of different All India and Central Service Cadres, had in their Report on Personnel Administration made the following recommendations:-

Recommendation No. 10

- (1) For all Services advance projections should be made of the requirements of personnel for five years at a time. Mid-term appraisal also should be made if circumstances warrant it and necessary correctives made on the basis of the appraisal.
- (2) Such projections should be made by cadre management committee which should be constituted in the manner described in para 5.

2. The Commission had further suggested that the cadre management committees may include, in addition to the cadre controlling authority, representatives of the Central Personnel Agency and of the user interests, if any. (User interests, in this context mean the organisations other than the controlling authority which are likely to make a substantial use of the Services of the concerned personnel on deputation). The Government of India have accepted this recommendation of the A.R.C. with the modification that the review should be made, instead of every five years as recommended by the Administrative Reforms Commission after every three years and it would not be necessary to associate the user interests with the review Committee but their requirements should be taken into consideration while making the review. The composition

of the committee should as follows:-

- i) Cabinet Secretary Chairman
- ii) Secretary of the Ministry Controlling the cadre Member
- iii) Secretary, Department of Personnel & Trg. Member
- iv) Secretary, Ministry of Finance, Department of Expenditure Member

The Ministries/Departments are accordingly requested to take immediate action on the lines indicated above to constitute cadre management committees for review of the cadre under their administrative control, under intimation to this Department.

3. In this connection, a reference is invited to this Department's O.M. No.5/1/71-PP(VI), dated the 1st February 1971 regarding evolution of principles for proper cadre management. It was mentioned therein that both the Study Teams of the ARC on Personnel Administration as also the Administrative Reforms Commission itself pointed out a number of deficiencies in the management of the various cadres. The Ministries/Departments were also requested in the above O.M. to send details of the various measures taken by them to ensure scientific management of the various Service-cadres under their control. In the light of the information received, this Department has formulated certain broad guidelines (copy enclosed) for objective cadre management. It is expected that those general guidelines, if followed systematically, would remedy to a considerable extent, the deficiencies pointed out by the ARC and ensure a balanced and scientific management of cadres, apart from helping in establishing uniformity in the principles/procedures employed in the management of the Service Cadres.

4. All the Ministries/Departments are requested to review immediately the cadres controlled by them in the light of the enclosed guidelines and prepare a detailed personnel plan for each cadre, taking 1972 as the base year.

5. As this Department is required to furnish the implementation report of the ARC's recommendation to the Parliament it is requested that as soon as the implementation of the Government decision in this regard is completed, a report may kindly be sent to this Department.

sd/-
Deputy Secretary to the Govt. of India

DEPARTMENT OF PERSONNEL
GUIDELINES FOR CADRE MANAGEMENT

GENERAL

(1) The basic purpose of cadre management is to ensure that, consistent with the maintenance of morale, the cadre is recruited, trained and utilised in a manner calculated to fulfill the objectives for which the cadre was constituted.

THE STRUCTURAL
ASPECTS OF
A CADRE

(2) The fixation of strength of a cadre should be related primarily to the current and anticipated requirements of personnel for discharging the functions for which a cadre has been created.

(3) In fixing the strength of the cadre due regard should be paid to the duties and responsibilities of the posts to be included in the cadre. Every cadre should, therefore, have a schedule of duty posts identified, on the basis of detailed job evaluation, either individually or in groups, which constitute the core of the cadre.

(4) The strength of each cadre should essentially reflect the permanent requirement for cadre personnel.

(5) The following three reserves should be built into the structure of every cadre:

1) Deputation Reserves: Since the deputation reserve is a mechanism for sending Cadre officers to hold ex-cadre posts, this reserve should be fixed by assessing the needs of the outside (or ex-cadre) agencies for the services of officers of particular Cadres, having regard to the experiences and expertise developed in such Cadres. Such deputation reserve should also bear a reasonable proportion to the duty posts in the cadre in order to ensure that cadre personnel are primarily available for filling up cadre posts.

ii) Training Reserve: This reserve should be rationally fixed with due regard to the particular needs of the cadre for the development of suitable professional expertise and generation of adequate specialisms through the training (both post-entry and in-service) of cadre personnel.

iii) Leave Reserve: This reserve should be related to its actual utilisation.

6) Where recruitment rules provide for multiple points of entry into the service, the promotion quotas should be so determined as to ensure adequate opportunities for promotion between the various grades in the cadre-schedule.

THE PERSONNEL ASPECTS OF A CADRE 7) A rational recruitment policy should be framed so as to take in to account

- Maintenance needs of the cadre
- growth needs of the cadre
- quality of recruits
- promotional prospects of recruits

8) The rate of annual recruitment should be worked out that gaps in the cadre are adequately taken care of in a phased manner and there is no excessive recruitment in particular years leading to dilution in the quality of recruits or block in promotion at a later stage.

9) Except to the extent provided for in particular recruitment rules for any cadre, cadre posts should be held by cadre officers.

10) A Scientific plan for the development and deployment of officers in a cadre should be devised. This plan should spell out in detail the requirement in terms of skills/specialities, desirable experience etc. for different positions, and the various training programmes required for the attainment of this objective.

11) The placement of officers, in and outside the cadre, should be in line with the skills/experience acquired by them. It should, therefore, be done after a careful screening of eligible personnel in relation to the type of posts to be filled up.

12) Deputation of ex-cadre posts should be for a fixed tenure, and unless there are exceptional grounds, an officer sent on deputation should return to this parent cadre on the expiry of his tenure.

13) There should be a high-level comprehensive review, at regular intervals of three years, of the management of each cadre in the light of these guidelines.

14) The specific object of the triennial review should be to:-

- Determine the rate of growth of the cadre, after analysing past trends and anticipating additional needs;
- assess the trend of growth of the ex-cadre posts requiring the services of cadre officers and adopt measures to cut imbalances arising between deputation reserves and the number of officers in ex-cadre posts;
- fix and rationalise the strength of the cadre;
- draw up a personnel plan, for three years indicating for each year -
- the size of the cadre;
- fresh intake of personnel;
- utilisation of deputation and other reserves;
- over all needs and gaps.

15) A Review Committee should conduct the triennial reviews in respect of all cadres. The composition and functioning of the Review Committee will be as indicated in the forwarding O.M.No.5/1/71-PP(WI-VI)

MACHINERY &
PROCEDURES
FOR BETTER
CADRE
MANAGEMENT

dated 6th May, 1972.

16) A departmental committee consisting of the head of the department and a few senior officers should undertake a mid-term appraisal of the structural and personnel aspects of the cadre once every year in order to check and apply suitable correctives as may be necessary due to changes in projected needs and gaps.

17) The departmental committee referred to in (16) above will also perform the following functions in relation to the cadre management:-

- a) Screening of officers for their suitability for promotion for categories of posts for which departmental promotion Committees are not regularly constituted.
- b) Nomination and recommendation of officers for various courses of training in India and abroad.
- c) Nomination and recommendation of officers for foreign assignments.
- d) Such other personnel matters which the Department may like these Committees to consider.

(Enclosure to O.M.No.F-5/1/71-PP(Vol.VI), dt.6.5.1972.)

DEPARTMENT OF PERSONNEL & ADMINISTRATIVE
REFORMS
(PP WING)

...

APPROACH NOTE FOR CADRE MANAGEMENT

In an exercise for cadre management, the following aspects may be borne in mind and highlighted:

- the structural aspects;
- the personnel aspects;
- the procedural aspects.

The object of cadre management is to ensure that with reference to its original purpose, the cadre is organised recruited, trained and utilised in the most effective and rational manner.

Structural aspects:

- i) A brief historical background of the cadre should be attempted which would trace the origin, the objective, the structure, the composition, in short the organisation of the cadre, right from the beginning.
- ii) The strength of the cadre should be indicated for every block of five years, beginning from the Second Five Year Plan. The cadre strength has to be related to the current and anticipated requirements of personnel for discharging the functions expected of the cadre.
- iii) If there are any distortions which affect the attainment of the general purpose of the cadre, they should be indicated.
- iv) Since the strength of the cadre reflects essentially the permanent requirements for cadre personnel, the schedule of duty posts constituting the 'core' of the cadre, should be emphasised.
- v) Apart from these duty posts, the various reserves such as deputation reserve, leave reserve, and

- training reserve should also be brought out.
- vi) It needs also to be examined as to whether there is any constructive relationship between the basic duty posts of the cadre and the different reserves; in particular, the balance or lack of it, between the cadre and the parallel ex-cadre has to be investigated, the main idea being to recruit cadre officers for the cadre posts and not to tap the ex-cadre posts as promotion avenues for cadre officers.
 - vii) The various grades in the cadre together with the number of posts in each grade should be mentioned and evaluated for their adequacy or otherwise.
 - viii) An exercise has also to be attempted on the likely development of the cadre during the next 5 to 10 years - which should bring out the projective picture of the cadre keeping in view the maintenance needs and the estimated growth requirements.

Personnel Aspects

- i) It should be brought as to how the various grades in the cadre are manned. The actual strength in relation to the authorised strength, the gaps and shortfalls etc. should similarly be indicated.
- ii) The mode of recruitment to the various grades should also be stated.
- iii) The percentage of direct recruitment vis-a-vis promotion in the various grades should be seen in order to assess the attractiveness of the cadre.
- iv) It has to be seen whether the recruitment programme is rationally structured, having regard to the following aspects:

- maintenance needs of the cadre;
(wastages replenishment factors)
growth needs of the cadre;
quality of recruits,
promotion prospects of recruits.
- v) It has also to be seen whether recruitment in the cadre has been haphazard or has followed a consistency in annual rate or number from year to year; if there has been an over-large recruitment in an year and no or little recruitment in the following years reasons therefore would have to be critically examined.
- vi) Has there been any necessity for undertaking any special, or emergency recruitment?
- vii) It has to be seen also whether the cadre controlling authorities have a well ordered projection plan of the personnel requirements according to which recruitment has to be phased out.
- viii) It is necessary to bring out also whether lateral entry is the accepted pattern of recruitment in the cadre, if so, in which grades.
- ix) It has to be brought out also whether there is any systematic plan for the development and deployment of officers in the cadre, in particular, how specialisation and professionalism are to be developed in the cadre.
- x) Training needs of the personnel have also to be highlighted. There should be a painstaking exercise to carefully choose the persons to be sent on training beforehand and their post-training utilisation programme also should be dovetailed with the training plan itself.
- xi) It has to be specifically brought out whether there is any stagnation in the cadre; if so, the reasons therefore. What are the specific proposals for easing out this stagnation?

- xii) Is there any mechanism for scientific career management in the cadre?
- xiii) Deputation ex-cadre should strictly follow the rules on the subject and any deviation from the standard norms should be specifically brought out.

Procedural Aspects:

- i) Is there any built-in mechanism for evaluating the performance of the cadre from structural personnel and procedural angles?
- ii) What kind of reviews are conducted and followed in the cadre-triennial or longer-term appraisal?
- iii) Is there any provision for mid-term appraisal?
- iv) Is the appraisal-exercise purely internal or any outside agency is associated?
- v) Has the cadre been subjected to any out-side investigation or scrutiny? If so, what were the specific deficiencies pointed out and recommendations made to improve upon them?
- vi) What is the nature and status of management information system in the cadre? Is there continuous reporting and feed-back mechanism?

2. Cadre Controlling Authorities, in conclusion, may give their suggestions and programmes for better management of the cadre in all the aspects discussed above.

(F.NO.5(22)/73-PP)

dt.12.03.1973.

CADRE REVIEW OF CENTRAL SERVICES
GROUP 'A' - DETAILED GUIDELINES

INTRODUCTION

The Administrative Reforms Commission which examined the existing machinery for the management of different all-India and Central Services Cadres, had in their Report on Personnel Administration made the following recommendations:-

- a) For all Services advance projections should be made of the requirements of personnel for five years at a time. Mid-term appraisal also should be made if circumstances warrant it and necessary correctives made on the basis of the appraisal.
- b) Such projections should be made by cadre management committees which should be constituted in the manner described.....

2. The Government of India accepted the above recommendations with the modifications that cadre review should be made every three years instead of every five years and that while the user interests need not be associated with the review committees, their requirements may be taken into consideration while making the reviews. It was also laid down that the composition of the Cadre Review Committee would be as follows:-

- | | | | |
|------|---|---|----------|
| i) | Cabinet Secretary | - | Chairman |
| ii) | Secretary, Ministry of Finance, Deptt. of Expenditure | - | Member |
| iii) | Secretary, Deptt. of Personnel & Training | - | Member |
| iv) | Secretary of the Ministry controlling the cadre | - | Member |

At later stages, the Defence Secretary and the senior most member of the cadre under review were also included as members in the Cadre Review Committee.

3. The Department of Personnel & A.R., after studying details of various measures taken by the cadre authorities towards

scientific management of their cadres, formulated certain broad guidelines for objective cadre management and circulated the same to all concerned Departments, vide O.M. No.5/1/71-PP. (Vol.VI) dated the 6th May, 1972, with the request that they set up Cadre Review Committees in the manner prescribed and arrange to have the cadre structures reviewed on a priority basis. This was followed up in March, 1973 by an 'Approach-Note' on cadre review delineating the various aspects to be considered while preparing proposals for cadre strength reviews.

4. The Third Pay Commission recommended the creation of a standing 'Body on Pay and Cadre Management' to be headed by a serving or retired Judge of the Supreme Court or a High Court and having four non-official members with experience of problems connected with Pay determination job-evaluation, personnel management and other allied matters. While this specific recommendation was not accepted by the Government, it was nonetheless decided that:-

- a) A unit may be set up, if necessary, in due course in the Ministry of Finance for dealing with cases of limited pay revisions. In the meanwhile, cases which may arise relating to job evaluation or revision of the pay scales of any particular category (including creation of a new pay scale where necessary) may be dealt with in that Ministry according to normal procedure; and
- b) The Department of Personnel & A.R., who are dealing at present with matters relating to cadre management of the all-India and Central Class-I Services may also set up a unit, if necessary, in due course for advising the Ministries/Departments of cadre management of various services in Class-II and III as well.

Role of the Department of Personnel & A.R.

5. The Department of Personnel & A.R. is closely associated with work relating to cadre review of various Services. The Department issues guidelines regarding policy and methodology of cadre reviews, examines the proposals prepared by the concerned cadre controlling authority and prepares an analytical

brief containing the views of the Department of Personnel & A.R. for the use of members of the Review Committee. The Department maintains liaison with the cadre authorities and provides guidance and expertise in the formulation of proposals for periodic reviews of cadre strength. Recently, it has been decided that the department should take more initiative in regard to the cadre reviews instead of leaving it with the concerned Ministries.

Need for re-orientation of the review process.

6. The overall approach to cadre strength review has recently been re-examined in the Department of Personnel & A.R. in the light of experience gained so far. It has been observed that despite circulation of broad guidelines and the Approach Note (referred to in the earlier paragraphs), the cadre review proposals prepared by the Departments continue to suffer from a number of deficiencies. In particular, the following considerations which are pertinent in determining cadre strength of various Services do not seem to have received adequate attention of cadre authorities:-

- a) projection of manpower requirements on scientific lines;
- b) utilisation of cadre posts and deployment of cadre officers;
- c) objective assessment of future promotion prospects;
- d) rationalisation of cadre structure;
- e) the level(s) at which various reserves are to be created, their quantum and utilisation and
- f) formulation of a realistic recruitment plan.

Keeping in view the above mentioned factors and the comments of various departments, a revised comprehensive set of guidelines has now been drawn up on the subject. The new guidelines which are elaborated in the ensuing sections should facilitate framing of proposals for triennial reviews of cadres with a full understanding of the principles involved. A set of format which may be used in this regard is appended (Appendix).

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DETAILED GUIDELINES FOR THE FORMULATION
OF CADRE STRUCTURE REVIEW PROPOSALS

Objectives

7. The basic objectives of periodical review of a cadre are as follow:-

- a) To make advance projections of requirements of personnel for the next three years and to plan recruitment programme on a scientific basis; and
- b) To bring about rationalisation of cadre structure with a view to improving the efficiency and morale and enhancing the effectiveness of the Service.

Need for advance planning of personnel requirements:

8. The need for advance planning of the requirements of personnel is to be stressed for following reasons:-

- a) Timely recruitment of personnel in adequate numbers is essential to prepare them for future deployment.
- b) The process of getting the new posts sanctioned is time consuming.
- c) In the absence of advance planning of manpower requirements, there may be violent fluctuations from time to time in the rate of recruitment with obvious adverse effects on the quality of recruits and cadre management.

Rationalising cadre structure

9. The cadre structure of a Service should satisfy the following criteria:-

- a) Different grades of the Service should reflect distinctly different levels of duties and responsibilities;
- b) Structure of the cadre should be such as to facilitate smooth movement of personnel, both vertical as well as horizontal; and
- c) It should promote maximum efficiency commensurate with economy in expenditure.

Cadre Strength

10. Basic constituents of a Central Group 'A' Service (cadre) should normally be:-

- a) Regular duty posts;
- b) Probationers reserves; and
- c) Other reserves, viz.
 - i) Leave Reserve
 - ii) Training Reserve; and
 - iii) Deputation Reserve.

The sum total of (a) to (c) would represent what may be called the authorised strength of the cadre of Service. These terms are explained in the following paragraphs:-

Regular Duty Posts:

11. Regular duty posts are those posts in the cadre which carry the functions that fulfil the objectives for which the Service was constituted.

Probationers Reserve

12. Direct recruits are normally given initial training for periods ranging from one year to three years while on probation. The posts against which they are shown during the training period, which includes post-entry institutional as well as on-job training should not be included in the strength of regular duty posts, but should be shown separately as probationers reserve.

In case such reserve already forms part of junior duty posts or other reserves, necessary adjustment will have to be made to show it as a separate reserve. If the period of training of a probationer is one year, the size of probationers reserve should be equal to the size of one batch of direct recruits; if the period of training is 2 years, the reserve has to be double the size of a batch; and so on. Where the size of recruitment varies from year to year, the maximum recruitment in one year during the period of review may be taken as the basis for determination of size of reserve.

Other Reserve

13. 'Other' reserves comprise leave, training and deputation reserves. There is an important difference between the probationers reserve and 'other' reserves. The former is set apart for a definite category of service personnel, viz. fresh recruits directly appointed to the lowest rung of the Service. The latter serve a more general purpose of providing substitutes against vacancies caused due to Service officers proceeding on long leave, training or deputation. For every officer shown against other reserves, there should thus be one officer on leave, training or deputation. Those reserves are needed in order to ensure that the regular duty posts are continuously manned by competent officers and are ordinarily created in the entry grade of the Service. Broad guideline for arriving at the appropriate size of various reserves are given below:-

Leave Reserve

14. Actual utilisation of leave by officers (for at least 45 days at a time) and the utilisation of the existing leave reserve (if any) by the Department during the preceding 3 to 5 years should normally determine the size of leave reserve. In addition, the practicability of filling up of leave vacancies, especially where the duty posts are widely scattered over field formations, may also be examined while determining desired size of the leave reserve.

Training

15. The imperative need for imparting on the job refresher/professional training periodically to the personnel at various levels of the Service in order to equip them to meet the growing challenges of developmental administration can hardly be over-emphasised. For this purpose, a training reserve of an appropriate size will have to be provided for the cadre structure.

The size is to be worked out on the basis of past experience (of, say, the last 5 years) and a well drawn-out programme for training of officers over the next 3 years.

Deputation Reserve

16. Officers of organised Service are in constant demand for manning posts on deputations in the Secretariat and other Headquarter Organisations, public Sector undertakings etc. Spells of deputation to such ex-cadre posts afford the officers an opportunity to apply and test their knowledge, skills and talents in new fields and situations. Deputation also helps in imparting fresh outlook to their work on return to their organisation. However, while sending officers on deputation, it should be ensured that the essential needs of the service are not sacrificed, nor does it give rise to distortions in the recruitment programme or to other cadre management problems. As regards the size of the deputation reserve, it may be fixed in the light of past experience and the estimated minimum number of officers likely to be away on deputation during the next three years. Once the size of deputation reserve is fixed, a conscious effort should be made to see that there is neither over-utilisation nor under-utilisation so as to avoid problems in the smooth management of the cadre.

Encadrement of ex-cadre posts

17. Often departments create for various reasons, a number of posts having more or less similar functional duties and responsibilities as the cadre posts. Such posts are manned by both cadre officers and those outside the cadre(s). It should be the constant endeavour of cadre authorities to periodically review the position regarding such posts with a view to encadre them keeping in view:-

- (a) the nature of functions and responsibilities attached to them;
- (b) the likelihood of their continuing; and
- (c) the desirability of deploying cadre officers to such posts.

Recruitment Planning

18. Rate of recruitment to a cadre is essentially a function of the maintenance and growth needs of the Service. A third important factor that determine recruitment size is the quantum of 'gaps', i.e. the number of vacancies remaining unfilled for a period of one year or more. It would be convenient to discuss recruitment plan under the three main heads representing the three basic components, viz. (i) maintenance needs (ii) growth needs and (iii) gaps. While drawing up the recruitment plan, promotion prospects will also have to be kept in view.

Estimation of maintenance needs

19. Maintenance needs arise out of wastage-both normal (due to retirements on superannuation) and abnormal (due to resignations) deaths, dismissals, etc.). Data on the future wastage pattern for say 5 years should be compiled both in respect of direct recruits and promotee officers. In particular some Group 'B' officers likely to be promoted to the Service during the next three years may be retiring within the period of review. To smoothen out violent annual fluctuations, if any, an average of the next 5 years should be taken to represent the maintenance requirements of the Service/cadre on account of normal retirement. As regards abnormal wastage to resignation, dismissals, deaths, etc., this may be estimated on the basis of actual experience during the past five years.

Estimation of growth needs

20. Each cadre controlling authority should have a reasonable estimate of the future growth rate of personnel say, over the next 5 years. The actual retirements for the next three years (i.e. the period of the triennial review) will have to be worked out as possible. In general, the growth needs of a service will have to be assessed under following components:-

- (a) Normal growth of work in the current functional fields;
- (b) New functions/schemes likely to be undertaken;
- (c) Policy-induced changes relating to:-
 - i) Organisation/Structure;
 - ii) Personnel Policy; and
 - iii) Administrative/procedural reforms.

21. Rate of increase in work load within the existing functions of the service may be studied with reference to past trends and projected progress of on-going schemes/programmes during the next three to five years. Normal growth in work should not generally lead to any significant increase in number of posts unless it can be demonstrated on the basis of quantitative norms that increase in work has a direct bearing on staff strength.

22. Along with progress of on-going schemes, some of which may taper off during the next few years and thereby reduce the requirement of staff on them, a careful study should be made of new programmes/projects and activities likely to be taken up during the next years. Necessary correlation between financial and physical targets and staff requirements should be established.

23. Policy changes in the personnel field also have an impact on future growth of personnel. Some policy decisions may have been taken or likely to be taken which will have an important bearing on the functions, organisation and structure of the Department/Service. Likely impact of all such changes on the cadre strength should be carefully assessed.

24. A note of caution may be sounded here. The projection of future requirements is not necessarily an extrapolation of past trends for the simple reason that the past conditions might not hold good in the future. Policy changes recently introduced or likely to be introduced often influence the

future behaviour pattern of the trend which may not be amenable to quantification. Nevertheless, backed by enlightened judgement and past experience, the cadre authority should still be in a position to assess the growth rate within a reasonably narrow margin of error.

Under Recruitment resulting 'gap'

25. A 'gap' may be defined as the size of regular vacancies in the cadre persisting continuously for more than a recruitment year, even though such vacancies might have been filled by ad-hoc appointments. Regular vacancies are long-term vacancies which are required to be filled on a regular basis in accordance with the Recruitment Rules. The main causes of the gaps which usually accumulate in the lowest rung of the service are:-

- a) Non-availability of suitable candidates;
- b) Deliberate under-recruitment so as to avoid promotion blocks at a later stage or for other reasons; and
- c) Defects in recruitment planning, such as failure to make proper allowance for abnormal wastage, delays etc.

A careful examination of the causes should be made so as to arrive at a reasonable figure by which the gap should be reduced and recruitment increased over the next three years.

Adverse effects of over or under recruitment.

26. Under recruitment and ad-hoc appointments should be avoided as far as possible, as these will create distortions in the cadre. In any case, it should be ensured that ad-hoc appointments do not persist for more than a year at the most. Where ad-hoc appointments are sizeable and have been continuing for long periods creating problems for the Cadre

Authority and adversely affecting the morale of officers concerned, bold measures may have to be thought of, say in the directions of a radical restructuring of the cadre, a reassessment of promotion quotas and review of recruitment rules.

Over recruitment is as harmful, if not more, as under recruitment. The former leads to future blockades in promotions. The scope of undoing the damages done by past over-recruitment is very limited. The first objective of recruitment planning should, therefore, be to ensure that recruitment is made regularly every year and the rate of annual intake by direct recruitment and promotion from Group 'B' is kept within a fixed optimum rate. A study carried out by the Cadre Review Division has indicated that the optimum rate of annual intake should be 3% of the authorised cadre strength.

If a cadre is suffering from gross under recruitments in the past, the aforesaid optimum rate may fall short of the number required to fill the big gap in the cadre. A special method should be adopted on a one-time basis to ensure that the gap is filled without creating future blockades in promotion. An appropriate method would be to hold a limited departmental competitive examination of the eligible Group 'B' officers for filling the gap by promotion.

Promotion Trends

27. Promotion prospects are a vital factor affecting the morale and efficiency of the Service personnel and hence the effectiveness of the cadre in discharging the role assigned to it. This aspect will, therefore, have to be kept in view while formulating proposals for restructuring a cadre. The Cadre Authority will do well, therefore, to keep under constant observation the trends of promotion/stagnation in the cadre. Constant updating of grade-wise seniority lists helps in correctly assessing promotion trends and prospects. Such updating may be carried out at least once in year i.e. as on first of each

calendar year. An assessment may be made of the anticipated promotion prospects (as a result of cadre review) vis-a-vis existing (past) promotion trends. A realistic estimate of likely vacancies in each grade for the next three years, drawing up a programme of DFC meetings at regular intervals and strict adherence to planned recruitment programme will reduce the chances of occurrence of artificial bottlenecks and infuse in the minds of the Service personnel a sense of confidence in their future.

Recruitment Plan

28. The sum total of maintenance needs and growth needs (including increase in reserve needs) will indicate that total recruitment size for the next three years. To this should be added a part of the gap which is proposed to be made good during the period of review. If one third of the total thus arrived at exceeds 3% of the authorised cadre strength, annual intake should be restricted to 3% only.

'Creation of posts not envisaged by the Cadre Review Committee'

29. Normally additions to a cadre by way of increasing the number of posts at different levels should be considered only in the course of a triennial cadre review. Mid-review changes should be avoided as far as possible. Regular cadre reviews carried out at triennial intervals must envisage such eventualities while making advance projections for the three year period of additional man-power requirements. Accordingly the need for creating post not envisaged by the Cadre Review Committee before the next cadre is due, can be expected to be rare. In the event, however, of such an eventuality it may be ensured that the additional posts so created conform to the cadre structure most recently approved by Cadre Review Committee. There can, however be no rigidity in this regard. In any case the cadre authority should consult PP Division* of the IP & AR in this regard.

*now the Cadre Review Division of the Department of Personnel & Training.

Review By S.I.U.

30. As per the current practice followed by Ministries/Departments, no cadre review is initiated in respect of any Service/Cadre which is likely to be effected by the recommendations of a current SIU study of an organisation under a Ministry/Department. The review proposals are required to be drawn up only after the SIU report has been acted upon by the Department concerned. In case, however, SIU happens to undertake a review of an organisation under a Ministry/Department soon after a cadre or cadres controlled by it have been restructured on the recommendations of the Cadre Review Committee, the Department may ensure that SIU finalises its report in consultation with CR Division of Department of Personnel and Trg. in so far as its recommendations may affect the cadre structure/strength of the concerned service(s).

Reference to Ministry of Finance

31. In so far as the cadre review proposals involve only structural changes in the cadre there is no need for prior clearance by the Ministry of Finance. Where, however, cadre review proposals involve introduction of new pay scales and/or changes/adjustment in the pay scales by way of say merger, bifurcation etc., it is desirable to obtain the clearance of the Department of Expenditure before incorporating such changes/adjustments in the cadre review proposals being formulated by the concerned cadre authority.

Presentation of Cadre Review Proposals

32. While considerable latitude will be available to the cadre authorities in preparing and presenting cadre review proposals, it must be ensured that the necessary statistical data are compiled and updated on a continuing basis in the Format given in Appendix. It is also necessary while presenting review proposals to give a sketch of the historical background of the Service, its objectives and

the functional and organisational structure of the Cadre/Service, special features peculiar to the Service and difficulties and problems faced during the process of cadre management. Present as well as the proposed organisational structure of the Deptt. and the service showing posts at different levels with their designations, pay scales and the functional inter-relationship among them along with organisational chart should be enclosed with the cadre review proposals. The posts to be upgraded should be identified and the justifications for upgradation should be mentioned. Recruitment Rules, as amended till to date, both in respect of Service posts as well as its feeder posts, grade-wise seniority lists updated as on first of the 'Current Year' (i.e. Year in which the proposals are being framed) should invariably be attached with the proposal papers. Financial implications of the cadre review proposals should also be indicated. In the Format the reference year may be taken as beginning from first January of the current year. For convenience, however, in the Format attached to these Guidelines, 'current year' has been taken as 1992. The other years (preceding/succeeding 1992) mentioned in different forms will correspondingly change according to the 'current Year'.

APPENDIX : PROFORNAE FOR CADRE STRENGTH REVIEW

Name of Service/Cadre.....Deptt. controlling the Cadre.....

FORM:IA

Cadre Structure: No. of posts sanctioned as on 1st January 1970 - 1st January of the current year.

A. Regular Duty Posts.

| Sl. No. | 1970 | | 1980 | | 1990 | | No. of posts sanctioned as on first January of the two previous years and the current year | | | | |
|---------|----------------------|--------------|----------------------|--------------|----------------------|--------------|--|-----------|------------------------|----------------------|-------|
| | Grade (Scale) of pay | No. of Posts | Grade (Scale) of pay | No. of Posts | Grade (Scale) of pay | No. of Posts | Year before last | Last year | Permanent Current year | Tempory Current year | Total |
| 1 | | | | | | | | | | | |
| 2 | | | | | | | | | | | |
| 3 | | | | | | | | | | | |
| 4 | | | | | | | | | | | |
| 5 | | | | | | | | | | | |
| 6 | | | | | | | | | | | |
| 7 | | | | | | | | | | | |
| 8 | | | | | | | | | | | |
| 9 | | | | | | | | | | | |
| 10 | | | | | | | | | | | |
| 11 | | | | | | | | | | | |
| 12 | | | | | | | | | | | |

1. H.A.G.
2. S.A.G.
3. J.A.G.
4. S.T.S.
5. J.T.S.
- 6.
- 7.
- 8.

RESERVES

: 66 :

| Description | No. as on 1st January | | Current year |
|-------------|-----------------------|------|--------------|
| | 1980 | 1990 | |
| 1 | 2 | 3 | 4 |

1. Probationers

2. Training

3. Leave

4. Deputation

Total (R)

C. AUTHORISED CADRE STRENGTH :

GRAND TOTAL (A+B)

Note (a) In 'A', in column 8 to 12 (Regular Duty Posts); figures of actual number of officers in position may be indicated in brackets for each of three years.

(b) In 'B' (Reserves), number of posts in different scales may be shown separately where a reserve is in more than one scale of pay. Normally, Reserves will be in the lowest grade of the cadre.

(c) where probationers Reserve is part of Regular Duty posts of Training reserve this may be clearly indicated.

: 68 :

FORM : I-C

2) Posts outside the Cadre (Department-wise) having similar functions as cadre posts

| Sl. No. | Grade (Scale of pay) | No. of posts outside cadre existing for periods (in years) of | | | | | Total | Permanent | Temporary | No. of posts held by cadre officers |
|---------|----------------------|---|---------|---------|---------|--------------|-------|-----------|-----------|-------------------------------------|
| | | Up to 2 yrs | 2-3 yrs | 3-4 yrs | 4-5 yrs | Over 5 years | | | | |
| 1 | 2 | | | 4 | | 5 | 6 | 7 | 8 | 9 |

(b) Brief reasons for keeping such posts outside cadre (to be indicated on a separate sheet).

4 69 :

FORM : II-A

Method of Recruitment (position as on 1st January of current year)

| Grade | Method of Recruitment | | | REMARKS |
|-------|-----------------------|------------------|----------------------------|---------|
| | Direct | Deptt. Promotion | Any other (Specify Method) | |
| 1 | | | | |
| 2 | | | | |
| 3 | | | | |
| 4 | | | | |
| 5 | | | | |

Posts higher than

SAG

1

2

SAG

JAG

Selection Grade

Ordinary Grade

Time Scale

Sr. Scale

Jr. Scale

(A) Under Recruitment (position as on 1st January of current year)

| Grade/Scale of pay | Duration of vacancies | | | No. of vacancies | | | Totals |
|--------------------|-----------------------|---|---|--------------------------|------------------------------|-------|--------|
| | 1 | 2 | 3 | Direct recruitment quota | Departmental promotion quota | Other | |
| 1. | | | i) Up to 2 years ii) 2-3 years iii) More than 3 years | | | | |
| 2. | | | i)) ii)) iii)) | | | | |
| 3. | | | i)) ii)) iii)) | | | | |
| 4. | | | i)) ii)) iii)) | | | | |
| 5. | | | i)) ii)) iii)) | | | | |
| 6. | | | i)) ii)) iii)) | | | | |
| 7. | | | i)) ii)) iii)) | | | | |
| Totals | | | | | | | |

(B) Reasons for under recruitment may be indicated briefly on a separate sheet)

FORM : III-A

Maintenance Needs

| Grade/Scale of pay from which wasted out | Cause of Wastage | Total number of officers wasted out during the preceding 4 years and the current year | | | | Total number of officers wasted out during the preceding 4 years and the current year (current year) | REMARKS |
|--|------------------|---|------|------|------|--|---------|
| | | 19-- | 19-- | 19-- | 19-- | | |
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 |

-(a) Retirement on superannuation
-(b) Resignation
-(c) Other Reasons
-(a)
-(b)
-(c)
-(a)
-(b)
-(c)
-(a)
-(b)
-(c)
-(a)
-(b)
-(c)

Note: The number of promotees may be mentioned in brackets under each item.

Anticipated retirement over the next 5 years

| YEAR | No. of officers superannuating on or before first January. | | | | | | | | |
|--------|--|-----|------|-----|-----------|-----------|-------|--|--|
| | Higher Levels | SAG | S.G. | JMG | Sr. Scale | Jr. Scale | TOTAL | | |
| 19 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | | |
| 19 | | | | | | | | | |
| 19 | | | | | | | | | |
| 19 | | | | | | | | | |
| 19 | | | | | | | | | |
| Total: | | | | | | | | | |

Promoted officers may be shown separately in under the figures of total number of officers.

FORM : IV B

Year (last 5 Years) No. of officers deputed for training for periods (in days) of No. of substitutes posted Remain

| 1 | 2 | 3 | 4 | 5 | 6 | 7 |
|----------|----------|-----------|-----------|-------|---|---|
| Up to 45 | 46 to 90 | 91 to 180 | Above 180 | Total | | |

19 -

19 -

19 -

19 -

19 -

FORM : IV C

DEPUTATION

| Grade of the officers on Deputation with scale of pay | No. of officers on Deputation on 1st January of the current year | No. of officers on Deputation on 1st January of the 4 preceding years | Remark |
|---|--|---|--------|
| 1 | 19 - 2 | 19 - 1 | |
| | 2 | 19 - 3 | |
| | 3 | 19 - 4 | |
| | 4 | 19 - 5 | |
| | 5 | 19 - 6 | |
| | 6 | 19 - 7 | |

: 77 :

FORM : V A

Length of Service of officers in each Grade as on 1st January of current year

| Grade | Total No. of officers who have put in a total service (in years) of | Total |
|-------|---|-------|
| 1 | Less than 5 | 2 |
| 2 | 5 - 9 | 3 |
| 3 | 10 - 14 | 4 |
| 4 | 15 - 19 | 5 |
| 5 | 20 - 24 | 6 |
| 6 | 25 - 29 | 7 |
| 7 | 30 and above | 8 |
| 8 | | 9 |

- 1.
- 2.
- 3.
- 4.
- 5.
- 6.
- 7.
- 8.

Total

: 78 :

FORM : V B

Grade-wise past promotion trends (position as on 1st January of current year) (May be filled in case of Direct Recruits)

| Grade (Scale of Pay) | Total Service (In years) put in before promotion to the grade indicated in Col. (1) | | Remarks, if any |
|----------------------|---|---------|-----------------|
| | Minimum | Maximum | |
| I | 2 | 3 | 4 |

Higher Grade I

II

SAG

Selection Grade

JAG

Senior Time Scale

: 79 *

FORM : V C

Age-composition as on 1st January of current year

| Age group (Years) | Number of Officers in the grade of | | | | | | | Total |
|----------------------|------------------------------------|----|-----|------|-----|-------------------------|-------------------------|-------|
| | Higher Levels I | II | SAG | S.G. | JAG | Senior Time Scale | Junior Time Scale | |
| 1 | | | | | | | | |
| 2 | | | | | | | | |
| 3 | | | | | | | | |
| 4 | | | | | | | | |
| 5 | | | | | | | | |
| 6 | | | | | | | | |
| 7 | | | | | | | | |
| 8 | | | | | | | | |
| Up to 26 | | | | | | | | |
| 26 to 30 | | | | | | | | |
| 30 to 35 | | | | | | | | |
| 35 to 40 | | | | | | | | |
| 40 to 45 | | | | | | | | |
| 45 to 50 | | | | | | | | |
| above 55 | | | | | | | | |
| Total | | | | | | | | |

Number of promotee officers may be indicated in brackets.

FORM : V D

Number of cadre officers occupying excadre posts in the Senior Time Scale and above as on 1st January the current year.

| Scale of pay (senior scale and above) | At the Central Sectt. | | Outside the Central Sectt. | |
|--|-------------------------------|---|---------------------------------|---|
| | Public Sector Undertakings | 3 | Other offices (Give details) | 4 |
| I | | 2 | | |

FORM : VI-A

Growth needs over the next 3 years

Item Total requirements of personnel over the next three years due to growth

| | 1 | 2 | 3 | 4 | 5 |
|--|----------|----------|----------|-------|---|
| | Ist year | 2nd year | 3rd year | Total | |

a) Normal growth in quantum of work

b) New schemes (specify each)

- 1.
- 2.
- 3.

c) Policy induced changes

1. Structural/ Organizational
2. Personnel
3. Administrative/ Procedural reforms

Total :

| | | | | | |
|--|--|--|--|--|--|
| | | | | | |
|--|--|--|--|--|--|

FORM VI B

Grade-wise break-up of growth needs over next 3 years

| Grade/Scale of pay | No. of posts required during | | | Total |
|--------------------|------------------------------|----------|----------|-------|
| | 1st Year | 2nd Year | 3rd Year | |
| 1 | 2 | 3 | 4 | 5 |

Total :

NOTE: Indicate separately number of new posts in each grade and number of posts in each grade and number of posts resulting from upgradation, etc.

Projected requirements of personnel for the next 3 years

| Item | Additional requirements over the next 3 years | | | Total |
|---|---|----------|----------|-------|
| | 1st Year | 2nd Year | 3rd Year | |
| 1) Replacement - needs | | | | |
| a) Normal retirements | | | | |
| b) Other causes of wastages | | | | |
| Sub total | | | | |
| 11) Growth needs | | | | |
| 111) Gap on account of lost under recruitment | | | | |
| 1v) Increase in reserves | | | | |
| a) Leave reserve | | | | |
| b) Training reserve | | | | |
| c) Deputation reserve | | | | |
| Sub-total | | | | |
| Total : | | | | |

Total :

RECRUITMENT PLAN FOR NEXT 3 YEARS

VII B

| Year | No. of vacancies proposed to be notified to UPSC | No. of Group 'B' officers proposed to be appointed to Group 'A' | Remarks |
|------|--|---|---------|
| | | | |
| | | | |
| | | | |

Summary statement of existing and proposed structure of the Service/Cadre

| Grade | 1 | 2 | 3 | 4 |
|-------|--------------|---|---|---|
| | Scale of pay | Sanctioned strength as on 1st January of current year | Proposed strength as on 1st January of the year after next year | |

(A) Regular Duty Posts

Posts higher than SAG

- 1.
- 2.

SAG

JAG

Selection Grade
Ordinary Grade

Time Scale

Sr. Scale

Jr. Scale

B. RESERVES

- Probationer's reserve
- Training Reserve
- Leave reserve
- Deputation reserve

Total :

Total :

Grand Total :

: 86 :

FORM : IX-A

Statement showing batch-wise and grade-wise break-up of number of officers holding Cadre, Ex-cadre posts, etc. as on 1st January of current year.

| Year of Allotment | Number of Direct Recruits | Number of Promotee Officers | Total | J.T.S. | S.I.S. | J.A.G. | S.A.G. | Higher Post |
|-------------------|---------------------------|-----------------------------|-------|--------|--------|--------|--------|-------------|
| 1 | 2 | 3 | 4 | 5 | 6 | 7 | 8 | 9 |

* Commencing from the year of allotment of the oldest serving direct recruit or, if the service is newly constituted and the seniormost officer of the cadre is a promotee, from the years of allotment of such promotee.

ANNEXURE: IV

THE RECOMMENDATIONS OF THE WORKSHOP ON CADRE REVIEW OF
GROUP 'A' CENTRAL SERVICES (OCTOBER 31, 1981)*

TEXT OF RECOMMENDATION

GROUP I : ESTIMATION OF MANPOWER REQUIREMENTS

- i) Provision for reserves like leave reserve, deputation reserves, etc. should be at appropriate levels and not necessarily at the lowest levels. It will not be possible to stipulate any uniform percentage for creation of these reserves in all the services, as this depends on the requirements of each service based on past experience which differs from service to service. While preparing Select Lists of officers, there should be provision for anticipated vacancies on account of officers going on leave, deputation etc., or on account of creation of additional posts.
- ii) Regarding the role of the Staff Inspection Unit, the Group feels that once the cadre review proposals have been approved by the cadre review committee, there should not be any need for further scrutiny of the same by the SIU.
- iii) The proposals for cadre review need not be submitted to the Department of Expenditure for preliminary scrutiny before it is sent to the IP&AR even if it involves creation of additional posts in the existing cadres.
- iv) Proposals for cadre review could be finalised in consultation with the integrated Finance before they are submitted to the Secretary of the Department concerned but there is no need to get them approved by the Minister concerned before sending them to the Department of Personnel and A.R.

v) Whenever additions to the cadre are considered, care should be taken that as far as possible the new posts to be created at different levels form a package so that they conform to the cadre structure and do not create imbalances.

vi) During the interval between two cadre reviews, whenever need arises for additional posts, such post may be created as ex-cadre posts which could be included in the cadre subsequently after due review.

GROUP - II STRUCTURING OF SERVICES

i) The Junior Time Scale (JTS should continue to be Rs.700-1300/-) as at present in the various services;

ii) Above the J.T.S. there should be only one running time scale which should encompass the existing Senior Time Scale (STS), Junior Administrative Grade (JAG) and the non-functional selection grade (SG). Promotions to this running scale should normally be made after five years of service. In other words, the Senior Time Scale should be a running pay scale of Rs.1100-2250/-

iii) All the existing posts in the STS, JAG and the non-functional selection grade in the different services will be encadred in the scale of Rs.1100-2250/-. Since these posts have distinct levels of responsibility, it is necessary to have a selection process within this scale itself. Therefore, efficiency bar should be introduced in this scale around the stage of Rs.1500/- and the crossing of the M.B. should be dependent upon a selection process. The cadre should however, be so structured that the pay of Rs.1500/- becomes available after 10 years of service.

iv) Above the proposed STS, there should continue to be posts in the existing senior administrative grade (SAG) of Rs.2250-2500/- (Level.II) and Rs.2500-2750/- (Level-I) which should be filled only after following the normal promotion procedure. The number of posts in SAG should also continue.

to be linked to the functional requirements. There should however, be some flexibility in the distribution of posts between Level-I and Level-II. Further, from the point of view of career proposals, it is necessary that persons with 18 years of service should be enabled to reach level-II of SAG. The Cadre Review Committee should keep this factor in view while determining the number of senior administrative grade posts for the various services.

GROUP : III ROLE OF IP&AR IN THE FORMULATION OF CADRE REVIEW PROPOSALS.

I. While it is the main concern of the respective Departments to carry out cadre review in respect of Group 'A' Service under their control, the Department of Personnel & AR, should continue their present efforts in getting the cadre reviews done by concerned Departments. In particular,

- a) There should be contacts at the level of the Secretaries through periodic inter-ministerial meetings; and
- b) The IP&AR can usefully draw up a schedule for cadre reviews by indicating the month and year for which a particular cadre review of a service is due in each year.

II. It is not clear as to what role the Department of Expenditure is to play in the process of formulation of cadre review proposals after the IP&AR analyses the proposals received by it from the concerned cadre controlling authority and formulates its own views. Once the PP Wing of the IP&AR, which is a specialised authority on cadre management has examined the proposals in respect of cadre review of a Group 'A' service as formulated by the concerned cadre authority and made its own recommendations in regard to changes to be made in the cadre structure of the concerned service, the role of the Department of Expenditure in the Ministry of Finance should be limited to the availability of

funds and not extended to an examination of the proposals from the managements angle so as to further review or modify or set aside the conclusions arrived at by PP Wing. As Secretary (Expenditure) is a permanent Member of the Cadre Review Committee sufficient consultation with the Department of Expenditure is implied even in the earlier procedures and there is no need to send PP Divisions views to the Department of Expenditure in advance for the latter's views or comments. In any case, there is need to clearly specify the role of the Department of Expenditure in respect of cadre review proposals.

III. It would be redundant and dilatory to get the proposals involving sizable addition in the cadre or relatively minor changes in the pay scales processed in consultation with the Department of Expenditure before finalising the proposals for submission to the DP&AR in view of the fact that the proposals are required to be framed by cadre controlling authorities in accordance with the guidelines issued by the DP&AR.

IV. A suitable time-schedule for various stages of processing of the proposals by the PP Division and in the Ministries concerned should be prescribed.

V. The cadre structure ratios between different levels in one service should not differ too widely from the ratios for the corresponding levels in the sister services. The DP&AR in its monitoring role should endeavour to bring out uniformity as far as possible consistent with the functional needs.

VI. While attention should be given to the organised Group 'A' central services, isolated cadre/posts in Group 'A'

in the different Ministries should not be neglected and should also be reviewed.

*Note: In matters of grades, scales of pay, nomenclature of Department/Division, etc., the above recommendations reflect the position as on 31.10.1981.