



REPORT
OF THE
THIRD CENTRAL PAY COMMISSION
1973

Volume I

MINISTRY OF FINANCE
GOVERNMENT OF INDIA

ERRATA FOR VOLUME I

<i>Page No.</i>	<i>Para No.</i>	<i>Line No.</i>	<i>For</i>	<i>Read</i>
1	1	In line 20 of Sub-Para 2 of Para 1 insert 'the' before the word Commission.		
2	5	23	required	recruited
30	9	13	equalitarian	egalitarian
48	89	9	mention	mentioned
48	90	6	nor	not
50	100	1	Sharp	A sharp
51	104	37	copetion	competition
55	14	In Table I after the word "Balanced" add the word 'diet'		
60	36	33	'ht ecost'	'the cost'
61	41	10	except	expect
73	2	10th line from the bottom	morginal	marginal
74	7	9	no	not
79	34	14	complication	complications
79	34	18	posts	post
94	42	9	fell	feel
100	21	9	out	our
104	39	2	superviors	supervisors
105	47	10	form	from
135	2	Table below Table II column I second entry	1330	1300
140	16	Table IV under the heading "Designation" 5th line.	Execuitve	Executive
152	75	4	20- 5	205
166	36	3rd from the bottom	(vi)	(iv)
172	7	4th from the bottom	Junior a scale	Junior scale
175	21	8	scae	scale
176	24	Penultimate line	Class	Class II
178	37	Third line under the Sub-heading Specialists grade II	stag	stage
179	45	In Table VI under the heading "Pay scale" 16th line—col. 1	358—50	35—850
179	Do.	Do. 24th Line	350-900-350-600	350-900/350-600
184	62	Table XIII (Contd.) under column Scale of pay 16th line	350-25-57 +	350-25-575 +
187	74	9	in	is
189	83	15	varios	various
191	101	9	then	than
202	11	1	1	11
205	30	Table VIII Column 1— 5th Line from the bottom	110-180-110-200	110-180/110-200

<i>Page No.</i>	<i>Para No.</i>	<i>Line No.</i>	<i>For</i>	<i>Read</i>
205	30	In the table below Table VIII under the column "no of Posts" last line.	7	27
210	2	Table 1, Column 1—Scales against Serial No. 6.	5-3-110	95-3-110
210	2	Table 1, Column 1—Scales against Serial No. 7.	85-2-95-5-128	85-2-95-3-128
		Table 1, Column 1—Scales against Serial No. 16.	125-3-131-4-175-180	125-3-131-4-175-5-180
213	14	7	Ministries	Mistries
216	31	Table III under Column 1, 5th line	Foreman 'C'	Foreman 'C/
219	56	11	developments	complement
219	56	13	out	our
220	58	Table column 2-existing scale-against level-III	335-435	335-485
220	61	1	Ministries	Mistries
220	61	4	Ministries	Mistries
221	1	In the table in Column 3 against Serial No 1	<i>delete</i> 400-30-640-EB-40-800	
221	1	In table in Column 3 against Serial No. 2	<i>add</i> the following in Column 3. "400-30-640-EB-40-800"	
221	1	In the table in Column 3 against Serial No. 5(i)	<i>for</i> "250-20-450-EB-15-550" <i>Read</i> "250-20-450-EB-25-550"	
223	11	In the table under the Column "Pay scales" against Serial No. 1	15405	15—405
224	11	In the table under the Column "Pay scales" against Serial No. 15	16	160
226	19	2	"scale of pay e.g. 130-216 in the Military."	"scale is Rs. 150-300 which accounts for 2231 posts."

THIRD CENTRAL PAY COMMISSION

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ex-Judge of the Supreme Court**

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Shri H. N. Ray, I. C. S.

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CHAPTER 1

OUR TERMS OF REFERENCE AND ITS SCOPE

The Third Pay Commission was set up by the Government of India by Resolution No. F. 7(25)-E. III(A)/69 dated 23rd April, 1970. Our terms of reference are as follows :—

"2. The Commission will be required to enquire into and make recommendations on :—

- (i) the principles which should govern the structure of emoluments and conditions of service of Central Government employees;
- (ii) what changes in the structure of emoluments and conditions of service of different classes of Central Government employees are desirable and feasible;
- (iii) death-cum-retirement benefits of Central Government employees;
- (iv) the structure of emoluments and conditions of service, including death-cum-retirement benefits, of personnel belonging to the All India Services;
- (v) the structure of emoluments including benefits in cash and kind and death-cum-retirement benefits of personnel belonging to the Armed Forces, having regard to their terms and conditions of service;
- (vi) the structure of emoluments and conditions of service, including death-cum-retirement benefits, of employees of Union Territories; and
- (vii) while enquiring into the level of minimum remuneration, the Commission may examine the Central Government employees' demand for a need-based minimum wage having regard to all relevant factors.

"3. The Commission will make its recommendations having regard, among other relevant factors, to the economic conditions in the country, the resources of the Central Government and the demands thereon such as those on account of developmental planning, defence, and national security, the repercussions on the finances of the State Governments, public sector undertakings, local bodies, etc.

"4. In case, in view of the increase in cost of living, the need for consideration of relief of an interim character arises during the course of deliberations of the Commission, the Commission may consider the demand for relief of an interim character and send reports thereon. In the event of the Commission recommending any interim relief, the date from which this relief should take effect will be indicated by the Commission.

"5. The Commission will devise its own procedure and may appoint such advisers as it may consider necessary for any particular purpose. It may call for such information and take such evidence as it may consider necessary. Ministries and Departments of the Government of India will furnish such information and documents and other assistance as may be required by the Commission. The Government of India trust that the State Governments, service associations and other concerned will extend to the Commission their fullest cooperation and assistance.

"6. The Commission will make its recommendations as soon as practicable.

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

Ordered also that a copy of the Resolution be communicated to the Ministries/Departments/Administrations of Union Territories and all other concerned."

By a subsequent Resolution* dated 4th June, 1970 para 2(vii) and para 4 of our terms of reference were substituted respectively by the following paragraphs :—

"2(vii) having regard to all relevant factors, the Commission may, while enquiring into the level of minimum remuneration, examine the Central Government employees' demand for a need-based minimum wage which is based on the recommendations of the 15th Indian Labour Conference.

"4. In case the need for consideration of relief of an interim character arises during the course of deliberations of the Commission, the Commission may consider the demand for relief of an interim character and send reports thereon. In the event of the Commission recommending any interim relief, the date from which this relief should take effect will be indicated by Commission."

The changes introduced in our original terms of reference by the Resolution of 4th June, 1970, were of a material character. We were asked to consider the demand of the Central Government employees for a need-based minimum wage, specifically with reference to the recommendations of the 15th Indian Labour Conference (1957). Further, this resolution omitted the restrictive clause "in view of the increase in cost of living" occurring in paragraph 4 of the original terms of reference.

2. According to sub-clause (ii) of clause 20 of the Scheme for Joint Consultative Machinery and Compulsory Arbitration for Central Government Employees, matters determined by the Government in

*Ministry of Finance Resolution No. F. 7(25)-E. III (A)/69 dated 4th June, 1970
2 M of Fin./73—1.

accordance with the recommendations of a Commission of enquiry are not subject to arbitration for a period of five years from the date of the recommendations. We took note of the fact that while the Resolution setting up the Second Pay Commission referred to it as a 'commission of enquiry', this precise wording was not used in the Resolution setting up the present Commission. It was not clear to us if this omission was significant. We, therefore, enquired from the Government whether the difference in wording was material and, if so, whether any amendment of the terms of reference was required to define the present Commission also as a 'commission of enquiry'. Government informed us that "so long as the intention is clear to set up the Commission as a Commission of Enquiry and that it has been acted upon, the mere wording of the resolution describing it as a Commission to enquire into and not a Commission of Enquiry will not make material difference." We were also informed by the Government that we should not have any inhibition in making our recommendations on any matter purely on the ground that it was either under consideration or had been considered by the Board of Arbitration set up under this scheme. They stated that they would welcome our considered views and recommendations irrespective of whether a particular matter was currently under the consideration of the Board of Arbitration.

3. The Permanent Negotiating Machinery set up by the Government in December, 1951 for dealing with disputes between railway labour and the railway administration provides that in cases of disagreement between the two parties, matters of importance will be referred to an ad hoc tribunal. Accordingly, a one-man Tribunal headed by Justice N. M. Miabhoy was set up under the Ministry of Railway for dealing with some of the demands made by the two railway federations. The Ministry of Railways has informed us that this Tribunal is not an industrial Tribunal within the meaning of the Industrial Disputes Act and its findings being subject to approval by Government are accordingly not mandatory. It was also intimated that when the findings of the Tribunal are considered by the Railway Board, the need for reconciling them with any recommendations of the Third Pay Commission will be borne in mind.

4. Accordingly, we have, while giving full weight to the Awards given by the Board of Arbitration and the Miabhoy Tribunal, considered afresh some of the matters covered by these tribunals and have, where necessary, given our own views also.

5. The expression 'Central Government Employees' used in our terms of reference has nowhere been defined in the Constitution. We have not been able to lay hands on its precise definition in any statutory regulations. There is a reference to the term "Government servant" in some of the service rules governing the Government employees such as Central Civil Service (Conduct) Rules, 1964 and the Central Civil Services (Classification, Control and Appeal) Rules, 1965. These service rules, however, indicate only the categories of persons to whom these apply. We

have considered all persons in the civil services of the Central Government or holding civil posts under that Government, and paid out of the Consolidated Fund of India, to be Central Government employees. However, the following categories have been excluded from our purview for the reasons indicated in paragraphs 6 to 8 below :—

- (i) Employees of the Supreme Court and the Delhi High Court.
- (ii) Employees of Lok Sabha and Rajya Sabha Secretariats.
- (iii) Locally required staff in Indian Missions abroad.
- (iv) Casual labour and part-time employees.
- (v) Extra-departmental Agents in the Posts and Telegraphs (P & T) Department
- (vi) Staff Artistes of the All India Radio, Song & Drama Division and Films Division under the Ministry of Information & Broadcasting.
- (vii) Pensioners.

6. The employees of the Supreme Court and the Delhi High Court are outside our scope of enquiry in view of the provisions of Articles 146 and 229 respectively of the Constitution. Similarly, the employees of the Lok Sabha and Rajya Sabha Secretariats also do not come within our purview in view of the provisions of Article 98 of the Constitution. The locally recruited staff in our Missions abroad, casual labour and part-time employees are excluded as they are not deemed to be holders of civil posts and their remuneration is also generally determined with reference to local conditions.

7. The Extra-departmental Agents, whose strength is about 1.9 lakhs, have been treated by the P. & T. Department as a class apart from the regular staff, as they are agents of the Government and not holders of civil posts. The First Pay Commission only made certain general observations in regard to the extra-departmental system in the P. & T. Department. The Second Pay Commission too did not consider their case, since a separate committee of enquiry had been appointed by the P. & T. Board in 1957. Having regard to the status of these employees, we decided to exclude them from our purview. Following the past practice the P. & T. Board in consultation with us appointed a one-Man Committee** to examine the working of the Extra-departmental system in the P. & T. Department and to review the basis for remunerating the services of the Extra-departmental Agents.

8. We received a formal reference from the Ministry of Information and Broadcasting requesting the Commission to consider the case of the Staff Artistes of All India Radio. We wrote to the Government that the following considerations had to be taken into account before we could agree to consider their case :—

- (a) Para 155 of All India Radio Manual, Vol. I states that "Staff Artistes are not Government servants."

*Ministry of Finance D.O.No. F. 7(25)-E.III(A), dated 2nd June, 1971.

**Vide Government of India, Department of Communications (P&T Board) Resolution No. 14-1/70-PAP/PE-II; dated 7th October, 1970, appointing Shri Madan Kishore as Chairman.

(b) Even if the Staff Artistes in All India Radio were technically considered to be Government employees, it is clear that they are contract employees. The Staff Artistes were originally appointed on renewable contracts of 3-5 years' duration but this practice has undergone a change and they are now appointed up to the age of 55 years. The essential requirement of a contract being an agreement between the contracting parties, the recommendations of the Pay Commission, even if acceptable to the Government, would not have been binding on these employees automatically.

(c) The case of staff artistes only could not be considered by the Commission to the exclusion of similar categories of contract employees in other Ministries.

Government informed* us later that the case of Staff Artistes of All India Radio should be treated to be outside the purview of our enquiry.

On similar grounds, the Staff Artistes of the Song and Drama Division and the Films Division were also excluded from the scope of our enquiry.

9. We received a large number of representations from individual pensioners and from their associations requesting us to look into their case. Government also enquired of us if we would deal with the case of the pensioners even though it was not specifically covered by our terms of reference. We were of the view that we should not, unless our terms of reference were suitably amended and we informed the Government accordingly. Government examined the matter and decided not to amend our terms of reference. They, however, intimated** to us that the question of grant of relief to pensioners would appropriately be considered by them in due course in the light of our recommendations in the matter of pensionary benefits to serving Government employees covered by our terms of reference.

10. Certain matters having a bearing on our work were considered by the Administrative Reforms Commission in its Report on Personnel Administration, submitted to the Government in April, 1969. In November, 1971 the Government decided† to refer recommendations‡ Nos. 8, 9, 56, 58, 61, 62(1), 62(2) and 63 in the above report to us for consideration. We have accordingly considered them in the appropriate context.

11. All India Services, which come under para 2(v) of our terms of reference consist of the Indian Administrative Service, the India Police Service and the Indian Forest Service. These have been discussed in Chapter 11.

12. The scope of our enquiry in regard to the personnel belonging to the Armed Forces, as per para 2(v) of our terms of reference, has been discussed in Chapter 48.

13. The scope of our enquiry in regard to the employees of Union Territories, as per para 2(vi) of our terms of reference, has been dealt with in Chapter 46.

14. The expression "conditions of service" occurring in our terms of reference has also not been defined anywhere. The Second Pay Commission construed the expression rather widely as covering all matters which had a bearing on the contentment, morale and efficiency of the employees. It made no distinction between the financial and non-financial conditions of service. We have, however, interpreted the expression in a limited sense and have excluded the following matters from our purview:—

- (1) Promotion procedures in so far as they relate to actual method of selection, composition of departmental promotion committees, consultation with Union Public Service Commission, etc.
- (2) Character Rolls.
- (3) Government servants Conduct Rules.
- (4) Political Rights.
- (5) Right of Association.
- (6) Machinery for negotiation and settlement of disputes.
- (7) Disciplinary Proceedings.

Some of these matters have recently been examined in a comprehensive manner by a number of high-powered commissions. The composition of departmental promotion committees, the method of writing confidential reports, the holding of promotion examinations, etc. were examined in detail by the Administrative Reforms Commission and its Study Team on Promotion Policies, Conduct Rules, Discipline and Morale. The Government Servants Conduct Rules and Disciplinary Proceedings were comprehensively examined by the Santhanam Committee and also by the Administrative Reforms Commission and two of its Study Teams. Another significant development has been the setting up of the Joint Consultative Machinery in October, 1966. This provides a forum for consultation, and on certain matters for arbitration, between the Government and its employees. The Administrative Reforms Commission and its Study Teams have made recommendations in regard to the functioning of the Joint Consultative Machinery, laying down of rules regarding the recognition of service associations, etc. The rights of Government servants to strike and to engage in trade union activities were recently examined by the National Commission on Labour which presented its report in August, 1969.

*Ministry of Finance D.O. letter No. P.C. Cell /1578/70 dated 14th December, 1970.

✓ **Ministry of Finance D.O. No. 8993-E(V)/70 dated 8th December, 1970.

†Department of Personnel D.O. No. 1(11)/71-PP dated 11th November, 1971.

‡Reproduced in Appendix to this chapter.

15. We would like to mention that during the course of our enquiry we came across matters which, though not strictly falling within our terms of reference nevertheless bore a close relationship with issues relevant to our work. In so far as we regarded any such matter as deserving attention of the Government, we have not refrained from making appropriate suggestions in our Report. On the other hand we have considered any change in the organisational set

up and in the complements as outside our terms of reference. We have thus confined ourselves to making recommendations regarding pay scales of posts within the existing organisational and grade structures of the Ministries/Departments, except where a multiplicity of pay scales, without much differentiation in the duties and responsibilities of posts, came to light and we found it necessary to suggest some degree of rationalisation.

APPENDIX

Recommendations of Administrative Reforms Commission referred to in paragraph 10.

Recommendation No. 8.—“(1) The posts in the Civil Service should be grouped into grades so that all those which call for similar qualifications and similar difficulties and responsibilities are grouped in the same grade. The number of such grades may be between 20 and 25.

(2) All the Class I posts may be evaluated and assigned to, say, 9 common pay scales, an illustrative chart of which is attached at the end of this chapter. These nine grades or pay scales may be divided into three levels, namely, junior, middle and senior. The progress of an officer of an established Class I Service among the grades within each level should be on the basis of proved performance. Promotions from the junior to the middle level and from the middle to the senior level should be by selection.

(3) The Department of Personnel should undertake urgently a detailed study for the purpose of determining the grades as well as the posts to which they should be attached.”

Recommendation No. 9.—“After all Class I posts under the Centre and those to be manned by the all-India Services in the States have been evaluated and allotted to the various grades, other posts at the Centre as well as in the States be taken up for examination and the entire Civil Service brought into a frame work of 20 to 25 grades.”

Recommendation No. 56.—“Administrative offices should observe working hours from 10 A. M. to 5.30 P.M. with a lunch break of 45 minutes on all working days and with every Saturday being half working day from 9 A.M. to 1 P.M. Sundays should be holidays as at present. Other Offices should follow this general pattern with such alterations as may be required by local needs.”

Recommendation No. 58.—“(1) For overtime working, the time spent beyond the prescribed hours may be totalled up and for each six hours of overtime working, an off-day may be given. Suitable increase in staff, wherever justified for this purpose, may be provided.

(2) Where the course suggested above is not feasible, cash compensation may be paid at hourly rates, as at present, but such compensation should, in a week, be limited to an amount not exceeding one-twelfth of the monthly salary. Such payments should be resorted to only in exceptional cases.”

Recommendation No. 61.—“If a temporary employee has continued in Government service, without a break, for ten years or more, all such service, whether followed by confirmation or not, should count for pension and gratuity on the same scale as admissible to permanent Government employees.”

✓ **Recommendation No. 62.**—“(1) The quantum of pension admissible may be raised to $\frac{3}{6}$ ths of the average emoluments of the last three years of service, as against the existing $\frac{3}{8}$ th. The present ceiling should also be raised to Rs. 1,000 per mensem. The receipt of a death-cum-retirement gratuity should be made optional, and any reduction in the quantum of pension on this account should be made only after the expiry of the first two years of retirement.

(2) The restrictions which now operate on the acceptance of commercial and other employment by retired personnel during a period of two years after retirement may be removed or approval of such appointments given as a matter of course. This should however, be subject to the following condition:

If the salary received in the new employment, together with the pension, exceeds the last pay drawn, the pension will be withheld in part or in toto, as may be necessary.”

Recommendation No. 63.—“The existing medical reimbursement scheme should be abolished. In order to more effectively serve the government servants, the Contributory Health Scheme should be extended to all government servants. Meanwhile, suitable monetary ceiling should be fixed for reimbursement of medical expenses.”

CHAPTER 2

PROCEDURE OF WORK

The Commission held its first meeting on the 19th May, 1970. The very next day a Press Notice was issued inviting unions and associations of employees, and other organisations, institutions or individuals, who might be interested, to send us by 24th June, 1970, memoranda outlining their views on matters covered by our terms of reference. Since the subsequent amendments* to our terms of reference were of a material character, a second Press Notice was issued on 6th June, 1970, giving an extension of time up to 10th July, 1970; but memoranda relating to the need for relief of an interim character were requested to be sent in advance of the date specified. As several unions/associations asked for more time, we issued another Press Notice on 10th July, 1970 extending the date for submission of memoranda on interim relief to 25th July, 1970 and that for memoranda or other matters, to 31st August, 1970.

2. We have given due consideration to memoranda of the latter category even though they were received long after the expiry of the extended date. In response to our Press Notices we received about 9,500 memoranda, of which about 2,500 were from unions and associations of Government employees.

3. By our terms of reference we were required to consider demands for relief of an interim character and send reports thereon. We had occasion to submit three such reports. In response to our Press Notices we received up to 25th July, 1970, 555 memoranda specifically on the question of interim relief, of which 433 were from the unions and associations. We also took oral evidence from some representatives of unions and associations. We gave urgent consideration to this matter and submitted an Interim** Report to the Government on 16th September, 1970 recommending interim relief to Government employees related to Index@ Average 218. Our recommendations were accepted and implemented by the Government.

4. In para 29 of our Interim Report, we had stated that if the price situation remained intractable despite all the measures the Government might take, a review might be called for when the 12-monthly average of the Index@ reached 228. The Commission were accordingly asked by the Government to give its advice on the question of grant of further interim relief

to the Central Government employees in the event of the Index average reaching 228. The 12-monthly average of the Index reached 228 with the Index for September, 1971 becoming known. We, therefore, gave consideration to the question of grant of additional relief to Central Government employees and submitted our Second Interim Report† to the Government on 27th November, 1971. Our recommendations on additional interim relief were also accepted by the Government and necessary orders issued.

5. In para 12.2 of our Second Interim Report we had stated that if, despite the various measures which the Government might take, the prices continued to rise, a review might be called for when the index average reached 238. Accordingly, the Government again asked us to give our advice on the question of grant of further interim relief to Central Government employees. The 12-monthly average of the index reached 238 with the Index for July, 1972. We submitted our Third Interim Report‡ to the Government on 12th September, 1972 recommending a further instalment of interim relief to Government employees. These recommendations were also accepted and implemented by the Government.

6. In regard to the substantive items in our terms of reference we made a preliminary study of the memoranda received in response to the Press Notices and drew up a Questionnaire for eliciting views on certain important questions concerning the matters remitted to us. Copies of the Questionnaire£ were sent in November, 1970 to more than 2,600 parties including unions/associations of Central Government employees, State Governments, Union Territories Administrations, Labour leaders, economists and a number of prominent persons requesting them to send replies by 31st December, 1970. Copies of the Questionnaire were also sent to the Secretaries of the various Ministries/Departments and Heads of certain Departments requesting them to give their personal views on such of the questions as might interest them. Response to our Questionnaire was encouraging. We received replies from 844 service associations, 16 State Governments, 7 U. T. Administrations and 133 prominent public men, retired civil servants, etc. In addition 21 Secretaries and 31 Heads of Department sent us their views in their personal capacity.

*Vide Ministry of Finance Resolution No. F. 7 (25)-E. III(A)/69 dated 4th June, 1970.

**Reproduced in Annex II to the Report.

@Reference to the Index in this Chapter is to the All India Working Class Consumer Price Index (1949-100). The Index average refers to the 12-monthly average of this Index.

†Reproduced in Annex II

‡Reproduced in Annex III

£Reproduced in Annex IV

7. At this stage, we would like to mention that at our instance Government was pleased to issue the following instructions in regard to supply of factual information and tendering of evidence by the official witnesses before the Commission:—

- (i) Factual information would be supplied to the Commission as also the reasons and other considerations which weighed with the Government in the past for arriving at particular decisions or for taking certain action.
- (ii) While the views of the Government on various matters could not be given, Secretaries to the Government could, if they so desired, give their personal views in the light of their own knowledge and experience.
- (iii) Other Secretariat officers i.e. Additional Joint, Deputy or Under Secretaries as well as Heads of Departments could also give evidence orally or in writing to the Commission on matters coming within their respective spheres of work after obtaining prior permission.
- (iv) Individual Government servants could submit memoranda etc. to the Commission in their individual capacity provided that individual grievances were not put to the Commission.
- (v) Government servants could appear before the Pay Commission on behalf of service associations without prior permission of the Government.

8. With the setting up of the Pay Commission, the Pay Research Unit which had been functioning under the Department of Expenditure since 1966 was transferred to us and it started functioning as a part of the Secretariat of the Commission. This Unit had initiated action for collection of certain factual information relating to the number of posts under the Central Government, their pay scales, educational qualifications, etc. showing the position as on 1-7-1968. As complete information regarding pay scales etc. was essential for our work, we requested all Ministries/Departments of the Central Government in May, 1970 to indicate whether any modification of the 1968 data already supplied by them was necessary. The Ministries were also requested to furnish supplementary data (as on 31st March, 1970) in regard to non-regular establishments such as work-charged employees, persons employed by the Government on contract, part-time employees, casual labour and other staff paid from contingencies. We also requested them to apprise the Commission of any recruitment difficulties experienced during the last few years, cadres/posts where there was stagnation for want of adequate promotional avenues and categories where retention of staff had presented difficulties. Suggestions in regard to 'broad-banding' of the existing pay scales were invited and the Ministries were also requested to supply us any manuals or instructions defining the duties and responsibilities of the various posts. By and large, the required information was received by us by July, 1971.

9. In order to collect similar data relating to employees of the Union Territories we requested the Ministry of Home Affairs in July, 1970 to obtain factual information from the various Union Territories in regard to the services/posts under their control. This basic information was received by us by January, 1971.

10. We also had a note prepared on the pay structure, conditions of service etc. of employees of each of the State Governments. This note was sent to the respective State Governments for verification of the factual information. The comments received from the State Governments were incorporated in these notes which have been utilised by us for comparative studies, wherever necessary.

11. The staff statistics relating to 1968 were utilised by us for preliminary studies only. As we required more recent data for devising the pay structure, we decided to collect detailed information as on 1st January, 1971 through a schedule devised by us for the purpose. Accordingly, in December, 1970, we requested all the Ministries/Departments to furnish the required information by 28th February, 1971; but the bulk of the information was received only by August, 1971. The data collected was processed through the Computer Centre of the Department of Statistics.

12. A point which was almost universally urged in the memoranda received from the service associations related to comparison of pay and allowances, etc. of Government employees with those in the public and private sectors. While the Pay Research Unit had collected some information in regard to the pay structure, conditions of employment etc. in public sector undertakings, nationalised banks, financial institutions, etc. it did not have such information in respect of employees in the private sector. Accordingly, we requested some of the Chambers of Commerce to supply information in regard to range of salaries, conditions of employment etc. for certain selected categories of personnel employed in their major industrial and commercial constituent units. We also requested the Secretary General of the Federation of Indian Chambers of Commerce & Industry to use his good offices for obtaining the required information. The response from the large industrial and commercial houses was satisfactory. Information in respect of some of the smaller units was also received.

13. The Ministry of Finance had taken certain preparatory action for collection of information on the pay structure, conditions of service, etc. of Government employees in some of the foreign countries. The Ministry of External Affairs was requested by them to collect this information through our Missions abroad. In response to this request some useful information and literature were received.

Simultaneously, a comparative study of the pay structure and service conditions of Government employees in the developed countries of Western Europe and U.S.A. and some of the developing Asian and African countries, was entrusted by the Ministry of Finance to the Indian Institute of Public Administration. The study conducted by the Indian Institute of

Public Administration (IIPA) covered the following 13 countries viz.—

1. Australia.
2. Canada.
3. France.
4. Ghana.
5. Japan.
6. Malaysia.
7. Philippines.
8. Nigeria.
9. Thailand.
10. U. K.
11. U. S. A.
12. West Germany.
13. Yugoslavia.

The I.I.P.A. deputed their staff to visit some of the selected countries for ascertaining first hand information about the various matters. We have found the study reports of the I.I.P.A. informative and useful for our deliberations.

14. We received certain suggestions from some of the Federations of Government employees in regard to the procedure to be followed by us for determining the pay structure, etc. of the various categories of employees. The Confederation of Central Government employees and Workers made the following suggestions:—

- (i) The Commission should supply to the concerned employees' organisations comments given by the Government to the Commission, on the memoranda submitted by the employees' organisations. The employees' organisations should be allowed to submit a rejoinder to the stand taken by the Government on their memoranda;
- (ii) The Commission should give a hearing to the representatives of employees' organisations as well as the representatives of Government in the presence of each other so that whatever evidence is tendered by one side can be countered through cross-examination;
- (iii) The Commission should nominate bipartite Wage Committees for each Department with an independent Chairman and an equal number of official and staff side representatives. These Committees should be charged with the work of job evaluation in respect of various cadres and categories of employees working in each set up. On the basis of such a job evaluation, the various cadres and categories of employees, should be fitted into the pay scales evolved by the Commission.

The National Federation of Indian Railwaymen also suggested the setting up of a bipartite Expert Body within the framework of the Commission, composed of two representatives of the Railwaymen's Federation

and two representatives of the Railway Board and headed by a Member of the Pay Commission or a neutral Chairman selected by the Commission. This body was to function as an advisory committee to the Commission on Railway matters. The All India Railwaymen's Federation suggested that once the Pay Commission had decided the minimum, the maximum and differentials and the scales for the non-gazetted railwaymen and officers, the actual allotment of the scales to the various categories within these grades could be left to be decided by a Wage-Board type bipartite committee consisting of representatives of the Ministry of Railways and the Federation with a neutral Chairman (acceptable to both the parties), subject to the provision of arbitration in case of disagreement.

We did not consider it feasible either to make available to the employees' organisations the factual data supplied by the Government Departments on their memoranda or to arrange joint discussions with the representatives of the employees and the Government. The suggestion to set up bipartite committees within or outside the framework of the Pay Commission was not considered to be practicable for the following reasons:—

- (i) The suggestion of the Confederation that the bipartite wage committees should be charged with the work of job evaluation in respect of various cadres was time consuming and therefore incompatible with the obligations imposed upon us by our terms of reference to make our recommendations as soon as practicable.
- (ii) The suggestion to have bipartite bodies functioning outside the Pay Commission would, if accepted, lead to a fragmented approach. Since there are several common categories of posts under the Government it is conceivable that post of similar difficulty and responsibility might be grouped by the bipartite committees differently leading to anomalies. This would also amount to the Commission surrendering its responsibility for taking an overall view in devising the pay scales.

While we did not find it possible to accept the suggestions of the employees' organisations for having bipartite committee, we did obtain expert advice from retired civil servants in regard to P & T, Defence and Railway matters. Shri J. Dayal, ex-Financial Adviser (Defence Services) and ex-Financial Commissioner, Railways, assisted us in regard to certain pay matters affecting the Railway and Defence civilian employees. Shri R. P. Singh, an ex-Member, P & T Board and Shri N. S. Swaminathan, ex-Member (Rly. Board) assisted us in the examination of various matters, affecting the P & T and Railway employees respectively.

15. As stated above, a number of unions and associations had emphasised the importance of job evaluation for purposes of pay determination. We felt that even though detailed job evaluation was not feasible, factual information on selected representative posts under the Central Government would serve

a useful purpose in rationalising the pay structure. We, therefore, decided to collect job descriptions of certain posts in Class III and a few posts in Class IV on a selective basis through investigating teams comprising the staff of the Pay Commission, the Staff Inspection Unit and the Department of Administrative Reforms. We found this data useful for our purpose. We also considered it desirable to enlist the assistance of experts in the field to process the data further. Accordingly, we utilised the services of the Consulting and Applied Research Division of the Administrative Staff College of India, Hyderabad, for a scientific recheck of the data collected and its analysis on the basis of point rating. We have made use of this study report in the relevant contexts.

16. After the issue of our Questionnaire in November, 1970, we devoted some time to see for ourselves the work being done by the Central Government staff in various operative and industrial establishments under the Railways, Post and Telegraphs, Defence and other departments. For this purpose we visited a number of such establishments. To study the special problems of employees of the Union Territories we visited the Union Territory of Goa, and also deputed officers from our Secretariat for making a study of the peculiar problems faced by the employees in Pondicherry and the Andaman and Nicobar Islands. A list of the establishments visited by us is at Annex V.

17. In March, 1971 we started our programme of discussions with persons prominent in the field of industry, science, economics, administration, etc. These discussions continued up to May, 1971. A list of the prominent persons with whom we had discussions is given in Annex VI.

18. In May, 1971 we started discussions with unions, associations, etc. of Central Government employees. In inviting unions and associations for discussions, we did not consider it proper to restrict ourselves only to unions and associations which had been given *ad hoc* recognition by the Government under the scheme for Joint Consultative Machinery. We thought it necessary to deal with other unions and associations also who had sent memoranda in response to our Press Notices and/or Questionnaire. We had, however, to be selective in inviting the unions and

associations for discussions keeping in view the desirability of giving different occupational categories an adequate opportunity for presenting their views and the time available for the purpose.

19. The discussions with unions, associations and federations of Central Government employees continued till the end of December, 1971. In all, we had discussions with more than 400 unions/associations/federations of Government employees and most of the All India labour unions. Discussions with some of the unions representing employees of the Union Territory of Goa were held during our visit there and with those of Pondicherry and Andaman and Nicobar Islands at Delhi during May, 1972. A complete list of the unions, associations, etc., which tendered oral evidence before us is given in Annex VII.

20. We had discussions with Secretaries to the Government of India/Heads of Departments and other official witnesses from December, 1971 to May, 1972. With a view to making these discussions more purposeful we sent each of them in advance a paper covering the main points at issue. A list of official witnesses who tendered evidence before the Commission is at Annex VIII.

21. As our Terms of Reference required us, *inter alia*, to consider the All India Services and to take note of the repercussions of our recommendations on the finances of the State Governments, etc., we thought that it would be useful to have discussions with the Chief Ministers. We accordingly sent invitations to the Chief Ministers to meet the Commission. We also sent a note covering some of the points which were likely to arise during the discussions. The Chief Ministers of Andhra Pradesh, Assam, Gujarat, Haryana, Mysore, Maharashtra, Nagaland and Rajasthan, Finance Minister of Punjab and the Chief Secretary of West Bengal were good enough to give the Commission the benefit of their views.

22. We devoted 98 days for taking oral evidence of service associations, 69 days for discussions with officials (including representatives of State Governments) and 31 days for taking evidence from non-official witnesses. We held internal meetings on 235 days to discuss various issues and finalise our recommendations.

CHAPTER 3

EMPLOYMENT UNDER THE CENTRAL GOVERNMENT

The civilian employees of the Central Government can broadly be divided into two groups, namely those who are borne regular establishments and those who are not borne on such establishments. The latter generally include work-charged employees, casual labour and other contingency paid staff. According to the Second Pay Commission, as on 30th June, 1957, there were 17.37 @ lakh regular employees under the Central Government (excluding employees of Union Territories). By 1st January, 1971 the figure had risen to 29.82 lakhs. The table below indicates the details of the number of posts in 1957 and 1971.

TABLE I

Distribution of posts in 1957 and 1971 by major Departments

Department	Number of regular posts (in lakhs)		Percentage increase in 1971 over 1957
	1957	1971	
Railways	9.97(57.4)	33.99(46.9)	40.3
Posts and Telegraphs	1.98(11.4)	3.93(13.2)	98.5
Defence (Civilians)	2.60(15.0)	5.97(20.0)	129.6
Others	2.82(16.2)	5.93(19.9)	110.3
TOTAL	17.37(100.0)	29.82(100.0)	71.7

Figures in brackets are percentages to total

It would be seen that the number of posts under the Central Government (excluding the Union Territories) increased by 12.45 lakhs or about 72 per cent over the employment as on 30th June, 1957. Of this increase, nearly 4.02 lakhs was in Railways, 1.95 lakhs in P. & T., 3.37 lakhs in Defence (Civilians only) and the remaining 3.11 lakhs in Departments other than Railways, P. & T. and Defence. Of the strength of 29.82 lakhs nearly 46.9 per cent were in Railways, 13.2 per cent in Posts and Telegraphs,

20 per cent in Defence (Civilians) and 19.9 per cent in 'Other Departments'.

2. The percentage increase in the number of civil posts in 1971 over 1957 was the highest in Defence (129.6 per cent) followed by 110.3 per cent in 'Other Departments', 98.5 per cent in P. & T. and 40.3 per cent in Railways. Because of the relatively lower percentage rise in the number of posts in the Railways, their employees constituted only 46.9 per cent of the total in 1971 as against 57.4 per cent in 1957. The P. & T. accounted for 13.2 per cent of the total posts in 1971 as against 11.4 per cent in 1957. Defence (Civilians) showed an increase, accounting for about 20 per cent of the total employees in 1971 as against 15 per cent in 1957. In the 'Other Departments' the increase was less although certain Ministries had expanded at a faster pace during this period. It is, however, not possible to give the rate of growth of employment individually for the various Ministries as the composition of Ministries has changed from time to time.

3. The Central Government posts are, with a few exceptions referred to elsewhere,* broadly categorised into four classes as follow:

Class I.—Post carrying a pay or a scale of pay with a maximum of not less than Rs. 950.

Class II.—Post carrying a pay or a scale of pay with a maximum of not less than Rs. 575 but less than Rs. 950.

Class III.—Post carrying a pay or a scale of pay with a maximum of over Rs. 110 but less than Rs. 575.

Class IV.—Post carrying a pay or a scale of pay the maximum of which is Rs. 110 or less.

The class-wise distribution of posts between various Departments at the time of Second Pay Commission and in 1971 is indicated in the following table:—

@The strength of 17.74 lakhs shown in Table I on page 8 of the Second Pay Commission's Report includes 0.37 lakhs non-regular employees vide Table 2.13 of the Statistical Supplement to the Report.

*Chapter 65 (i)

TABLE II

Distribution by Classes of posts under the Central Government in 1957 and 1971

(Figures in '00)

Class of posts	Railways			P. & T.			Defence (Civilians)			Others			Total		
	1957	1971	Per-centage increase	1957	1971	Per-centage increase	1957	1971	Per-centage increase	1957	1971	Per-centage increase	1957	1971	Per-centage increase
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)	(15)	(16)
Class I	26 (0.3)	37 (0.3)	42.3	5 (0.2)	(0.3)	120.0	13 (0.5)	67 (1.1)	415.4	60 (2.1)	226 (3.9)	276.7	104 (0.6)	341 (1.2)	227.9
Class II	8 (0.1)	38 (0.3)	375.0	9 (0.5)	30 (0.8)	233.3	12 (0.5)	63 (1.1)	425.0	164 (5.8)	330 (5.7)	101.2	193 (1.1)	461 (1.6)	138.9
Class III	3544 (35.5)	5914 (42.2)	66.9	1466 (73.9)	3081 (79.5)	110.2	946 (36.4)	2336 (39.1)	146.9	1332 (47.4)	4119 (71.1)	209.2	7288 (42.0)	15450 (52.1)	112.0
Class IV	6395 (64.1)	7997 (57.2)	25.1	504 (25.4)	751 (19.4)	49.0	1627 (62.6)	3506 (58.7)	115.5	1258 (44.7)	1121 (19.3)	(-)10.9	9784 (56.3)	13375 (45.1)	36.7
TOTAL	9973 (100.0)	13986 (100.0)	40.2	1984 (100.0)	3873 (100.0)	95.2	2598 (100.0)	5972 (100.0)	129.9	2814 (100.0)	5796 (100.0)	106.0	17369 (100.0)	29627 (100.0)	70.6

Does not include unclassified categories.

Figures in brackets indicate percentages to total.

Of the 34,100 Class I posts, about 20,300 were encadred in organised services. The cadre strength of the eleven Class I Central Services for which recruitment is made on the basis of the Indian Administrative Service etc. examination was 5884. The strength of the Engineering/Technical Services for which recruitment is made through the combined Engineering Services examination was 6864. The Central Health Service Class I had a strength of 1880. The rest of the posts were accounted for by other Services such as the Indian Economic Service (522), the Indian Statistical Service (354), Defence Science Service (1189), etc. In the Central Secretariat, apart from the Central Secretariat Service which accounted for (478) posts, there were another about 2000 posts which were not encadred in any organised service.

4. It would be seen that when the Second Pay Commission reported, while Class I and Class II posts formed about 0.6 per cent and 1.1 per cent respectively of the total number of posts, Class III and Class IV posts constituted 42 per cent and 56.3 per cent respectively. Thus, more than 98 per cent of the posts were accounted for by Class III and Class IV posts. Between 1957 and 1971, the number of Class I, Class II and Class III posts had more than doubled. The increase in Class IV posts was of the order of about 37 per cent but the proportion of Class IV posts to the total had decreased from 56.3 per cent in 1957 to 45.1 per cent in 1971 while the proportion of Class III posts had increased from 42.0 per cent in 1957 to 52.1 per cent in 1971. The Class III and Class IV posts taken together accounted for 97.2 per cent of the total staff. The Class I and Class II posts form about 1.2 and 1.6 per cent respectively of the total in 1971 as against 0.6 and 1.1 per cent respectively in 1957. The aggregate percentage of Class I and Class II posts in the different Departments to the total number of posts in those Departments in 1971 was 0.6 in Railways, 1.1 in P. & T., 2.2 in Defence (Civilians) and 9.6 in 'Other Departments'.

5. The percentage increase of Class III posts in 1971 over 1957 was the highest in 'Other Departments' (209.2), followed by Defence (Civilians) (146.9), P. & T., (110.2) and Railways (66.9). As regards Class IV staff, the percentage increase during the above period was the lowest in Railways (25.1) and highest in Defence (Civilians) (115.5), while there was an actual reduction in the number of posts in 'Other Departments' by about 11 per cent.

6. Of the total staff about 25 per cent constituted administrative, technical, professional, executive and clerical categories, and the rest were production process workers, unskilled office workers such as Peons and Daftaries and transport and communication workers, etc. The break-up among the different groups

was as follows:

Group	Per cent to total
1. Administrative	0.5
2. Technical and Professional like Engineers, Doctors, Scientists, etc.	6.4
3. Clerical, including Clerical Supervisory, Store-Keepers, Accounts-Clerks etc.	17.9
4. Production Process workers	20.5
5. Others like Unskilled workers, Transport and Communication workers (other than Professional)	54.7
	100.0

7. A substantial portion of the staff under Class III and Class IV categories were artisans or were working in the workshops. The table below gives the changes in the number of workshop/artisan staff between 1957 and 1971.

TABLE III

Distribution Workshop & Artisan Staff by major Departments

Department	(Figures in '000)	
	1957	1971
Railways	289	361
P. & T.	6	6*
Defence (Civilians)	156	310
Others	16	39
TOTAL	467	716

8. The workshop/artisan staff were generally employed in Government's departmentally run establishments which, with a few exceptions were covered by the definition of factories under the Factories Act, 1948. They are to be distinguished from Industrial Staff as defined under the Industrial Disputes Act, 1947. In the table only those staff who were employed on manual work and who could be considered as workers within the definition of the Factories Act have been included. Of the total 7.2 lakh workshop/artisan staff 50.4 per cent were employed in Railways and 43.3 per cent in the Defence Department.

9. While at the time of the Second Pay Commission unskilled categories constituted about 40 per cent of the total workshop staff, in 1971 they accounted for only 27† per cent. The semi-skilled accounted for about 24 per cent and the skilled to about 39 per cent as against 20 per cent and 37 per cent respectively at the time of the Second Pay Commission. The highly skilled categories accounted for 10 per cent in 1971 as against 3 per cent in 1957.

* Excludes posts like Telecommunication Mechanic, Sub-Inspector Lines,† Lineman, Wireman, etc. which are peculiar to P. & T. Department.

† The percentages have been calculated after excluding work shops supervisory staff for purposes of comparison with Second Pay Commission data.

10. While certain categories of staff like Clerks, Typists, etc. were common to different Departments, there were certain others which were peculiar to individual departments such as Postmasters, Postmen, etc. in the P. & T., and Station Masters, Train Examiners, etc. in the Railways. Clerical categories like Lower Division and Upper Division Clerks, Commercial Clerks in Railways etc. aggregated about 3.97 lakhs i.e. 13.3 per cent of total. Some of the major departmental categories in the P. & T. in different scales were Postmasters (1993), Telegraphists, Telegraph Masters etc. (8590), Postmen (including supervisory categories) (54384), Telephone Operators, Monitors, etc. (34138), Sorters, Record Clerks, etc. (20356). In the Class IV also which accounted for 13.38 lakh posts there were certain categories which were peculiar to individual Departments while others were common to all or some of the Departments. The major categories in different scales were Peons and similar categories 0.73 lakh, Chowkidars and Watchmen 0.42 lakh, Mazdoors/Labourers/Lascars/Badge/Box Boys 1.37 lakhs, Sweepers, Cleaners and Safaiwallahs 0.94 Water Carriers/Watermen/Bhisties 0.12 lakh, Daftries 0.10 lakh, Gangmen/Gangmates and related

categories 1.60 lakhs, Gatemen 0.20 lakh, Porters in Railways 0.30, Trolleyman 0.15 lakh, Khalasis 1.87 lakhs, Packers/Repackers 0.15 lakh, Porters and Van Peons in the P. & T. 0.12 lakh and Pointsmen and Keymen 0.46 lakh. Police Personnel like Constables, Rakshaks and Police Inspectors in Class III and Class IV accounted for about 2.08 lakhs.

Thus, it would be seen that the bulk of the Central Government employees were engaged in productive work in factories or in the provision of services in the transport and communications field or in maintaining law and order and only less than 20 per cent of the posts belonged to the clerical cadre or to Class IV categories such as Peons.

11. In 1957, the permanent posts constituted 67.4 per cent of the total. This had increased to about 75 per cent in 1971. The comparative position of permanent and temporary posts in the major employing organisations under the Central Government on the two dates is given in the following table:

TABLE IV

Distribution of Permanent and Temporary posts by major Departments.

(Figures in '00)

Department	1957			1971		
	Perma- nent	Tempo- rary	Total	Perma- nent	Tempo- rary	Total
Railways	8,173 (82.0)	1,799 (18.0)	9,972	12,445 (89.0)	1,542 (11.0)	13,987
Post and Telegraphs	1,515 (76.4)	469 (23.6)	1,984	3,098 (78.7)	836 (21.3)	3,934
Defence (Civilians)	819 (31.5)	1,779 (68.5)	2,598	3,126 (52.4)	2,845 (47.6)	5,971
Others	1,201 (42.7)	1,613 (57.3)	2,814	3,659 (61.8)	2,266 (38.2)	5,925
TOTAL	11,708 (67.4)	5,660 (32.6)	17,368	22,328 (74.9)	7,489 (25.1)	29,817*

In 1957 as well as 1971, the percentage of permanent posts was the highest in the Railways, followed by P. & T., 'Other Departments' and Defence in that order.

12. The Second Pay Commission had rationalised the pay structure and brought down the number of scales to 140. There were over 500 scales of pay in 1971. However, the broad scheme of the pay structure as devised by the Second Pay Commission had been kept intact. Since even in 1971 about 83 per cent of the staff were covered by only 29 typical scales recommended by that Commission. If the major departures made by the Government from the pay structure recommended by the Second Pay Commission either at the time of implementing the Commission's Report or subsequently were taken into

account, nearly 92 per cent of the posts were covered by 35 scales, each one of them accounting for more than 10,000 posts as indicated in the following table:

TABLE V

Distribution of posts on Major scales of pay

(Figures in '00)

Sl. No.	Scale of pay (Rs)	No. of posts
1	2	3
1.	55-1-70	348
2.	70-1-85	9228
3.	75-1-85-2-89	443

*Excludes 77 posts for which classification was not available.

Figures in brackets are percentages to total.

1	2	3
4.	75-1-85-2-95	3306
5.	75-1-85-2-95-3-110	810
6.	80-1-85-2-95	238
7.	80-1-85-2-95-3-110	513
8.	85-2-95-3-110	402
9.	85-2-95-3-128	336
10.	100-3-130	312
11.	105-3-135	312
12.	110-3-131-4-139	143
13.	110-3-131-4-155	261
14.	110-3-131-4-175-5-180	3464
15.	110-4-170-5-200	339
16.	110-4-150-5-175-6-205-7-240	1666
17.	125-3-131-4-155	216
18.	130-5-175-6-205-7-212	343
19.	130-4-170-5-225	115
20.	130-4-150-5-175-6-205-7-240	153
21.	130-5-160-8-280-10-300	1428
22.	150-5-175-6-205-7-240	645
23.	150-5-160-8-240	133
24.	150-5-160-8-280-10-300	188
25.	175-6-205-7-240	122
26.	180-10-290-15-380	203
27.	205-7-240-8-280	445

1	2	3
28.	210-10-290-15-350	130
29.	210-10-290-15-380	318
30.	210-10-290-15-425	234
31.	210-10-270-15-450-20-530	129
32.	250-10-290-15-380	171
33.	270-15-435-20-575	119
34.	335-15-425	122
35.	350-25-500-30-830-35-900	177
TOTAL		27512

Total number of posts 29818.

13. An analysis of the number of scales and of posts in each scale shows that the major organisations like the P. & T., Railways and Defence managed with a relatively smaller number of scales as compared to all the other Departments put together.

14. As on 31st March, 1970 the percentage distribution of employees to the total in the various pay ranges was as follows:—

TABLE VI
Distribution of employees according to pay ranges

Pay Ranges@ (Rs.)	P&T†	Railways	Defence	Others	Total
Below 75	*	—	—	—	—
75-99	0.09	0.01	—	0.02	0.12
110-149	5.54	28.10	10.58	5.36	49.58
150-199	3.16	8.80	2.90	2.90	17.76
200-299	3.38	9.18	2.44	3.64	18.64
300-399	1.40	3.53	1.01	2.08	8.02
400-499	0.32	1.00	0.41	1.19	2.92
500-749	0.12	0.50	0.31	0.93	1.86
750-999	0.03	0.12	0.11	0.33	0.59
1000-1499	0.02	0.07	0.06	0.24	0.39
1500-1999	*	0.02	0.02	0.04	0.08
2000-2499	*	*	*	0.02	0.02
2500-2999	*	*	*	0.01	0.01
3000 and above	*	*	*	0.01	0.01
TOTAL	14.06	51.33	17.84	16.77	100.00

*Negligible.

@Pay ranges include dearness pay in addition to basic pay.

†Communications Department as a whole.

SOURCE :—Census of Central Government Employees as on 31st March, 1970 (by Director General, Employment and Training).

15. Since 1957-58 Central Government expenditure on pay and allowances of officers and establishment had gone up considerably consequent on the

increase in the number of posts as well as in the rates of dearness and other allowances. The following table gives the comparative figures.

TABLE VII

Wage and Salary Bill of Regular Establishment of Government of India

(Rs. in crores)					
Year	Railways	P&T	Defence*	Others	Total
1957-58	161.62	35.99	39.54	66.71	303.86
1960-61	170.85	39.25	49.13	73.76	332.99
1971-72**	387.60	116.82	160.57	259.94	924.93
Percentage increase in 1971-72 over 1957-58	139.8	224.6	306.1	289.7	204.4

*Excludes Armed Forces Personnel.

**Revised estimates for Defence and actuals for others.

SOURCE :—Ministry of Finance (Department of Expenditure).

The above figures differ from those given in the Economic Classification of the Central Government Budget, as the latter include the cost of establishment charged to certain capital works, cost of contingency paid staff, etc.

The increase in expenditure was the highest in Defence followed by 'Other Departments' and P&T. The increase was lowest in Railways. The above expenditure included, apart from pay and dearness allowance, expenditure on other allowances like Compensatory (City) allowance, House rent allowance, Medical reimbursement etc. The expenditure on these items had also increased considerably in recent years although precise information to show the extent of increase was not available for a sufficiently long period.

Personnel belonging to All India Services

16. The cadre of the three All India Services stand divided into various State-cadres including one for the Union Territories. Officers of the All India Services work both under the Central Government as well as the Government of the State to which they are allotted. Depending upon requirements, a Central deputation quota is provided in each All India Service. In the case of the Indian Administrative Service and the Indian Police Service, the Central deputation quota is calculated at the rate of 40 per cent of the senior posts under all the State Governments, and for the Indian Forest Service, at the rate of 8 per cent. The table below gives the authorised strength, the Central deputation quota and the number of officers actually on deputation to the Central Government in respect of each Service as on 1-1-1971.

TABLE VIII
Strength of All India Services

Service	Authorised strength	Central deputation quota	Number on deputation to the Central Government
Indian Administrative Service	3203	632	502
Indian Police Service	1790	359	428
Indian Forest Service	1097	57	66

Union Territories

17. Apart from the posts which are directly under the Central Government, the employees holding posts in the Union Territories accounted for about 1.04* lakhs (employees) as on 31.3.1970 (except in respect of Mizoram for which the information was as on 1-3-1972) as compared to 0.52 lakh at the time of the Second Pay Commission. A strict comparison of the figures is not possible as the number of Union Territories has changed over time. The Class III and Class IV posts taken together accounted for 92.9 per cent of the total employment, the former being 55.8 per cent and the latter 37.1 per cent. Class I and Class II posts accounted for 1.5 and 5.6 per cent respectively. Although there were about 296 different scales of pay in the Union Territories, only 16 scales of pay covered nearly 76 per cent of the staff. Permanent and temporary staff constituted 44.6 per cent and 55.4 per cent respectively.

*Excludes Chandigarh (0.09 lakh), and Assam Rifles in NEFA (0.35 lakh).

CHAPTER 4

ECONOMIC SITUATION AND FINANCIAL RESOURCES

We are required to make our recommendations "having regard to the economic conditions in the country, the resources of the Central Government and the demands thereon, such as those on account of development planning, defence and national security, the repercussions on the finances of the State Governments, public sector undertakings, local bodies etc." At the moment, the Indian economy is passing through a critical phase. Though this cannot be overlooked in making our recommendations, we think that it is not proper for a Pay Commission to relate the pay scales of Government employees too closely to factors of a temporary or passing character. The long-term trends in the economy should be considered more important for an assessment of the outlook for the future. This chapter is, therefore, divided into four sections: the first outlines the current economic situation, the second deals with the relatively long-term perspective, the third analyses the impact of economic conditions on the wages bill and the fourth deals with financial resources.

I. The Current Economic Scene

2. The economic outlook at the time of the appointment of the Third Pay Commission in April 1970 was quite promising, as the year 1969-70 had ended in an optimistic note. During that year the national income attained an average growth rate of 7.3 per cent at constant prices (1960-61). Agricultural production made a significant recovery from the low levels reached in the previous year and registered an increase of 6.7 per cent. The output of foodgrains reached 99.5 million tonnes—an increase of 5.5 million tonnes—and enabled Government not only to reduce imports drastically but to build a buffer stock of 4.2 million tonnes at the end of 1969. Industrial production which had reached a low ebb during the recession of 1966 and 1967 was recovering rapidly and the increase in production in 1969 was 7.5 per cent as against 6.8 per cent in the previous year. The balance of payments position improved appreciably and our foreign exchange reserves went up by Rs. 149.7 crores. But the price situation was already beginning to cause some concern. The monthly average of whole sale prices in January 1970 rose by 6.8 per cent over a period of 12 months and the pressure on prices was gathering increasing momentum.

3. The year 1970-71 was one of the uneven progress for the Indian economy. The rate of growth of national income fell to 4.6% in spite of the good performance of the agricultural sector which registered an overall increase in production of 7.3 per cent and a record output of 108.4 million tonnes of foodgrains.

In the organised industrial sector, however, a major set back started by the middle of the year and there was a sharp fall in the growth rate from 7.5 per cent in the previous year to 3.1 per cent in 1970. The balance of payments position also deteriorated resulting in a decline of Rs. 163.9 crores in our foreign exchange reserves. The general price level rose by 5.5 per cent over the year.

4. At the beginning of 1971 it looked as though the country was at last poised for rapid economic growth, but a number of unforeseen developments changed the complexion of things. The influx of 10 million refugees from East Bengal was a burden unprecedented in the annals of history. The refugee problem eventually led to the conflict with Pakistan which cost the country dearly in men and material. On the top of these came natural calamities like floods in several States like U.P., Bihar, and West Bengal, drought in some others like Maharashtra and Andhra Pradesh and cyclone in Orissa which together accounted for an expenditure of Rs. 103 crores on relief alone, besides the colossal destruction and loss of output which they entailed. Agricultural production declined by 1.7% and food production declined by 3.7 million tonnes. These developments did great damage to our economy by depleting our food stocks, diverting our resources from both current spending and development planning, imposing crushing additional burdens on the taxpayer and obliging the Government to resort to heavier doses of deficit financing with all its inflationary consequences. The slump in industrial production continued for a large part of the year and the growth rate declined further from 3.1 per cent in the previous year to 2.9 per cent in 1971.

5. The impact of these events on the budgetary position was tremendous. The expenditure on defence, refugee relief, assistance to Bangladesh and natural calamities rose to the tune of Rs. 1762 crores. Consequently, despite two supplementary budgets and a substantial increase in market borrowing, the overall deficit of the Central Government rose to Rs. 519.32 crores;—an increase of Rs. 287 crores over the budget estimates and Rs. 134 crores over the revised estimates. The States too were running overdrafts with the Reserve Bank of India which at the end of the year amounted to Rs. 501 crores. These mounting deficits led to an increase of Rs. 625 crores in money supply and accelerated the inflationary trends in the economy.

6. During the year 1972-73 'Indian economy has been under very considerable strain' due partly to the aftermath of the developments in 1971 and partly

to a further fall in commodity production. Agricultural production in the kharif season of 1972-73 suffered severe damage due to the failure of the monsoons for the second year in succession and the loss in output is estimated to be about 8 million tonnes of foodgrains. The food problem which apparently was within sight of solution reappeared in a poignant form. Drought conditions have also adversely affected the production of important commercial crops like oilseeds and raw jute. "The imbalances between demand and supply particularly in the strategic sectors of wage goods such as foodgrains, vegetable oils, and sugar were magnified, leading to an exceptionally large increase in the prices of basic necessities of life*". Drought relief, emergency production programmes, etc., accounted for an additional expenditure of the order of Rs. 390 crores. Meanwhile, defence expenditure had to be stepped up by Rs. 192 crores to cope up with the uncertainties on the western front. The Central Government had also to advance Rs. 421 crores of loans to State Governments to clear their overdrafts with the Reserve Bank of India. Even setting aside the above item the Central budget showed an overall deficit of Rs. 550 crores despite buoyancy of revenue receipts and the realisation of Rs. 478 crores from market loans.

7. Perhaps the most disturbing aspect of the current economic situation from the point of view of pay revision is the abnormal rise in prices. The wholesale price index during the period April 1972 to the end of January 1973 rose by 9.1 per cent, as against an increase of only 3.7 per cent during the corresponding period in 1971-72. The consumer price index (1949-100) which stood at 220 when the Commission was appointed touched the level of 255 in December 1972—an increase of 35 points. The 1973-74 Central budget also forecasts a deficit of Rs. 85 crores even

without making any provision for additional expenditure for implementing the Pay Commission's recommendations on salaries and conditions of service of Government employees. The deficits in the State budgets presented so far for the current year are also sizeable. These mounting deficits with their inevitable consequences on the money supply hold out little hope of controlling the inflationary spiral. Thus the current economic scene presents a sombre picture.

II. The long-term perspective

8. The major long-term trends in the economy which are relevant for our purpose are :—

- (1) the rate of economic growth,
- (2) poverty and unemployment, and
- (3) price trends.

(1) Economic growth

9. The long-term perspective of the First Plan was to double the country's national income in 21 years and its per capita income in 27 years. During that Plan our national income increased by 18 per cent while it increased by 20 per cent the Second Plan. In the Third Plan period there was a set back in the rate of growth due to a succession of droughts and the conflict with Pakistan. With a population growth of 2.5 per cent per annum the per capita income in 1965-66, the last year of the Plan, remained at about the same level as it was in 1960-61 and completely upset our long-term projections. A record harvest in 1967-68 pushed up the national income by 9.3 per cent (at 1960-61 prices) and started the recovery from recession. Nevertheless, the annual increase (compound) of national income during the decade 1960-61 to 1970-71 was only 3.5 per cent, while the increase in per capita income was 1.32 per cent. The following table shows the annual increases during this decade :—

TABLE I
Growth of National Income : 1960-61 to 1970-71
(At 1960-61 prices) : (Revised series)

Year	National Income		Per Capital income		Index Number (1960-61=100)	
	National Income (Rs. crores)	Annual Growth rate (percentage)	Per Capita National Income (rupees)	Annual Growth rate (percentage)	National Income	Per Capita National income
1960-61	13,284	..	306.1	..	100.0	100.0
1961-62	13,740	+3.4	309.5	+1.1	103.4	101.1
1962-63	14,008	+2.0	308.5	-0.3	105.5	100.8
1963-64	14,771	+5.4	318.3	+3.2	111.2	104.0
1964-65	15,896	+7.6	335.4	+5.4	119.7	109.6
1965-66	15,025	-5.5	309.8	-7.6	113.1	101.2
1966-67	15,267	+1.6	308.4	-0.5	114.9	100.8
1967-68	16,694	+9.3	329.9	+7.0	125.7	107.8
1968-69	16,815	+0.7	324.6	-1.6	126.6	106.0
1969-70	18,038	+7.3	341.0	+5.1	135.8	111.4
1970-71	18,876	+4.6	348.9	+2.3	142.1	114.0

*Economic Survey 1972-73 Government of India, P. 1.

During the year 1971-72 the rate of increase slumped to slightly less than 2 per cent from the level of 4.6 per cent during the previous year and it is estimated that the growth rate may be about the same in 1972-73 also. In this connection the following observation by the Finance Minister in his speech presenting the budget for 1973-74 deserves attention :

“In order to retain a proper perspective of the situation, it must not be forgotten that fluctuations in national income are not an uncommon phenomenon in countries heavily dependent on agriculture. Such fluctuations must not lead us to draw pessimistic conclusions about the country's basic economic health and its development potential which are sound.”

The resilience shown by the economy during the Bangladesh crisis and the manner in which it has withstood the stresses and strains of the last year are symptomatic of its basic strength.

10. Turning to sectoral growth rates, we find that the agricultural sector holds the key to economic growth in India. From 1961-62 to 1971-72 the aggregate index of agricultural production increased to 129.2 and that of foodgrains to 130.9, but the trend in agricultural production during the decade has been highly erratic. The role of agricultural research in ushering in the “Green Revolution” by the introduction of high yielding varieties and the intensification of cropping has added a new dimension to our agricultural planning and holds out much promise for the future. But recent events have shown that agriculture in India is still a gamble on the monsoons and large investments on irrigation projects are required to ensure a stable growth rate.

11. The industrial sector had witnessed a steady progress during the first decade of planning when it achieved a cumulative rate of expansion of about 7 per cent per annum. Since then, the progress has been markedly uneven; the annual rate of increase was of the order of 8 to 10 per cent during the first 5 years; it slumped to 0.4 per cent in 1966 and 1967; then revived to 6.8 per cent in 1968 and 7.5 per cent in 1969, and again fell to 3.1 per cent in 1970 and 2.9 per cent in 1971. However, the recent sharp recovery in the rate of growth of industrial production which is expected to register an increase of 7 per cent in 1972 augurs well for the future.

12. In the export sector, it is estimated that Indian exports accounted for only 0.7 per cent of the World's exports in 1970 as against 1.2 per cent in 1963. But a promising feature of our export performance was that non-traditional export industries had made rapid strides and accounted for 42 per cent of our exports in 1970-71 as against only 24 per cent in 1965-66. But barring marine products, their role has been declining of late due to short supply of raw materials like steel, transport bottlenecks for the export of commodities like iron ore and a general rise in costs and prices which undermined their competitive position in world markets. During the first 3 years of the Fourth Plan the compound rate of growth of exports (excluding exports to Bangladesh) was only about

5 per cent as against a 7 per cent growth rate envisaged in the Plan. On the other hand, our imports in 1971-72 increased by 11 per cent in marked contrast to a mere 3.3 per cent increase in the previous year and the trend is continuing. Foreign exchange continues to be a major constraint on our development especially because of the heavy burden on debt servicing which accounts for 30 per cent of our export earnings, the renewal of food imports, and the uncertainties of external assistance.

13. Taking an overall view of the prospects for the immediate future, it appears that given normal conditions the 5.5 per cent growth rate envisaged in the “Approach to the Fifth Plan” is within the realm of practicability. But it is important to consider how an increase in the salaries of Government employees will affect our growth potential. Past experience shows that increases in the emoluments of Central Government employees by way of revision of salaries, dearness allowance or other entitlements produce immediate repercussions on the emoluments payable to employees in State governments, local bodies quasi-governmental organisations and even public sector undertakings especially those which follow Central Government scales of pay. All these increases will adversely affect capital formation because they inevitably reduce correspondingly the balances from current revenues at the Centre and in the States available for Plan programmes. It is also probable that the private sector employees who would jealously safeguard their existing relativities with Government employees may make demands for a rise in wages which would increase costs, raise prices and jeopardise the competitive position of our export industries. Above all, if a pay revision at the Centre leads to a general rise in wages, it would accelerate the cost-push inflation which has already done much damage to our economy. A rise in wages is also likely to worsen the employment situation in the country which is already causing grave concern. Therefore, any sizeable increase in wages and salaries in the Government sector at this juncture is fraught with serious consequences for economic growth and employment.

(2) Poverty and Unemployment

14. The basic objectives of economic planning in India are the removal of poverty and unemployment. But two decades of planning appears to have made little headway in either direction. The standard of living of the poorer sections of the community is a function not only of the growth rate but also of the distribution of income. The Reports of the Mahalanobis Committee on distribution of income and levels of living (1964 and 1969) are very revealing in this regard. The main conclusion arrived at by an examination of N.S.S. data was that the bottom 10 per cent of the population was poorer at the end of the Second Plan than in 1950. Their analysis of income tax data on share dividends showed that the top 5 per cent of households, when ranked by dividend income, owned more than 50 per cent of the personal wealth in the form of shares. The Committee also found that, despite our highly progressive taxation policies, there was considerable concentration of urban income and wealth and the working of our planned economy had encouraged this process by

facilitating and aiding the growth of big business. A household survey conducted by the National Council of Applied Economic Research in 1962-63 showed that the top 1 per cent of households enjoyed 10 per cent of the total income, while the bottom 15 per cent of the households claimed only 4 per cent. Another study@ conducted by the Reserve Bank of India showed that the number of Indians living in rural areas in conditions of absolute poverty increased from 52 per cent of the rural population in 1960-61 to 70 per cent in 1967-68. Studies on consumption patterns based on N.S.S. data also indicate that large groups of people had experienced no improvement in their standard of living, and the per capita consumption of the poorest 5 per cent had declined marginally, despite the steady growth in national income. Though these reports and studies have serious limitations, they show that planning has apparently done little to redress inequalities of income and wealth. According to the estimates of the Planning Commission also, the disparity between the richest and poorest 30 per cent in terms of absolute per capita consumption has been showing an increasing trend. A socialistic pattern of society demands the creation of a sense of partnership among all sections of the community and it is high time that the image of the Government servant as a privileged class, which we inherited from British days, should vanish. Therefore, the levels of salaries adopted for Government employees cannot be out of step with the prevailing economic condition of the masses. At the same time, they have to satisfy the criterion of adequacy for maintaining efficiency.

15. The problem of unemployment still remains one of the most intractable in our country. Besides a heavy backlog of unemployed from the earlier Plans, the rate of increase in the entrants into the labour force at the prevailing rate of population growth

far exceeds the capacity of the economy to create job opportunities. The widespread unemployment among the educated has added a new dimension to the problem. Unemployment of the magnitude prevailing in the country today should normally be expected to depress wages and salaries through the operation of market forces. But the resistance of organised labour has only led to increasing industrial unrest and undermined discipline and efficiency in Government services. Government cannot divest itself of the responsibility for the unemployed; nor can it lend a deaf ear to the legitimate demands of the employees for the maintenance of their real wages. The allocation of available resources between new investment calculated to absorb the unemployed and current expenditure on improving the lot of those already employed under Government is an extremely difficult choice for a welfare State. Our recommendations regarding salary scales have been greatly influenced by this constraint.

(3) Price Trends

16. Price trends during the last decade belied the anticipation of the Second Pay Commission that although prices might continue to go up, there was no reason to believe that serious price instability would develop. In 1960-61—the very next year after the Commission gave its Report—wholesale prices increased by 6.7 per cent. The year 1963 was the turning point when prices began to shoot up and the rising trend has continued unabated with a pause in 1968-69. The All India Index number of wholesale prices (base 1952-53=100) which stood at 135 in 1963 reached 217.2 by February 1970 and the All India Consumer Price Index for working classes (base 1949 = 100) rose from 134 to 215 during the same period. The new indices of wholesale prices with 1961-62 base, and consumer prices with 1960 base, show the following trend:

TABLE II
Trend of wholesale and consumer prices : 1961-62 to 1972-73

I. General Index of Wholesale prices (1961-62=100)					II. All India Average Consumer priced index for industrial workers (1960=100)*				
Years	All commodities		Food articles		Year	General Index		Food	
	Index	% variation over previous year	Index	% variation over previous year		Index	% variation over previous year	Index	% variation over previous year
1	2	3	4	5	6	7	8	9	10
1961-62	100.0	..	100.0	..	1961	104	+4.0	109	+9.0
1962-63	103.8	+3.8	106.5	+6.5	1962	107	+2.9	112	+2.8
1963-64	110.2	+6.2	115.4	+8.4	1963	110	+2.8	117	+4.5
1964-65	122.3	+11.0	135.4	+17.3	1964	125	+13.6	134	+14.5
1965-66	131.6	+7.6	144.6	+6.8	1956	137	+9.6	149	+11.2
1966-67	149.9	+13.9	171.1	+18.3	1966	151	+10.2	164	+10.1
1967-68	167.3	+11.6	207.8	+21.4	1967	172	+13.9	192	+17.1
1968-69	165.4	-1.1	196.9	-5.2	1968	177	+2.9	196	+2.1
1969-70	171.6	+3.7	196.8	-0.1	1969	175	-1.1	190	-3.1
1970-71	181.1	+5.5	203.9	+3.6	1970	184	+5.1	200	+5.3
1971-72	188.4	+4.0	210.3	+3.1	1971	190	+3.3	203	+1.5
1972-73	**205.8	+9.2	238.4	+13.4	1972	202	+6.3	216	+6.4

SOURCE :—I. Office of the Economic Advisor to the Government of India.

II. Indian Labour Journal, February, 1973.

*NOTE :—Figures in the 1960 series prior to August 1968 are derived from the 1949 based index. The conversion factors used are :—

General Index : 121.54 of the 1949 based index is equated to 100 of the 1960 based index.

Food Index : 115.74 of the 1949 based index is equated to 100 of the 1960 based index.

**Average for first eleven months only.

@“Configuration of Indian Poverty” R.B.I. Bulletin January 1970 Page 24.

17. The persistently rising trend in prices which has reached alarming proportions in recent months should be attributed, not to transient causes, but to a deep seated malais in the economy; viz. a chronic imbalance between aggregate demand and aggregate supply. As this situation can be remedied only by a sizeable increase in national output, it will be a time consuming process at the rate at which our economy is growing. Further, the policy of deficit financing which has been responsible for generating heavy inflationary pressures in the economy has little chance of being halted or even checked in the immediate future. In the circumstances, it will be idle to assume that prices will be stabilised even at the present high level.

III. Economic conditions and the Wages Bill

18. We shall now proceed to analyse how economic conditions during the last decade have affected the wages bill of the Government on the one hand and the real wages and attitudes of Government employees on the other. The salary structure of the Second Pay Commission was for all practical purposes based on an index level of 115 in the All India Consumer Price Index (1949-100) and the dearness allowance prescribed was to be adjusted at the discretion of Government whenever the 12 monthly average of the index moved by 10 points. The continuous pressure exerted by the rise in prices on the cost of living was such that from 1959 to date Government had to grant additional D.A./interim relief as many as 16 times and refer the D.A. issue for review first by the Das Body in 1964, and second by the Gajendragadkar Commission in 1966. The present Pay Commission had also to recommend 3 interim reliefs during a span of 2 years. The following table shows the dates from which additional DA/interim relief was granted and the additional cost thereof to the exchequer:

TABLE III

Date of grant	Annual average index level	Total cost per annum (Rs. crores)
1	2	3
1-7-1959	115	31.74
1-11-1961	125	16.10
1-7-1963	<i>ad hoc</i>	10.85
1-2-1964	135	17.36
1-10-1964	145	36.38
1-3-1965	155	25.21
1-12-1965	165	24.90

TABLE IV

Growth of wages and salaries bill of the Central Government and its proportion to revenue receipts and revenue expenditure: 1960-61 to 1970-71

Years	Revenue budget		Wages & Salaries bill		Wage bill as percentage of	
	Total revenue receipts (Rs. crores) (a)	Total revenue expenditure (Rs. crores) (b)	Amount Value (Rs. crores) (c)	Annual growth over the previous year (%) (ages)	Revenue receipts	Revenue expenditure
1	2	3	4	5	6	7
1960-61	1,297	1,246	417	..	32.2	33.5
1961-62	1,488	1,363	445	6.7	29.9	32.6
1962-63	1,930	1,817	492	10.6	25.5	27.1
1963-64	2,381	2,193	581	18.1	24.4	26.5

	1	2	3
1-12-1965	.	165	10.60
		(revised)	
1-8-1966	.	175	28.60
1-2-1967	.	185	29.05
1-6-1967	.	195	29.05
1-11-1967	.	205	30.00
1-9-1968	.	215	30.00
1-3-1970 (Order issued in Sept. 1970)	.	218	97.43 (Interim relief)
1-10-1971 (Order issued in Dec. 1971)	.	228	37.08 (Interim relief)
1-8-1972	.	238	35.93 (Interim relief)
			16 times

19. Besides these, the quantum of C.C.A. and H.R.A. rose consequent upon the changes in the classification of cities and the conversion of the major part of D.A. as dearness pay for the calculation of such allowances. Other concessions granted included the revision of the daily allowance in 1971, enhancement of the night duty allowance and running allowance for railway employees in 1970-72 etc. During the last year Government has granted several more concessions to this category pursuant to the recommendations of the Miabhoj Tribunal.

20. The wages and salaries bill of the Central Government in respect of regular employees alone increased from Rs. 417 crores in 1960-61 to Rs. 1186 crores in 1970-71. This increase was largely due to improvements in wages and salaries but partly also due to an increase in the number of employees. Between 1960-61 and 1969-70, for example, the number of employees increased from 20.94 lakhs to 28.51 lakhs; an increase of about 36.2 per cent over nine year, while the corresponding increase in the wages bill was 152.8 per cent.

21. The increase in the Government's wages bill has, however, to be viewed against the growth of its receipts and the increase in total expenditure. The table below shows the trends in the growth of the wages and salaries bill of the Central Government from 1960-61 to 1970-71 and its relationship with the growth of revenue receipts and expenditure:—

1	2	3	4	5	6	7
1964-65	2,617	2,343	663	14.1	25.3	28.3
1965-66	3,022	2,703	754	13.7	25.0	27.9
1966-67	3,280	3,051	856	13.5	26.1	28.1
1967-68	3,358	3,254	940	9.8	28.0	28.9
1968-69	3,671	3,590	1,007	7.1	27.4	28.1
1969-70	3,998	3,873	1,053	4.6	26.3	27.2
1970-71	4,354	4,191	1,186	12.6	27.2	28.3

SOURCE :—Department of Expenditure, Ministry of Finance.

(a) Include Defence, Railways and P&T.

(b) Excludes payment of Central taxes to States and certain other adjustments.

(c) Exclude casual labour.

22. The above table shows that there was a declining trend in the wages and salaries bill of the Government of India as a percentage of total revenue expenditure from 1960-61 to 1970-71 when it fell from 33.5 per cent to 28.3 per cent. The Wage bill as a proportion of revenue receipts also showed a steadily declining trend from 32.2 per cent in 1960-61 to 25 per cent in 1965-66; but since then it has been rising and reached 27.2 per cent in 1970-71, which is 5 per cent less than the position in 1960-61. Over the years, therefore, both revenue expenditure and revenue receipts have increased faster than the wages and salaries bill. From 1960-61 to 1970-71, the wages and salaries bill increased by 184.7 per cent, when revenue receipts went up by 235.7 per cent and revenue expenditure by 236.4 per cent.

23. It is significant that the increase in the total wages and salaries bill of the Central Government has not been commensurate to the increase either in the revenue expenditure or revenue receipts. The normal tendency in countries which have to assume new functions and responsibilities for development is for the wages and salaries bill to increase more than in proportion to the increase in revenue and expenditure. It would therefore appear that there is some leeway for raising the wage and salary levels without placing an undue strain on the exchequer.

24. It is instructive to analyse how the emoluments of Government employees had increased *vis-a-vis* the increase in per capita national product during the interval between the Second and Third Pay Commissions.

TABLE V

Increase in Per Capita National Product and emoluments of Government employees in 1969-70 over 1960-61

	1960-61 (Rs.)	1969-70 (Rs.)	Percentage increase of (3) over (2)
(1)	(2)	(3)	(4)
Per Capita National Product at current prices (per annum)	306.1	597.4	95.2
Emoluments of Government employees per mensem			
Class IV	80	156	95.0
L.D.C.	171	298	74.3
U.D.C.	220	347	57.7
Assistant	345	521	51.0
Class II	650	815	25.4
Class I A	1250	1395	11.6
Class I B	2250	2500	11.1
Class I C	3000	3500	16.7

25. The above table shows that a large section of the Government employees had not received their due share of the increase in the national product. When per capita national income at current prices increased by 95.2 per cent, the class IV employees alone received an equivalent increase of 95 per cent. The emoluments of all the other categories had lagged far behind. The increase in their monetary emoluments ranged from 51 to 74 per cent for clerical categories, 25.4 per cent for class II, and 11 to 16.7 per cent only for class I employees.

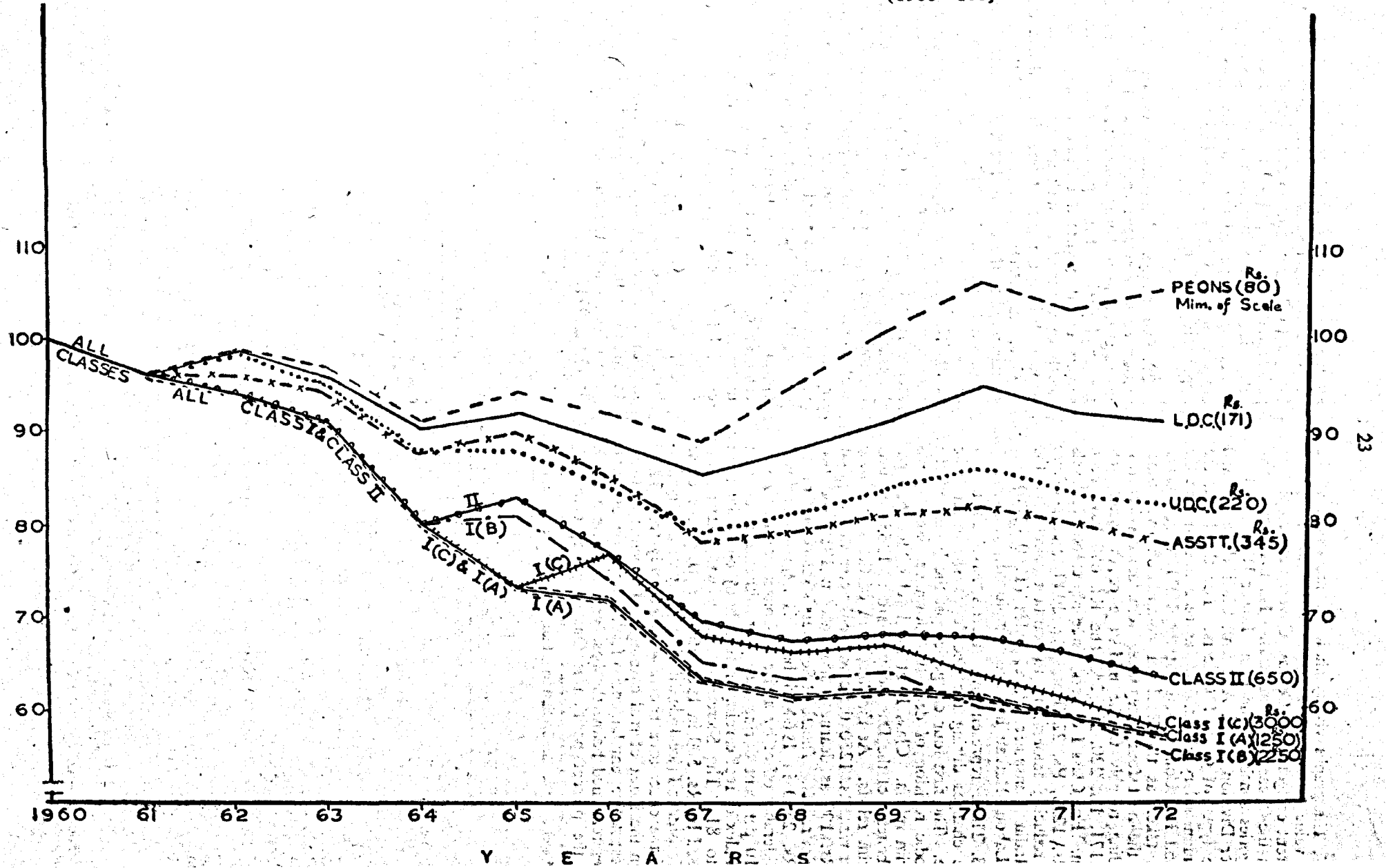
26. The erosion in real earnings of a few selected categories of Central Government employees during 1960—1972 has been worked out in the following table and graphically presented:

TABLE VI
Progress in real emoluments

Salary*		1960	1961	1962	1963	1964	1965	1966	1967	1968	1969	1970	1971	1972
Peon	Salary (Rs.)	80	80	85	85	90.50	103	111	123	135	141	156	156	170
	Index	100	96	99	97	91	94	92	89	95	101	106	103	105
LDC	Salary (Rs.)	171	171	181	181	193	216	229	249	265	273	298	298	314
	Index	100	96	99	96	90	92	89	85	88	91	95	92	91
UDC	Salary (Rs.)	220	220	230	230	242	265	276	298	314	322	347	347	363
	Index	100	96	98	95	88	88	84	79	81	84	86	83	82
Asstt.	Salary (Rs.)	345	345	355	355	380	426	441	464	482	491	521	521	541
	Index	100	96	96	94	88	90	85	78	79	81	82	80	78
Class II	Salary (Rs.)	650	650	650	650	650	740	755	770	770	770	815	815	830
	Index	100	96	94	91	80	83	77	69	67	68	68	66	63
Class I(A)	Salary (Rs.)	1250	1250	1250	1250	1250	1250	1350	1350	1350	1350	1395	1395	1410
	Index	100	96	94	91	80	73	72	63	61	62	61	59	56
Class I(B)	Salary (Rs.)	2250	2250	2250	2250	2250	2500	2500	2500	2500	2500	2500	2500	2500
	Index	100	96	94	91	80	81	74	65	63	64	60	59	55
Class I(C)	Salary (Rs.)	3000	3000	3000	3000	3000	3000	3500	3500	3500	3500	3500	3500	3500
	Index	100	96	94	91	80	73	77	68	66	67	63	61	58

*Salary includes basic pay and D.A. only (for the years 1970 and onwards salary includes interim relief also).

INDEX OF REAL EMOLUMENTS (1960 = 100)



27. The graphs vividly show the movement of the real value of selected fixed levels of emoluments of different categories of Central Government employees from the year 1960 onwards. These representative categories consist of the Peon, Lower Division Clerk, Upper Division Clerk, Assistant, Class II Officer and three types of Class I Officers. For the Peon, the minimum salary of Rs. 80/- as recommended by the Second Pay Commission (at the C.P.I. of 115) has been taken as the level for comparison over time. For the next four categories, emoluments corresponding roughly to the mid-stage of the scale viz. Rs. 171, Rs. 220, Rs. 345 and Rs. 650 have been taken. For Class I officers, three representative levels at Rs. 1250, Rs. 2250 and Rs. 3000 were taken. For reducing emoluments to constant price level, the All-India Consumer Price Index (1960=100) of the Labour Bureau has been employed.

28. These representative salaries have all undergone changes during the decade as shown in the table. The first four categories got the benefit of the periodic revision of dearness allowance and three interim reliefs. Class II at the level of Rs. 650 got the benefits of the Das Body award in 1965 and two interim reliefs. At the maximum of the senior time scale viz., Rs. 1250 there was only one *ad-hoc* grant of Rs. 100 as dearness allowance in 1966 and two interim reliefs. The Joint Secretary's salary was raised to Rs. 2500 in 1964-65 but this improvement was considerably offset by a rise in Consumer Price Index by 10 per cent during that year with the result that the index of real earnings rose only by one point from 80 to 81. The Secretary's salary was likewise increased by Rs. 500 in 1965-66 but a 10 per cent rise in Consumer Price Index during that year also neutralised the effect to a rise of 4 points only from 73 to 77 in the index of real earnings. The value of these representative emoluments of all categories at 1960 prices remained below the base year level upto 1969. But the present position is that excepting class IV,

all the higher categories have suffered a progressive erosion in the real value of their emoluments, ranging from 9 to 21 per cent in the clerical categories, 35 per cent in class II and 40 to 43 per cent in class I categories. If the increases in the rates of income tax during this period are also taken into account, the erosion of real wages in the highest strata would be appreciably higher.

29. Our analysis has clearly shown how a large section of Government employees have suffered a grievous fall in real wages and their position *vis-a-vis* the employees in the organised private and public sectors has deteriorated considerably.* The disparities have widened to such an extent that we cannot hope to bridge the gap at one step. But a fair deal to Government employees demands that the gap should be narrowed to the extent that the finances of Government would permit.

30. The fact that organised labour in many private and public sector enterprises has been able to secure repeated escalation of wages by collective bargaining during the last decade, while Government employees have been suffering a continued erosion of real wages, has not failed to produce its repercussions on the attitudes and conduct of Government employees. This is natural especially because 23.8 per cent of the 29.8 lakh regular employees of the Central Government as on 1st January, 1971 belonged to the category of industrial employees in departmental undertakings such as Railways, P. & T., Defence establishments, etc.

31. Central Government employees' organisations have been becoming increasingly discontented and militant in recent years. The following table shows the trend in the number of disputes leading to stoppage of work and the number of man-days lost from 1960 to 1971.

*See Chapter 5, Section on Fair Comparison.

TABLE VII

Number of disputes in the Central sphere leading to stoppage of work and man-days lost—1960 to 1971

Year	Number of disputes			Number of mandays lost		
	Central Government	Other industries in Central sphere	Total	Central Government	Other industries in Central sphere	Total
1	2	3	4	5	6	7
1960	11	452	463	25,27,638	8,98,462	34,26,100
1962	3	194	197	610	4,69,614	4,70,224
1963	6	190	196	1,24,861	2,13,601	3,38,462
1964	15	355	370	15,072	8,28,900	8,43,972
1965	8	248	256	10,474	8,88,625	8,99,099
1966	20	359	379	45,313	7,05,537	7,50,850
1967	5	672	677	37,263	26,87,484	27,24,747
1968	36	441	477	4,11,785	18,02,496	22,14,281
1969	6	385	391	9,541	16,55,730	16,65,271
1970	22	492	514	3,19,604	34,37,141	37,56,745
1971	13	337	350	4,04,696	16,20,832	20,25,528

NOTE :—1. Central Government includes Railways, P&T, Defence Establishments, CPWD and strikes by the Central Government employees in July, 1960 and September, 1968.

2. Other industries in the Central sphere include ports, mines, oil fields, insurance and others including printing presses of the Central Government.

SOURCE :—Office of the Chief Labour Commissioner (Central), Ministry of Labour & Employment.

32. A pragmatic approach to the problem of wage revision has to take note of the prevailing unrest among the Government employees and their organised strength. From the memoranda received, and during the course of oral evidence, we were able to gauge the intensity of feeling amongst the Government employees, and to assess the very high expectations that the setting up of this Pay Commission has aroused in them. Though we are aware of the stresses and strains imposed on the finances of the Government, and of the need for the utmost restraint in incurring additional non-plan expenditure, we feel that these considerations have to be balanced against the need for enlisting the co-operation of the vast body of Central Government employees. It is undeniable that our ambitious programmes of development cannot make much head-way unless there is a full measure of involvement on the part of the Government employees who have to implement them. In fact, no Government can function efficiently without the unflinching loyalty and dedication to work on the part of its employees from the highest to the lowest. Therefore, notwithstanding all the aforesaid economic and financial constraints, it is incumbent on this Commission to give a fair measure of satisfaction to the Government employees. The present economic situation however demands that the immediate impact of the revised pay scales on the finances of Government should be minimised, while ensuring to the employees their due share in the economic growth of the country.

IV. Financial Resources of the Central Government

33. A review of the finances of the Central Government is called for in order to assess the capacity of the Government to meet an enhanced wage bill and the possible repercussions of a rise in salaries on the resources available for development. We shall, therefore, examine the trends in resource mobilisation as well as the trends in expenditure with special reference to the current Five Year Plan.

34. The financing pattern of the Fourth Plan is as follows:—

TABLE VIII

Resources of the Central Government for the Fourth Plan* :
1969-70 to 1973-74.

Items	(Rs. Crores)		
	1973-74 B.E.	Fourth Plan Period 1969-1974	Present Scheme assess- ment. of Fi- nance
1	2	3	4
I. Domestic budgetary resources			
1. Balance from current revenues at pre-Plan rates of taxes.	86	134	1625
2. Additional resource mobilisation (a)	1290	3253(b)	2100

	1	2	3	4
3. Contribution of Railways at pre-Plan rate fares and freights		-111	-160	265
4. Contribution of posts & Telegraphs at pre-Plan rates of tariff		95	320	225
5. Loans from public (net)		326	1424	900
6. Share of small savings		85	428	274
7. State provident funds (net)		115	496	343
8. Miscellaneous capital receipts (net)		663	2235	2781
9. Special accommodation to the States for meeting their non-Plan gaps (—)		-119	-815	-795
TOTAL OF I		2430	7315	7718
II. Budgetary receipts corresponding to external assistance (net)		448	2194	2614
III. Deficit financing		85	1814(c)	850
IV. Aggregate resources (I+II+III)		2963	11323	11182
V. Deduct—Assistance for State Plans		-849	-3582	-3500(d)
VI. Aggregate resources for the Centre's Plan (e)		2114	7741	7682

*The estimates of resources shown in this table exclude internal resources of non-departmental enterprises, retained profits of the RBI and borrowings by the financial institutions.

(a) Net of States' share

(b) Excludes yield from levies imposed in November 1971 for relief of refugees from Bangladesh. These levies will be withdrawn from 1st April, 1973.

(c) After taking into account the assistance of Rs. 421 crores given to the States for clearing their overdrafts as at the end of April, 1972.

(d) Excludes assistance for Himachal Pradesh, Manipur and Tripura which were Union Territories when the Scheme of Finance was formulated.

(e) Includes Plan assistance to Union Territories.

35. From the point of view of resource mobilisation the trends in saving in the Indian economy deserve particular attention. During the first decade of planning, domestic savings as a ratio of national income rose from 5.3 per cent to 9.6 per cent and advanced further to 10.5 per cent in 1965-66. It fell to 8 per cent in 1967-68 but again picked up in the next year. On the eve of the Fourth Plan net investment in the economy stood at 11.2 per cent of the net national product, but domestic saving was only 8.8 per cent. The objective of self-reliant growth requires that domestic savings, including both private and public savings, be stepped up to match the projected levels of investment. The Fourth Plan therefore envisages a rise in the rate of aggregate domestic saving to 13.2 per cent by 1973-74 and 16.6 per cent by 1980-81. The long-term projections of the Plan are based on a significant increase in public saving from 1.4 per cent of the national income

to 4.5 per cent by 1973-74, as against an increase in house-hold saving from 6.4 per cent to 7.6 per cent and corporate saving from 1.0 to 1.1 per cent during this period. But the Midterm Appraisal showed that both public savings and aggregate domestic savings had remained practically stagnant.

36. On the receipts side, tax revenues have shown much buoyancy during recent years. Receipts from old taxes especially the corporation tax and import duties are expected to improve substantially over the original estimates for this Plan period. The performance in the field of additional resource mobilisation has been remarkable. As against the five year target of Rs. 2,100 crores under this head, the measures under taken during the five years are now expected to give a net yield of Rs. 3,253 crores (excluding the yield from levies in aid of Bangladesh and the share of the States in the divisible pool). The railways have been in the red for some years, but the situation is slowly improving, as is shown by the small revenue surpluses of Rs. 17.8 crores in 1971-72 and Rs. 12.4 crores in 1972-73, though this was attributable to reduction in dividend liability following the recommendations of the Railway Convention Committee. The revenue surplus for 1973-74 is estimated at Rs. 25 crores. These surpluses are, however, not sufficient to meet their requirements outside the revenue account for which they have to depend on the general revenues. Their own contribution for the Fourth Plan was originally estimated to be Rs. 265 crores at the pre-Plan rates of fares and freights and Rs. 150 crores from additional resource mobilisation. Though additional resource mobilisation of the order of Rs. 314 crores had been achieved, the net contribution of Railways for the Fourth Plan is estimated to be only Rs. 154 crores. On the other hand, the Posts and Telegraphs Department is expected to contribute Rs. 152 crores more than the original estimate. The contribution of other Central public enterprises to our Plan was expected to be of the order of Rs. 1,044 crores. This has proved to be a gross overestimate, as their contribution was only Rs. 92 crores in 1969-70 and Rs. 103 crores in 1970-71 as per the Mid-Term Appraisal. The prospects of any sizeable increase in public savings will hinge heavily on a vastly improved performance of these undertakings.

37. The expenditure pattern in the 'Seventies' can be considered abnormal, as it was complicated by political developments and natural calamities. But a review of the preceding decade clearly shows an underlying steadily rising trend in expenditure which is largely attributable to inflation. The costs of both Plan and non-Plan schemes went up by leaps and bound during this period. The three interim reliefs sanctioned by the Centre from 1970-71 account for an extra burden of Rs. 188 crores in 1973-74. The steps taken by the Central Government to give relief to their employees in the context of rising prices naturally produced repercussions on the State Governments, public enterprises and local bodies. The extra annual burden of these relief measures is shown in the following table:—

TABLE IX.

Additional annual burden on the Centre on account of increases in DA and Interim Reliefs to Central Government employees and on the State Governments on account of revision of pay scales and increases in DA and other allowances to State Government employees and employees of the local bodies from 1959-60 onwards

(Rs. Crores)			
Year of revision	Extra annual liability		
	For Centre on account of DA revisions and Grant of interim reliefs**	For all States together on account of revision of pay and allowances	Total extra liability for Centre and States
1	2	3	4
1959-60	31.74	—	31.74
1960-61	—	13.24	13.24
1961-62	16.10	10.79	26.89
1962-63	—	6.87	6.87
1963-64	28.21	1.73	29.94
1964-65	36.38	57.08	93.46
1965-66	60.71	58.58	119.29
1966-67	57.95	97.85	155.80
1967-68	59.05	103.92	162.97
1968-69	30.00	70.92	100.92
1969-70	—	50.64	50.64
1970-71	97.43	85.16	182.59
1971-72	37.08	116.96	154.04
1972-73	35.93(a)	54.23(b)	90.16
Total 14 years	490.58*	727.97*	1218.55

NOTE:—In all cases where revisions have been effected during the course of the year, the full year effect has been shown for that year in this table.

*This does not take into account the annual growth subsequent to each revision as a result of increase in the number of employees.

**Excludes additional burden on account of increases in other allowances.

(a) Full year effect of third interim relief sanctioned in September 1972. Additional liability in 1972-73 is only Rs. 20.96 crores.

(b) Revisions made upto 15th September, 1972.

38. The additional annual liabilities incurred from 1959-60 to 1972-73 have mounted up by a cumulative process. But there is one significant difference between the Centre and the States in that whereas at the Centre the last pay revision was in 1959, all the then existing States had one or more pay revisions in the meanwhile; 8 States had two or four revisions, while Haryana and Andhra Pradesh had 5 and 6 revisions respectively. Several States have now adopted the Central D.A. pattern. The revision of salaries and D. A. by the State Governments have to some extent recoiled on the Central Government's resources position, as it became incumbent on the Centre to grant special accommodation to some States for meeting non-Plan gaps, to sanction ways and means advances to States for clearing their overdrafts with the Reserve Bank of India and to make a larger devolution of funds under the Finance Commissions' awards—from Rs. 240 crores in 1960-61 to Rs. 1325 crores in 1973-74. The total incidence of these measures of assistance to the States is however not precisely determinable.

39. Market borrowings and miscellaneous receipts from saving schemes have been greatly facilitated during the decade by a better climate for saving and investment. There has been a distinct improvement in the quantum of investible funds of the nationalised banks, the L.I.C. and Provident Fund Schemes. Net market borrowings during the Fourth Plan are therefore expected to exceed the original target by about Rs. 524 crores and the collections through small saving schemes and provident funds are improving appreciably in recent years.

40. The last decade has thus been one of continuous stresses and strains on the finances of the

Central Government. It is remarkable that these challenges have been squarely met and the Centre is still in a position to achieve the Fourth Plan target of raising Rs. 7682 crores. But deficit financing during the Fourth Plan period as it is now estimated, will be of the order of Rs. 1814 crores, as against Rs. 850 crores envisaged in the original scheme of finance. This constitutes an inflation potential which is bound to have its repercussions on the price level. Though the current economic situation is somewhat sombre due to certain transient factors, the financial position of the Government is basically sound and can be expected to improve with time, provided some measure of success is attained in stabilising the price level.

CHAPTER 5

PRINCIPLES OF PAY DETERMINATION

1. We are required by our terms of reference *inter alia* to enquire into and make recommendations on the principles which should govern the structure of emoluments and conditions of service of Central Government employees. There is, however, no mention of the word 'principle' in the sub-paragraphs specifically empowering us to deal with either the All-India Services or the Armed Forces. We have interpreted our terms to mean that the principles we formulate for the Central Government employees should be of general applicability, and should also broadly apply to the All-India Services and the Armed Forces personnel, though in certain circumstances, deviations may be called for because of the special circumstances in which these categories operate.

2. Though our predecessor Commissions had also discussed the principles of pay fixation, a re-appraisal of the principles is fully justified by the changed circumstances of today. The scope of Government's activities in the modern welfare State has expanded both extensively and intensively in recent years. With the advent of developmental planning, the role of the Scientists and the Technologists has assumed great importance. The pay structure has to reflect such changes in social values. Further, the last few years have witnessed the completion of a number of important inquiries like the National Commission on Labour, the Administrative Reforms Commission etc., whose findings and conclusions have a bearing on our work. All these factors point to the need for a re-appraisal of the principles of pay fixation so that these may be better attuned to prevailing conditions and to anticipated future trends. By its very magnitude, the public sector salaries affect the economy as a whole and the prevalent wage-level. Since 1956 employment under the Central Government has increased from about 1.86 million to about 2.84 million in 1972, *i.e.*, by 52.7 per cent. Total employment in the public sector has increased from 5.2 million to 11.2 million over the same period, *i.e.*, by about 115 per cent. In manufacturing industries, with which comparisons of Government scales are usually made, the total employment was 3.97 million approximately, and amounted to less than one-half of the employment under the Central Government, the State Governments and local bodies. The total investment by the Central Government in public sector undertakings has increased from Rs. 81 crores at the beginning of 1956-57 to Rs. 4,157 crores* at the end of March, 1971. It is reasonable to assume that in the foreseeable future the public sector will continue to grow apace. Thus, the principles of pay

fixation that the Government may adopt are likely to have far-reaching effects on the economy as a whole.

Some Characteristics of a Sound Pay Structure

3. There are three major requirements of a sound pay system *viz.* inclusiveness, comprehensibility and adequacy**. One idea sought to be conveyed by the term 'inclusiveness' is that the pay structure and the career pattern adopted for the civil service proper should also be broadly adopted by autonomous quasi-governmental organisations. In common with other countries, the tendency in India has been towards the proliferation of autonomous bodies which are largely immune from governmental control in their day to day running, and are allowed considerable freedom to manage their personnel and financial matters.

4. The practice has resulted in lack of uniformity and different pay scales are prescribed by different organisations for broadly comparable work. These differences become all the more prominent for routine and standardised types of works, *e.g.* those of messengers, typists and clerks. Large blocks of employment have been created outside the Civil Service proper and not subjected to the same discipline with regard to recruitment, minimum qualifications, scales of pay and promotion prospects. These new organisations are often in a position to outbid the Government itself with the Government's own money for recruiting scarce talent. This also results in competitive bidding between the various public sector undertakings and in undesirable features such as the flight of key personnel from one undertaking to another and a general escalation in salaries. Where an undertaking is solvent and finances additional expenditure arising out of upward pay revisions of its staff from its own resources, there are extenuating factors, but the practice may still be questioned on the ground that surpluses for further investment are being eroded. Where the undertaking relies heavily on subventions from the public exchequer, and yet increases salaries out of lines with civil service salaries, without controlling the numbers involved, there this action is indefensible, and such instances can be readily cited. U.N. Publications† have referred to at least two foreign Commissions which have commented adversely on excluding autonomous bodies from overall governmental control in pay and personnel matters. We shall deal with this issue in somewhat greater detail later in this chapter.

*The total investment in Central Government undertakings on that date was Rs. 4,993 crores approximately, the balance representing the contributions by private parties and State Governments. (Annual Reports 1970-71 of Bureau of Public Enterprises, page 3).

**Handbook of Civil Service Laws & Practices (U.N. 1966) Page 85.

†U.N. Handbook of Civil Service Laws and Practices, Para 205, Part I.

5. A second instance where the requirement of 'inclusiveness' is violated is in the large scale appointment of casual, contingency and workcharged employees. It is possible, in these circumstances to employ persons on wages which are dictated entirely by conditions of supply and demand, without being tempered with considerations of social justice and equity. Lack of security does not encourage these persons to give of their best; the unscrupulous, having no stake, are freed from inhibitions. Further, the employment of such personnel is liable to abuse because of the uncertainty of their tenure and the almost unfettered discretion given to the appointing authorities to select and to discharge persons at will. It appears desirable that where staff have to be entertained on a fairly long term basis, they should be brought within the ambit of the normal civil service procedures, so as to ensure that the best recruits are attracted at the salaries that are offered, and they are able to function in an atmosphere conducive to efficiency. We have been told of engineers moving on from one project to another, as they are completed, who have spent the best years of their life with the Government, but have remained temporary, and been denied both security of service and pensionary benefits. We have also heard complaints about the claims of temporary personnel to promotion being rejected in favour of junior permanent recruits. We are of the view that such procedures create avoidable dissatisfaction, and preclude the Government from securing the best that these temporary appointees are capable of. The remedy would lie in greater circumspection when making the initial appointments so that the minimum number of temporary personnel are recruited. Where such appointments are inescapable, suitable persons should be absorbed in due course to permanent posts, if the need still remains, or the temporary organisation wound up as soon as the specific work in hand is completed.

6. The second criterion is that of "comprehensibility". This means that the pay scale proper should provide a true and comprehensible picture of the total remuneration given to the Government employee. The distorting factors in such cases are the variety of allowances and additions to pay that are sanctioned. Some of these allowances are unexceptionable, as they amount to no more than the reimbursement of the expenses legitimately incurred by the Government employee in the due discharge of his duties e.g., travelling allowances both on tour and on transfer. There is another group of additions to pay viz. special pays, which are given on account of a specific addition to the duties and responsibilities of a government employee, for instance, owing to a combination of appointments, or because of the specially arduous nature of the work performed. Where such special pays are granted to provide for a temporary need, their validity is beyond question. In many cases, they may be given deliberately to avoid fragmentation of the cadre, and to introduce flexibility in transfers and postings e.g., special pays granted for holding certain secretariat appointments primarily on the ground of arduousness of duties and additional responsibilities, and special pays prevalent in the P&T Department for certain categories. In a number of instances, however, special pays are

granted on a long term basis and in the form of a charge allowance to compensate for the additional duties and responsibilities discharged by an individual or a group of individuals in the same pay scale. In these latter cases, the legitimacy of the addition to the normal pay may be questioned on the ground that a simpler, and more rational approach would be to recognise the higher level of duties and responsibilities by the grant of an appropriate higher scale of pay. We shall have occasion to refer to this matter in greater detail in Chapter 8.

7. Another group of perquisites have been sanctioned on grounds which are not so apparent, and more often than not it is difficult to precisely evaluate the benefits conferred upon the Government employees in strict financial terms. A typical instance is the provision of rent-free houses. The concession is widely prevalent in the Postal Department, and is allowed to Post Masters and Sub-Post Masters. The justification given for the concession is that the particular functionary has to be readily available for the efficient discharge of his duties e.g. receipt and despatch of mails at odd hours. It is also said that but for the concession of a rent-free residence, higher emoluments would have to be paid. His presence also obviates the need for appointing separate security staff. It is, therefore, argued that the concession is in the public interest. We appreciate that in these circumstances, the grounds adduced may be valid. On the other hand, we think that it would not be in the long term interest of the Government employees that the public exchequer should be normally called upon to bear both the capital cost and the recurring maintenance cost for their housing, as this practice would inhibit fresh construction by the Government. The Government employees would stand to benefit from a massive construction programme for residential units in view of the chronic shortage in most cities, and they should be prepared to pay a reasonable rent for the accommodation provided. Accordingly, whenever the concession of free housing came to our notice, we closely examined the attendant circumstances, our general approach being that the normal rent should be charged, unless there were good reasons to the contrary.

8. We found a variety of concessions and allowances applicable to the Armed Forces. Some are clearly essential in order to maintain their fighting efficiency e.g., provision of free rations according to prescribed scales. There are, however, certain other allowances which, we think, should be closely examined and their continuance or modification recommended in consonance with the general principle of comprehensibility. Instances are the special disturbance allowance and qualification pay. Similar instances have also come to our notice on the civil side, for example, the inner and outer line allowances and the detachment allowance sanctioned for the Border Security Force and the Central Reserve Police. Nurses are drawing a messing allowance of Rs. 60/- per month. In all these cases, we have considered whether the particular allowance should be maintained as a separate entity, or it should be merged with the basic pay. The advantage of the latter course

would be two-fold. Firstly, aspirants for each category would know beforehand precisely what total remuneration they could expect and therefore, could decide for themselves whether the Government offer was sufficiently attractive. The multiplicity of allowances, coupled with a certain degree of uncertainty regarding their admissibility, are seldom understood by candidates with the result that when they make their appraisals the attractiveness of government service in strictly monetary terms is considerably discounted. The Government may not therefore get full value for the money it is spending by way of quality in the fresh recruits. Secondly, the Government, Parliament and the public should have a clear, exhaustive and accurate picture of the total expenditure incurred by the public exchequer for maintenance of government employees, both civil and military. Perquisites which cannot be evaluated in monetary terms, or allowances scattered over many budgetary heads, mask the true picture of the expenditure incurred in maintaining and provisioning the services.

9. The third requirement of a sound pay structure yet to be considered is "adequacy". The principle that the pay given to a government employee should be adequate can be examined from two aspects. Firstly, it should be internally adequate, i.e. it should take due cognisance of the individual's attributes, such as education, training and skill, as well as of the duties and responsibilities attached to the posts, and should remunerate each post accordingly. This requirement may necessitate a review of the pay structure having regard to the need for specialists and the salaries other employers pay these scarce categories. Equalitarian concepts may also necessitate a review of the differentials that have hitherto prevailed, and of the relative worth of the normal office worker when compared with the skilled manual worker in the factory, or in the field. In making our recommendations, we have taken these factors into account, and the modern ferments which sometimes run counter to traditional attitudes.

10. A sound pay structure should, in addition, be externally adequate. While government employees naturally both need and value security, they also need and value a reasonable standard of living, which should provide some measure of protection of existing standards from erosion on account of inflation or rising costs. As already explained*, government employees in India, except those at the lowest level, have suffered marked reduction in their standard of living, and in real earnings since the First and Second Pay Commissions reported, owing to rising costs and loss of purchasing power. Besides bare physical needs, every family also has its conventional or social needs. A family should not be obliged to live in a manner that sets it apart from other families in the social group to which it belongs, and that makes it unable to live according to the established customs of the community.

11. Few will question the need for the highest degree of integrity and probity amongst government employees. Many of them are called upon to exercise discretionary powers which are built into the relevant statutes, e.g. in taxation matters. Though ultimate responsibility can and does rest with the Minister, the permanent officials are often in a position to influence the decision-making process in matters where the financial stakes are large, such as grant of industrial and import licences, award of contracts, and location of industries. It is essential to inspire confidence that all such matters are decided objectively and impartially. While it is not argued that the payment of high salaries by itself is a guarantee for the honesty and integrity of the public service, it can be confidently stated that payment of a salary which does not satisfy the minimum reasonable needs of a government servant is a direct invitation to corruption. Unless a government employee is paid an adequate wage, it becomes difficult to maintain discipline, in the absence of which the Government cannot function. In the ultimate analysis, it is the right of the government to dismiss an employee or take other punitive measures against him, which acts as a deterrent to misconduct. When the remuneration paid by the Government is itself inadequate and the government servant is aware of alternative employment opportunities where he does not stand to lose financially, the deterrence of these punitive measures is greatly reduced.

12. In applying the adequacy criterion, we have to take into account all aspects of government service and consider the totality of circumstances. Remuneration is certainly an important factor but it is only one of a number of other factors in determining the conditions of service of government employees. In fixing the remuneration, we have felt it necessary to weigh all aspects and to take note of certain other conditions of employment peculiar to government service, notably security of tenure, assured prospects of promotion up to a particular level, leave privileges, and pensionary rights.

13. It has also been said that there are certain intangible benefits that are peculiar to government service and these should be taken into account when fixing the remuneration of government employees. Thus, the Second Pay Commission† pointed out that higher grades in the Civil Service may continue to attract recruits of the best quality at emoluments lower than those available in the private sector because of the high social value of the civil servant's work and the importance they attach to opportunities for participation in shaping the public policies and in carrying out programmes intended for the benefit of the community. The same point has been put somewhat differently by the Priestley Commission‡ of the United Kingdom. They have observed that though the civil service might be recruiting and retaining efficient staff, this fact does not necessarily prove the

*Chapter 4

†Chapter IV, Para 8.

‡Command 9613-Paras 90-91.

proposition that the rates of pay given to them are fair. They were of the view that financial considerations were not the sole, or even always the principal incentive which attracts recruits to the civil service. Tradition, family background and a sense of vocation may all play a part so that, except in the very long run and in a very general way, there may be only a tenuous connection between recruitment and rates of pay. The point has been re-affirmed by the Prices and Incomes Board* of the U.K. They were of the view that if the work-content or the associated status or power provided the individual with the scope to attain satisfaction and self-fulfilment, he may be willing to forgo significant financial rewards which may be available in alternative, but less demanding assignments.

14. We have considered how far these non-economic benefits should be taken into account under the conditions prevailing in India today. We think that these rewards can be no substitute for adequate monetary remuneration, taking the Civil Service as a whole, though they may inspire a few devoted persons, who should be considered exceptional, and hardly representative of the general run of government employees. While a sense of mission and self-fulfilment may motivate an individual and spur him on to greater efforts, these factors will only come into play after his basic needs and those of his family have been satisfied. The crux of the matter is that the Government has to compete with other employing agencies including the private sector and nationalised Industries for the available talent. Frequently, the salary offered is the decisive factor that weighs with the candidate. In recent years, the relative advantages of government service as compared with other types of employment have been diminishing. The lustre formerly associated with the prestige and status of the superior civil service has dimmed. As it should be in a democratic form of Government, true power vests in the elected representatives of the people rather than in the civil service. It is given to only a microscopic segment of the civil service to exercise any real authority and to have the satisfaction of feeling that it is able to influence policy. The vast majority of government employees discharge routine duties, sometimes under trying conditions, and are denied this stimulus. Further, with increasing ramifications of the functions of Government, the government servant is being exposed more and more to public criticism. Unlike the employees in the private sector, there are restrictions imposed on government servants by the Conduct Rules. Though the extent of these restrictions vary, depending upon whether the government servant is employed under a typical Ministry or under the Railways and the P&T which are quasi-commercial in their operations, the Conduct Rules impose restrictions on private trade and employment, communication with the press and political activities. We feel that these restrictions should also be borne in mind as counter-balancing factors in assessing the intangible non-economic benefits which government service is supposed to confer.

15. On the contrary, attractions of the non-governmental sector are increasing e.g., adequate medical facilities, pension and gratuity, liberal provident fund and minimum bonus are now provided. Security of employment even in the private sector is of a high order for particular categories of employees owing to the organised strength of the trade unions. In determining the appropriate pay scales, we have kept in view the supposed non-economic benefits as well as the restrictions peculiar to Government service, but while doing so, we have tried to maintain the proper perspective.

16. The requirement that a sound pay structure should satisfy the test of "adequacy" may be in order as an abstract proposition, but before it can be used as a guideline for practical purposes, certain other criteria will have to be laid down by which the adequacy or otherwise of the proposed salary can be judged. We shall elaborate the point further on. At this stage, it will suffice if we were to point out that the test of adequacy in the final analysis would be whether suitable candidates are available at the proposed pay scales and are content by and large to remain with the Government at a reasonable level of satisfaction.

17. Yet another requirement of a sound pay structure is that it should be fairly simple and rational. The plethora of pay scales which have come into existence over the years, does not seem to be justified. Minor differences in the pay scales between one category and another generate demands for pay revision on grounds of disparities and alleged discrimination. Broadbanding† of several scales of pay would tend to reduce such minor differences and should lead to more contentment by removing these irritants. Reduction in the number of pay scales is also administratively convenient, because with simplification of the structure, it is easier to prepare pay bills, to control complements, and to check budgetary provisions. On the other hand, as we shall see later,‡ there are limitations to making any drastic reduction in the number of pay scales.

Supply and Demand Considerations

18. The Islington Commission of 1915 laid down the principle that the Government should pay so much and so much only to its employees as was necessary to obtain the recruits of the right stamp and to maintain them in such degree of comfort and dignity as would shield them from temptation and keep them efficient for the term of their service. Even in the hey day of British rule, the Islington Commission moderated the operation of the law of supply and demand. They pointed out that the Government of India was practically in the position of a monopolist employer, who was unembarrassed by a trade union and supplied with an abundant labour market. Though by reason of these factors, the Government was free to fix its own rates, nevertheless, the Commission was unable in fixing these rates for Indians, to proceed

*Report No. 132, Command 4187-Para. 63-65.

†By this term we mean that where different posts carry roughly the same level of responsibility, they should have the same pay, and no attempt should be made to mark minor differences in the content of the work by minor differences in pay.

‡Paras 99-101.

solely on principles governed by the ideal of cheapness. They then went on to consider the responsibilities attached to the appointments concerned and the necessity of placing officers above the reach of temptation.

19. The First Pay Commission referred to the test formulated by the Islington Commission and added that it had been criticised as Ricardian in spirit and based on the capitalistic outlook of the Nineteenth Century. They referred to the growth of trade unionism in the services and to their vague expectations of a new order. The Commission sympathised with the longings of the services and took cognisance of the new trends including that of socialism. The following* extract sums up their conclusions in this regard :

“We recognise that even if wages in private employment could be allowed to be fixed by pure bargaining—but this too is no longer the case—the application of some ‘moral principle’ is expected, when the Government happens to be the employer”.

They were, therefore, led to think that the test formulated by the Islington Commission had only to be liberally interpreted to suit the conditions of the present day and to be qualified by the condition that in no case, should a man's pay be less than a living wage (which the First Pay Commission appear to have treated as synonymous with the minimum wage).

20. We may now turn to the Second Pay Commission. They concluded that the minimum wage should be determined not merely on economic considerations but should also satisfy a social test—both because of its intrinsic validity and because of its bearing on efficiency. They added that a combination** of social and economic considerations was appropriate also in the determination of the highest salaries.

21. During evidence, it was pointed out by an eminent and responsible authority that in certain cases the pressure of public opinion weighed very strongly in favour of a limited number of issues which derived their impetus from some general considerations of equity or specific grievance. Nevertheless, he advised that some attempt must be made to bring supply and demand considerations to bear on the Commission's recommendations. An economist of repute agreed during oral evidence that demand and supply would have to be accepted in a very broad sense. We are of the view that the test laid down by the Islington Commission and re-affirmed in essence by the First Pay Commission still has a certain degree of validity even in the present vastly changed situation. While supply and demand considerations cannot be ignored, they are subject to various qualifications. Where, as in our country, the supply of labour at the unskilled level, is abundant, wages would tend towards a starvation level if left to market forces. Minimum pay in such a society has to have reference to the essen-

tial physiological needs of a worker, together with his dependents, irrespective of the conditions of demand and supply. Beyond this level, however, demand and supply forces do have relevance. And, in so far as our point of reference is one particular sector of the economy—the Government sector, the supply of a category of workers is related to the pay that similar workers receive in a competing sector. The adequacy or otherwise of the pay structure in the Government sector, beyond the “minimum subsistence” level, is to be judged by the level of salaries that obtain in alternative occupations under similar conditions of service. If the level of pay in the Government sector is relatively low, the supply of suitable personnel in this sector will tend to shrink in the long run, if not in the short. Even within the Government sector, the supply of personnel in any specific line of occupation is influenced by pay in that line *vis-a-vis* other lines. Where personnel of a particular type are in short supply relatively to existing and prospective demand, pay has to be made more attractive, and at the same time provision should be made for the necessary training of personnel. Proper adjustments in relative pay structures in different occupations are indeed an instrument of manpower planning for future economic development.

22. All this is subject to one overriding socio-economic consideration concerning the absolute levels of pay in the intermediate and upper ranges. How far can society permit these levels to go? This is not merely an economic question, it is also a social and psychological question. In the intermediate ranges which involve a large number of employees, the limit is set by what the economy can afford, considering its resources potential. In the upper ranges, where the number is small and the financial implication of high salaries not so significant, the limit is set by considerations of social acceptability, irrespective of the degree of scarcity of talents. This is an aspect which has to be borne in mind while pay scales in the upper ranges are fixed, even though it may militate against the demand and supply principle in the market sense. Again, transient imbalances either of supply or demand should not be given undue importance; it is the long term trend that should receive more attention.

Equal pay for equal work

23. All the Federations have accepted the principle of ‘equal pay for equal work’ for determining the salaries of Government employees. They have mostly emphasised the need for ‘job evaluation’, and have expressed the view that these techniques can be used for devising a salary structure on scientific lines, and for determining proper wage differentials. The Confederation of Central Government Employees and Workers and the National Federation of P & T Employees have urged the present Pay Commission “to enquire into the claims of each and every category in each and every department, evaluate their jobs on (a) scientific basis and determine their wage differentials”. As mentioned in Chapter 2, they have

*Report of the First Pay Commission—paras 43 and 44.

**Paras 19 and 30 (Chapter IV) of the Report of the Second Pay Commission.

proposed that wage-board type committees should be set up immediately so that the work of job evaluation could be undertaken jointly by the management and workmen. The Indian National Defence Workers' Federation have said that job evaluation is a necessity, at least for the industrial categories. The All India Defence Employees' Federation have urged that even though the present Pay Commission may not be able to undertake job evaluation, considering the urgency of revising the pay structure, it should take steps to set up Sub-Committees for Job Evaluation, so that marginal adjustments and modifications to the pay structure recommended by it may be made after these Sub-Committees have gone into the details.* The Federation of National P & T Organisations have suggested that the matter may be left to the P & T Administration which has acquired the experience to adjudge varying skills and responsibilities pertaining to different occupations within its jurisdiction.

24. The National Federation of India Railwaymen have said** that modern job evaluation techniques are capable of being applied in devising the salary structure for Government employees. They have qualified this statement by pointing out that over the years job relativities have been established in the context of job requirements and job conditions; these relativities have acquired significance. They have drawn attention to the special features of Railway working and also suggested the setting up of an expert bipartite body within the frame-work of the Pay Commission to determine the pay scales for Railway employees.

25. However, the Confederation, the National Federation of P & T Employees and the National Federation of Indian Railwaymen do not find the adoption of a 'unified grading structure' to be feasible in view of the multifarious functions of the Government and the "vastly disparate nature of its activities" in different spheres. The National Federation of Indian Railwaymen has pointed out that the railway employees have been put to a lot of hardship as a result of the adoption of a unified approach by the First and the Second Pay Commissions. According to this Federation, these Commissions have not realised the special features of work in the Railways.

26. The All India Railwaymen's Federation (AIRF) in their memorandum have stated that the structure of emoluments and service conditions should be commensurate with the duties and responsibilities of Railwaymen, who are industrial workers. They have added that the number of pay scales for Classes III and IV employees should be limited to about 12, while those for the officers' cadres should be brought down to about four. They have recommended broad-banding. While suggesting 12 scales, the AIRF have desisted from suggesting which particular category should be allotted which one of the 12 suggested scales. They state: "this is a matter for Job Evaluation to be undertaken by the Pay Commission itself". They have replied in the affirmative to our question concerning the feasibility of bringing all Central Government posts on a unified grading structure. They have added that they are in agreement with the

recommendations of the Administrative Reforms Commission except that 16 grades have been suggested by them instead of 25, as in their view it was possible to group different skills, competence, responsibility and hazards within this number. The All India Defence Employees' Federation is in favour of adopting the 'unified grading structure' for all categories of Government employees. The Indian National Defence Workers' Federation is also in favour of a 'unified grading structure' but for employees other than industrial workers.

27. The principle of 'equal pay for equal work' and the related question of the feasibility of job evaluation under Indian conditions were also taken up with senior officials of the Government and we are grateful to them for giving us their views either in replies to the questionnaire or in the course of oral evidence. One official advised us that while the Commission may not be in a position to evaluate jobs within the Government to any significant extent, attempts should be made to identify some glaring examples of unequal pay for equal work, obviously with a view to rectification. Another very senior officer made the significant point that while the principle is a sound one and is widely accepted, it is not always easy to apply it in practice. The same officer thought that job evaluation techniques had only limited applicability in devising a salary structure for Government employees as there were many jobs under Government which were not capable of such precise definition as in a commercial or industrial undertaking. Another highly responsible officer told us that job evaluation may be satisfactory at the shop floor level where it may be possible to identify the type of work done and its value to the total organisation. He was of the view that job evaluation may be feasible in cases involving quantitative measurements, but it could hardly be satisfactory in the sphere of qualitative measurements. He added that it would not be possible for the Government to undertake job evaluation for all posts; but he agreed that if it were contended that a particular job had not been properly ranked in relation to other jobs of the same category, then job evaluation could be undertaken for resolving the dispute, and the Staff Inspection Unit may be entrusted with the study. He made the further point that the adoption of job evaluation techniques merely meant the substitution of the judgement of the Finance Ministry, or of the Department of Personnel, as at present, by the judgment of of the concerned "expert" in future should job evaluation be introduced, i.e. the subjective element would still persist.

28. In the context of the general demand of 'equal pay for equal work', it may be relevant to consider the provisions of clause (d) of Article 39 in the Directive Principles Part of the Constitution which requires that :

the State shall, in particular, direct its policy towards securing, that there is equal pay for equal work for both men and women.

*Reply to question 3 of the Questionnaire by the All India Defence Employees' Federation.

**Reply to the Questionnaire by the NFIR.

The Supreme Court, in the Hindustan Antibiotics* case, to which we shall have occasion to refer again, interpreted this Directive rather widely and did not restrict its applicability only to equality as between men and women. The principle has otherwise also acquired an aura of equity and fair play, and demands further consideration with reference to actual conditions.

29. As pointed out earlier, the official witnesses had sensed some difficulty in the application of this principle. The Second Pay Commission also referred to the same issue while considering horizontal and vertical relatives. Because of the hierarchical structure and the fact that each level in the hierarchy shoulders greater responsibility than, and supervises the work of, those at the lower level, the Second Pay Commission thought that vertical relativities should, obviously, be recognised by differences in the rates of remuneration. According to them, if it were otherwise, there would be no economic incentives for seeking promotion to a higher grade or reward for accepting greater responsibility. In our view too, there can be little doubt that incentives have to be provided for persons to assume heavier responsibility—and it is inherent in the system that supervisors carry greater responsibilities than those supervised. Further, there should be incentives for the acquisition of a greater degree of skill. Thereafter, the Second Pay Commission discussed horizontal relativities and stated** as follows:—

“Horizontal relativities should, normally, be a less important factor in the determination of salaries; it is difficult to make valid comparisons between classes in different occupational groups, or with entirely different kinds of duties; and the supply and demand and, in consequence, the recruitment conditions, also vary a great deal from one occupation or profession to another. Moreover, as increased importance is attached to comparison with outside rates, the difficulty of working out horizontal relativities within the public service on any other basis, would increase.”

They went on to add that there was no scientific process for working out fair relativities. In their view a systematic and careful examination of the existing relativities and their re-adjustment where the changed conditions so require, or where the traditional valuation has been unfair or irrational, should achieve the degree of fairness that is humanly possible. Elsewhere, when referring to clause (d) of Article 39 of the Constitution they refrained from expressing any opinion on the constitutional issues involved but added†:

“We would only mention that in recommending pay scales for various categories of staff we have kept in view the broad principle that

services and posts whose duties and responsibilities are comparable should, other relevant circumstances being the same, carry substantially the same or comparable rates of remuneration. Since the same pay scales are applicable to both men and women employees, the question of discrimination on the ground of sex does not arise.”

These extracts when read together would suggest that the Second Pay Commission gave primary importance to establishment of proper vertical relativities and to the maintenance of existing relativities except where they required re-adjustment owing to changed conditions or where traditional valuations appeared unfair. Horizontal relativities could only be attempted for work of a strictly comparable nature and in the absence of a scientific process, comparisons with occupations which are basically different could not be relied upon.

30. In their report on Personnel Administration, the Administrative Reforms Commission (ARC) have stated that while they do not propose to deal with the emoluments to be attached to particular jobs or services, they would advocate certain basic principles, which should govern the formulation of the wage structure. They have made it clear, however, that it would be for the Government to work out the detailed implications. They have suggested‡ that the posts in the Civil Service should be grouped into grades so that all those which call for similar qualifications and involved similar duties and responsibilities fall in the same grade. The same pay scales should be applied to all posts in the same grade. They have gone on to state that the posts in the Civil Service (by which they mean not only the Government of India but also the State Governments) should be brought within a framework of 20—25 grades. They envisaged an evaluation of the posts so that they could be fitted into these grades. The scheme has been termed the introduction of a common or unified grading structure. According to them, the task of seeking and getting the best man for each job will be facilitated by such a structure, having regard to the pace at which the number and variety of jobs in the Civil Service are increasing.

31. At almost the same@ time the Fulton Committee was examining the structure, recruitment and management of the Civil Service in the U.K. They, too, have used a similar phrase, and recommended the replacement of the numerous classes and their separate career structures by the creation of a classless, uniformly graded structure of the type that is now being adopted in many large business firms, and similar to the system used by the Civil Service in the United States. It has been clarified to us that the similarity in wording was merely coincidental, and that the A.R.C. did not pay much attention to the Fulton Committee's Report, as the U.K. did not afford an exact parallel, and they went strictly by what they thought were the needs of India.

* (1967) I. S.C.R. 652.

** Para 31—page 31 Chapter IV.

† Page 103, para 8 (Chapter X).

‡ Recommendation No.8.

@The report of the Administrative Reforms Commission on Personnel Administration was forwarded to the Prime Minister on the 18th April, 1969 and the Report of the Fulton Committee of the U.K. is dated 19th June, 1968.

32. We have been struck by certain similarities in the recommendations of two major bodies concerned with the reform of the services, working independently of each other, and in dissimilar environments, one in a mature industrially advanced democracy, and another in a country trying to achieve economic growth and social justice. Both these bodies have suggested a relatively small number of grades. Both the bodies have suggested scientific analysis and evaluation of jobs, which should precede the adoption of a unified grading structure*. Certain other similarities, which come to notice are : Firstly, according to Fulton, fixed annual increments do not give enough incentive to effort and make possible too easy a progress for those who do not pull their full weight. The Administrative Reforms Commission claim as an advantage of the unified structure that an automatic upward movement in a time scale will be checked. Secondly, Fulton asserted that no post should be the preserve of any one group, except in so far as individuals in the group may be uniquely qualified**; our Administrative Reforms Commission have highlighted that certain posts and categories of posts can no longer be regarded as the close preserve of generalist cadres alone***. Thirdly, the Fulton Report recommended the uniformly graded structure in order to give effect to the principle of the best man for the job†. The Administrative Reforms Commission also claim that the task of seeking and getting the best man for each job will be greatly facilitated by the unified grading structure they proposed‡.

Fair Comparison

33. We have been discussing the principle of 'equal pay for equal work' in the limited context of Government employment. The principle however, may also be assumed to have general applicability and it could be argued that equal work, whether in the public or the private sector, should be equally remunerated. We now propose to discuss this wider issue.

34. Almost all the memoranda we have received have drawn attention to the more favourable terms admissible to the employees in the organised private sector than those admissible to Central Government employees doing comparable work. The demand made has been for a "fair comparison" of the duties and responsibilities as also of the emoluments prevailing in jobs under the government and those outside. A further point that has been urged strongly, both in the memoranda received by us, and in the evidence tendered before us, was that the Central Government employees felt aggrieved by the far higher emoluments that their counterparts were receiving in various public sector undertakings for doing what was considered to be comparable work. They have added that when new public sector undertakings, e.g., the Food Corporation, were set up, then many of their colleagues (and not necessarily the most efficient) were quite fortuitously

sent to the new undertaking, they have in the mean while prospered more than those remaining with the parent Ministry. The argument runs that the higher emoluments drawn in the public sector undertaking cannot be justified either on the ground of higher duties and responsibilities, or by the need to recruit better qualified or more competent staff. They consider it anomalous that the same Government which finances the public sector undertaking should pay its own employees less, under similar conditions.

35. The issue has been commented upon by many commissions and committees. The First Pay Commission£ flatly stated that any attempt to remedy social inequalities or to change the pattern of economic distribution must be *directly* made by the State adopting measures that embrace all classes of subjects, rather than by adopting indirect measures such as reducing salaries of public servants.

They further@ stated:—

".....it is only reasonable that so far as practicable, a 'fair relativity' should be maintained between the rates of pay of certain classes of civil servants and comparable outside rates, the parity being judged only with reference to long-term trends in wage levels in the country".

36. While considering the question of maximum salary, and some of the suggestions of the late Dr. D. R. Gadgil, they made§ the following observations:—

"We agree that the State should not compete with private enterprise in respect of prize jobs; but we are unable to agree with the view that the salaries of public servants could with safety be reduced much below the standard of remuneration available to men of capacity in private service posts similar in nature and responsibility".

37. The Second Pay Commission made a detailed study of the suitability of the principle of fair comparison for adoption under Indian conditions with or without qualifications. They concluded that this principle had serious practical limitations. They referred to the difficulty of getting full and systematic information regarding rates of outside wages. They also pointed out that the duties and responsibilities in the public service and the organisation of Government Departments often with deep hierarchies had usually no exact parallels outside. In any case, it was those outside rates which result from the operation of the free market mechanism that supplied the primary economic guide. On the other hand, because of the monopolistic character of governmental activities e.g., Railways and Posts and Telegraphs, a relationship between wages and salaries and the demand for the product of labour was impossible to discover. They drew attention to the criticism that the adoption of such a

*Para 216 of the Fulton Committee Report, and Para 39, Chapter III of the Administrative Reforms Commission Report on Personnel Administration.

**Para 217 of the Fulton Committee Report.

***Para 37, Chapter III of the Administrative Reforms Commission Report on Personnel Administration.

†Para 218 of the Fulton Committee Report.

‡Para 17 Chapter IV of the ARC Report on Personnel Administration.

£Para 43—pages 27-28.

@ Para 44—page 28.

§Para 53—page 35.

principle would result in a "circular procedure", as the Central Government being the biggest single employer in the country, wages and salaries in organised employment outside often followed the pattern under the Government. Their* views may be summed up in the following extract :

"In the circumstances, while refraining from adopting fair comparison with outside rates as a principle suitable for full and detailed application, we recognise it as one of the important factors to be taken into account—a factor, however, to be considered at present usually in a broad way and with discrimination. But we think that even where the remuneration is to be determined mainly on other, for instance social considerations, comparison with outside rates should be used as an aid and a corrective".

38. In some other countries, the principle of 'fair comparison' with outside employment is followed for determining the pay of the civil service. Thus the Priestley Commission in the United Kingdom reaffirmed the broad principle to be followed in determining wages of Government employees as the maintenance of a "fair relativity" between their wages and those in outside industry as a whole. That Commission adopted as its objective "an efficient civil service fairly remunerated". Their concept of fairness was tripartite, namely, fair to the community, fair to the head of the department and fair to the employee. They felt that a correct balance could be achieved only if the primary principle of fair comparison of civil service pay with current remuneration of outside staff employed on broadly comparable work and taking account of differences in other conditions of service, were adopted. It was fair to the community because the citizen could not reasonably complain that he was being exploited if Government paid what other responsible employers also paid for comparable work. The principle also safeguarded the civil service from political pressures. The salaries would not then be susceptible to arbitrary variations and changes would have to be applied simultaneously to all members of the grade or the class. Civil Service pay negotiations could be segregated from political issues. Fair comparison was advocated because it would enable the service to obtain the necessary recruits, some of the highest ability and a high proportion of average ability. It was fair also to the individual civil servant as it would guarantee that he would receive his just deserts and his salary could not be arbitrarily reduced. Also he had no cause for legitimate complaint if his pay approximated that of the outside world.

39. The Fulton Committee† reiterated the same principle though they had suggested far-reaching changes in the structure of the Civil Service. They added that the principle of "fair comparison with the current remuneration of outside staffs employed on broadly comparable work", which was established by the Priestley Commission remained valid and would continue to be necessary to the efficiency as well as to the contentment of the service. One qualification was made in

the context of their recommendation for a unified grading structure, viz., the outside comparison should be made as part of the process of job evaluation, assessing both the importance of the job to the work of the service, and establishing the rate for similar jobs outside the service. It is noteworthy that each of their grades was to carry a range of pay (*i.e.*, a scale) which would be relatively broad, and the structure they conceived of permitted overlapping of salaries between grades so as to provide scope for rapid advancement. They envisaged that while the most able would be promoted well before they reached the maximum of their grade, others could continue to earn salary increases within that grade.

40. In the U.S.A., comparability between Federal salaries and those paid by trade and industry for similar jobs has been laid down by statute. They have an elaborate system of collecting information, and establishing the equivalence of posts. As a result, the salaries attached to the relatively few grades into which the Federal Service is divided have been changed rapidly in an upward direction during the last few years so as to reflect the rise in wages generally. The position classification system of the U.S.A. is based on an initial job evaluation. A single grade spans several occupational groups. Nevertheless, the Federal Government have succeeded in maintaining this system over a considerable period of time unlike the Canadians. Though the Canadians adopted a system of classification by job evaluation as long ago as 1919, and the Glassco Commission wanted to preserve job evaluation, and the unified grading structure, a consensus emerged that such a system would encounter immense difficulties owing to the pressure of the labour market. The result has been a system of separate occupational groups, each group with its own pay plan and its own grade structure, this structure itself being the result of job evaluation.

41. In the Philippines, the Wage and Position Classification Office prepares a compensation plan which reflects salary data obtained by means of a nation-wide survey of salaries for certain key jobs in private industry. From this survey, certain points of reference in the development of the pay plan are obtained. In Japan, by statute the pay of Government employees has to be determined having regard to the difficulties and responsibilities of the tasks performed, and the level of responsibilities. Here too, it is based upon a detailed survey of the pay and allowances prevailing in some 33,000 private establishments.

42. In France, though the pay of a Government post is determined on a scale laid down after considering the usual parameters, the translation of the indices on this scale into financial terms is based on various considerations including prevailing market rates, budgetary considerations etc. The U.N. Handbook‡ of Civil Service Laws and Practices states as follows :—

"In France, an economically advanced country, the Competition of the private sector, the strength of civil service unions and perhaps

*Para 29—page 30.

†Command 3638, para 226.

‡Page 200—para 176.

the political philosophy, have contributed towards ensuring that the civil service as a whole obtained sufficient adjustments of pay to secure itself against the effects of inflation, although senior classes may have suffered. It is questionable whether the service as a whole has succeeded in sharing fully the rising standards secured outside, and persons in Classes A and B may consider themselves comparatively under-remunerated".

It will be seen that fair comparison as such has not been adopted as a formal principle in France though prevailing market rates of remuneration do influence governmental salaries. Its precise impact has been made dependent upon a number of extraneous factors and the Government has assured itself considerable flexibility in determining civil service salary. The Government also emphasises the need for harmonising its pay scales with those prevailing in the public sector. In other countries also "fair comparison" as such has not been adopted as a principle, e.g., West Germany, Nigeria, Kenya and Malaysia. International practice is thus far from uniform.

43. Though the Second Pay Commission stated that full and systematic information was not available regarding rates of wages even in the well organised sector of commerce and industry, and information regarding salaries except where they had been subject matters of public enquiry or adjudication was even more scanty, we did not find it difficult to secure similar information. Below are given two tables showing the emoluments under the Central Government and those under some selected non-governmental undertakings for the Peon/Messenger and the Clerk/Typist categories respectively :—

TABLE I

Emoluments (Basic Pay + DA) under the Central Government and some selected undertakings out side

(Information collected as on 1-1-72 for latter)

	A—Peon (In Rs.)					
	At the minimum of the scale			At the maximum of the scale		
	Basic	D.A.	Total	Basic	D.A.	Total
Central Government	70	100*	170	85	112*	197
Nationalised Class 'A' Banks	116	111	227	200	192	392
Reserve Bank of India	135	130	265	235	226	461
Engineering Company	150	67	217	179	67	246
Oil Mill	50	243	293	131	380	511
Electrical Manufacturer	47	232	279	119	378	497
Petroleum Industry	85	133	218	125	169	294
Pharmaceuticals	55	330	385	133	411	544

*Includes Dearness Pay and first, second and third Interim Reliefs.

N.B.—D.A. relates to the period January-March, 1972.

*Page 117, Para 27.

B—Clerk (in Rs.)

	At the minimum of the scale			At the maximum of the scale		
	Basic	D.A.	Total	Basic	D.A.	Total
	Central Government Nationalised Class 'A' Banks	110	139*	249	180	163*	343
Reserve Bank of India	170	122	292	550	396	946
Engineering Company	210	162	387	590	454	1084
Oil Mill	+15†	68	261	+40†	72	377
Electrical Manufacturer	95	320	415	371	621	992
Petroleum Industry	98	338	436	313	618	931
Pharmaceuticals	145	211	356	375	318	693
	125	397	522	365	691	1056

*Includes Dearness Pay and first, second and third Interim Reliefs.

†Special Pay to the Typists.

NOTE:—D.A. relates to the period January-March, 1972.

44. It will be noticed that for these categories the prevailing Central Government rates even after including the three instalments of interim relief do not compare favourably with those of the banks or reputable concerns in the private sector.

45. During the course of our enquiry, instances came to light when public sector undertakings substantially increased their scales of pay even though some of them were incurring heavy losses. The only reason why these undertakings were able to pay higher wages despite the lack of profitability was the backing provided by the Central Government and its tax revenues. It is significant to compare the position as it now prevails with the position noted by the Second* Pay Commission in the following extract from their report:—

"At present, a Lower Division Clerk Starts at Rs. 115 (pay plus dearness allowance) and goes upto Rs. 190. The awards made by adjudicators to which we have referred earlier, indicate that comparable employees in private employment start on an average at Rs. 100 per mensem. In the Life Insurance Corporation, an Assistant starts at Rs. 125; and in the State Bank for Clerks working in Area I, where the scale is the highest, the total emoluments at the start are Rs. 111. It is only in the Reserve Bank of India that a Clerk starts at higher emoluments, viz., Rs. 142.50. On the whole, however, the present pay of Lower Division Clerks does not compare unfavourably with the corresponding rates in outside employment. Considering this with the nature of their duties, we recommend for Lower Division Clerks the scale of Rs. 110-3-131-4-155-EB-4-175-5-180."

46. The relative deterioration over the years of Central Government scales of pay, particularly as compared to those of the banks, which are now nationalised, calls for serious consideration.

47. We have obtained data, which is tabulated below, regarding the ratio of salaried employees and wage earners outside agriculture to the total economically active population and also the ratio of the number of Central/Federal Government employees to the total number of salaried employees for various countries.

TABLE II

Country	Year for which data available	Total economically active population (millions)	Salaried employees as % of population outside agriculture (millions)	Ratio of(4) to(3) %age	No. of Central/Federal Govt. employees. (millions)	Ratio of Col. (6) to Col. (4) as %age.*
(1)	(2)	(3)	(4)	(5)	(6)	(7)
India	1971	183.61**	24.09**	13.1	2.77	11.5
Australia	1966	4.86	3.88	79.8	0.22£	5.7
Canada	1971	8.63	7.25	84.0	0.19†	2.6
France	1970	21.33	15.58	73.0	1.60£	10.3
Japan	1970	52.76	33.03	62.6	1.17§	3.5
U.K.	1966	24.86	21.97	88.4	0.69£	3.1
U.S.A.	1970	85.90	75.98	88.5	3.08£	4.1

*Since the figures in Col. (4) and (6) do not relate to same Years in all cases, the percentages though broadly correct cannot be claimed to be meticulously accurate.

**Includes Jammu & Kashmir, Dadra & Nagar Haveli, Pondicherry, NEFA and Goa, Daman & Diu. The total of economically active population in these areas was 2.09 million in 1971. Data derived by Registrar General and communicated by letter dated 27-10-1971.

£This is for the year 1969.

†This is for the year 1970.

§This is for the year 1968.

SOURCE: Year Book of Labour Statistics (ILO), 1971-Table 2 (A) except for India (for Col.3 and 4).

48. Two features stand out. In India the number of salaried employees and wage earners is a much smaller percentage of the total economically active population, as compared with the corresponding figure for the other countries which are more advanced. Secondly, the number of Central Government employees in India is a significantly higher percentage of the total number of salaried employees and wage earners as compared to the corresponding percentage for other countries. The Government of India has a dual role, being responsible not only for the governance and development of the country as well as the

uplift of the masses but also for the contentment, efficiency and morale of its own employees where it functions in the role of an employer. It can be expected that a reasonable balance should be struck between these two roles and one role should not acquire overriding importance at the expense of the other. The Government of India cannot formulate its wages and salaries policy oblivious of its developmental role, and to the detriment of the masses. Much literature (to which we have referred while passing in Chapter 6-Minimum Remuneration) has recently come out indicating the depth and extent of poverty in India. It is to be expected, therefore, that the Government will proceed cautiously so as not to accentuate existing disparities and exacerbate social tensions. The figures given in the table above suggest that while it may be possible for the U.S.A., U.K., Canada and Japan to fully follow private sector scales of pay for determining civil service salaries and France may give considerable importance to this principle, the vastly different conditions prevailing in India as brought out above, may warrant a somewhat different approach. This is all the more so having regard to the dominant position of the Central and State Governments in the employment field, to which we have drawn attention in paragraph 2.

49. In order to assess how wages and salaries in the organised private sector were relevant for determination of Government salaries at present, we went into the question in some detail. Data from the Annual Survey of Industries and other sources* show that money earnings for industrial workers had increased from 1960 to 1966, the index number for 1966 being 157 with the money earnings for 1960 as the base. Real earnings had also gone up from 100 in 1960 to 106 in 1966 (index numbers only). For non-workers (i.e. the supervisory and allied staff), the real earnings had, however, gone down from 100 in 1960 to 96 in 1966 (index numbers only). The same trend is evident for 1967 also for which year data for wages and salaries are available, but not for other "benefits and privileges". It is also noteworthy that wages, salaries, benefits and privileges to staff, which aggregated 55.7 per cent of the value added by manufacture in 1960 had increased to 58.5 per cent in 1966. We compared how gross profits on the one hand and salaries, wages and bonus on the other had varied as a percentage of the net sales. Gross profits in the private corporate sector had declined from about 10.3 per cent in 1960-61 to 8 per cent in 1968-69, but had improved thereafter to about 9 per cent in 1970-71. Salaries, wages, etc., had also declined from 14.8 per cent in 1960-61 to 13.4 per cent in 1968-69, i.e. less sharply than profits. After 1968-69, however, it had gone down still further. Our purpose in referring to these figures is to show that labour in India was able to use its organised strength to improve both money earnings and real earnings and if anything to better its relative position. This contrasts with the position found by the Committee on Fair Wages, 1949, which expressed the view that wages fixed as a result of collective bargaining may not approximate to the fair wage because of unequal bargaining.

*This data will not compare with the similar data in the Indian Labour Statistics, as there is no limit of Rs 400/-p.m. for workers, and the definition of 'Factory' is different.

50. Published studies* in the Division of Monetary Economics, Reserve Bank of India, indicate that during the period 1965 to 1971, which was one of rising manufacturing and wage costs, the large manufacturing firms have been in a position to pass on the rising costs to the final consumers. It has also been pointed out that profits after tax as a percentage of net worth have improved since 1968-69 for these large companies being 11.5 per cent in 1970-71. This is the highest since 1965-66 (10 per cent).

51. Organised industry in India functions under highly sheltered conditions because of the licensing of imports, absence of foreign competition, chronic shortages, increased demand which may have received a fillip from the 'green revolution', control exercised over the establishment of new units, etc. General observation also confirms the trend pointed out by the R.B.I. studies that industry, particularly a big company, is usually in a position to shift increased costs, including wage costs, to the consumer. In these circumstances, industry is often prepared to accede to the demands put forward by labour unions rather than face labour trouble, involving strikes, and closure of industrial establishments. Certain State Governments have been known to lend their weight to the demands made by labour. Some of the reasons which seem to have weighed with management in avoiding a show-down with their workers are indicated in the following paragraph.

52. Some units may already be in financial distress and any stoppage would result in loss of viability, and permanent closure or liquidation in their case; where there is competition, individual units realise that it would only be a matter of time before their competitors also would have to face similar situations, and allow similar concessions to their workers; there was a reasonable expectation, if not near certainty of their ability to eventually pass on increased wage costs to the consumers, with the result that their profits would be only marginally affected, and closure of their units would be a far less attractive alternative; companies earning reasonable profits have little compunction in increasing wages because a substantial percentage of their profits in any case go as Corporation Tax.

53. The present wage and salary structure prevailing in organised industry may not, therefore represent the structure that would have evolved as a result of the operation of market forces under conditions of near perfect competition, as was observed also by the Second Pay Commission. This factor has, therefore, to be borne in mind when applying the principle of fair comparison.

54. During 1970-71 we noticed that certain groups of industries were able to record quite handsome profits, as will be shown by the figures below indicating profits after tax as a percentage of net worth :

Aluminium	19.3%
Other non-ferrous metals (basic)	18.8%
Mineral Oils	16.6%
Silk and rayon textiles	16.3%

Medicines and pharmaceuticals	15.5%
Electrical manufactures	13.5%

The level of wages and salaries, which is feasible for profitable industries to achieve, may be beyond the reach of an elected government, that has to depend on public support, and functions in a dual role, as already indicated. Not only establishment charges, but also costs incurred for welfare measures, the security of the country, and investment for development have to be met largely from tax revenues. There are severe constraints, both economic and political, on increasing tax revenues.

55. We find also that government employment even in production plants and quasi-industrial units differs considerably from employment in normal trade, commerce and industry not only in content and scope but also in the performance that is expected from the employee. Industry in the organised private sector is geared primarily to the task of producing a limited number of specified goods as economically as possible, with a view to maximising returns. Production under the Government is carried out for meeting internal demands, and is incidental to the functioning of the Government. Workshops and production units exist primarily as captive units in the Railways and the P & T. The Railways and the P & T themselves are service organisations. The tariff structure is oriented more towards serving the public and meeting particular social needs. The Railways have highly favourable telescopic rates for foodgrains, coal and other bulk freight and incur losses of Rs. 26 crores per annum on moving foodgrains, and Rs. 8.5 crores on coal, even after the recent freight increase on the latter. The Post and Telegraph authorities charge below cost for services such as Post Cards and Money Orders. The Ordnance Factories are meant primarily for serving the needs of the military, and sell their production mostly to the Government. Self-sufficiency, reliability etc. are given more weight than costs in the overall interest. Surplus capacity and manpower may have to be retained in peace time for the security of the country, and to meet threats of external aggression, as these factors constitute the base for rapid expansion in an emergency.

56. We would like to caution that a straightforward comparison of Government scales of pay with those prevailing in various non-governmental concerns may be misleading. We have found that in many cases the duties and responsibilities actually performed are not adequately reflected in the designations used. To achieve proper comparability of posts it would be necessary to consider the actual duties and responsibilities under the Government and those in a private concern, and thus ensure that similar assignments were in fact being compared. Further, any comparison would be vitiated if it did not take into account other features which are peculiar either to Government service or to private trade and industry e.g.

(a) The normal practice under the Government is to have a long time scale. The practice in private trade and industry is to have short scales or even

*Reserve Bank of India Bulletin July, 1972.

fixed pays. There are inherent difficulties in comparing a particular pay having perhaps a small spread, with a range where the maximum may well be double the minimum.

(b) Bonus is admissible to industrial and commercial employees in the private organised sector and the minimum bonus has recently been raised to 8.33% even for concerns which are not making a profit. The Payment of Bonus Act, 1965 expressly states that nothing in the Act will apply to employees employed by an establishment engaged in any industry carried on by or under the authority of any Department of the Central Government.

(c) Promotional prospects may be entirely different. While the Government attempts to ensure some degree of advancement often on the basis of sheer seniority, promotion in the private sector is dependent to a greater extent on performance, and as a reward for work considered useful by the management. Future prospects should be considered together with present remuneration in assessing the worth of a post.

(d) As pointed out by the Finance Secretary in his evidence, in the private sector and also in some of the public sector undertakings the number of posts above the middle management level diminishes rapidly. Thus, though a few posts may be remunerated at high rates, they can benefit only a microscopic segment. The practice followed by the Government benefits a relatively higher percentage of the total but to a smaller extent—as compared to the private sector.

(e) Specially in the middle and higher level posts, Government employees enjoy certain safeguards regarding security, disciplinary matters and promotion. These matters may require consultation with an independent body such as the Public Service Commission. These safeguards may not exist in private concerns.

(f) Government posts often carry housing and pensionary benefits which are considered more attractive than those prevailing in the private sector.

57. It appears to us that comparisons sought to be made between the Government and the private sector ignore some basic differences. The motivation and personnel policies adopted in the two sectors are vastly different. The aims and objectives of a commercial or industrial house are fairly clear, even if limited. Management has greater flexibility and is prepared to reward performance, judged according to commercial standards, by higher emoluments. Conversely, for the indifferent performer, progress may be less assured. The Government has many regulatory, welfare and development tasks to perform. There is constant contact between the executive agencies, the politicians, and the public. The aim of the Government is to achieve fairness, objectivity and impartiality, when executing policies laid down by it. The rules of seniority and of cadre regulation make out-of-turn promotions and monetary rewards for Government servants the exception rather than the rule.

58. For certain types of posts and functions, outside comparison in fact breaks down because these functions and posts are unique to the Government. Instances such as those of the Customs and Excise staff, Income-tax Officers, Controllers of Exports & Imports, Air Traffic Controllers, the entire Armed Forces and para-military organisations, readily come to mind. The only rational way of fixing the salary levels of these categories of staff would be an assessment of their work content, the results being moderated, if necessary, by internal comparison and the establishment of equitable horizontal relativities between such personnel and other personnel according to well-established criteria. This was more or less what the Priestley Commission also recommended* in the U.K. for specialised categories peculiar to the Government.

*59. Because of the persistence with which the demand for equation of governmental scales of pay with those of comparable posts under the public sector undertakings was voiced, we considered it desirable to study the matter in some detail. Public sector undertakings can take different forms e.g. Government companies or statutory corporations. With regard to the former, the previous practice was to include in the Articles of Association a proviso to the effect that no post carrying pay above a certain monetary limit would be created, or appointments made to such posts without the prior approval of the President. In any case, the Government exercised considerable control because they appointed the Chairman, Directors etc., and fixed their terms and conditions of service. Officers of the Central Government e.g., of the administrative Ministry and the Finance Ministry, were also appointed to the Board of Directors to function as channels of communication and to ensure that the Government companies did function in accordance with the policies of the Government. Usually, the President was empowered by the Articles of Association to issue directions and instructions "in regard to the finances, conduct of business and affairs of the company". The company was enjoined to give immediate effect to the directions or instructions so issued.

60. In regard to the statutory corporations, the relevant statute itself usually authorised the corporation to fix the pay and conditions of service of its employees, though the terms and conditions of service of the top executives were prescribed by statutory rules or by Government orders. Even with regard to those categories of employees whose terms and conditions were to be fixed by the corporation, the necessary regulations of the Corporation had to secure the *previous* approval of the Central Government, (*vide* Section 60 of the Damodar Valley Corporation Act and Section 45 of the Air Corporations Act applicable to Indian Airlines Corporation and Air India). The Government was inclined to cast a jealous eye on the emoluments paid by the corporation and public sector undertakings to their employees and to scrutinise the proposals, may be even too meticulously. As recently as 1968, detailed instructions

were issued by the Bureau of Public Enterprises laying down guidelines* for dearness allowance, travelling allowance, house rent allowance etc.

60-A. The Estimates Committee** of Parliament in its 52nd Report 1963-64 (Third Lok Sabha) went into the pay structure of public sector undertakings and suggested the setting up of a Committee with the representatives of the Ministries of Finance, Industry, Home Affairs and heads of major public sector undertakings to give proper guidance in this matter. They emphasised the need for a rational and sound policy in regard to pay scales, which should be based on some scientific method so that persons doing the same or equivalent work received approximately the same pay, at least within a particular region. They expected the Committee to classify posts with more or less equal responsibilities and to reduce the number of pay scales to the minimum. They also drew a distinction between the public sector and the private sector. They were of the view that the former was emerging as the biggest employer and should set the pace for other employers by *pegging* the salaries rather than competing with the private sector in this regard.

61. The Administrative Reforms Commission reported on public sector undertakings in October, 1967. One of their recommendations was the creation of Sector Corporations. They went on to emphasise the need to evolve a common policy for the salaries and conditions of service of the employees of these Sector Corporations†. The ARC, however, thought that the enforcement of a uniform pattern in the matter of pay and allowances of employees in the public sector as a whole would neither be advisable nor practicable in view of the number and variety of jobs. Though the Government did not accept the recommendation for setting up the Sector Corporations, they appreciated the need for a common policy on salaries etc., and thought that while it may not be practicable to work out a uniform pattern for all public sector undertakings, yet where rationalisation was possible, it should be effected. For this purpose, the concerned Ministries could form co-ordinating groups for similar and allied types of undertakings under their administrative control. Implicit in these decisions was that though the sector corporations were not to be set up, the Government themselves would take over their role in this regard.

62. An important recommendation‡ of the A.R.C. was that all appointments below the Board level should be made by the Board itself. The Government, however, issued orders in February, 1969 reserving powers only for the creation of posts to be held by the Chairman, Managing Director, other members of the Board of Directors, and General Managers of

constituent units, but giving full powers to the Board of Directors to *create* all other posts below the Board level, irrespective of pay. It seems clear that these orders exceeded what the A.R.C. had in mind, as the power to make appointments had now been converted into the power to create posts below the Board level, with no financial limits whatsoever on the pay.

63. We may here refer to certain important judicial pronouncements which are relevant for our purpose.

In the *French Motor Car Company's*§ case, the Supreme Court agreed with the views they had earlier expressed to the effect that in the case of certain common categories of employees such as Drivers, Clerks and Stenographers, it might be possible to take into account scales of pay even in those concerns which were engaged on entirely different lines of business, for the work of employees in these common categories was, more or less, similar in all concerns. In elaboration of these conclusions, the Supreme Court held in *Greaves Cotton's*£ case as follows:—

"The principle, therefore, which emerges from these two decisions is that in applying the industry-cum-region formula for fixing wage scales, the Tribunal should lay stress on the industry part of the formula if there are a large number of concerns in the same region carrying on the same industry; in such a case in order that production cost may not be unequal and there may be equal competition, wages should generally be fixed on the basis of the comparable industries, namely, industries of the same kind."¶ But where the number of industries of the same kind in a particular region is small it is the region part of the industry-cum-region formula which assumes importance particularly in the case of clerical and subordinate staff for, as pointed out in the *French Motor Car Co.'s* case, there is not much difference in the work of this class of employees in different industries."

In the *Hindustan Antibiotics*££ Case, the Supreme Court stated that the concepts of minimum wage, need-based wage, fair wage and living wage, though accidentally evolved in industrial adjudication relating to industries born in the private sector, applied equally well to industries in the public sector. From the workers' point of view the character of the employer was irrelevant, as the worker was interested in his pay packet and if he was given reasonable wages it mattered little to him whether he was working in the private or the public sector. The Directive

*No. 2(142)/68-BPE(GM) dated 6th September, 1968 (Appendix XII of the 50th Report of the Committee on Public Undertakings 1968-69.

**Paras 124-131.

†Recommendations No. 3, 4, and 47 (i).

‡Recommendation No. 12(5).

§(1963 Supp. 2 S.C.R. 161

£(1964) 5 S.C.R. 362, 368.

££1967] I.S.C.R. 652.

Principles of the Constitution did not countenance the invidious distinction which was sought to be made on the basis of the character of the employer. The Court came to the conclusion that the same principles evolved by industrial adjudication in regard to private sector undertakings would govern those in the public sector having a distinct corporate existence. These findings of the Supreme Court establish a nexus between the workers of the private sector undertakings and those in the public sector undertakings while retaining the industry-cum-region concept.

64. On the other hand, since the Government has the controlling, if not the sole, interest in the public sector undertaking, and is also the authority for the appointment and removal of the members of the Board of Management, it cannot disown responsibility for such vital matters as the pay scales adopted by the undertaking, and the disparities between those scales, and the pay scales applicable to its own employees. Such disparities in remuneration could thus be removed only if the Government scales of pay were to be modelled strictly according to the scales prevailing in the private sector. For the reasons elaborately dealt with above, we did not consider this arrangement to be suitable. We are thus faced with a dilemma.

It appears to us that some degree of adjustment is required in all directions for laying down guide-lines for scales of pay in the public sector undertakings and in determining scales of pay for the Government's own employees.

65. The Supreme Court decision in the Hindustan Antibiotics case will need to be interpreted rather flexibly in determining remuneration for the public sector undertakings. First, there are many public sector undertakings which have constituent units located in different regions, e.g., the Hindustan Machine Tools, Fertiliser Corporation of India and Hindustan Steel. For these undertakings, the management may strive for uniformity and may find it inexpedient to pay staff of the constituent units at different rates though they are doing the same work, and therefore, it may well happen that differences among personnel of public sector undertakings *inter se*, and among those of a public sector undertaking and of a private sector undertaking in the same region may emerge. Secondly, the basic motives for setting up undertakings in the public sector and those in the private sector may be totally dissimilar. The Government may embark on activities calling for massive investments and with an inherent lack of profitability, in order to provide the essential infra-structure and a base for further development; here it is the overall national interest rather than the profit motive that provides the justification. According to Professor Robson,* Public Corporations reveal a tendency 'to eliminate the profit-making incentive and to substitute the public service motive.' This fact may partially explain why the percentage of the gross profit to capital employed was 3.9† for the public sector

undertakings during 1970-71 and the difference between this figure and the higher percentages indicated for the private sector in paragraph 54 ante. Thirdly, the Government may desire to set up public sector undertakings with the object of gaining the 'commanding heights' of a particular industry so as to ensure that essential commodities are available to the nation at reasonable prices and in adequate quantities. Fourthly, it may be the policy of the Government to develop the backward areas. As pointed out by the Finance Secretary in his evidence, the location of an industry in backward areas as against the more developed areas, may involve heavier capital expenditure, as much of the infra-structure necessary for the functioning of the industry may not be available and may have to be newly created. In these circumstances, there may be justification for the public sector undertaking *not* being called upon to pay the same level of wages as prevails in the more developed areas, so that the higher initial capital expenditure is partially offset, and the enterprise remains competitive. For these reasons, it may not always be possible or desirable to maintain strict comparability between wages in the public sector undertakings and those in the private sector undertakings even for supposedly comparable posts.

66. It is interesting to note that in the U.K. where fair comparison has been accepted as a guiding principle, there has been some rethinking in recent years. The White Paper of 1969‡ is somewhat critical of the use of comparisons by themselves as grounds for increasing wages and salaries and observes as follows :—

"in present circumstances, general use of the 'comparability' argument as a basis for pay increases is a recipe for inflation. This is particularly true of claims based on :—

- the mere maintenance of traditional relationships which have no economic justification;
- the restoration of differentials between higher and lower paid workers following an increase given deliberately to improve the position of the lower paid;
- the restoration of pay relativities which have altered over the years as a result of changes in the social structure;
- the matching of pay increases earned by other workers under efficiency agreement."

When considering civil service pay, the White Paper states "indeed where comparisons are used in determining the pay of public servants, the results may be inflationary unless every possible step is taken to maximise the efficiency with which the labour is used; and this places a special responsibility on employers, unions and workers to ensure that this is done."

*Nationalised Industry and Public Ownership—William H. Robson, page 68.

†Annual Report of the Working of Industrial and Commercial Undertakings of the Central Government 1970-71, page 18.

‡Command No. 4237 paras. 90 and 95.

67. An Economist* who studied the working of the National Board for Prices and Incomes in the U.K. gave the following as a reason why the Board sought to reduce the role of comparability :

“the widespread use of comparability tended to set off a process of leap frogging or a ‘wage-wage’ spiral. Increases in wage rates granted to one section of the work force, sometimes for special reasons, tended to be quickly imitated by other sections; in return the original group then applied pressure to restore its differentials; and so on.”

According to the Board, even when comparisons have to be made, it should be on a refined and not on a crude basis. They write as follows in their Report** on Salary Structures:

“We conclude from our examination of general salary reviews that excessive reliance is placed at present on comparisons with supposed market rates. Full and accurate information about salaries paid for comparable jobs is a useful tool in salary administration, but the information at present collected is often very inadequate and is used in an uncritical and inflationary way. The justification for a general salary increase should be examined primarily in relation to the contribution required of the staff towards increasing productivity, considered in the light of systematic information and planning.”

68. It seems clear, therefore, that in fixing scales of pay whether in the public sector undertakings or under the Government, disproportionate importance should not be given to private sector salaries. The fact that a particular category is getting a certain wage in a private concern should not *ipso facto* be a reason, on grounds of supposed comparability, for raising the salaries of a similar category either in a public sector undertaking or under the Government. We think that the uncritical use of such comparisons without considering the work content and the totality of the prevailing circumstances would be unjustified. As pointed out above, the tendency for such wage increases to touch off further increases by a process of ‘leap-frogging’ is real. We are of the view that the Government as the dominant employer will have to take note of its dual role† and of the profound influence that the pay scales, which it adopts, exert on State Governments and on quasi-governmental institutions, such as Universities, Municipalities, Colleges and Schools.

69. While we have argued against attaching disproportionate importance to private sector salaries, we would like to clarify that it would be wrong on the part of the Government to ignore the fact that if the organised private sector is consistently able to offer higher wages and salaries than those offered by the Government for comparable work, then there would

be a progressive deterioration in the quality and calibre of persons entering Government service. At a time when the Government is assuming heavier responsibilities and expanding its role, the first requirement is an efficient administration. This will not be secured without a reasonable pay system which reflects changes in the pattern of remuneration in the outside world. Government service should attract and retain not only a high proportion of persons of average calibre, but also a sufficient number of persons of the highest ability and competence to provide leadership and to strengthen the administrative and technical machinery. Besides, the Government employees should feel reasonably satisfied with their pay and conditions of service, if they are to give of their best. Unless pay scales offered by the Government are adequate, these conditions will not be achieved. Undue reliance should not be placed upon the argument that since Government service is attracting a large number of recruits or that there is relatively little wastage by way of premature resignations etc. the scales of pay offered are adequate. In many cases, e.g., for certain types of engineers, the Government is the dominant employer and there are relatively few alternative openings for such persons. Also, the marketability of the skill and experience acquired, particularly for generalists as opposed to specialists, is strictly limited. Under these circumstances, the Government may be able to fill the vacancies and retain the personnel but deterioration may still occur owing to a sense of grievance arising from the salaries received, and may cause much harm to the administration, as the process is insidious.

70. Government employees naturally maintain a close watch on emoluments in the non-governmental sector, and if disparities are too great, a gnawing sense of injustice will corrode morale and lead to discontent, with adverse effects on efficiency. For performing comparable duties, Government employees should not receive emoluments so conspicuously below those received by persons of the same social strata engaged in private trade and industry as to develop this sense of grievance. It is difficult to maintain high morale in a group which is harassed by pecuniary worries, and an adequate salary is an important factor in securing freedom from care, by permitting a reasonable standard of living, as judged by contemporary standards applicable to the same social strata. A dispirited public service can never be expected to function satisfactorily and to rise to the occasion, when a crisis occurs. It should not be forgotten, as pointedly referred to again by the Priestley Commission, that the process of deterioration arising from a sense of grievance on the part of the staff may be a slow one, particularly in a service with high traditions. By the time the tendency manifests itself, irreparable damage may have been done. We may add that because of the cadre system, the full impact of deterioration in the calibre and the competence of the new recruits will be felt by the country after a time lag of 20-25 years, when they will be moving to the top and playing a vital role in the governance of the country, as during the interval, their senior

*British Prices and Incomes Board by Allan Fels, Department of Applied Economics Occasional Paper 29 (page 108).

**Report No. 132, Cmnd. No. 4187, Nov. 1969, Para 123.

†Vide para.48 ante.

colleagues may be shouldering the burden. At that stage, restoration of administrative standards may be well nigh impossible in the short term, as public servants in the top echelons take time to train and to mature.

71. We are of the view that there is force in the argument advanced by certain Associations that too large a disparity between wages and salaries in the governmental sector and those in organised trade and industry for broadly comparable work is likely to react adversely on the efficiency of the public service in the long run. At the start of a career, the emoluments and other advantages etc. under the Government should approximate fairly closely to what a person with similar qualifications, aptitude and training can obtain from a good employer in the private sector. In making the comparison, the advantages and disadvantages under both types of employment should be duly considered, and the total package appraised, including elements such as assured promotion prospects, pensionary benefits, absence of favouritism on the governmental side, and perquisites, bonus etc., prevalent outside the Government. We feel that a greater degree of divergence between total emoluments in the private sector and under the Government would be feasible and acceptable later in a person's career than during the recruitment stage. Job satisfaction, including involvement in massive schemes and programmes, the special training facilities offered by the Government, and the attraction of earning a pension, would be generally conducive to stability and the retention of trained personnel by the Government, though there might be exceptions. These factors would neutralise even a substantial difference in the emoluments at the higher levels between the two sectors, without unduly straining the Government employees' loyalty and sense of vocation.

72. We are of the view that the present differences in wages and salaries prevailing among undertakings in the private sector and the public sector as also the Government proper for posts at various levels, are so marked, that systematic and continuing attention should be paid to the problem. We are elsewhere* suggesting the setting up of a standing machinery for the collection and analysis of wage data on a comprehensive basis and for performing other tasks. It would not be correct to allow wages and salaries to increase beyond what is economically justified by increases in productivity. Increases in the private sector seem to trigger off increases in the public sector undertakings, and are followed at periodic intervals by increases in governmental salaries also in an attempt to narrow the gap. Increasing salaries at the upper end of the scale is fraught with the added risk that there would be inevitable demands from the lower income groups for corresponding increases and acceptance of such demands would have large financial implications because of the numbers involved. This reinforces the point we made earlier about social acceptability of high salaries. We are of the view that the Government may consider seizing the initiative and intervening effectively to check the general

upward trend in salaries which may have deleterious consequences for the economy by generating fresh inflationary pressures. It may also result in unhealthy trends in the labour field because of competition amongst various trade unions, all vying for higher wages.

73. The next point to which we would like to invite attention is the need to formulate a common policy for wages, salaries and conditions of service of the employees of the public sector undertakings. We fully appreciate that conditions may differ from one public sector undertaking to another. Some may be profitable and may have been created intentionally to generate surpluses, e.g., Corporations which have been given the sole right of dealing in canalised imports. Others may be incurring heavy losses, often because of price policies adopted to serve specific purposes. Further, there is great diversity in the type of work performed, and we agree with the views of the A.R.C., that the enforcement of a uniform pattern in the matter of pay and allowances of employees of the public sector as a whole would neither be advisable nor feasible. We are also aware of the need for autonomy in the public sector, which implies that the management should be primarily responsible for the fixation of wages and for collective bargaining with the Unions. On the other hand, the demand for autonomy can overreach itself. Two of our very responsible official witnesses have advocated the establishment of a coordinating mechanism when evolving pay scales etc., for various public sector undertakings. We have already drawn attention to recommendations of the Estimates Committee in this regard, and to the conclusion reached, pursuant to the A.R.C.'s recommendations, by the Government that coordinating groups should be set up for evolving a common policy in respect of allied undertakings. We think that these conclusions are valid. It would be ill-advised for the Government to divest itself of responsibility for the pay scales etc., adopted by the public sector undertakings when it provides the finances for them and is vitally interested both in their proper functioning as also in the surpluses generated by them. There can be little doubt that the pay and conditions of service offered by public sector undertakings to their employees have an impact on Government employees, and this is all the greater if the type of work is comparable, e.g., the effect is most marked in the case of routine categories such as typists, clerks, stenographers and messengers. It cannot be the intention that public sector undertakings which are earning high profits because of the conditions created by the Government itself should dissipate these profits by way of additional emoluments and bonus to their employees. The community at large and the Government are entitled to a share in these profits by way of lower prices or additional resources for development. On the other hand, public sector undertakings running into heavy losses are unable to resist demands from trade unions, especially since the possibility of bankruptcy does not threaten them owing to the cushion provided by the public exchequer. For the reasons already stated, we do not think that the public sector should mechanically adopt pay scales prevalent in the private sector on the basis of uncritical external comparison.

74. We recommend that a tight and effective co-ordinating machinery, on which the Government in the Ministries of Finance and the Department of Personnel are represented, be established. In particular, it should be charged with the responsibility of ensuring that pay scales of staff in public sector undertakings should be fixed with due regard to the possible repercussions on other public sector undertakings and on the pay scales of the Government employees. It should also be responsible for evolving a common policy on pay scales etc. in the public sector and ensuring that no single unit goes seriously out of line. We are confident that the Government will be able to evolve a procedure for dealing with pay and wage claims expeditiously and that the co-ordinating mechanism will not unnecessarily concern itself with minutiae. If this recommendation is found acceptable, then it would be called for a review of the existing position and some of the extent orders. The recommendations that we have made are broadly in conformity with the principle of inclusiveness to which we have drawn attention at the commencement of this chapter.

75. The coordinating mechanism we have suggested can only withstand the effects of rising wage differentials between the organised private sector and the public sector within limits. If these differentials increase beyond those limits, a breach will occur and arrangements devised by the coordinating mechanism will be overwhelmed. It follows, therefore, that the coordinating mechanism itself should take note of prevailing wage rates and salaries, and this reinforces the need to collect adequate data as we have suggested elsewhere.* It is to be expected that the coordinating mechanism will respond flexibly to changes taking place in the economy as a whole.

76. If stability in prices and wages is to be ensured, the next step might be to initiate measures for controlling wages in the private sector also. This would call for an integrated wages and incomes policy involving control over a wide field including prices, productivity, rent control, dividend limitations etc. Increases in wages beyond what is justified by increases in productivity can have undesirable consequences. We do not wish to transgress our terms of reference and move into a controversial and complicated field, but we are confident that the Government may find it necessary to give further attention to this question.

Job Evaluation

77. Because of the expressed preference of the Federations and Unions for job evaluation, to which we have referred earlier, and as a concomitant to adoption of the principle of 'equal pay for equal work', we tried to study the techniques used in job evaluation, the implications of adopting it and its dependability. The International Labour Office** (ILO)

has quoted the following definition with approval:—

"Job evaluation is the evaluation or rating of jobs to determine their position in a job hierarchy. The evaluation may be achieved through the assignment of points or the use of some other systematic rating method for essential job requirements, such as skill, experience and responsibility. Job evaluation is widely used in the establishment of wage rate structures and in the elimination of wage inequalities. It is always applied to jobs rather than the qualities of individuals in the jobs."

The principal purpose of job evaluation is to rank jobs as a basis for a pay structure. It aims, therefore, to compare all jobs under review using common criteria, and to define the relationship of one job to another. It is essentially concerned with relationships, not with the absolutes. Job evaluation is impersonal as it is concerned with the characteristics of the job and not with the incumbent. It does not take cognisance of the competence or ability of the person holding the job or whether the duties have been carried out efficiently or indifferently.

78. Various methods of job evaluation are in vogue. Some of them are non-analytical, that is, considering the job as a whole, while others are analytical, which involve breaking up the job into various factors or components such as skill, mental or educational requirements, responsibility and working conditions. Among the analytical methods are factor comparison and points rating. The former breaks down the key job into 'factors'. An attempt is made to establish how much of the current wage rate of each key job is being paid for each factor. A scale is prepared for each factor showing a range of cash values. Jobs other than key jobs are then evaluated factor by factor against these scales, the sum of individual factor values being the total rate of the job. The method thus combines the two distinct processes of evaluating the job and also determining its money value. The points rating method is more common. Point valuations are assigned to each factor into which the job is broken down, and by a system of aggregation, the value of a job as a whole is expressed by a figure giving the total number of points. The total points score determines the position of the job in the hierarchy and determines the numerical relationship between one job and another in terms of importance etc. The method only evaluates the job, and does not translate the findings into monetary terms, which is a distinct process by itself.

79. Job evaluation in its present form has certain advantages but also suffers from a number of limitations. Even though it is not yet a scientific discipline, it does provide a basis for a systematic study as the I.L.O. has observed***:

"Job evaluation seeks to give practical expression to two principles of fairness that are so

*Chapter 66.

**Page 9, Job Evaluation—I.L.O.

***Page 112—ibid.

widely recognised that they cannot be regarded as mere subjective assertions inspired by group interests: that of equal pay for equal work and that of differential reward in accordance with discernible differences in the sacrifices that the performance of productive work requires in terms of education, training, personal application and the endurance of adverse conditions. This objective of job evaluation gives the method a broader interest than it would have as a mere wage-fixing device."

It introduces an element of orderliness and is conducive towards a more objective appraisal of the various facilities involved.

80. But job evaluation has its serious limitations. It has so far been applied mostly to industrial jobs and those on the shop floor. The highest paid occupations have rarely been subject to this analysis. The subjective element is still there in any job evaluation process. Above all, the technique is time-consuming and would also require to be subject to constant review, as conditions change.

81. We think that the increasing use of job evaluation techniques in advanced countries such as the U.K. and U.S.A. for establishing pay systems under the Government and winning a degree of acceptability amongst the staff may have a lesson for us in India also. It would ensure that posts of different occupational categories are grouped into a relatively small number of pay scales on an objective basis and not, as at present, on mere value judgments. Our suggestion is not novel because, as long ago as 1949, the Committee on Fair Wages recommended that proper time and motion studies should be instituted on a scientific basis, to relate a fair wage to a fair load of work*. Such systematic studies may further ensure that the wages fixed for different jobs are economically justified by the scope and content of the work performed. On the other hand, we realise the difficulty of adopting a technique, which is yet to be fully proven, in an enormous organisation such as the Government of India where the nature of the duties and responsibilities, attached to various posts and their functions cover a wide spectrum. However, a cautious adoption of job evaluation techniques over a limited sphere, particularly for industrial and fairly standardised jobs, seems to be indicated as an experimental measure. We are fortified in this belief because as mentioned in Chapter 2 we had studies carried out for us by the Administrative Staff College, Hyderabad, as Consultants, covering some categories of staff. Though based on a small sample, the results obtained have been interesting and wherever they appeared to be *prima facie* dependable, we have utilised them as a corrective to our own overall judgment in prescribing different pay scales for certain categories.

82. We have been assured by the Ministry of Finance that the practice has always been to fix the pay of a post on the basis of the duties and responsibilities attached to it. Limited use of job evaluation techniques would, therefore, be no more than a refinement of the practice followed at present, and its natural evolution along accepted lines. The special machinery for adopting such techniques may be integrated with an organisation we are suggesting later in this Report** for collecting information regarding pay and conditions of service and for re-grading posts within the standard scales.

Wages and Productivity

83.1 We have given careful consideration to the feasibility of linking wages in the Governmental sector with productivity. Taken generally, it is a truism that the economy as a whole cannot sustain real increases in incomes, which are not justified by increases in productivity. The National Commission on Labour† observed as follows:—

"The real wages of any group of workers cannot be unrelated to their productivity unless inroads into the share of other groups are made. The urgency of improving productivity levels to sustain increases in real wages cannot be over-emphasised. This in turn needs a widening and deepening of capital to raise technology on the one hand and investment in human capital on the other."

Wages in the non-governmental sector can conceivably be linked with productivity, though unions by collective bargaining may endeavour to increase wages beyond what may be strictly justified by this criterion. Such increases, outstripping increases in productivity, can be expected to accentuate inflationary pressures, with the result that even workers in general may not benefit in real terms and the increase in money wages may prove illusory in the long run. In the governmental sector, the bulk of the employees are engaged on administrative and regulatory functions, where the link with productivity is extremely tenuous. Even in departmentally run factories and workshops where the end-products are purchased by the Government, the link between wages and productivity would be difficult to establish. These departmentally run factories, *etc.*, do not adopt normal pricing policies, and do not always work on commercial lines for the reasons we have mentioned in paragraph 55 *ante*. Thus in the governmental sector, there appear to be intractable difficulties in directly relating pay with productivity. However, we are firmly of the view that the Government can, and should, forge stronger links than are prevalent now between the performance of a Government employee and the pay he draws. This could be done by ensuring that promotion takes place on merit and by seeking continually to raise efficiency *e.g.*, by controlling numbers employed, and by more effective supervision, which may necessitate the strengthening

*Chapter II, para. 18.

**Chapter 66.

†Paragraph 15-30.

of the administrative and managerial cadres. In departmentally run enterprises and organisations, incentive schemes based on time-saved concepts, and piece-rate systems are already in vogue: we advocate increased use of such arrangements linking payment of wages with output, wherever it is feasible to do so.

83.2 Recent studies on the problem of wages and productivity have unmistakably shown that productivity is a function not only of investment in physical capital and improvement in technology, but also of investment in human capital. The I. L. O. Report on 'Poverty and Minimum Living Standards' for example, affirms that "if the right combination of measures to promote minimum living standards, and the right methods of financing them, are chosen, their stimulating effects on growth can decisively outweigh any retarding effects they may tend to have*". "Another study** made by the I. L. O. states on the basis of recent research that:—

"the larger part of the economic growth that has occurred over lengthy periods in a number of countries must be attributed not to increased physical inputs of capital, labour or natural resources but to other factors broadly described as technical progress or increases (including those due to economies of scale) in the productivity of the physical factors. Education, training and the adequate motivation of the men and women engaged in production as entrepreneurs, managers, scientists, technicians and skilled or less skilled workers no doubt play a larger part in this."

The Concept of the 'Model Employer'

84. Many of the unions and major federations have demanded that the Government should act as a 'model employer' in fixing the wages and salaries of its employees. The Confederation and the NFPTE have objected to the Second Pay Commission not accepting this principle even after taking note of the Directive Principles of State Policy and Government Pronouncements both on the floor of Parliament, and in the Five Year Plan Reports. In reply to the questionnaire, the Confederation has stated as follows:—

"The Government should be a model employer, so that its role as prime regulator of wage policy for the entire country and responsibility to secure for all workers a living wage assumes a moral content and effectiveness."

Both the Railway Federations also urge the acceptance of this principle. The NFIR in reply to the questionnaire observed that the 'model employer' principle connoted that "Government should first give to its

own employees what it expects a private employer to provide to his employees". The FNPTO have stated that "Government have to function as a model employer before it preaches a sermon to the private sector and legislates in pursuance of the Directive Principles of State Policy of offering a living wage to the workers". One inference from the view expressed by the Federations is that they feel the Government has failed to comply with the standards which it urges the private employer to follow. In this limited context, the 'model employer' principle becomes simply a question of 'fair comparison' which we have discussed. In its larger context, however, the demand that the Government should act as a 'model employer' goes one step ahead of the demand for 'fair comparison'. The NFIR have actually reiterated what they urged† before the Second Pay Commission and said‡ that the model employer principle assumes importance as the "Government of India happen to be the biggest employer" and because they "have entered into the industrial field in a big way by the setting up of the public sector". The NFIR feels that the profit motive being absent, it should be "possible for the Government to provide better conditions than those allowed by an enlightened employer, who is not expected to shed self-interest, whatever the extent of enlightenment".

85. The phrase 'model employer' can be traced to the Mac Donnell Commission in the U. K. (1912—15) which stated "it is an accepted principle with all parties that Government should be a model employer". We are not sure what precisely the various Federations and Associations had in mind when they made their suggestion that Government should be a 'model employer'. The phrase might mean that in the matter of pay and conditions of service, the Government should be ahead of other employers and actually function as a pace-setter. On the other hand, it may be interpreted to mean that the Government should treat its employees no less favourably than the first flight of employers (other than the Government) treat their employees. Yet another interpretation may be that the Central Government should be more particular than other employers in ensuring that promotion etc. is given according to impartial and objective criteria, that there is the maximum security of service, that conditions of work and housing are satisfactory etc. The First Pay Commission@ came to the following conclusion:—

"The theory that the State should be a 'model employer' has often been appealed to: it may be useful as enunciating an ideal and as insisting that the State should lead and not merely follow the private employer; but it is too vague to furnish a practical test. It will not be fair to the country to encourage a claim by civil servants to be treated better than their fellow countrymen. (Tomlin Commission's Report, para. 312)."

*Report of the D.G. of I.L.O. p.41.

**Minimum Wage Fixing and Economic Development I.L.O., 1968-pp.38-39.

†As quoted in para 11, Chap.IV of the Report of the Second Pay Commission, page 20.

‡NFIR Memorandum, page 2.

@Para 46, page 29.

86. The Second Pay Commission was also of the view that if the Government were to function as a model employer in the sense that it paid higher wages and salaries than other good employers for comparable work, it would expose itself to a well founded criticism of extravagance. They pointed out, however, that the social principles and standards which the Government has laid down for, or recommended to, employers generally should be taken into account in determining the emoluments and conditions of service of Central Government employees. They felt that generally the effectiveness of the wage and labour policies which the Central Government formulated, would depend on its actions and outlook as an employer. We agree that the Central Government cannot speak in two voices and having adopted a particular labour policy, it has to abide by that policy in the role of an employer also. This would necessarily mean that legislation regarding minimum wages, hours of work, overtime etc. should be equally binding in Central Government offices and establishments, as they are outside.

87. We have already drawn attention to the wide gap in emoluments that prevails between certain categories of Central Government employees on the one hand, and the employees of reputed concerns in the private sector on the other. It has been pointed out that having regard to the resources of the Central Government, it may not be possible at present to close this gap. We would be labouring under a delusion if we were to suggest that the Central Government should now take upon itself the responsibility of being a pace-setter, and of bettering the wages paid by reputable concerns in the private sector. It would, perhaps, also be unreal to assume that the Government should be in the vanguard of those concerns which are today paying the highest salaries. In agreement with the First Pay Commission, we think that it would be an untenable position for the Central Government to treat its employees as a privileged class, having regard in particular to the Government's objective of ensuring equitable distribution of the national wealth and the upliftment of the under-privileged sections of the community. We also agree that the concept of model employer is open to such diverse interpretations that no precise guidelines of practical value are provided.

88. In certain other respects, however, the Central Government could be in the forefront of enlightened management, without assuming too large a financial burden. Instead of endeavouring to be a 'model employer', the Government can certainly try to attain the more modest objective of being a 'good employer', and adopt a progressive management policy, including adequate reward for outstanding performance by rapid promotions or otherwise. A good employer need not necessarily offer the highest rates of pay. There should be other advantages *viz.*, stability and continuity of employment, adequate facility for training and advancement, and high standards of integrity and impartiality. Having regard to the trend of evidence placed before us, we felt that the Government could do much to restore the morale of the services and *esprit de corps*. We formed the impression that Government service suffers from inadequate attention

to personnel matters, and perhaps greater attention should be paid to these matters by top Government officers in future. We are also of the view that better working conditions and residential housing, particularly by launching a large building programme in the metropolitan cities, when the finances permit, would do much to remove discontent. The increases in emoluments which we have been able to recommend, may appear modest in the background of the demands made before us, and the expectations generated by the setting up of the present Commission; the proposed scales are likely to have a better, and more enduring impact, if they are linked with some of the other changes we have broadly indicated here. Such of the changes and, other improvements we have suggested, as are eventually found acceptable by the Government, if announced simultaneously would, by interaction, re-inforce one another and foster a better climate in the relations between the Government and its employees.

Our Approach to Pay Determination

89. It may be appropriate at this stage to outline our approach to the task of devising the pay structure for Central Government employees and the principles we have kept in view. When considering the demand for "fair comparison" of Central Government scales of pay with those prevailing in the organised private sector for supposedly comparable work, we have drawn attention to the dangers involved in the uncritical use of such comparisons. We have mentioned that the levels of pay prevalent in the organised private sector do not, under the present circumstances, provide a reliable index for judging whether Central Government scales of pay are fair and equitable because of the very dissimilar conditions prevalent in the two sectors. On the other hand, we have gone on to state that pay scales under the Government cannot be fixed in isolation, and be wholly divorced from the terms and conditions generally obtainable outside by persons possessing comparable qualifications and doing similar work. While disproportionate importance should not be attached to private sector salaries, it is nevertheless necessary to take note of the rates of pay and other conditions of service prevalent outside Government as a corrective. While dealing with supply and demand conditions, we have come to the conclusion that they do have relevance though they are subject to several qualifications. In particular, we have pointed out that since the supply of unskilled labour is abundant, the wages to be paid for such workers should be related to essential physiological needs rather than to conditions of supply and demand. Further, we have played down this principle when considering the upper pay ranges. Again, when referring to wages and productivity, we encountered intractable difficulties in directly relating pay with productivity. We also rejected the model employer principle.

90. It will be noticed that while severely qualifying or rejecting some of these well-known principles, we have not so far formulated any concrete principles which could be used as practical guidelines for the purposes of pay determination. It will be our endeavour to do so now. We have, however, not found it possible to lay down one single principle as

the task entrusted to us is both complex and difficult. The spectrum of activities of the Central Government is extremely wide, and the categories of employees that come within our purview are both numerous and diverse. It would, in our view, lead to rigidity if we were to attempt to formulate one single principle encompassing the entire gamut of Central Government employees. We have found it advisable to bear in mind several principles and conditions when recommending scales of pay for different posts and services under the Central Government. Though generally applicable in most cases, we may have had to deviate from some of these principles in other cases, having regard to the fact that we are not writing on a clean slate, and we are dealing with a massive organisation, which has already developed along particular lines.

91. We are of the view that the Government being the dominant employer, should formulate its own principles of wage determination as suited to its needs. Obviously, in framing these principles, the Government will have to take due note of recruitment difficulties and the maintenance of a high level of efficiency in the public service. The true test is whether the Government service is attracting and retaining the persons it needs and they are reasonably satisfied with the pay and other conditions of service taken as a whole. The fulfilment of this test is an essential pre-requisite for the proper functioning of administrative machine. Having regard to changing conditions, it may be necessary for the Government to alter pay and other conditions of service selectively for different categories of employees, avoiding, if possible, violent short-term changes in horizontal relativity. We would advocate a flexible, as opposed to a rigid approach, in such matters.

92. The first pay point that has to be fixed is the minimum wage. As we have indicated in Chapter 6, the minimum wage should be fixed according to social norms so as to ensure a reasonable standard of living without adhering to conditions of supply and demand. Because of the ready availability of persons willing to enter Government service even at the lowest level, it appears desirable that the qualifications and the recruitment standards should be upgraded so as to ensure that the Government secures full value for the wage offered. It is also equitable that since the minimum wage is fixed at a higher level than what would be justified according to supply and demand criteria, the better qualified persons should have preference in securing employment rather than the less qualified. We would add that since minimum is being fixed somewhat higher than what it previously was, it should not constitute a floor upon which a new wage edifice will be built incorporating equi-proportionate increases at all the higher levels. The old ratios between the pay of a Lower Division Clerk and that of a Class IV employee, as also between the pays of the Upper Division and the Lower Division Clerks should, therefore, change having regard to the higher minimum now recommended.

As a corollary to the increased pays recommended, it will be necessary to control numbers. During

the last quarter of the twentieth century, it would be anachronistic to have a large number of peons and chaprasis whose wages can hardly be justified either on social or on economic grounds. This aspect has been dealt with in Chapter 66.

93. So far as the upper ranges of salaries are concerned, we have stated that a limit is set by considerations of social acceptability, even though it may be militating against demand and supply principles in the market sense. We have also observed that increasing salaries at the upper end would lead to inevitable demands from the lower income groups, and these demands would have large financial implications. At this end of the spectrum, therefore, social considerations, including the reduction of disparities in income, acquire importance.

94. For the intermediate levels, which would cover the vast majority of posts under the Central Government, we find the principle of 'equal pay for equal work' taken broadly to cover the range of a time-scale (rather than fixed pay point) to be generally unexceptionable, when considering the Central Government alone as a separate entity. It seems to us only proper that in the absence of any distinguishing features, the employees of the same Central Government in different branches should be paid equally if their work, according to certain well-established criteria, is adjudged to be equal value.

95. It is necessary, however, to give concrete shape to this principle and to specify the factors on the basis on which comparisons can be carried out. It is our considered view that at the intermediate levels, the pay of post should be related to the duties and responsibilities attached to that post, to the qualifications prescribed for recruitment to the post, to the degree of supervision exercised etc. Early in the course of our work, this aspect of the matter had engaged our attention and in the explanatory notes to our questionnaire, we had specifically drawn attention to the following factors* which should be taken into account in the fixation of wage differentials according to the Fair Wages Committee :

1. degree of skill,
2. Strain of work,
3. experience involved,
4. training required,
5. responsibility undertaken,
6. mental and physical requirements,
7. disagreeableness of the task,
8. hazard attendant on the work; and
9. fatigue involved.

The majority of replies to the particular question accepted the relevance of these factors for pay fixation purposes. However, the N.F.I.R. have stated that the list of factors for wage differentials given in the report of that Committee were prepared mainly with factory workers in mind; as such it was not exhaustive enough to determine the pay differentials in a complex industry like Railways, for which they

*Para 23 of the Questionnaire, p. 17.

suggested that the following additional factors should also be taken into account:

- (a) the method of recruitment; level at which the initial recruitment is made in the hierarchy of service or cadre.
- (b) minimum educational and technical qualifications prescribed for the post,
- (c) dealing with the public,
- (d) avenues of promotion available,
- (e) horizontal and vertical relativity with other jobs in the same service or outside.

96. On further consideration, we are of the view that though the factors mentioned by the Fair Wages Committee are largely valid, their application in practice may call for some refinement. Basically, we thought that an individual had to be paid for his initial qualifications and the training, skill, physical and intellectual endowments which he brought to bear upon the post offered to him. These would cover items (1), (3), (4) and (6) of the list. These general factors would be valid in principle both when determining the salaries of professional categories on the one hand and the wages of artisans and workshop categories, on the other, though there could be differences of degree in the special attributes which the employee has acquired. These comments would also apply to most of the points raised by the N.F.I.R. The question of horizontal and vertical relativity which figures amongst the additional factors mentioned by the N.F.I.R. is dealt with in a subsequent paragraph.

97. We are of the view that the difficulty and complexity of the task to be performed, as well as the responsibility undertaken should be given considerable weight in determining the appropriate scale of pay. These factors in our view would include such items as the importance of the work done, and the 'end-results' required. These elements would cover items (2), (5) and (9) of the list prepared by the Committee on Fair Wages and item (c) of the N.F.I.R.'s list. In the course of our deliberations, we felt that the difficulty and complexity of the task and of the responsibilities placed upon an employee have to be related to the organisation as a whole. The contribution of an employee should be assessed having regard both to the work done by others below him (if any), and the further work to be carried out by his superiors. The responsibility of an employee also depends upon the degree of supervision exercised over him, and the consequences of his action. In framing pay scales, we have had these aspects in view, and we have gone primarily by the existing duties and responsibilities attached to the posts under consideration.

98. We have earlier stated that there are decisive advantages in adopting a simple and rational pay structure, and in reducing the large number of pay scales that exist at present. Also we have drawn attention to the recommendations of the A.R.C. in their report on Personnel Administration that the posts in the civil service should be brought within a framework of 20-25 grades on the basis of duties and responsibilities. Any significant reduction in the number of pay scales will only be possible by grouping posts

of several different categories and occupational groups into a single grade. This practice is prevalent in other countries also e.g., the U.S.A., and has been recommended by the Fulton Committee in the U.K. It necessarily follows that certain horizontal relativities will have to be established, as in effect we are broadly equating in monetary terms the overall duties and responsibilities of these different occupational groups by allotting them the same scale. A sound pay structure should therefore seek to establish equitable relativities not only vertically but also horizontally. The former reflects the hierarchical structure, and the latter is necessary to achieve simplicity and balance.

99. While some simplification and rationalisation of the pay structure has been attempted, there are severe limitations to the extent that such measures can be undertaken. We have found that having regard to the vastness of the Central Government organisation and the highly diverse nature of the functions that are performed by the 2.8 million civilian employees of the Central Government, it would not be feasible to grade them in 20 to 25 categories as suggested by the Administrative Reforms Commission, or 12 categories for Classes III and IV employees, as suggested by the All India Railwaymen's Federation. There are also some attendant disadvantages in attempting too drastic a reduction in the number of grades.

100. Sharp reduction in the number of grades, as suggested by the Administrative Reforms Commission, may result in curtailment of promotion opportunities in certain spheres. We are of the opinion that granting promotions is one of the few effective instruments left with the management for rewarding good performance and thereby improving efficiency. Promotions affect not only those who are promoted but also the far larger number of employees, who are aspiring for promotions, and realising that advancement lies primarily in demonstrating their superiority, respond to the spur of competition. Even somewhat limited promotion prospects, if granted in a manner that inspires confidence among the employees, have wide and pervasive effects in toning up an organisation. A relatively large number of grades may, therefore, be necessary to provide adequate promotional outlets. We consider that, where performance can be judged, and there is scope for upward movement in the hierarchy, a number of relatively short grades would be preferable to a single long scale. To this extent, we would be adhering to the recommendations of both the Administrative Reforms Commission and the Fulton Committee viz., checking the automatic upward movement in a time scale of indifferent performers.

101. Employees are now unlikely to accept a permanent reduction in their emoluments however small it may be. Any simplification of the pay structure can be expected to result more in the prevalent scales drawing level with the highest in a group, rather than in any general lowering of these scales. Reduction in the number of grades merely for the purpose of tidying up the pay structure may, therefore, prove unduly costly, the resultant additional expenditure being incommensurate with the tangible advantages that the Government may derive. We have

had to balance these considerations, which have sometimes conflicted, and have attempted simplification and rationalisation of the pay structure to the extent feasible, taking an overall view of the position.

102. According to the principles that we are advocating, horizontal comparisons, sometimes between dissimilar occupational groups, becomes inevitable. As we have seen, this is inherent in simplification of the pay structure, by adopting fewer scales spanning several occupational groups. To this extent, our emphasis is somewhat different from that of the Second Pay Commission, who were not in favour of making horizontal comparisons. While initially it will be necessary to go by a broad overall assessment of the duties and responsibilities etc., of various posts in allocating them to the appropriate pay scales, we are aware of the possible deficiencies and shortcomings of this approach. It is for this reason that we are suggesting the adoption of job evaluation techniques, first on an experimental basis, and later, if found successful, on a continuing basis. We think that such continuing studies will set right any anomalies that may have occurred, and will be instrumental in giving due weightage in a systematic manner to the various factors we have already enumerated. In allotting various posts to the appropriate pay scales, we have gone largely by existing relativities, except where they required alteration in the light of the principles we have adopted.

Application of Principles to the Organised Services

103. While suggesting a unified grading structure, the Administrative Reforms Commission have none-the-less emphasised that the All-India Services have come to stay. They have added that the concepts underlying the services, namely, common recruitment which seeks to ensure uniform standards of administration in all the States, and the availability to the Central administration of the experience gained in different parts of the country in the shape of mature officers sent on deputation, are valid. They have gone on to add that with the expansion of central activities, a large number of Class I posts have been created. Their express recommendation* is that wherever the numbers involved in a particular function are viable, such posts should also be grouped into a regularly constituted service.

104. The service concept is an intrinsic part of the Indian system of administration which, over the years, has developed a style and sophistication of its own. The services play a key role in the administrative machinery and have gained in strength and experience. They have proved their worth in the country of the many vicissitudes through which the country has passed, and are likely to continue in the foreseeable future. Any normal system of job evaluation can hardly be used as a dependable method for fixing the pay of the members of a regularly constituted service. It is the general practice to encadre a number of posts of differing levels of responsibility into a service. It is possible only to take a broad overall

view of the duties and responsibilities of the separate encadred posts and of the difficulty and complexity of the functions expected to be performed by the members of a service when prescribing an appropriate time-scale for that service. In doing so we have gone by the existing role of the service concerned, as we found it, and we did not feel called upon to suggest any modifications therein. The implicit assumption in devising a service time-scale is that the more mature and experienced officers will be assigned the more difficult and complex jobs so that by and large there is some correlation between the stage reached in the time-scale on the one hand, and the duties and responsibilities of the posts they are likely to hold, on the other. The primary consideration in fixing the time-scale should be to ensure that the terms offered are attractive enough for persons of the requisite calibre who are leaving the universities to make a lifetime career out of Government service. As we have mentioned later in this Report†, how far this objective is being achieved could be judged by the proportion of first class graduates coming forward, the intensity of competition for the number of vacancies, and the popularity of the services with the best products of our universities and technical institutions. While it is clear that the services' pay scales will have to be determined on overall considerations, we would like to emphasise that they cover numerically a small proportion of the total posts under the Central Government on the civil side. The organised class I services account for no more than 0.69% while the class II services account for another 0.60% of the total number of posts. For the remaining posts outside the regularly constituted services, the criteria we mentioned above and the considerations laid down would remain valid.

105. At the upper level, persons who are required to possess specified post-graduate qualifications, or to undergo highly specialised professional training for the due discharge of their official duties should be adequately remunerated and their pensionary benefits safeguarded keeping in view the additional time and money spent by them in acquiring these qualifications and the relatively shorter period of their effective service.

106. During evidence, one comparatively recent development came to light, and we think we should comment upon it, because it may acquire added importance with the efflux of time. Comparisons have so long been confined to similar posts within the country. There are certain categories of employees, however, whose training and talents are readily marketable abroad. Thus, people in marine training establishments are required to possess qualifications which would enable them also to serve as Masters or Chief Engineers on foreign-going ships, and we have been told that while there is little difficulty in securing such assignments afloat, the pay and other terms offered are far superior to those in our establishments ashore. We anticipate that it will become increasingly difficult to completely insulate Indian rates of pay from those prevalent abroad, specially

*Recommendation No. 1 of the A.R.C. Report on Personnel Administration.

†Chapter 7.

for categories whose skills are readily marketable abroad. While it may not be possible to match the terms available abroad, the attractions of living at home, coupled with a reasonable scale of pay, may induce such persons to serve the Government even at some financial sacrifice.

107. Wages and salaries, taken very broadly, do influence decisions of men and women entering the employment field. It seems necessary that the financial attractions of different vocations should be so determined as to ensure a rational allocation of the available human material in such a manner as to maximise the overall benefit. To some extent it may be desirable to correct present imbalances in supply and demand and to keep pace with technological changes. The present relatively favourable treatment given to white collar employment may, therefore, need to be discounted, as with increase in literacy and education there is a surfeit of such personnel, and conversely a premium may have to be allowed to professional and technical men, so as to encourage prospective candidates to acquire additional knowledge and skill. We have had these considerations in mind when devising scales of pay for workshop staff and for professional classes. However, we have attempted only a reorientation of the pay structure so as to reflect the current changes in social values in the context of development as we are convinced about the need for gradualism in effecting changes of a fundamental character.

108. A popularly elected Government has to be actuated by considerations of social justice and necessarily has to pay due attention to human needs and aspirations. It will also have to ensure that the treatment of its own employees is not conspicuously different from that of the employees of other public sector undertakings. In such circumstances, wider human and administrative considerations may necessitate a review, and the adoption of wage and salary levels, different from those which would have been justified on pure considerations of economics.

109. By adopting the principles detailed above and devising a pay structure accordingly, we have imposed a heavy burden on the public exchequer. Besides the initial expenditure, which we have attempted to estimate in a subsequent chapter, it is likely that the additional expenditure will mount over the years because of the more favourable rates of increment in the scales recommended by us. It is probable that these heavier establishment charges will make a dent in the resources available for planned development. We have knowingly made these recommendations as we feel that there should be a reasonable degree of satisfaction and contentment amongst Government employees, and harmonious relations should prevail. We have made these recommendations in the hope that if they are accepted by the Government, the employees will respond positively and extend their whole-hearted cooperation to the Government in its task of serving the country, and the people.

CHAPTER 6

MINIMUM REMUNERATION*

In a modern welfare State, such as ours, Government as the employer has a responsibility for meeting the essential needs of its lowest paid employee and for maintaining his health and efficiency. The International Labour Organisation has consistently pressed for the achievement of a minimum standard of living for workers and this stand was reaffirmed** at the International Labour Conference 1964 which urged Member States to ensure adequate minimum living standards to all workers and their families, particularly through dynamic minimum wage and social security measures which systematically take account of economic growth and rising living costs. There has been a growing recognition that raising the quality of human resources is as essential to future development as is the accumulation of capital. Experience seems to have shown that a higher standard of living is associated with an improvement in the quality of human resources†. Thus, minimum wage determination has to be based on various socio-economic factors rather than be left to the market forces of supply and demand. It is because of such considerations that several Committees, Commissions, Courts and Tribunals have upheld the principle that the minimum needs of the worker should be an important criterion in the determination of wages. It has now come to be widely accepted that the minimum wage payable to the worker should provide at least for his subsistence needs and those of his family, although differences of opinion persist regarding the composition of the family, the norms to be adopted for the satisfaction of these 'needs' and their precise quantification. The minimum wage concept is generally associated with industry and the question whether the employer's capacity to pay should be taken into account in fixing the minimum is still a matter of controversy. Nevertheless, in determining the minimum remuneration in Government service, apart from factors such as the general economic condition of the country, its *per capita* income, and the level of unemployment, the financial position of the Government, its ability and will to mobilize resources and the demands on these resources for purposes of the country's general development are important considerations which cannot be overlooked.

2. The 'needs' of the worker may call for some elaboration. It has been recognised that the worker has to live with his family and, therefore, whatever estimation of the needs is to be made, it must ensure that the wages of the worker have to be sufficient to meet the essential requirements of his family also. Secondly, the worker has to be fed, along with his

family, according to certain dietetic norms. Thirdly, sufficient clothing and housing facilities have to be provided to him and his family. Fourthly, not merely have these bare necessities of life to be provided but some provisions have to be made also for his medical treatment, the preservation of his health and for education. These are the 'needs' which, it has been generally accepted, should be met by the wages paid to a worker.

3. Despite recognition in principle of the requirement of fulfilling all such basic needs there have been areas of disagreement in regard to the norms to be adopted for these needs. Experts on nutrition hold different opinions regarding the diet necessary to keep a man healthy and active, and this does depend in part on the type of food to which he has become accustomed, the climatic conditions, and the activity status. In regard to other items of expenditure, the minimum standard is still more a matter of social convention. Further, the concepts of 'needs' and 'subsistence' are not static; these vary widely in nature and content from place to place and from time to time. The needs at a particular point of time are not independent of the environment.

4. As mentioned in Chapter 1, our terms of reference specifically require that while enquiring into the level of minimum remuneration, we may examine the Central Government employees' demand for a need-based minimum wage, which is based on the recommendations of the 15th Indian Labour Conference—1957 (hereinafter referred to as the 15th ILC). The demand for such a need-based minimum wage has been raised by the employees' organisations from time to time and was one of the important factors leading to the strike of the Central Government employees in September, 1968. Also, in the memoranda and replies to the Questionnaire sent to this Commission almost all the Unions/Associations of employees have reiterated this demand.

5. In regard to a need-based minimum wage, the 15th ILC adopted a resolution, the relevant portions of which were as follows:—

“(2) With regard to the minimum wage fixation it was agreed that the minimum wage was 'need-based' and should ensure the minimum human needs of the industrial worker, irrespective of any other consideration. To calculate the minimum wage, the Committee†

*Prof. V.R. Pillai has appended a note of dissent on this subject.

**Report of the Director General, ILO : 54th Session, p. 91.

†*Ibid*, pages 39 and 40.

‡The reference is to the Sub-Committee of the Indian Labour Conference which went into this question and on the basis of whose report the ILC adopted this resolution.

accepted the following norms and recommended that they should guide all wage fixing authorities, including minimum wage committees, wage boards, adjudicators, etc.

- (i) In calculating the minimum wage, the standard working class family should be taken to consist of three consumption units for one earner; the earnings of women, children and adolescents should be disregarded.
 - (ii) Minimum food requirements should be calculated on the basis of a net intake of 2,700 calories, as recommended by Dr. Aykroyd for an average Indian adult of moderate activity.
 - (iii) Clothing requirements should be estimated at a *per capita* consumption of 18 yards per annum which would give for the average worker's family of four, a total of 72 yards.
 - (iv) In respect of housing the norm should be the minimum rent charged by Government in any area for houses provided under the Subsidised Industrial Housing Scheme for low income groups.
 - (v) Fuel, lighting and other 'miscellaneous' items of expenditure should constitute 20 per cent of the total minimum wage.
- (3) While agreeing to these guide lines for fixation of minimum wage for industrial workers throughout the country, the Committee recognised the existence of instances where difficulties might be experienced in implementing these recommendations. Wherever the minimum wage fixed went below the recommendations, it would be incumbent on the authorities concerned to justify the circumstances which prevented them from adherence to the norms laid down".

6. Although the recommendations of the 15th ILC relate primarily to industrial workers, there is a widespread feeling among the low-paid employees and their organisations that the Government, as a model employer, should not deny to its own employees the benefit of a need-based minimum wage according to the norms recommended by that Conference. In reply to our question on the practicability of implementing a minimum wage conforming to the norms laid down by the 15th ILC at the existing level of national income in the country, most of the employees' unions have stated that a need-based minimum wage as recommended by the 15th ILC should be granted irrespective of any other consideration.

7. Several of the employees' organisations, in their memoranda, have tried to quantify monetarily the need-based minimum wage for Central Government employees generally in accordance with the 15th ILC formula. The Confederation of Central Government Employees and Workers, the National Federation of P&T Employees and the All India Railwaymen's Federation submitted identical estimates. The food budget adopted by them for this computation was based on

the diet schedules recommended by the Sub-Committee of the National Nutrition Advisory Committee (NNAC) in 1965 for different geographical regions of the country. The cost of diet was estimated for each region or zone at the prices prevailing in January, 1970 as published by the Central Statistical Organisation, and the average of the regional figures was adopted as the cost of diet. These estimates came to Rs. 171.91, which together with the expenditure on clothing (Rs. 14.34), housing (Rs. 17.50) and miscellaneous items (Rs. 50.95) resulted in a need-based minimum remuneration of Rs. 254.70 per month.

8. The Confederation of Central Government Employees and Workers evaluated the food budget at the same price level on the basis of Dr. Aykroyd's balanced diet also. The average cost of food for the four geographical zones of the country in this case worked out to Rs. 245.96 which together with the provisions for clothing (Rs. 14.34), housing (Rs. 17.50) and miscellaneous expenditure (Rs. 69.45) led to a need-based minimum wage of Rs. 347.25. As this estimate was considerably higher than the alternative estimate based on the NNAC diet, the Confederation adopted the latter and demanded a need-based minimum wage of Rs. 250*.

9. The Federation of National P&T Organisations also adopted the NNAC diets but for evaluation purposes they seem to have arrived at retail prices by marking up the official wholesale prices in certain cases to the extent of 15 per cent or so, and in other cases by adopting wholesale prices without any change. The average cost of food so arrived at was about Rs. 130 per month at the price level for July, 1968. The expenditure provided for housing and clothing was also less in this case—(Rs. 14.50) and (Rs. 10.75) respectively. Miscellaneous expenditure was estimated as before at 20 per cent of the total as was recommended by the 15th ILC. On this basis they placed their demand at Rs. 196 per month at the average price level for the year 1968.

10. The Indian National Defence Workers' Federation, Kanpur, also took recourse to the NNAC diet schedules and arrived at a need-based minimum wage estimate of Rs. 200 per month at an index level of 219 (1949 = 100). Subsequently, the General Council of the Federation marked up the estimates so as to correspond to four consumption units instead of three and arrived at an alternative figure of Rs. 250 per month for the need-based minimum wage at an index level of 213 (1949 = 100).

11. The National Federation of Indian Railwaymen computed the need-based minimum on the basis of the two diets, viz., Dr. Aykroyd's balanced diet and the diet recommended by the NNAC for Western India. The expenditure on food at the July, 1969 price level amounted to Rs. 224.83 per month on the basis of Dr. Aykroyd's balanced diet and Rs. 153.01 per month on the basis of the NNAC diet. The Federation suggested adoption of the NNAC diet with 10 per cent extra added to the cost of food. They finally claimed Rs. 239.45 as the need-based minimum wage at the 1968 price level.

*Rs. 254.70 appears to have been rounded off to Rs. 250.

Computation of Minimum Wage

12. Since, in formulating their demand for minimum remuneration, the main emphasis of the employees has been on a need-based minimum wage as recommended by the 15th ILC, we proceed to examine the feasibility of such a need-based minimum wage. In this, we were faced with an initial difficulty about the diet schedule to be adopted.

13. In the summary of proceedings of the 15th ILC, there is a reference to the adequate diet which had been recommended by Dr. Aykroyd and its broad composition has been given*. It also mentions that Dr. Aykroyd had estimated the calories requirements of a man doing moderate work at 3,000 but in view of the somewhat lower metabolism of Indians, he had considered a net intake of 2,700 calories to be adequate for an average Indian adult of moderate activity. From Health Bulletin Number 23 (Fifth Edition) and Special Reports—series Number 42 published by the I.C.M.R. (1966), it appears that the diet mentioned in the 15th ILC papers correspond closely to the balanced diet recommended by Dr. Aykroyd (adequate for the maintenance of good health) and the approximate nutritive value of the diet is 3,000 calories. As the 15th ILC had accepted a requirement of 2,700 calories in Indian conditions, a proportionate cut in the estimated cost of the balanced diet has to be made.

14. Computing the cost of food on this basis and adopting the other norms recommended by the 15th ILC, the estimate of the need-based minimum wage at the index average of 200 (1960 = 100) would be as follows:—

TABLE I

Need-based minimum wage according to the 15th ILC norms

Particulars	Dr. Aykroyd's diet	
	Balanced 3000 calories	2700 calories (net) recommended by the 15th ILC
	Rs.	Rs.
1	2	3
1. Cost of food [@]		
Bombay	243.00	218.70**
Calcutta	252.90	227.61**
Delhi	232.20	208.98**
Madras	227.70	204.93**
Average of four cities	238.95	215.05
2. Clothing	10.50	10.50
3. House-rent (Average of Integrated Subsidised Housing Scheme† rates for the four cities.)	25.50	25.50

*Annexure VII, (page 84) to Summary of Proceedings of the 15th ILC.

1	2	3
4. Miscellaneous expenditure at 20% of the total	68.74	62.75
Total Expenditure (Need-based minimum wage)	343.69	313.80

†Known formerly as Subsidised Industrial Housing Scheme

**Figures in Col. 2 reduced on pro-rata basis.

@ Estimated at the average prices for the twelve months ending 31st October, 1972. Price data collected by the Labour Bureau for the Consumer Price Index for Industrial Workers were used in estimating the cost of food.

15. We have mentioned earlier that the estimates of the need-based minimum wage as prepared by the employees' federations were related to different price levels; when adjusted to the 12-monthly average prices for the period ending 31st October, 1972 these estimates range between Rs. 222 and Rs. 288. The estimate prepared in the Commission's Secretariat strictly in keeping with the 15th ILC formula came to Rs. 314 (approx.). Even the lowest of these figures, namely, Rs. 222 would mean an increase of Rs. 52 per employee per month over the existing minimum emoluments of Rs. 170 (including three instalments of Interim Relief). If this increase were to be reflected in the emoluments of at least 13.4 lakhs of Class IV civilian employees only, it would mean an additional liability of the order of Rs. 80 crores per annum on this account alone, and without considering the Defence Services.

16. With the hierarchical structure prevailing under the Government, and the considerable degree of stratification which has developed over the years, it is inevitable that a sharp increase at the minimum will result in corresponding increases for the other categories also. As the existing wage differentials have acquired some rigidity, any appreciable compression of the differentials may not be feasible especially at the Class III and Class IV levels. If the same order of benefit viz., Rs. 52 is extended to all Class III employees numbering nearly 15.5 lakhs the annual additional expenditure on that account would amount to about Rs. 95 crores. Further, any such increase in emoluments on the Civil side will call for a corresponding increase for the Armed Forces in view of the need for maintaining certain existing relationships. The financial effect of a commensurate rise in the emoluments of the Armed Forces may be expected to be about Rs. 60 crores per annum. Thus the cumulative effect of raising the minimum remuneration to Rs. 222 would amount to more than Rs. 200 crores per annum. If it is to be raised to Rs. 314, the overall financial implication would be about Rs. 600 crores per annum.

17. Our terms of reference specifically require us to take into account the repercussions of our recommendations on the finances of the State Governments. The minimum emoluments in most of the States are much lower than even the existing minimum remuneration for the Central Government employees. The

latter is also higher than the minimum wage fixed by the various authorities under the Minimum Wages Act. According to information available with the Commission the latest position in this behalf is as follows:—

TABLE II
Minimum Wages at the Centre and in the States

Centre/State	Range of minimum wages per day fixed under Minimum Wages Act as on 30th Sept. 1971.		Total emoluments of a peon at the minimum of the scale as on 1st August, 1972.	
	Lowest Rs.	Highest Rs.	Inclusive of HRA* CCA**, DA† & IR‡ Rs.	Exclusive of HRA & CCA Rs.
1	2	3	4	5
I. Central Government	2.40	3.70	201.70	170.00
II. States				
1. Andhra Pradesh	1.50	5.00	167.00	146.00
2. Assam	1.50	4.00	168.50	161.00
3. Bihar	1.00	3.00	163.00	155.00
4. Gujarat	1.25	3.50	181.50	162.00
5. Haryana	1.25	5.00	180.50	163.00
6. Himachal Pradesh	1.00	3.00	234.35	170.00
7. Jammu & Kashmir	—	—	136.00	136.00
8. Kerala	1.12	4.50	173.00	166.00
9. Madhya Pradesh	0.97	2.50	177.00	157.00
10. Maharashtra	0.62	5.00	185.50	163.00
11. Manipur	—	—	162.00	162.00
12. Meghalaya	—	—	174.50	161.00
13. Mysore	0.75	2.50	174.40	146.00
14. Nagaland	—	—	160.00	140.00
15. Orissa	0.75	2.00	134.00	134.00
16. Punjab	1.25	3.75	193.40	170.00
17. Rajasthan	1.50	2.31	177.85	160.00
18. Tamil Nadu	0.62	3.50	178.00	145.00
19. Tripura	1.12	2.00	151.50	140.00
20. Uttar Pradesh	1.00	2.77	147.75	140.00
21. West Bengal	1.12	3.88	155.50	142.00

Source : (i) Cols. 2 & 3 : Indian Labour Statistics, 1972.

(ii) Cols. 4 & 5 : As per available information. Figures in Col.4 assume rates prevailing in 'A' Class Cities for the Centre, and at State capitals for the State Government 'D' employees.

*HRA—House rent allowance

**CCA—Compensatory (city) allowance

†OAD—earnings allowance

‡IR—Interim relief

18. It would be reasonable to anticipate that any increase in the minimum emoluments of the Central Government employees would lead to demands from the employees of various State Governments for a revision of their emoluments upwards. The three instalments of interim relief sanctioned on the basis of our recommendations have triggered off demands by State Government employees. In the case of the State Governments, there might be further repercussions as employees of various local bodies, universities and other aided institutions would also demand higher emoluments. The cumulative effect of all these increases is likely to mean an additional burden

amounting to much more than the Rs. 600 crores mentioned above, which will make a big dent in the resources available for implementing the Plan.

19. There appears to be a general view among the employees that as a model employer the Government should not deny the need-based minimum wage to its employees on the ground that it does not have the capacity to pay. In support of this plea, some of the unions have referred to the following observations of the Supreme Court in *Standard Vaccum Refining Company of India Limited V. Their Workmen* (¹).

"It is because of this socio-economic aspect of the wage structure that industrial adjudication postulates that no employer can engage industrial labour unless he pays what may be regarded as a minimum basic wage. If he cannot pay such a wage, he has no right to engage labour and no justification for carrying on his industry.....". That the Court did not consider the basic minimum wage and the need-based minimum as conceived by the 15th ILC to be synonymous, had been made clear by them in *Express Newspapers Private Limited V. Union of India* (²) where they stated "whereas the basic minimum or subsistence wage would have to be fixed irrespective of the capacity of the industry to pay, the minimum wage thus contemplated postulated the capacity of the industry to pay and no fixation of wages which ignored this essential factor of the capacity of the industry to pay, could be supported".

20. It was claimed by the employees' representatives that the resources of the Government, if required, could be augmented not necessarily by additional taxation but by other measures such as more effective realisation of taxes, ensuring a proper return on investments made in the public sector, by more efficient management and by elimination of waste etc. All these measures are subject to severe limitations. It may not be prudent to assume that there would be a spectacular improvement in the yield from existing taxes, or that new taxes within the existing constitutional framework will be leviable either in the Central or in the State spheres which would bring about relative affluence in the public finances. All fiscal policies have necessarily to ensure the health of the economy and guard against undesirable effects on the investment climate and on capital formation. Further, indirect taxes may operate regressively and their incidence may fall also on the less privileged sections of the community. The public sector necessarily has to embark upon schemes taking into account the overall public interest rather than profitability of the projects. In a mixed economy, therefore, the public sector as constituted at present, may not be able to generate substantial surpluses which could be of assistance to the public exchequer. There have been many economy drives but results have not been encouraging. Unless drastic changes in systems and procedures are introduced and a degree of retrenchment is found acceptable, it may not be realistic to assume that under present conditions, any large scale economies would be feasible. On the other hand, it has been suggested by a number of witnesses that even such additional funds as could be made available either by these measures or by additional taxation and

(1) [1961] 3 S.C.R. 536—AIR (1961) S.C. 895.

(2) [1959] S.C.R. 12—AIR (1958) S.C. 578.

economy in non-Plan expenditure, should first be used for the amelioration of the lot of the people who are unemployed or under-employed, rather than for ensuring a minimum wage related to certain norms set by the 15th ILC for a section of the community. There is much to be said for this view.

21. We have mentioned in Chapter 5 that the employees have made a strong plea for determining their emoluments on the basis of a fair comparison with the private sector and the public sector employees. We have collected information regarding the minimum salary being paid in the organised private sector concerns. It seems that in January, 1972, the amount ranged generally between Rs. 170 and Rs. 385 p.m. It is possible that since then there have been further increases in these figures. However, for the reasons already given in that Chapter, we do not find it feasible to accept fair comparison with the private sector as a major determinant of the minimum remuneration payable to the Central Government employees. On the other hand, the Government should consider steps for keeping wages in these other sectors also in check, having in view the economic condition of the country.

22. As regards the demand for a fair comparison with the public sector undertakings, the amount of minimum remuneration varies from one public sector concern to another. In some of these undertakings, the minimum wage is almost the same as that prevailing under the Central Government. Further, there is no single uniform basis for fixing minimum wages in all the public sector concerns and because of the nexus which exists in the matter of wage fixation between the private concerns and some of those in the public sector, we have not also found it feasible to accept comparison with the public sector as a sound basis for fixing minimum remuneration under the Central Government.

23. In any case, we feel that if there is to be a comparison with the level of wages outside the Government, it cannot be confined only to the organised private or public sector. We have mentioned above that the minimum wage in a large number of States is lower than that under the Central Government. Generally in the unorganised private sector they are still lower. In the agricultural sector for example, the wages are as shown in the Table below :—

TABLE III
Agricultural Wages in some States

	Month & year	Field Labour*	Other Agricultural Labour
(Rs. per day for adult man)			
1. Andhra Pradesh	December, 1971	3.00 - 3.50	2.50 - 3.50
2. Assam	December, 1971	4.00	3.00
	January, 1972		(April, 1971)

*Field labour comprises operation such as ploughing, sowing, weeding and harvesting.

	1	2	3	4	5
3. Bihar	September, 1971		3.25		3.25
4. Gujarat	February, 1972		3.00		3.00
5. Haryana	September, 1971		5.00-7.00		7.00
6. Himachal Pradesh	February, 1972		3.50		
7. Kerala	February, 1972		4.90-5.50		4.90-5.50
8. Madhya Pradesh	March, 1972		2.50		1.50-2.50
9. Maharashtra	September, 1971		2.50		2.50
10. Mysore	July-August, 1971		2.00-5.00		2.25-2.50
11. Punjab	February, 1972		7.25		7.25
12. Rajasthan	April, 1972		7.00		
13. Tamil Nadu	March, 1972		2.00-3.57		2.00-3.00
14. Tripura	November, 1971		4.00		4.00
15. Uttar Pradesh	April, 1972		3.00-4.35		1.82-3.00

SOURCE :—Agricultural Situation in India (July, 1972 and earlier issues). Directorate of Economics and Statistics, Ministry of Food, Agriculture, Community Development and Cooperation.

NOTE :—(i) The date relate to selected districts and a few villages in each district.
(ii) Normally the number of working hours per day is eight.

24. It would be useful to recall here that the Second Pay Commission which, too, had examined the demand of the employees for a need-based minimum wage, according to the norms recommended by the 15th ILC, came to the conclusion that the monetary value of such a minimum wage would be out of tune with the level of per capita national income. Since the Report of the Second Pay Commission, several wage boards have examined similar demands from the employees. Without exception, they came to the conclusion that such a need-based minimum wage could not be recommended, being beyond the capacity of the industries to pay. The National Commission on Labour also expressed the view that the need-based minimum wage could be introduced by convenient and just phasing, keeping in mind the extent of the capacity of the employer to pay the same.

25. The fixing of minimum wages should be in harmony with broad principles of policy relating to economic and social developments and particularly the achievement of rapid growth and equitable distribution of national income. Further, the minimum wage should be realistic, and it should be in consonance with the conditions prevailing in the country. One has to avoid the danger of setting premature and unwise minimum standards which the country and the economy can ill-afford. Such standards may raise expectations all round, and since they would be incapable of fulfilment because monetary wages would soon be eroded by a rise in prices, frustration would deepen all the more. The additional expenditure involved in fixing the minimum remuneration on the basis recommended by the 15th ILC, and the inevitable repercussions such a course would have on State Governments, Local Bodies, Universities, etc. would, in the aggregate, have a deleterious effect on the total

budgetary resources. It would lead to drastic curtailment of developmental expenditure, and a slowing down of projects which would further aggravate the present unemployment situation in the country, to the solution of which the Government attaches paramount importance. Having regard to the prevailing level of wages in the agricultural sector and the general minimum level in trade and industry, except in certain organised private and public sector undertakings, which should be considered more as an exception rather than the rule, we feel that the adoption of the minimum remuneration based on the 15th ILC norms at this stage would be tantamount to a misdirection of resources. When about one-third of the rural and one-half of the urban population (i) in our country live on diets inadequate even in respect of calories, not to speak of other essential nutrients, it would be inequitable for the Government to guarantee their lowest paid employees a wage according to the relatively liberal norms laid down by the 15th ILC and Dr. Aykroyd's balanced diet (after adjustment). We have, therefore, not found it possible to recommend that under existing conditions the minimum remuneration of Central Government employees should be fixed on the basis of norms recommended by the 15th ILC.

26. We, however, would like to clarify that we have the fullest measure of sympathy for the demands of the Central Government employees in this regard, and would like to see their legitimate aspirations fulfilled within the shortest possible period. Earlier we have pointed out that the concepts of 'needs' and 'subsistence' are not static. With the development of the country and increase in national income, we see no reason why the Government employees should not, in the fullness of time, be entitled to the need-based minimum wage according to the norms laid down by the 15th ILC. In absolute terms and having regard to the standards in other countries, these norms cannot by themselves be considered extravagant. Nevertheless in the present context, we cannot recommend that the Central Government employees should be treated as a specially privileged section of the community and guaranteed a need-based minimum wage according to these norms when the Government are not able to provide even the barest essentials to millions of their less fortunate compatriots.

27. We shall now examine what modifications are required today in the 15th ILC norms when applied to Government employees. According to the widely accepted definition of the minimum wage as given by the Fair Wages Committee (1948), a minimum wage must provide not merely for the bare sustenance of life but also for the preservation of the efficiency of the worker. For this purpose, the minimum wage

must also provide for some measure of education, medical requirements and amenities*. We consider that the norms set by the 15th ILC need some modification when applied to Government employees. As regards food requirements, we decided to adopt the vegetarian diet schedules recommended by the Indian Council of Medical Research Expert Group (ICMR) in 1968. These diet schedules represent the latest authoritative expert view on the subject of nutrition and have also the approval of the Ministry of Health. The diet schedule recommended by the ICMR for moderate work does not differ materially from the NNAC diet in regard to calorific value. If anything, the ICMR diet with a net value of 2800 calories for moderate work is a slight improvement on the NNAC diets which are expected to provide a net intake of about 2700 calories only.

28. As regards the activity status, some of the nutrition experts are of the view that the work of a large number of Class IV employees should be considered as light or sedentary. While this might be generally true, there are several categories of such employees especially those employed in the Railways, P & T, Ordnance Factories etc., who are doing work of moderate activity. To differentiate between different groups of Class IV employees on grounds of activity for determining the minimum wage, however justifiable it might be on theoretical grounds, appears to us to be fraught with several operational and administrative difficulties. It would be a Herculean task to classify each post held by a Class IV employee according to its activity status, and even so the matter may not be free from controversy. In the latter case, it would become a fruitful source of friction between the Government and their employees. Operational considerations, and the proper utilisation of manpower may necessitate transfer of personnel from one assignment to another at different stages of their career. Once an employee was receiving a higher pay because of a supposedly higher degree of activity, this pay could hardly be reduced, even if he were transferred to a lighter post. It may be recalled that the Second Pay Commission had accepted the activity status of the bulk of the Class IV employees as 'moderate' for the purpose of determining minimum remuneration. We did not consider it necessary to deviate from the course adopted by that Commission. We, therefore, decided that practical considerations and general convenience required that all such employees should be treated as 'moderate' workers for the purpose of determining the minimum wage. However, there did not appear to be any valid reason for treating the activity status of the other members of an employee's family as anything but sedentary**. Thus we have estimated the dietary needs of the family as the aggregate of the needs of one moderate worker and two sedentary

NOTE :—(i) Poverty in India : Dandekar and Rath—p.6/8.

*Report of the Committee on Fair Wages, p. 8, para 10.

**During evidence, Dr. Gopalan, Director, National Institute of Nutrition, ICMR, Hyderabad, drew our attention to the misunderstanding that existed that with regard to the word 'sedentary'. He stated, "When we have used the word 'sedentary' in our Report what we mean is : 8 hours in bed, 8 hours off work (one hour for personal necessities such as dressing, undressing, washing, shaving, bathing etc., 2 hours walking at 3 miles per hour, 4 hours sitting and standing and one hour for recreation) and 8 hours of sedentary work. When we say 'sedentary' we do not mean that someone is reclining in the chair doing nothing". He added that dusting tables, sweeping the floor and similar activities would be treated as light or sedentary work.

dependants, who in all would account for three adult consumption units as per the 15th ILC norms on family size. In broad terms too, it appears logical that dependants, who do not earn their livelihood, should be treated as sedentary.

29. The choice of an appropriate price level has also engaged our attention. The Second Pay Commission adopted the price level in Delhi for estimating the cost of the food basket, but we felt that it might not be proper to depend upon the price level at a single centre. We share the views of some of the major organisations of employees that in a vast country like ours, it would be more realistic to estimate cost at the price levels in the four major cities, viz. Bombay, Calcutta, Delhi and Madras and take the average of such costs to be applicable in general. Further, in view of the desirability of basing our recommendations on reasonably recent data, we have adopted the average prices for the 12-monthly period ending 31st October, 1972 for each of the cities.

30. As regards expenditure on clothing, the availability of cloth per head for the year 1969 was about 17 yards at the national level* which does not differ much from the norm of 18 yards per head per annum laid down by the 15th ILC. To us it appeared that the cost of warm clothing which is required only in certain parts of the country should not be specifically included in a need-based minimum wage meant for general application. Considering all these circumstances, we felt that the 15th ILC norm of 72 yards per year for a family with four members could be adopted without modification.

31. As regards housing, the 15th ILC had recommended that the minimum rent payable under the Subsidised Industrial Housing Scheme should be taken into account for estimating total household expenditure. We are of the view that it would not be correct to apply this formula literally in the case of Government employees who generally do not live in houses constructed for industrial workers. We have, however, adopted the principle underlying this recommendation viz., that the rent should be what an employee pays for residing in a house provided by his employer. A class IV Central Government employee at the lowest level of salary has to pay rent for Government accommodation allotted to him at the rate of 7 1/2 per cent of his pay, and we think that this constitutes a reasonable basis for determining the quantum of the expenditure on housing. For those not provided with government accommodation and living in cities where house rent is high, there is a system of house rent allowances.

32. We have considered whether in fixing minimum remuneration it would be appropriate to make any allowance for some of the fringe benefits enjoyed by the Government employees. The major items of fringe benefits are :—

- (i) Compensatory (City) Allowance (CCA)
- (ii) House Rent Allowance (HRA)

- (iii) Children's Educational Allowance
- (iv) Re-imbusement of medical expenses/Central Government Health Scheme.
- (v) Re-imbusement of tuition fees.
- (vi) Uniform Allowance or supply of free uniforms/liveries.
- (vii) Washing Allowance
- (viii) Leave Travel Concession
- (ix) Rent free Accommodation

33. The Second Pay Commission did not attempt to estimate the monetary value of the several benefits which Government employees were entitled to. The Fair Wages Committee had, however, felt** that the value of any such benefits could also be taken into account in determining the fair wage, provided such benefits directly reduced the expenses of a worker on items which were included in the computation of the fair wage.

34. These benefits in the case of Government employees are known to have appreciably increased over the past several years and there may be a view that they can no longer be ignored while looking into the adequacy or otherwise of the minimum wage. While submitting its Memorandum to the National Commission on Labour, the Ministry of Finance is known to have estimate this type of expenditure at about Rs. 20 per head per month. This was, however, based on partial information that was available at that time. In the light of some more information that became available subsequently, the Ministry worked out this expenditure at about Rs. 34 per head per month for 1969-70.

35. We realise that there are several practical and conceptual difficulties in quantifying such benefits in monetary terms in respect of any particular class of employees and taking them into account for computing the minimum wage. Some of the benefits like Compensatory (City) Allowance and House Rent Allowance are not universally applicable. Entitlement to the CCA and HRA is determined on the basis of the locality where the employee is stationed. Further, house rent allowance is admissible only to those who are residing in private accommodation and are paying rent above the rate prescribed for government accommodation. It may not, therefore, be quite proper to take into account such allowances for determining the minimum wage. Similarly, items such as educational allowance, re-imbusement of tuition fees, free supply of uniforms and washing allowance, we think, need not also be taken into account, the former because education up to the Higher Secondary level is generally being made free in the States and the latter because supply of uniforms is neither so universal nor so wholly divorced from the interest of the Government as to warrant a corresponding reduction in the minimum wage. On the other hand, there is no denying that these benefits do result in some saving of expenditure on the part of the recipients, or in

*Indian Textile Bulletin, Vol. XVII, No. 2, May, 1971.

**Report of the Committee on Fair Wages (p. 17, para 28)

mitigating the hardships to which they would otherwise have been exposed. Strictly speaking, there is some justification for making a deduction on account of medical benefits enjoyed by all Government employees because there is a built-in provision for such expenditure under the item "Miscellaneous" as assumed in our computation of minimum wage. At present, only the employees covered by the Central Government Health Scheme are required to make a contribution although a nominal one. However, here also we consider that it would not be worthwhile to make a departure from the approach of the Second Pay Commission.

36. We now proceed to estimate the need-based minimum remuneration according to our concept on the following basis :—

- (i) The vegetarian diet* as recommended by the Indian Council of Medical Research 1968.
- (ii) The average cost of this diet in the metropolitan cities of Bombay, Calcutta, Delhi and Madras on the basis of the average prices in each of these cities for the 12 months ending 31st October, 1972.
- (iii) The employee's family consisting of three adult consumption units of which one is of "moderate" activity and the other two "sedentary".
- (iv) Clothing needs at the rate of 16.5 metres (18 yards) per capita per year i.e. 66 metres (72 yards) for the family.
- (v) House rent at 7 1/2 per cent of the total amount.
- (vi) Miscellaneous expenditure at 20 per cent of the total amount.

The actual figures obtained by us are as follows :—

Items	Expenditure (Rs. per month)
1. Food (Simple average of four cities)	131.70
2. Clothing @ Rs. 1.91 per metre (Rs. 1.75 per yard) for 5.5 metres (6 yards)	10.50
3. House rent @ 7 1/2 % of the total	14.71
4. Miscellaneous expenditure @ 20 % of the total	39.23
	196.14
	Rs. 196 in round figures

Since we have averaged the cost of the food in the metropolitan cities for the 12 months ending 31st October, 1972, we are of the view that the figure for the need-based minimum remuneration adopted by us would be valid at the average all-India Consumer

Price Index for the 12 months ending 31st October, 1972, i.e.

242.50 or 243	(1949=100)
199.50 or 200	(1960=100)

37. For a proper evaluation of our conclusion regarding the need-based minimum wage (Rs. 196) according to our concept, certain considerations should be borne in mind. First, our food budget is based on a calorie intake of 2800, for moderate activity and 2400 for sedentary work as prescribed by dietitians even though the intake levels in most developing countries range from 1800 to 2500 calories per person per day**. It is also significant that in Japan which has maintained a very high rate of growth since the turn of this century the calorie intake per person per day has ranged from 2225 in 1908-12 to 2411 in 1963-65@. Secondly, our adoption of the average of the prices in the four metropolitan cities for estimating the cost of the food basket gives an in-built advantage to the employees who live in the mofussil where the prices are generally lower. Thirdly, in computing the minimum remuneration we have allowed the full 20 per cent 'miscellaneous expenses' as per the 15th ILC formula, without taking into account the value of the several fringe benefits recommended by us. Taken together these considerations indicate that the need-based minimum wage we have computed would more than meet the essential needs of the employees.

38. Having arrived at a need-based minimum remuneration, according to our concept, of Rs. 196/-p.m. for three adult consumption units and shown that for the reasons indicated in para 37, there are some extenuating circumstances even in this computation, we now have to proceed to fix the lowest remuneration that should be paid by the Government to its employees. A Central Government employee at this level at the beginning of his service is usually about 20 years of age, if not younger. We are of the view that, at this stage in his career the Central Government employee is not usually expected to be responsible for the maintenance of three adult consumption units including himself. He may not even be married far less have two children. We are, therefore, of the view that the starting salary need not be fixed higher than Rs. 185 per month. As will be seen later, we are devising the minimum scale in such a way that at the end of the five years, the Central Government employee would automatically receive a sum equal to the need-based minimum remuneration according to our concept. Our approach is thus similar to the approach adopted by the Supreme Court in the following*** observations : "in our country it would not be wrong to assume that on an average three consumption units must be provided by the end of the five years' service. The consumption units in the first five-years should be graduated. As things stand today, it is reasonable to think that three consumption units must be provided by the end of five-years' service, if not earlier".

*Reproduced in the Appendix to this Chapter.

**U.N. Report of the World Social Situation, 1967.

@Source : Kazushi Okawa and Nobukiyo Takamatsu, Report of the Survey of Japanese Experiences of Changes in Food Habits in relation to Production Pattern (Asian Productivity Organisation, March, 1971).

***Reserve Bank of India V. The employees [1966] I.S.C.R. 25—AIR (1966) S.C. 305.

39. It might be useful to compare the minimum remuneration of Rs. 185 p.m. arrived at by us with certain alternative estimates based on different approaches. In the Fourth Plan document, private consumption of Rs. 20 per capita per month at 1960-61 prices was deemed to be a minimum desirable consumption standard*. According to the "Approach to the Fifth Plan 1974-79", the corresponding amount at present day (October, 1972) prices would be about Rs. 40**. On the basis of this norm, the minimum consumption expenditure for an average family consisting of four members or three adult consumption units could be estimated at Rs. 160 only. The minimum remuneration arrived at by us is appreciably above the national minimum standard referred to by the Planning Commission.

40. A few of the respondents to our Questionnaire had suggested that the minimum wage under the Government should be commensurate with the level of per capita national income or consumption in the country. We recognise that while much importance cannot be attached to relationships of this type, they do, however, give a rough idea of the quantum of the minimum remuneration as pointed out by the Second Pay Commission. Further, as observed by the National Commission on Labour, per capita national income can be taken only as an indication to guard against undue wage increases.

41. The annual per capita income which was Rs. 285† when the Second Pay Commission fixed the minimum remuneration at Rs. 80 p.m., increased to about Rs. 633‡ in 1970-71. Applying the same rate of increase, the minimum remuneration as recommended by the Second Pay Commission, would amount to about Rs. 178 in 1970-71. If the annual rate of growth of per capita income in 1971-72 over 1970-71 is assumed to be of the same order as in the preceding year, we may expect per capita income to reach the level of about Rs. 660 in 1971-72 in which case the minimum remuneration would work out to about Rs. 185 for that year.

42. We have also examined as to what would be the minimum wage fixed by the Second Pay Commission if increase in the cost of living since then, as measured by the All-India consumer price index for industrial workers, were fully neutralised. The Second Pay Commission had fixed the minimum wage in 1958-59 at Rs. 80 p.m. at the consumer price index of 115 (1949 = 100). If it is neutralised fully for increase in the cost of living, it would amount to about Rs. 169 at the average index of 243 for the 12 months ending 31st October, 1972.

43. On the basis of these approaches also and keeping in view the various limiting factors it seems to us that a minimum remuneration of Rs. 185 p.m.

for the lowest paid full time adult employee of the Central Government, at the All-India consumer price index of 243 points (1949 = 100) or 200 points (1960 = 100), being the average of 12 months ending 31st October, 1972, would be compatible with general economic conditions in the country, and one that the tax-payer could be reasonably called upon to bear. This level of minimum remuneration secures to the Central Government employees not only full neutralisation over the figure recommended by the Second Pay Commission but also a reasonable share of the increase in per capita income. This would also compare quite favourably with the trend in the earnings of factory workers *earning less than Rs. 400 p.m.* Over the period 1961-70, for which statistics are available, the average real earnings of such factory workers showed a generally declining trend@ notwithstanding some improvement in the earlier part of the period. For recent years, although data are not available, we do not anticipate that the general trend will have been very much different. From the Central Government employee's view point, a minimum wage of Rs. 185 p.m. which exceeds the minimum wage of the Second Pay Commission, adjusted for increases in the cost of living, by about Rs. 16 p.m., is therefore not unfair.

44. Having regard to the low per capita income of the country, the acute unemployment situation, the state of finances of the Central Government and the likely repercussion of a high minimum wage on the finances of the State Governments, we consider it to be supremely important that the maximum restraint should be exercised in devising a new pay structure. We accordingly recommend that the minimum remuneration for the wholetime Central Government employee at the start of his career should be fixed at Rs. 185 per month.

45. Since the minimum remuneration of Rs. 185 p.m. recommended by us is related to the 12 monthly index average of 200 (1960 = 100) for the period ending 31st October, 1972, we have related our pay structure to the same base period.

46. Here it would be convenient to dispose of the question of the minimum scale also. The Second Pay Commission recommended a scale of Rs. 70-1-85 plus Rs. 10 p.m. as dearness allowance. Inclusive of Dearness Allowance and the three Interim Reliefs sanctioned on the recommendations of this Commission, the existing total emoluments in this scale work out at Rs. 170-1-197.

47. At present this is a 16-year scale. Employees' Unions have demanded that as the employees might have to remain in that scale for as long as 40 years, the length of the scale should be suitably increased. From the efficiency angle alone, there does not appear

*Fourth Five-Year Plan : p. 34.

**Approach to the Fifth Plan 1974-79, (Section II : Removal of Poverty' para-2) January, 1973.

†The figure as originally published by the Central Statistical Organisation for the year 1958-59 was Rs. 303. The present series of national income figures commencing from the year 1960-61 is not strictly comparable with the past series on account of methodological changes that have since been introduced. The original figure had, therefore, to be adjusted slightly in order to make it fairly comparable with the figures for recent years.

‡Source : Economic Survey 1972-73.

@Indian Labour Statistics—1972—Table 4.8 page 61.

to be any case for increasing the time-span further. The value of the unskilled employee, employed as such, does not increase with the length of his service. In fact, we feel that the Government should launch training schemes designed to encourage and assist unskilled employees to acquire skills which would enable them to move into higher skilled avocations much before they reach the maximum in this scale. We find that so far as workshop employees and those working in the P & T Department are concerned, they have satisfactory prospects, by and large, to move into higher scales of pay within 16 years. On the other hand, many other categories, namely, Sweepers, Chowkidars, Malis, Water carriers, etc., do not have adequate promotion prospects. There are some higher posts within Class IV itself to which the office peons can aspire. Further, 10 per cent of the vacancies of Lower Division Clerks in offices other than the Railways and the P & T, 25 per cent in the Railways and 50 per cent in the P & T are filled by selection from among the Class IV employees. We, therefore, consider that the existing time-span of the scale is, by and large, adequate and does not need any prolongation.

48. As regards the rate of increment, the Second Pay Commission increased the half-rupee annual increment, recommended by the First Pay Commission, to an annual increment of Re. 1. If we go by the increase in the consumer price index, this figure will work out to Rs. 2 approximately at present. We recommend that the revised scale for employees at present drawing pay in the scale of Rs. 70-1-85, should be Rs. 185-2-193-3-220 (14 years), except where otherwise recommended for any particular category. This scale will permit the need-based minimum wage according to our concept being reached after 5 years' service.

49. We may also examine here the question of special pay for certain categories of Class IV staff. The Second Pay Commission recommended a special pay of Rs. 3 per month for unskilled staff whose work was exceptionally heavy or whose normal duties involved special risks, such as chemical process workers or employees who handle explosives etc. This recommendation was accepted but in the absence of any clear definition of the categories to which this special pay was to be made applicable, various Ministries/Departments of the Government have evolved their own yard-sticks for payment of this allowance.

50. We have earlier mentioned that the minimum wage recommended by us should be adequate for meeting certain minimum dietary needs of a moderate worker. As an employee engaged in exceptionally heavy work would admittedly be requiring a better diet, the need for allowing him increased emoluments is clearly made out.

51. The second category of employees, who are at present entitled to this special pay or any other form of higher emoluments, are those engaged on duties involving greater hazards or whose health is liable to be adversely affected in graduated degrees due to pursuit of the particular avocation over a prolonged period. We agree that payment of higher emoluments does not, in any way, lessen the degree of

risk and that employees should, more appropriately, be protected against hazards (including health hazards) by suitable protective measures and by liberal compensation either through more generous provisions of rest and medical treatment, or by an increase, if considered necessary, in the compensation available under the Workmen's Compensation Act. However, in certain cases, need might arise to provide higher emoluments with a view to inducing the right type of workers to undertake particular jobs, and to compensate them partly for the risk involved and the additional mental and psychological stresses they may be exposed to. While, therefore, we commend the continuance, and where necessary, the improvement of the existing protective measures, we consider that this category of employees should also, as in the case of heavy manual workers, be compensated by grant of higher emoluments. We are elsewhere suggesting the introduction of a group insurance scheme on a contributory basis, and the higher emoluments admissible to this category of workers would also help to finance the cost of the premium and thus facilitate their joining the scheme.

52. The third category of employees, who in some cases are at present receiving a special pay of Rs. 3 per month, consists of those employed in unpleasant or uncongenial occupations. In the Railways these categories are Sweepers, who are engaged on the following jobs :—

- (i) Working in underground drains;
- (ii) Cleaning sewer lines;
- (iii) Working in trenching grounds; and
- (iv) Working in infectious diseases hospitals.

In the case of these employees also there is full justification for allowing them certain additional emoluments.

53. An alternative to the grant of an allowance in these cases could be a higher scale of pay or a higher start in the common scale of pay. But, in some cases, it may be necessary to have a turnover both from the psychological and physiological points of view as also because of the fact that it may not be feasible to continue to employ a person, after he has reached a particular age, on hazardous or relatively more strenuous duties. The advantage of giving a special pay would be that in case an employee is transferred from such duties, it would involve only the withdrawal of the special pay, a practice which has long been in force, and is well understood.

54. As mentioned earlier for these categories, the Second Pay Commission recommended a special pay of Rs. 3 per month. In view of the increase in the cost of living since then, as also the higher scale of pay being recommended by us, we recommend that the amount of this special pay should now be Rs. 10 per month.

55. We also recommend that Government may take action either to lay down uniform criteria or to prepare illustrative lists of categories for which this special pay would be admissible.

APPENDIX

(referred to in paragraph 36)

BALANCED DIETS FOR ADULT MAN*

Vegetarian

Items	Sedentary work	Moderate work (quantity in gms. per day)
Cereals	400	475
Pulses	70	80
Green leafy Vegetables	100	125
Other Vegetables	75	75
Roots & tubers	75	100
Fruits	30	30
Milk	200	200
Fats & oils	35	40
Sugar & jaggery	30	40

*Source: 'Dietary Allowances for Indians' : Table 23 (p. 87), Special Report Series No. 60 (1968), Indian Council of Medical Research.

CHAPTER 7

STARTING SALARY OF CLASS I SERVICES AND MAXIMUM SALARY UNDER THE GOVERNMENT

I. Starting Salary

While the top salaries do play some part in maintaining the quality of senior management personnel, it is the starting salary offered to the fresh entrants at junior Class I level which largely determines its attractiveness, and influences the choice of prospective candidates as between a career with the Government, and one elsewhere. The entry scales for the direct recruits to all the Class I Services, including the technical and scientific services start from the stage of Rs. 400. In the Defence Services also Rs. 400 is the start of the pay scales prescribed for all Commissioned Officers except a few categories like the officers of the Army Medical Corps, the General Duties Branch of the Air Force and the Military Nursing Service. The correct fixation in monetary terms of the initial stage of the Class I scale is of crucial importance in determining the quality of recruitment, and this vitally influences the efficiency of the higher public services.

2. Since the time of the Second Pay Commission, which recommended the starting salary of Rs. 400 for the Class I Services, the attractiveness of employment in the non-Government sector has increased significantly. Further in the organised sectors of commerce and industry, there is greater emphasis now on systematic selection procedures and bidding for the superior talent coming out of the universities and institutes of management and technology. Government is, thus, no longer in the position of a monopolist employer; and with greater economic growth, Government will be facing increasing competition not only from the private firms but also the public sector enterprises including the nationalised

banks. Many of the witnesses opined that an important reason for the falling attractiveness of the higher services under the Government is the growing opportunities for good employment available in the non-Government sector. It has been asserted that the firms in the private sector are able to attract the better class of graduates in ever-increasing numbers by the simple device of offering them higher starting salaries than those available in the IAS and other Class I Services. To ascertain the level of emoluments offered in the non-Government sector, we requested the managements of public sector enterprises and the larger firms in the private sector for the relevant information. The substantial amount of information that the managements have been good enough to furnish indicates that the public sector enterprises offer starting salaries ranging from Rs. 700 to Rs. 900 to those recruited as management trainees; in the well-known private concerns, the corresponding range is from Rs. 700 to Rs. 1100. At against this, the total emoluments provided to the direct recruits to Class I Services add up to Rs. 610.

3. Some idea about the trends in average income of salaried employees in the Government and non-Government sectors can be had from the data available in the all-India Income-tax Revenue Statistics. The Second Pay Commission reviewed the comparative position relating to salary incomes of the body of purely salary-earners who were assessed to income-tax in the years 1948-49 and 1956-57. To the data* given in its report, we have added corresponding figures for the assessment year 1968-69 in the table below :

TABLE I

	1948—49	1956—57	1968—69	Change	
				(2) over	(2) over
				(1)	(1)
	(1)	(2)	(3)	(4)	(5)
I. <i>No. of assessees</i>					
(i) Central Government	59845	47404	127187	-20.8%	+112.5%
(ii) Non-Govt. Sector	136559	159145	446889	+16.5%	+227.2%
II. <i>Pre-tax Income (Average per person) Rs.</i>					
(i) Central Government	6567	7426	7839	+13.1%	+19.4%
(ii) Non-Govt. Sector	5400	9112	8578	+68.7%	+58.9%
(iii) Excess of (ii) over (i)	-17.8%	+22.7%	+9.4%		
III. <i>Post-tax Income (Average per person) Rs.</i>					
(i) Central Government	6096	7000	7462	+14.8%	+22.4%
(ii) Non-Govt. Sector	4795	7950	7847	+65.8%	+63.6%
(iii) Excess of (ii) over (i)	-21.3%	+13.6%	+5.2%		

*Vide Table VIII of Chapter VIII of the Report of the Second Pay Commission (P.83).

4. The above data show that the number of assessable salary-earners in the non-Government sector continues to increase at a faster rate than under the Government and that the average salary income per assessee (both pre-tax and post-tax) continues to be higher in the non-Government sector. In 1948-49, the average salary income was higher under the Central Government—a position which was reversed by 1956-57. Even though the average salary income under the Central Government has moved closer to that in the non-Government sector since 1956-57, nevertheless, the former in 1968-69 was still below the average for the non-Government sector for that year.

5. The service association of Class I officers have stressed that due to rising prices the real value of the salaries given to them has eroded considerably. The starting salary of Rs. 400 recommended by the Second Pay Commission was related to the CPI=100 with reference to the year 1949=100 as base. The present emoluments at the start (Rs. 610) result in 41% neutralisation of the increase in the cost of living at CPI=238 on the same base.

6. Some idea of erosion can be had by working out the money earnings and real earnings over the years. The table below brings out the position for certain years since 1949 :

TABLE III

	At the minimum of the scale			
	As recommended by		At the commencement	
	First Pay Commission	Second Pay Commission	of Third Pay Commission	As at present
I. Emoluments (Basic pay + Dearness Allowance + Dearness Pay + Interim Relief) of :				
(i) Lowest grade of Class IV	55 (30+25)	80 (70+10)	141 (70+71)	170 (70+71+29)
(ii) Class I Officer (Junior scale)	420 (350+70)	400	560 (400+160)	610 (400+160+50)
II. Ratios				
(i) to (ii)	1:7.6	1:5.0	1:4.0	1:3.6

From such information as could be collected and on the basis of reports furnished to us by the Indian Institute of Public Administration, we have worked out the corresponding disparity ratios in some of the foreign countries. Our analysis shows that in some of the advanced countries this ratio is 1:2 and even less, but it is more than that in Canada and around 1:3 in Germany and France. The corresponding disparity ratios in Malaysia, Nigeria and Kenya were 1:5.4, 1:6 and 1:6.8 respectively. Thus, the disparity ratio in India is larger as compared to the corresponding ratio in the developed countries but it is less than in the developing countries for which we have been able to collect information.

**Paragraph 61 of Part II of their Report (P. 40).

TABLE II

	1949	1957	1960	1970	1972
Junior scale Emoluments (Rs. p.m.)	390*	390*	400	590	610
Index of money earnings	100	100	103	151	157
Index of real earnings	100	90	83	68	66
CPI Number					
Base 1949=100	100	111	124	224	238

*These represent emoluments of an unmarried officer. Emoluments of a married officer were Rs. 420.

7. The above table shows the extent of loss of real earnings suffered by junior Class I officers owing to the continued rise in prices. The First Pay Commission** had expressed the view that "the minimum should be substantially high if it is to enable the officer to maintain a proper standard and avoid obligations or embarrassment in discharge of his duties." Several witnesses have advised us that it would be in the public interest to keep these officers reasonably above want to insure against their acquiring undesirable habits and attitudes at the commencement of their service.

8. The table below brings out the changes in disparity ratio between the starting salary admissible to Class I officers and the lowest grade of Class IV personnel since the Report of the First Pay Commission to the present day :

9. The suggestions regarding the starting salary of the Junior Scale (Class I) received from the Associations of various services, both technical and non-technical, show that an overwhelming majority of them have suggested a figure of Rs. 700 p.m. or more. The main reasons given by the associations for their demand are that salaries in the non-Government sector are very much higher and at the existing level of emoluments, it is not possible to attract persons of the requisite calibre into the Class I Services. One of the Associations has made the point that "the entrance salary to the higher civil service in the country is less than half of that in the more important private concerns and substantially lower than in quite a few public

sector undertakings." The Association has added that "this disparity is much too large and unless it is reduced by substantially raising the entrance salary to the All India and Central Services Class I technical and non-technical), there will be further steep deterioration in the quality of the recruits." The majority view among the witnesses also seems to be in favour of a liberal increase in the starting salary for Class I officers; the consensus being in favour of Rs. 700 p.m. or more.

10. It is difficult to come to any definite conclusion about the decline or otherwise in the attractiveness of Class I Government Service. The evidence that we have received on this point goes to show that over the years, service under the Government has lost much of its old glamour and prospective candidates for employment have now many more alternatives to choose from. The ARC Study Team on Recruitment, Selection, etc. which examined this question in detail came to the finding that there had been an unduly sharp decline in the number of first-class graduates taking the competitive examinations even though the output of such graduates had been steadily increasing. The ARC Study Team on Centre-State Relationships also expressed concern at the falling attractiveness of Government service. This Study Team* expressed the view that "for a long time to come the government services will have to play a vital role in the development of the country and in their higher echelons will need ability of the highest order and that steps should be taken to diminish the extent of the diversion that is taking place."

11. We also attach some importance to a first class degree as broadly indicative of superior academic talent and mental equipment. Despite differences

in the standards adopted by the various universities, it can, perhaps, be asserted with some confidence that the possession of a first class degree does establish that the particular candidate is better endowed with certain mental faculties, and with desirable characteristics such as receptivity to ideas, greater application and capacity for hard work, than the average run of students. These same qualities are also required for achieving success in administration. Of course, it is not suggested that all first class degree holders will eventually mature into excellent administrators, or conversely, that other candidates are condemned to mediocrity. We have, however, relied on the number of first class degree holders to give a general indication of the trend of the quality of the candidates coming forward to enter Government service at the Class I level.

12. For the above purpose, data are available in respect of the non-technical Class I Services to which recruitment is made through the Combined Competitive Examination (i.e. the IAS, etc. Examination) conducted by the UPSC. Similar data in such detail are not readily available in the case of technical and scientific services. However, we have analysed the quality of recruitment to the various technical and scientific services in the respective chapters dealing with these services. We have related the data pertaining to the class of degree held by the candidates to the Combined Competitive Examination to the out-turn of graduates, other than technical and medical, because the candidates at this examination are pre-dominantly arts and science graduates. The table below gives this comparative analysis on the basis of the information obtained from the Department of Personnel, the University Grants Commission and the UPSC:

TABLE IV

Year of University examination	Number of graduates/ post-graduates produced		Number of graduates/ post-graduates** who took the IAS etc. Exam. in the succeeding year		Percentage of Col. (4) to Col. (2)	Percentage of Col. (5) to Col. (3)*
	Total	I Class	Total	I Class		
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1950	NA	1475	NA	528	NA	36.0
1954	NA	2199	NA	636	NA	28.9
1959	1,21,623	6434	5833	730	4.8	11.3
1962	1,67,831	8594	4228	450	2.5	5.2
1965	1,87,216	9511	4937	450	2.6	4.7
1969	3,14,321	20959	6489	770	2.1	3.7

13. In analysing the above data it is to be noted that, strictly speaking, the figures in columns (2) and (3) do not quantify the pool of eligible candidates; and for a particular year, therefore, the figures in columns (4) and (5) are not wholly relatable to the figures given respectively in columns (2) and (3). However, the ratios in columns (6) and (7) yield rough indicators which when viewed as a timeseries over several years, can be deemed to be yielding

fairly reliable conclusions. The most important trend displayed by the above figures would be apparent from a perusal of the figures in column (7) and the trend that these figures display is not reassuring.

14. To analyse the response of graduates with first-classes in somewhat greater detail, we studied the data relating to certain selected universities in different zones. Our analysis has shown that the bulk of the

*Para 17.40 of the Report (P. 255).

**On the basis of highest degree at the time of examination.

X:99V, 52.2.N7f
13

first-class graduates who took the Combined Competitive Examination came from a relatively small number of universities, e.g., over the period 1964-69, 72% of the first-class graduates came from only 14 universities. Our study also shows that first-class graduates from the universities located in the more industrialised areas do not find Class I Government Service attractive. For instance, only 6 first-class degree-holders of Bombay University sat for the Combined Competitive Examination in 1964 ; 2 sat in 1965 and 3 each in 1966, 1967 and 1968 and nil in 1969. Very few first-class graduates appear at this examination the universities in Gujarat and the position in respect of the universities in Calcutta and Madras is only slightly better.

15. For judging whether the higher services were attracting talent of the requisite calibre, the Second Pay Commission* had expressed the view that there should be "no cause for anxiety so long as there are 3 candidates with first-classes for every vacancy, and the examination results themselves do not show a fall in the level of performance". This approach of the Second Pay Commission was endorsed by the ARC and its Study Teams in examining the quality of entrants to the higher services. It was also followed by the Pillai Committee on the Indian Foreign Service. The Chairman, UPSC, during his oral evidence mentioned that while the class-wise distribution of candidates and recruits was not a very definite indicator, the trends that these figures showed could not be totally ignored. Like the Second Pay Commission, we feel, that it would be a valid assumption that where a larger number of candidates with first-classes compete for each vacancy in a service or group of services, their attractiveness as also the intensity of competition could be deemed higher than if such ratio were appreciably lower. Accordingly, we have checked the number of candidates with first-classes competing for each vacancy filled through the Combined Competitive Examination and find that from the 1960 Examination onwards this ratio fell below 3 and during the period 1962 to 1967 it was between

1.2 and 2. In recent years, there has been some improvement and for the examination years 1969 and 1970 the ratio was approaching 3, i.e., the safe minimum suggested by the Second Pay Commission. In viewing the recent improvement, it needs to be noted that many of the vacancies which would have been normally filled through the Combined Competitive Examination were filled through a special examination limited to ex-Emergency Commissioned/Short Service Commissioned Officers. If these vacancies are also taken into account, the figures for 1969 and 1970 come down to 1.9 : 1 and 2.1 : 1 respectively. Further, the improvement in recent years is due to the increase in the number of first-class engineering graduates offering themselves as candidates at this examination. For instance, only 13 first-class B.E.s wrote the examination in 1959, 40 in 1965 and as many as 154 in 1969 and 135 in 1970. It appears probable that these recent improvements have been occasioned at least partially by the recession in industry and by the slackening in the tempo of planned developmental activity. With industrial revival and renewed emphasis on planned development, the recent improvements noticed in the recruitment trends may prove shortlived. If we were to eliminate the engineering graduates for the years 1969 and 1970, the number of first-class degree-holders appearing per vacancy would come down to 2 and 2.4 respectively. From the standpoint of the Second Pay Commission's test, therefore, the position does not appear to be satisfactory, and calls for remedial action.

16. Besides the performance of the candidates at the UPSC competitive examination, the other criterion that might be adopted for adjudging the quality of the recruits is the class of university degrees secured by the successful candidates. Such an approach was adopted by the Second Pay Commission and also followed by the ARC and its Study Teams. The table below gives the percentage of candidates with different classes of degrees recruited to the general vacancies in the various services through the Combined Competitive Examination :

TABLE V

Name of Service (1)	Total intake (2)	Class/Division obtained		
		First Class (3)	Second Class (4)	Third Class (5)
1950-1955 (6 Years)				
Indian Administrative Service	246	143(58.1%)	97(39.4%)	6(2.5%)
Indian Foreign Service	39	20(51.3%)	18(46.1%)	1(2.6%)
Indian Police Service	228	78(34.2%)	136(59.6%)	14(6.2%)
Central Services Class I	573	225(39.3%)	325(56.7%)	23(4.0%)
Total	1086	466(42.9%)	576(53.0%)	44(4.1%)
1960-65 6 (Years)				
Indian Administrative Service	542	220(40.5%)	284(52.4%)	38(7.1%)
Indian Foreign Service	71	26(36.6%)	40(56.3%)	5(7.0%)
Indian Police Service	365	64(17.5%)	221(60.6%)	80(21.9%)
Central Services Class I	659	174(26.4%)	391(59.3%)	94(14.3%)
Total	1637	484(29.5%)	936(57.2%)	217(13.3%)

* Para 21 of Chapter VIII of the Report (P. 86).

(1)	(2)	(3)	(4)	(5)
		1966-70 5 Years		
Indian Administrative Service	415	182 (43.9%)	210 (50.6%)	23 (5.5%)
Indian Foreign Service	37	19 (51.4%)	16 (43.2%)	2 (5.4%)
Indian Police Service	238	53 (22.3%)	129 (54.2%)	56 (23.5%)
Central Services Class I	606	172 (28.4%)	316 (52.1%)	118 (19.5%)
Total	1296	426 (32.9%)	671 (51.8%)	199 (15.3%)

N. B.—1. Class refers to that obtained at the first degree Examination.

2. Figures in brackets represent percentages to the total intake.

The data bring out the declining trend in quality as evidenced by the fall in the percentage of first-class entrants into these services as compared to the period for which the position was reviewed by the Second Pay Commission. There has also been a significant increase in the percentage of recruits who, in the degree examination, were placed in the third class. However, there is some improvement with reference to the position prevailing during 1960-65 in so far as the percentage of first-classes is concerned, and it is perhaps significant that the average number recruited during 1966-70 was substantially less than this number for the period 1960-65.

17. We have seen the results of a detailed analysis made at our request by the UPSC of the marks obtained in the examinations held from 1961 to 1969 by the candidates of different ranks recommended for appointment to the Administrative and Foreign Services. This study does not indicate a decline in quality, despite the fall in the number of first-class graduates competing for each vacancy. An assumption inherent in this conclusion is that the standard of marking the answer books has remained the same over the years. It could be argued, however, that the average quality of the answers determines, to some extent, the standard adopted by the examiner so that if the average performance of candidates in any year is relatively poor, the marking is likely to be somewhat more liberal. Moreover, the fact that the level of performance at the examination has not fallen over the years does not, by itself, establish that the higher Government services are able to attract a fair share of the superior talent coming out of the universities. For that purpose, the degree of response to the UPSC examinations from the better class of graduates is a more reliable indicator as we have already mentioned.

18. As regards the quality of the personnel recruited to the various Class I Services, divergent views have been expressed by our witnesses. Quite a few witnesses have asserted that there is no reason to feel that the quality of recruits to the Class I Services has gone down. However, the majority seem to believe that the standard of recruits lower down in the list of successful candidates is not what it should be. Certain senior civil servants dealing with particular services were also not fully satisfied with the quality of personnel recruited in recent years. The Service Chiefs were also not satisfied with the calibre of persons coming forward for commissioned service in the armed forces. It is to be stressed that

an officer's calibre, or the lack of it, begins to show normally after he has put in about ten years' service or more when he starts occupying relatively more responsible positions. Thus, the impact of any fall in standards would begin to tell only after some time. This aspect was highlighted by the Plowden Committee* in the UK who expressed the view that "failure to achieve these minimum standards may lead to a progressive diminution of the appeal of a Civil Service career to the most able individuals, and that while the effects of this might not become apparent for a long time, they would, by the time that they became apparent, have gone so deep as to be irreversible except over a period of many years." A former Cabinet Secretary also expressed similar views.

19. In our opinion, the overall conclusion that can be drawn is that while it would be risky to be categorical about the absolute quality of the recruits as judged by their performance over the years at the UPSC Combined Competitive Examination, the relative attractiveness of Class I Services (non-technical) among the better class products of the universities is diminishing and causing a diversion of talent and that this diversion of better talent from the Governmental to the non-Governmental sphere is increasing.

20. In the determination of the starting salary for the Class I Services, an important consideration is whether the Government should at all strive for excellence, and try to secure the best products of the universities or whether its work can be carried on by persons of average ability. Although the opinions expressed on this point lack unanimity, the majority view is that the Government should attract a fair share of the outstanding talent from the universities into the higher services. We are also of the same opinion in view of the expanding role of Government and its increasing responsibilities for planned social and economic development. It is a matter of delicate judgment as to how the requirements of efficiency of the public service are to be balanced with social considerations and in this the differentials between the starting emoluments of Class I officers and the lowest grade of Class IV personnel is a relevant factor. We have already noted the progressive reduction in this disparity ratio since Independence and our recommendations maintain this trend. We feel that in enhancing the starting salary for entry into Class I Services for the material reasons noted above, we should not exceed the ratio that existed at the commencement of our work (*viz.*, 1 : 4).

*Para 31 of the Ninth Report of the Standing Committee (P.11).

21. As we have observed* earlier, it is at higher levels rather than at the recruitment stage that a greater degree of divergence in emoluments in the private sector and under the Government would be feasible and acceptable. At the higher level the divergence is far too great and the Government cannot, and in our view, should not, attempt any narrowing of the existing gap. On the other hand at initial levels of recruitment too large a disparity between salaries in the Government and private industry will make it difficult for the Government to attract a fair share of the best products of the universities and this is likely to have an adverse effect on the efficiency of the public service in the long run. Having regard to all these factors, we recommend that the starting salary for entry into the Class I Services, including the all India Services, should be Rs. 700 per month. We have kept this recommendation in mind while formulating our proposals for the salary scales of the Commissioned Officers of the Defence Services also.

II. Maximum Salary

22. The Second Pay Commission did not recommend any change in the rates of the highest salaries prescribed by the Government on the recommendations of the First Pay Commission. With the implementation of the First Pay Commission's report, the ceiling of Rs. 3000 per month was made applicable to the highest appointments on the civil side, viz., Cabinet Secretary and Secretary to the Government of India, and to Generals on the Defence side. This reduction in the highest salary did not have much immediate impact as most of the top posts were at that time held by officers of the Indian Civil Service or the pre-1931 entrants in certain superior services. In the Army also, the reductions did not affect the King's Commissioned Indian Officers who were holding most of the higher ranks at that time.

23. The Second Pay Commission examined the subject of highest salaries in some detail and recommended that no reduction should be made in them for the following reasons :—

- (1) Salaries of posts on a pay exceeding Rs. 2000 were substantially reduced in 1947 and the rise in prices since then had considerably eroded the real incomes.
- (2) The disparities between the highest and the lowest emoluments had been reduced significantly because of the reductions carried out in 1947, the erosion of real incomes and the increases in the dearness allowance of the lowest grades of staff.
- (3) Highest salaries could not be reduced without running the risk of lowering recruitment standards unless it was part of a national scheme covering the private sector as well. Thus, while the disparity between the highest and the lowest salaries in the public service should be much smaller than outside, the emoluments in the public service should broadly

reflect the structure of emoluments in outside employments because the minimum cannot be increased very much without entailing excessive costs and the maximum cannot be brought down beyond a point without jeopardising satisfactory recruitment to the highest services.

24. The highest salaries, therefore, remained unchanged even after the Second Pay Commission and till the year 1965, when the following changes were made :

	From	To
Joint Secretary	Rs. 2250	Rs. 2500—125/2750
Addl. Secretary	Rs. 2750	Rs. 3000
Secretary	Rs. 3000	Rs. 3500

We have been informed by Government that these revisions were made for the following reasons :

- (1) The pay scales had remained the same as those fixed in 1947 on the Report of the First Pay Commission while the working class consumer price index (1949=100) had risen steadily from 87 in 1947 to 140 in January, 1964 and 165 in January, 1965.
- (2) There had been a steady fall in the number of candidates appearing at the UPSC Combined Competitive Examination as also in the ratio of those who held first class degrees.
- (3) Organised Indian Industry and especially the big industrial and business houses were making a bold bid for the best products of the Indian universities.
- (4) A study of samples salaries and allowances in the private sector at roughly comparable senior executive levels showed that salaries had risen in the 10 years preceding 1964 very substantially, in many cases at around 30 to 40% and in some cases by 60, 70 and even 260%.
- (5) The number of salary earners in the income bracket Rs. 40,000 to Rs. 70,000 per annum was much greater in the non-Government sector and it was increasing, while there was hardly any improvement in this respect in the case of salary earners in this income bracket under the Government.
- (6) The disparity ratio between the maximum remuneration of the lowest and the post-tax salary of the highest grades of officers was 257 in 1939-40, 38 in 1947-48, 28.5 in 1957-58, 24 after the implementation of the Second Pay Commission's recommendations in 1959 and 19.2 as on 1.4.1965. It could with a great deal of justification be claimed that restoration of the 1959 disparity ratio would be reasonable and proper.

25. It is clear from the above that the First and the Second Pay Commissions as also the Government while considering the question of maximum salary, have kept in mind the disparity ratio, the emoluments at comparable managerial levels in the private sector and the standard of recruitment to the higher services.

26. We have examined the gradual reduction in the disparity ratio since the report of the First Pay Commission on the basis of the maximum remuneration admissible to the lowest grade of staff and the post-tax salary income of a person in receipt of the prescribed maximum salary under the Government.* The disparity ratios worked out on this basis since the Report of the First Pay Commission are indicated in the table below :

TABLE VI

	1947-48	1959-60	1-9-1965	1-1-1970	1-1-1973
I. Emoluments (inclusive Dearness Allowance, Dearness Pay and Interim Relief) at the maximum of the scale of the lowest paid Government Employee <i>Index</i>	60 (35+25) 100.0	95 (85+10) 158.3	118 (85+33) 196.7	156 (85+71) 260.0	197 (85+71+41) 328.3
II. Maximum Salary (Post-Tax) <i>Index</i>	2263 00.00	2281 100.8	2422 107.0	2399 106.0	2331 103.0
III. Disparity Ratio II to I	137.7	24.0	20.5	15.4	11.8

27. Prior to the report of the First Pay Commission the disparity ratio was extremely high viz., 85 which was reduced to 37.7 on the implementation of First Pay Commission's recommendations. With implementation of Second Pay Commission's recommendations, this ratio came down to 24; a decline of 36%. With the revision of the prescribed maximum salary from Rs. 3000 to Rs. 3500 in September, 1965, the ratio became 21. It was 15.4 at the commencement of our work. It is now 11.8. In the last 12 years or so, the decline in the disparity ratio is as much as 50%. This reduction has occurred partly as a result of the improvement in the salary of the lowest grade of staff consequent on the recommendations of the First and the Second Pay Commissions. Over the years the ratio has declined also because the amount of the dearness allowance has been computed by deliberately providing for a higher percentage of neutralisation of the cost of living at the lower salary levels than at the intermediate or higher levels; in fact dearness allowance has been denied to the still higher salary levels. Sharply progressive income-tax rates have also operated towards achieving the same end.

28. At the maximum salary level (Rs. 4000, the portion of salary going as income-tax in the year 1946-47 was 17.9%; the corresponding figures for 1957-58 and 1970-71 being 31.5% and 26.2% respectively. If the maximum non-ICS salary (Rs. 3000) is taken into account, the portion of salary going towards income-tax was 23.6% in the year 1949-50 and 24% in 1957-58. When the non-ICS maximum salary was increased from Rs. 3000 p.m. to Rs. 3500 p.m. in September, 1965, the effective increase in emoluments, after deduction of income-tax, came to Rs. 225. In the year 1970-71, an officer receiving a salary of Rs. 3500 p.m. had to pay 31.9% of his salary as income-tax**.

29. We have also examined the trend in respect of the disparity ratio calculated on the basis of the minimum emolument of the lowest grade of Class IV staff and the pre-tax prescribed maximum salary under the Government, excluding the salaries admissible to the pre-1931 entrants to the superior services and members of the former Secretary of State Services. The ratios so worked out are contained in the table below :

TABLE VII

	1947-48	1959-60	1-9-65	1-1-70	1-1-73
I. Emoluments (inclusive Dearness Allowance, Dearness Pay and Interim Relief) at minimum of the scale of the lowest paid Govt. employee. <i>Index</i>	55 (30+25) 100.0	80 (70+10) 145.5	103 (70+33) 187.3	141 (70+71) 256.4	170 (70+71+29) 309.1
II. Maximum Salary (Pre-Tax) <i>Index</i>	3000 100.0	3000 100.0	3500 116.6	3500 116.6	3500 116.6
III. Disparity Ratio II : I	54.5	37.5	34.0	24.8	20.6

*This excludes the protected salaries admissible to the members of the former Secretary of State Services and pre-1931 entrants to the superior services, i.e., we have taken the maximum salary as Rs. 3000 per month till 1965, after which the revised salary of Rs. 3500 has been taken into account.

**All these calculations do not take account of the rebates admissible.

It is seen from the above table that the disparity ratio which decreased from 54.5 after the report of the First Pay Commission to 37.5 after the Second Pay Commission's report has come down to 20.6 by 1.1.1973.

30. We have also collected information about the disparity ratios prevailing in some of the foreign countries. From the data obtained through the Ministry of External Affairs and the Indian Institute of Public Administration, we have derived the value of the disparity ratios between the minimum emoluments of the lowest grade of staff and the pre-tax salary income of the highest paid civil servants. These ratios which relate to the year 1970 are given below :

TABLE VIII

USA	8.7
Australia	9.6
Canada	10.2
Philippines	11.5
France	12.9
Federal Republic of Germany	14.5
Japan	17.4
U.K.	24.6
India	25.8
Ceylon	25.3
Malaysia	30.7
Nigeria	32.5
Ghana	35.0

The above data show that in the developing countries the ratios are higher than in India, but in the advanced countries the disparity is less. It brings out the fact that the reduction in the disparity ratio can only be brought about gradually by increasing the minimum salary to the extent that the economy is able to bear the strain and keeping a check on the maximum salary consistently with the need for attracting and retaining persons of the requisite calibre at senior executive and policy formulating levels. In interpreting such data, it also has to be borne in mind that the demands made on the lowest paid employees in the advanced countries and in the developing countries are entirely different, as an instance one may cite the existence of peons or chaprassis in India, who have no precise counterpart in the U.K. or U.S.A. On the other hand at the top levels in both administrative and technical spheres, the categories are more comparable in the developing and in the advanced countries. Frequently such personnel in the developing countries have to tackle problems which are more baffling and intractable than those of their counterparts in the advanced countries. Considerable circumspection is therefore called for in reaching specific conclusions based on such data.

31. By and large, the unions representing Class III and Class IV personnel have suggested a reduction in the disparity ratio. In reply to our questionnaire, the ratio generally suggested between the emoluments of the lowest grade of staff and the post-tax salary income of persons in receipt of the highest salary is 1 : 10 with quite a few suggesting a ratio of

1 : 6 or 1 : 5. On this question, we have already mentioned our views in Chapter 5, viz., that reduction in income disparities is an important principle of pay determination. This reduction has to be brought about consistently with the requirements of efficiency of public service. If this aim is vigorously pursued in relation to public salaries, while leaving the private sector to have unduly high salaries, it will result in an undesirable diversion of talent away from the Government sphere. We have, therefore, to temper action in this direction with a simultaneous review of the emoluments provided to the senior executives in the private sector. Such a comparative review is essential to ensure against the top salary rates under the Government going seriously out of line with the corresponding rates outside.

32. The growth in the number of salary-earners in high income brackets can be derived from the data contained in the All India Income-tax Revenue Statistics compiled annually. The Second Pay Commission compared the figures for the Years 1948-49 and 1956-57 relating to the total number of purely salary earners with incomes exceeding Rs. 40,000 in the non-Government sector. These figures are contained in the table below together with corresponding data relating to the year 1968-69 :

TABLE IX

	1948-49	1956-57	1968-69
<i>Salary-earners in the Non-Government sector</i>			
(1) Total number of assesseees with income exceeding Rs. 40,000	321	1970	3172
Average pre-tax income	57,477	63,356	86,634
Average post-tax income	38,629	37,367	47,288
(2) Total number of assesseees in the highest income brackets.	2	6	46*
Average pre-tax income	2,38,448	8,99,159	6,80,150
Average post-tax income	77,250	2,86,929	1,72,022

*With income in excess of Rs. 5 lakhs.

It is seen from the above that in the non-Government sector, the number of persons with high salary incomes has continued to rise significantly with the number of assesseees in the highest income bracket increasing to more than 7 times the number in 1956-57. For the public servants, the income bracket of Rs. 40,000 to Rs. 70,000 can be taken as representing the highest level to which their salary income can rise. According to a study of the All India Income-Tax Revenue Statistics for the year 1968-69, the total number of assesseees with incomes in excess of Rs. 40,000 in the Government sector was 345, and if purely salary earners are taken into account, the number was 112.

33. We have also taken note of the use made by the Government of the provisions of the Companies Act for controlling the remuneration of Directors, Managers, etc. in the public limited companies. The aim so far has been to prescribe a ceiling of

Rs. 90,000 per annum on salaries inclusive of dearness allowance and other fixed allowances and a ceiling of Rs. 1.35 lakhs per annum on emoluments inclusive of commission or emoluments paid in the form of commission alone; in addition, the value of perquisites should not exceed one-third the value of the emoluments. However, remuneration in excess of these ceiling has been sanctioned by Government in deserving cases after examination of the merits of each case. According to the Company Law Board, the number of such cases during the three years 1967 to 1969 was 146, out of which 94 cases related to Indians. Recently, the Government has also made use of the tax provisions to control remuneration of company employees by imposing a ceiling of Rs. 6,000 per month, inclusive of Rs. 1,000 per month for perquisites, on the remuneration which would be taken as deductible in the computation of taxable profits.

34. Under the Government, the ceiling of Rs. 3500 has been relaxed only in a very few cases. Besides the officers of the Indian Civil Service who can draw salaries up to Rs. 4,000 per month, the Service Chiefs and a few Scientists have been allowed to draw salaries of Rs. 4,000 per month on personal basis. The prescribed salary for all the posts still remains at Rs. 3500 per month. In the public sector undertakings, the posts of Chairman, Chief executives etc., graded in Schedule 'A', carry the pay scale of Rs. 3500-125-4000. In some other respects also, such as the facility of using the car of the undertaking, entertainment allowance, and rates of daily allowance, the top executives in the public sector are better placed in relation to the top civil servants. It has been argued that the ceiling on maximum salary under the Government should not be less than that in the public sector. In our view, the maximum salary under the Government and in the public sector undertakings need not be identical as the circumstances are dissimilar. The Administrative Reforms Commission was also of this view.

35. Several Associations of Class I officers have highlighted the extent of erosion that has taken place in the real value of their salary incomes. A senior civil servant made the point that if the real worth of his present salary was calculated on the basis of the rise in the price index, it could be seen that he was getting less in real terms now on a top civil post than what he was getting as a probationer at the commencement of service. We need not make elaborate calculations to bring out the extent of erosion in the real value of high salaries as it can be readily inferred from the rise in the price index and the progressive increase in the rates of taxation. It is

worth mentioning, however that the real value of the maximum salary at present is half of what it was at the time of the Second Pay Commission if one proceeds on the basis of the rise in the price index alone.

36. We find that substantial increases in salaries at certain higher levels were granted in 1965 and it may neither be socially acceptable nor administratively prudent at the present stage when the Government's finances are under strain, and the developmental needs of the country are paramount, to grant further increases to career employees of the Government holding the highest posts. On the other hand, any reduction would not be justified in view of the extent of erosion that has taken place in the real worth of the salaries at this level. Such a step is likely to affect the morale of the senior civil servants adversely and lead to diminution in the efficiency of the higher public services. We have in fact found it necessary to improve the pay scales of some of the highest posts in certain organized class I services with a view to removing inter-service disparities and ensuring that it should be possible for officers belonging to most of these services to reach the maximum salary admissible under the Government without having to leave their own fields. The prospect of reaching this maximum salary is a definite attraction for the prospective entrants to the class I services. We are convinced that it would be injurious to the efficient functioning of the Government if it were to deny itself the services of the best intellects produced by the country, and permitted them to be constantly siphoned off to other activities. The health and vitality of the services depend greatly on their ability to reflect changes in the pattern of remuneration in the outside world. We have, therefore, emphasized the need for a national wages and incomes policy, but the Government cannot remain oblivious to the very high salaries that are prevalent outside, till such time when this policy is implemented.

37. We have given careful consideration to the various aspects of the question of the maximum salary that should be paid by the Government and come to the conclusion that no change need be made in the present ceiling of Rs. 3500 per month. In reaching this conclusion we have kept in view the social desirability of reducing disparities in the levels of income generally and in the Government in particular. We believe that in this respect the Government has to set the pace. As a result of our recommendations with regard to minimum and maximum salaries, the disparity ratio between the minimum remuneration and the pre-tax prescribed maximum salary under the Government will be reduced to 1 : 18.9.

CHAPTER 8

GENERAL RECOMMENDATIONS ON PAY STRUCTURE

General

In an earlier Chapter we have discussed the principles which have guided our efforts in determining the various scales of pay. Before we proceed to recommend the different scales of pay for specific categories of employees, we consider it necessary to examine certain matters which are germane to the task of constructing the pay structure.

Multiplicity Of Pay Scales

2. Experience has shown that the pay scales tend to multiply between Pay Commissions. The First Pay Commission had recommended about 30 standard scales and about 150 scales in all; at the time of the Second Pay Commission the number of scales exceeded 500. Pursuant to the report of the Second Pay Commission which had recommended 140 scales in all, the number of scales came down appreciably; an analysis of the information as on 1-1-1971 shows that this number has again crossed the 500 mark. The table below gives the extent of proliferation, by different classes, that has occurred since the Report of the Second Pay Commission:—

TABLE
Number of scales

	As recom- mended by 2nd Pay Commission	As on 1-1-1971	Percentage increase
Class I	25	117	368
Class II & III	106	395	273
Class IV	9	24	167

It would be seen that the percentage increase is large in the case of Class I pay scales. It is, however, to be noted that even though the number of employees in Class I is a little over 1% of the total number of Central Government employees, the pay range covered by Class I scales is relatively very wide, namely, from Rs. 400 to Rs. 4000.

The analysis of the data further shows that, as on January 1, 1971, nearly 92% of the 29.82 lakh employees were borne on only 35 scales of pay and that 8% of the posts were accounted by the remaining scales. Thus a very large number of scales are thinly populated suggesting that rather frequently new pay scales have been created to suit individual requirements.

In Chapter 5 we have indicated the reasons why a drastic reduction in the number of pay scales may not be feasible; however, they certainly do not justify the existing situation. Among the civilian personnel alone, the various standard clerical categories are

borne on as many as 9 scales of pay with their supervisors accounting for another 24 scales. Storekeepers are on 42 scales, Stenographers and Stenotypists on 19, Draughtsmen on 30, Library staff on 38 and Drivers of motor vehicles on 21 scales. For reasons stated in Chapter 5 we see merit in simplifying the pay structure by reducing the number of existing pay scales which have proliferated over the years in a haphazard manner. Many of the scales are only marginally different from others: With the attainment of higher levels of development, marginal differences in skill appear to us as of little significance for pay fixation. It should, therefore, be possible to broad-band different scales for work of more or less comparable responsibility. It is thus clear to us that wherever marginally different pay scales exist for particularly the same type of work being done by persons with similar qualifications, the scales could be broad-banded in order to reduce multiplicity.

3. We, however, do not consider it feasible to start on the assumption that all the three million civilian jobs under the Central Government could be fitted into any pre-determined number of pay scales. The Second Pay Commission also thought* that "it was not possible to determine the optimum number of scales on a *priori* reasoning; the number of scales must be determined on practical, and often complex, consideration." In devising the pay structure we have had to balance various considerations, some of which are mutually conflicting.

4. Our approach to broad-banding and reduction in the number of pay scales has, therefore been pragmatic keeping in view the present structure of pay scales and attempting a reduction in their number by broad-banding only to an extent which, in our view, would neither create difficulties for the departments nor give rise to discontentment among large sections of employees. We have, as a general rule, placed on the same scale of pay, posts in different departments which are broadly comparable and for which equivalent qualifications have been prescribed, unless there are any over-riding administrative considerations to the contrary. Thus, in certain cases where in our opinion, existing horizontal relativities needed to be harmonised, e.g. In the case of skilled workers and drivers employed in various departments, we have had to be content with a certain amount of continuing untidiness as the concerned departments were reluctant to move away from a structure to which both they and their employees have become accustomed. We have, therefore recommended in such cases alternative sets of scales for these categories which can be adopted by these departments without causing much disturbance to

*Para 7 of Chapter X of their Report (Page 102)

their existing pay structure. In cases of this nature we have sometimes let the considerations of internal harmony over-ride the need for external parities.

5. We have generally ignored minor differentials in skills which are at present being compensated by comparatively small amounts as we feel that marginal differentials in skill and in pay have lost their significance in the changed circumstances of today. Similarly, we have given the same revised pay scale to posts which though not in a common category are today borne on identical scales of pay except where, on merits, we considered a particular category deserved a relatively higher scale of pay.

6. We have also attempted, where we considered necessary, a reduction in the number of levels existing in the various functional groups by determining an optimum number of levels with reference to requisite qualifications, duties and responsibilities, administrative convenience and satisfaction of employees. We realise that in some cases this might affect promotion levels but we feel that the balance of advantage clearly lay in such reduction. In this process also we have tried to ensure that the scales recommended by us take into account the requirement that all distinct variations in skills and levels of responsibilities are recognised by separate scales.

7. According to the U.N. Handbook of Civil Service Laws and Practices "Allowances usually flourish in intervals between Pay Commissions; they are mown down in its report and, like weeds, they grow again in an atmosphere of inflation, lethargy and cheese-paring*". Our approach to the allowances has been that while we have generally recommended the continuance of most of the existing allowances and the abolition of some, we have not recommended grant of any new allowances nor endorsed any demands for increasing the quantum of the existing allowances except when we found this to be absolutely justifiable on strict and critical scrutiny.

Common Categories

8. A related issue which we have considered is whether it is possible to take an overall view, by identifying posts in the various departments whose duties and responsibilities are similar and qualification standards comparable. The Second Pay Commission identified a number of common categories such as scientific and engineering staffs, medical staff, workshop staffs, storekeepers, office staff, teachers, drivers. Respondents who covered this point in reply to our questionnaire generally endorsed this approach. Most of the Federations also made suggestions about common categories. Certain differences are bound to exist in respect of employees, serving in different departments, who are treated as a common category. Even within the same department different jobs in a category might differ in some respects. We are, however, satisfied that such minor differences should be over-looked. We

have, therefore, grouped into a common category posts which are substantially comparable as regards duties and responsibilities, mode of recruitment and qualification standards, and have recommended for each such common category a uniform scale of pay.

Time Scale

9. The time-scale system of remuneration in this country dates back to the Report of the Islington Commission (1915). The previous Pay Commission and the Administrative Reforms Commission took the time-scale system for granted. None of the unions/associations has argued for a system of fixed pays in substitution of the existing time-scale system. As pointed out in Chapter 5, we also feel that this system will have to be retained.

10. Government service generally offers career employment and as an employee normally joins Government service at a comparatively young age, he expects, by the operation of the time-scale system; that as his family and other responsibilities increase with time, his emoluments will suitably match these additional needs. Moreover, even from the employer's point of view there is enough justification for paying higher emoluments to the more senior and mature employees. Generally, experience and in-service training greatly increase the utility of employees to the Government and they are expected to make greater contribution to the functions performed by Government. We have, therefore, in our recommendations, generally followed the system of time-scales with provision of fixed pay at certain higher levels.

Length of Scales

11. The replies to the Commission's questionnaire have generally made a distinction between an entry grade and a promotion scale expressing preference for a longer time span for the former. The approach of the previous two Pay Commissions was broadly similar, except that the Second Pay Commission leaned somewhat more towards longer scales. The Administrative Reforms Commission has, however, criticised the long time-scales prevailing in the higher services on the ground that "long pay scales and the feeling of easy attainment of increments, which such scales induce, is a disadvantage in that it does not provide for the recognition of merit as against mere seniority".** According to them, the long scales have resulted in the inclusion of jobs of different levels of responsibilities in the same pay scale.

12. On this question we have not found it necessary to deviate from the principles followed by the Second Pay Commission. Thus generally we have recommended long pay scales for entry/career grades, especially where promotion outlets are limited. For posts filled by promotion relatively shorter pay

*Para 217 of Part I of the U. N. Handbook on Civil Service Laws & Practices (Page 90).

**ARC Report on Personnel Administration—Para 8 (iv) of Chapter IV (page 34).

scales appeared to us to be more appropriate. In determining the length of a particular scale we have tried to take account of the number of years of service after which an employee in that scale could normally expect to move into a higher scale. Alternatively, we have in some cases first determined the minimum and the maximum value of the post on the basis of certain relevant considerations and thereafter divided the difference by the quantum of increment considered appropriate to such a scale.

13. In certain cases, however, we have had to deviate from this general principle specially where posts at a particular level are filled by promotion as well as by direct recruitment. We have paid special consideration to scales in which larger numbers of employees are reported to be stuck at the maximum of the existing pay scale. In such cases the Unions have demanded longer pay scales on the ground that otherwise they will have to stagnate at the maximum of the scale. In fact, the grievance concerning stagnation has occurred repeatedly in the memoranda received from the various sections of the employees and it was also a constant theme during oral evidence. This emphasis on stagnation is a new phenomenon, reasons for which are not difficult to understand. Earlier the real value of the pay packet remained more or less stable and the employee who stopped earning increments did not at least suffer a fall in his real emoluments. On the other hand, the employees who now begin to stagnate at the maximum of the scale feel the hardship more because of the continuous rise in prices. As the Dearness Allowance formula does not cover all levels and even where it does, seldom fully neutralises the increase in the cost of living, such employees experience a fall in their real income as the years pass. By continuing to earn increments the hardship caused by rising prices is somewhat mitigated. Thus, increments in such a situation have come to acquire a much greater importance than during periods of relative price stability.

14. While in some cases of this nature we have suggested somewhat longer scales, we would like to mention here that we do not think that longer scales are necessarily the best solution to the problem of stagnation under all circumstances. In many services and cadres where higher posts are not created on the basis of any pre-determined ratio, promotion blocks have occurred because of the existing structure and, in some cases because of the recruitment policies that have been followed. In such a situation, we feel, that solution should be sought in revising cadre structures and reforming cadre management. It is only in the case of blind alley categories, having little or no further promotion prospects, that we consider it justifiable to provide longer pay scales at this level also.

Efficiency Bars

15. An overwhelming majority of union of employees have asked for the abolition of efficiency bars which they consider as an unnecessary irritant. They

have argued that in case an employee is inefficient, action could be taken under the Central Civil Services (Classification, Control and Appeal) Rules. Opinion among the official witnesses and other experts on this subject was divided. While a few expressed the view that there was not much point in continuing the system of efficiency bars, most others have pressed for a more stringent application of the existing provision. As mentioned above, an argument generally advanced against a long time scale is that once the path to the maximum of the scale is not only smooth but sure, it would take away incentive to better performance and lead to a feeling of complacency. The Administrative Reforms Commission in its report on Personnel Administration and the Fulton Committee have made the same point, the latter adding that increments should be withheld when they have not been earned. According to the Second Pay Commission "where the time-scale is long, it is also a factor which may have adverse effects on efficiency." *They felt that "it is ordinarily through efficiency bars that a practical discrimination between satisfactory and unsatisfactory workers can be made".@.

16. We have already noted that long pay scales encompass jobs requiring varying levels of skill. We feel that continued progression on long scales running from 15 to 20 years or more should depend on a periodic assessment of the employee's performance. It is true that as a result of disciplinary proceedings increments could be withheld on grounds of inefficiency, but it has to be recognised that while an employee's performance may not warrant initiation of formal disciplinary proceedings the quality of his work may still be well below the standard which would justify his being permitted to progress in the time-scale. We have, therefore, provided one efficiency bar in the scales for 10-15 years and two efficiency bars in the still longer scales.

17. An analysis of certain data collected by us shows that Ministries and Departments have applied the provision of efficiency bars with varying degrees of strictness. We think that if the system of efficiency bars is to serve its purpose, then there should be a more effective application of the existing provision and that too, in a manner designed to inspire confidence among the staff. Some of the measures that can be taken to improve the existing position are :

- (i) Cases of crossing efficiency bars should be disposed of by a committee of three or more officers instead of a single officer as at present. The appropriate authority could be asked to associate two of his colleagues at comparable level to decide these cases.
- (ii) Wherever practicable, the crossing of efficiency bars should be made subject to passing of certain written/trade tests.
- (iii) Where an employee is stopped at the efficiency bar and is later allowed to cross it on his showing improved performance, the authority

*Para 11 of Chapter X of the Report (page 40)

@ *Ibid.*

concerned should have the power to allow him the increment after the efficiency bar stage from the date of the order only. If in any case there appears to be sufficient reason for a more liberal fixation of pay, the case should be referred to the next higher authority for decision.

- (iv) At regular intervals each Ministry/Department should review the position about the crossing of efficiency bars in order to check whether the authorities concerned are not being too lenient or too strict.
- (v) The Department of Personnel should review the overall position from time to time and indicate general guidelines to the Ministries/Departments.

18. We recommend the adoption of the above-mentioned measures to ensure that crossing the efficiency bar is no longer a routine matter, and that those who do not pull their weight are denied further increments. Our general approach is that in future there should be a closer linkage than what now prevails between performance on the one hand and pay on the other. While the enforcement of an efficiency bar is a negative response we think that the Government should adopt more positive measures to reward efficiency when circumstances so warrant. The Fulton Committee believed that it should be possible to reward merit by extra pay as well as by promotion. It suggested that additional increments should be granted both for specially good work and for success in gaining relevant qualifications. We are of the view that the Government may make more frequent use than they have in the past of the grant of advance increments to persons who have done specially goods work and deserve recognition.

Increments

19. The employees' unions have generally demanded that the maximum of any scale should not be less than twice its minimum. Unlike its predecessor, the Second Pay Commission did not follow the approach of laying down norms as respects the ratio which the maximum of a pay scale should bear to the minimum. An Administrative Reforms Commission study team which went into this question has suggested that "the increments may be so adjusted that the final salary in any scale is about twice the initial salary".* After examining the pay scales of a typical hierarchy in the Central Secretariat the Study Team concluded that the average increment earned over the pay scale as a whole expressed as a percentage of the minimum of the scale yielded figures which showed that these percentages were low for the Peon, higher for the Lower Division Clerk and still higher for the Upper Division Clerk, Assistant and the Section Officer. The Administrative Reforms Commission, too, expressed the view that "as far as practicable, the ratio which the increment in any entry scale bears to the

difference between the maximum and minimum of that scale should be the same in all other entry scales".†

20. We think that the associations which have argued in favour of uniform ratios between the minimum and the maximum of the scales and the percentage that the increment rates should bear to the minimum or the mean of the scale ignore the great diversity of employment in the Central Government. Besides, the recruitment policies pursued by the different departments differ not only as respects the levels at which direct recruitment takes place but also regarding the proportion of direct recruitment and promotion. These diverse factors, which have to be borne in mind in devising a structure suited to the needs of the Government, emphasize the impracticability of adopting any pre-determined ratio between the minimum and the maximum or a rigid time span. Any such strait-jacket will make it difficult to accommodate the felt needs of the very disparate organisations that constitute the Government of India.

And, then we are not writing on a clean slate. In devising any new pay scales attention has to be paid to the existing scales and any drastic change in the existing pay structure merely to achieve a degree of arithmetical tidiness does not seem to be warranted.

21. In this background we have tried to follow certain broad principles in recommending the quantum of increments in different scales. First, we took note of the fact that the provision of dearness allowance has not taken care of the erosion that the value of increments has suffered since the quantum of increments in the existing scale was fixed by the Second Pay Commission. However, the proportionate increases in rates of increments had necessarily to taper off with increasing levels of pay. Secondly, we have suggested, as far as possible, the same size of increments for the same pay range, except that wherever in a series the lower scale posts are feeder posts for those in the higher scale, we have generally suggested an increased rate of increment in the higher scale in order to provide incentives for promotion. Thirdly, we have provided for a higher rate of increment not only in a higher scale but even within the same pay scale towards the end. Finally, we have not considered it necessary to alter the almost universal feature of annual increments in the existing pay structure. The only exceptions are the posts at the top levels for which we have largely continued the pattern of fixed pay, and the scales in the range of Rs. 2000-3000 for which we have proposed biennial increments.

22. An allied matter relates to the date of increment. Under Article 151 of the Civil Service Regulations, an increment accrues from the day following that on which it is earned. Accordingly, at present, increments of employees fall on any date in a month.

*Study Team on Personnel Administration Para 4.51 (page 135).

†Administrative Reforms Commission Report on Personnel Administration Para 9(e) of Chapter IV (page 34).

The calculation of the amount payable to an individual employee on this account thus involves considerable amount of clerical work. It has been suggested that with a view to reducing this work and facilitating the accounting arrangements, increments, whether on direct recruitment or on promotion, should be granted with effect from the first of the month, the first of January or the first of July each year, following the anniversary of the date of appointment/promotion. The Administrative Reforms Commission Study Team on Promotion Policies, etc. observed that increments should take effect from the first of the month nearest to the date of completion of the prescribed period. We put this suggestion to the Comptroller & Auditor General who was of the view that the grant of increment from the first of the month following the anniversary of the date of appointment/promotion would amount to deliberalisation in certain cases and he was therefore, in favour of giving increments from the first of the month in which it fell due. Having regard to the fact that administrative convenience would outweigh the marginal increase in cost, we recommend that in future an increment should be granted from the first of the month in which it falls due.

Overlapping Scales

23. The major All-India Federations are generally opposed to overlapping scales, although many of them, in themselves proposing overlapping scales, seem to have recognised that in some cases these may be inevitable. On the other hand, official witnesses and certain prominent individuals have expressed the view that overlapping scales are unavoidable provided employees are assured of some minimum gain on promotion to the higher grade.

We find that the scope for avoiding overlapping scales (or even reducing the number of such scales and the extent of overlapping) is restricted, to some extent, by the need of avoiding multiplicity of pay scales. If overlapping scales are to be avoided, it will be necessary to go in for a much larger number of short scales which would go counter to the general demand, as also our approach, for reducing the existing large number of scales. Further, in certain cases, for example, Upper Division Clerk and Lower Division Clerk, overlapping appears to be unavoidable because there is a large degree of overlap in the functions performed by them.

24. Accordingly, we have continued the existing system of overlapping scales. However, we have tried to reduce the period of overlap as also have generally avoided a scale overlapping beyond the next lower scale. Further, we have taken note of the criticism that these scales provide little or no incentives to employees for getting promoted to higher grades. Therefore, as stated earlier, we have provided bigger increments in the higher scale than in the lower scale which it overlaps, particularly above the stage at which employees in the lower grade can normally expect to be promoted to the higher grade.

Pay fixation on promotion

25. The general rules regarding fixation of pay on promotion to a higher post are contained in FR 22-C and FR 22. FR 22-C, which is applicable to fixation of pay on promotion up to the Class I level provides that the pay of the employee should first be increased by one increment in the lower scale and then pay fixed in the higher scale at the next above stage. We consider that FR-22-C, which was introduced on the recommendations of the Second Pay Commission, needs some relaxation in respect of employees who are promoted after having reached the maximum of the lower scale as such employees do not get the full benefit enjoined under this rule. We recommend that in all cases of pay fixation under FR 22-C, where an employee is drawing pay at the maximum of the lower scale he should be allowed a notional increment above the maximum of the lower scale (equivalent to the amount of the last increment in that scale) and the pay be then fixed at the next above stage in the higher scale.

26. Cases of promotions from one Class I post to another Class I post are governed by FR 22 under which the pay is fixed at the next above stage in the higher post provided the employee is substantive in the lower post; otherwise the pay is fixed either at the same stage or at the next lower stage with the difference being treated as personal pay to be absorbed in future increments. We think that the provisions of FR 22 also require to be liberalised. A number of Class I officers in the scientific, engineering and other technical fields apply for higher posts in their own departments or in other departments in response to open advertisements of the Union Public Service Commission. In many cases, such employees may not be substantive in the lower posts with the result that even though they get appointed to a higher post there may not be an immediate benefit in pay.

27. We accordingly recommend that in all cases of promotions from one Class I post to another Class I post the pay in the higher scale should be fixed at the stage next above the pay drawn in the lower scale irrespective of whether the lower post was held in a substantive, officiating or temporary capacity.

28. At present some of the Class I Services are treated as 'established services' for the purpose of fixation of pay on appointment to the senior scale posts. The term 'established service' has not been precisely defined but its working definition seems to be a service where all the senior scale posts are filled entirely by promotion of the officers in the junior scale. The Class I services, which have the integrated time scale of Rs. 400-1250 have been deemed to be 'established services' and there is a monetary benefit of Rs. 190 on crossing the efficiency bar at the stage of Rs. 510 in this scale. In the Railway Services, which are also treated as 'established services', the pay of officers promoted to the senior scale posts is fixed with reference to the pay in the junior scale as laid down in the concordance table so that a minimum benefit of Rs. 150 per mensem accrues to an officer in the junior scale on his appointment to a senior scale post. A similar benefit is also available

in the Telegraph Engineering Service Class I and some of the scientific services like the Defence Science Service, and the Indian Meteorological Service. The concordance tables are contained in Rule 13A of Central Civil Services (Revised Pay) Rules, 1960 and the corresponding rules in the Railways and Defence departments. The benefit of concordance tables is available in the three All India Services also.

29. We are unable to appreciate the reasons for not extending this benefit to some other services like the Central Engineering Service, Central Electrical (Engineering) Service, the Indian Inspection and Supply Service, etc. to which also persons are recruited on the basis of the combined engineering services examination. We accordingly recommend that this benefit should be available in other organised Class I services also which have the characteristics of an 'established service' i.e. where direct recruitment occurs only at the junior scale and that too for the purpose of preparing the incumbent to assume higher responsibilities after a comparatively short period of 5 to 6 years. The benefit may continue in the scientific and technical services where it exists at present. We would also suggest adoption of the same arrangement for fixing the pay of promotees in services which have a junior and senior scale even though lateral induction takes place at the senior scale level also. We do not find much substance in the possible criticism that the promotee would have an edge over the direct recruit to the higher scale so far as the initial pay in that grade is concerned.

We recommend that concordance tables should be suitably devised based on the revised Class I junior and Class I senior scales of pay recommended by us for the All India and the organised Class I services.

We feel that this significant benefit, if widely publicised at the time of inviting applications, is likely to enhance the attractiveness of these services.

Special Pay*

30. The Fundamental Rules define Special Pay as follows:

"SPECIAL PAY means an addition, of the nature of pay, to the emoluments of a post or of a Government servant, granted in consideration of—

(a) the specially arduous nature of the duties;

Or

(b) a specific addition to the work or responsibility; and includes non-practising allowance granted to doctors in lieu of private practice"

The subject of non-practising allowance admissible to doctors in lieu of private practice has been discussed in another chapter.

31. According to the data furnished by the Ministries, the number of posts in the Central Government carrying special pays for the different classes of posts is contained in the table below:

TABLE

	As contained in the Second Pay Commission Report**			As on 1-1-1971		
	Total No. of posts	No. of posts carrying spl. pay	%age of posts carrying spl. pay	Total No. of posts	No. of posts carrying spl. pay	%age of posts carrying spl. pay
Class I	10,391	888	8.5	34,050	1,611	4.7
Class II	19,270	721	3.7	46,122	1,097	2.4
Class III	5,53,163	12,217	2.2	15,44,982	32,411	2.1
Class IV	6,93,318	730	0.1	13,37,514	35,234	2.6

The above data show that there has been a decline in the proportion of posts in Class I and Class II to which special pays have been attached. For Class III the position shows little change, but for Class IV the increase is significant. This is mainly due to the extensive system of special pays employed in the paramilitary forces and in the security forces.

32. The system of special pay is generally accepted as a flexible system of differentiated remuneration between grades and is one of the accepted devices for avoiding cadre fragmentation. The Second Pay Commission† described special pay as "the most satisfactory way of compensating such addition to work or responsibilities, or such greater arduousness of

duties as is recognisable enough to merit additional remuneration, but not so considerable, or, in some cases, of such a permanent nature as to justify placing the post in question in a higher grade". According to a study† of international practice by UN experts, special pay lies in the category of those "additions to pay which are, essentially, recognitions of differences of duties in posts which, for reasons of convenience and to avoid excessive fragmentation of cadres, the state has preferred to place in a single group".

33. Some of the all-India Federations have advocated that the system of special pay should not be continued and the posts deserving special pay in

*Prof. Niharranjan Ray and Prof. A. K. Das Gupta have appended Note of Dissent on this subject.

**Table in para 4, Chapter XXXII of the Report (Page 365).

†Para 7 of Chapter XXXII of its Report (page 366).

‡Para 208, Chapter VI, Part I of the UN Handbook of Civil Service Laws and Practices—1966 (page 87).

terms of the existing criteria should be placed on higher pay scales. Some Federations have, however, endorsed the present system in respect of posts carrying arduous duties or where the conditions of work are specially difficult or where factors calling for provision of special pay are of a temporary nature. The witnesses have generally held the system of special pay to be satisfactory, but a few have alleged that it leads to discrimination and favouritism and that it should be granted only on the fulfilment of prescribed criteria and on a rational basis. Most of the official witnesses felt that the system of special pay could not be dispensed with. The heads of those departments which require the services of deputationists in sizable numbers, like the intelligence agencies and the various police and security organisations, were keen to retain the system of special pay in order to attract officers of proven ability and integrity from other departments and the State Governments. They also emphasised that filling key posts by officers on deputation had an added advantage in that if the officer did not measure up to the requirements of the job, his services could be replaced at the disposal of his parent Department or State Government.

34. We are of the view that the device of special pay should be used as sparingly as possible. Thus our approach generally has been to suggest a higher scale of pay for posts which are held on a non-tenure basis and where the special pay has been granted at present in lieu of a higher scale for the post itself. However, we feel that the device of granting special pay cannot be discarded in the case of posts where persons have to be attracted for a fixed tenure from other cadres and departments. The grant of special pay for compensating genuine and discernible, but not substantial, differences of duties is to be preferred to the fragmentation of cadres, with attendant complication. Once a higher scale of pay as such is sanctioned for a post of category of posts in a cadre, and a person is appointed to such a post, it may be difficult to shift him to a posts carrying even a slightly lower scale of pay, as it may be construed as a reduction in rank, attracting the provisions of Article 311 of the Constitution. No such disadvantage attaches to posts carrying special pay which leads to enormous flexibility. This criterion would apply to posts in the Secretariat and at the Headquarters of the departments. In the case of posts at 'headquarters' held on a tenure basis, the officer brought on deputation has to encounter many problems due to the disturbance involved, and some compensation on this account has to be provided also if suitable persons are to be attracted to these posts.

35. We are not recommending any change in the rates of special pay in respect of posts in the Central secretariat. As regards posts carrying special pay in the headquarters of various departments, we find that the existing rates of special pay display marked variations. Demands have been made by the service associations representing the Central Services, Class I that there should be a uniformity in the rate of special pay admissible to the officers of these services while holding posts in the respective headquarters orga-

nisations. The total number of posts carrying special pay in all these services are about 550 out of a total cadre strength of more than 5500, representing about 10% of the posts. At present the post of Assistant Comptroller and Auditor General and other posts at this level in the office of the Comptroller and Auditor General, and those of Joint and Deputy Directors in the Railway Board carry a special pay of Rs. 200/- per mensem. The posts of Assistant Director General in the Posts and Telegraphs Board and Assistant Controller General of Defence Accounts in the office of the Controller General of Defence Accounts carry a special pay of Rs. 100/- and Rs. 75/- per mensem respectively. On the other hand, the officers in the Central Board of Direct Taxes and the Central Board of Customs and Excise are given the same amount of special pay as is admissible in the posts of Under Secretary/Deputy Secretary in the Central Secretariat. The posts in the headquarters organisations of the Central Information Service and the Military Lands and Cantonments Service do not carry any special pay. We are of the view that the nature of work in the headquarters organisations of these services is broadly comparable to that performed at the levels of Under Secretary and Deputy Secretary in the Central Secretariat. We accordingly recommend that the posts in the headquarters organisations held by the senior scale officers in these services should carry a special pay of Rs. 200 per mensem and those held by the officers in the junior administrative and intermediate administrative grades should carry a special pay of Rs. 300/- per mensem.

36. Some of the field posts held by the members of these services in the respective cadres also carry a special pay. While some of these posts are in the offices of Heads of Departments, a few others are those of Deputy Controllers (border/remote areas) in the Defence Accounts Department, Authorised Representatives on Income Tax Tribunals, etc. There is no uniformity in regard to the quantum of special pay in respect of these posts also. While the posts held by time-scale officers in the Audit and Accounts Service carry special pays ranging between Rs. 75/- to Rs. 150/- per mensem, those in the Defence Accounts Service, Income Tax and Customs and Excise Services carry a special pay of Rs. 75/- per mensem; in the Postal Service it is Rs. 75/- to Rs. 100/- per mensem, and in the Central Information Service it is Rs. 100/- per mensem. At the junior administrative grade level also, while the posts in the Indian Audit and Accounts Service, Railway Traffic and Postal Services carry a special pay of Rs. 200/- per mensem, those in the Income Tax and Customs and Central Excise services have special pays of Rs. 150/- per mensem. In our view, it should be possible to rationalise the present rates of special pay both in regard to the level at which special pay should be admissible as also the quantum of special pay at each of these levels. We accordingly recommend that the field posts to which special pay is attached should, if held by a senior scale officer, in these services carry a uniform special pay of Rs. 100/- per mensem and those held by the Junior administrative and intermediate administrative grade officers should carry a special pay of Rs. 200/- per mensem.

37. In the Technical and Scientific departments also, the grant of special pay for posts at headquarters should be adjudged on the basis of the same criteria as applicable to posts in the headquarters of non-technical departments and special pay granted where it is justified on merits. By and large, the rates of special pay attached to the posts at comparable levels should be uniform in different departments.

38. We have also allowed the system of special pay to be continued in the intelligence agencies and police and security organisations in view of the special requirements of these organisations, but the existing rates have been rationalised to a large extent to reduce disparities. In some cases, we have recommended that special pays be attached to certain categories of police posts in order to ensure uniformity of pay scales between the various police organisations. However, where any special pay or special allowance was found to be generally admissible to a certain category of personnel, e.g. armed efficiency pay in the armed police and special allowance in the Central Industrial Security Force, we have recommended abolition of this addition to pay and have taken it into account in suggesting the revised scales of pay themselves.

39. For Class III and Class IV posts generally, our attempt has been to reduce the provision of special pay as far as possible consistent with our general approach although in certain cases like Cashiers, Key-Punch Operators, etc., the existing arrangements which are more advantageous have been continued. Special pays have also been continued in a number of Class IV posts where unskilled workers are employed on certain difficult or unpleasant duties or on specially hazardous jobs.

Deputation (Duty) Allowance

40. This allowance is defined in the Civil Service Regulations as follows:—

“23.A. Deputation (duty) allowance is an allowance given, in addition to pay or salary, to an officer deputed on special temporary duty when such duty involves a decided increase of work or responsibility in comparison with the duties of his regular appointment”.

Although not defined as pay, this allowance is akin to special pay being an addition to pay for compensating an increase in work or responsibilities. Special pay is generally attached to a category of posts and carries fixed rates, while deputation allowance is admissible to persons occupying posts under certain prescribed conditions on an ex-cadre basis and the amount of deputation allowance is generally determined as a prescribed percentage of the grade pay of the deputationist.

41. The All-India Federations have favoured the system of deputation allowance although they have suggested different sets of conditions for governing its admissibility. The analysis of the replies to our questionnaire also shows that the overwhelming majority of unions and service associations have favoured grant of deputation allowance although they

have indicated that it should be granted only where an employee is deputed to work outside his regular line of work and some have even specified that it should be granted only when an employee is deputed to a post carrying higher responsibilities. Many respondents have said that the system of deputation allowance is a satisfactory method for attracting experience staff for new projects.

42. We feel that the system of granting deputation (duty) allowance is necessary where personnel have to be attracted to hold posts for a relatively short duration or for undertaking duties which are not similar to those entrusted to them in their regular line of work. It is all the more necessary where new projects have to be set up without delay or where certain temporary bodies, like commissions of enquiry, have to be staffed expeditiously. In certain other cases like the intelligence agencies and the police and security organisations, where a turnover of personnel is in the public interest, the system of deputation allowance has always been considered essential.

43. We have examined the existing provisions pertaining to the grant of deputation (duty) allowance and find that these were revised as recently as January, 1970 after a comprehensive review. We do not consider it necessary to suggest any change in the existing provisions. We would only add that the extent of application of the system of deputation allowance should be limited to essential cases only like service along the international border or in troubled areas, service in new projects and temporary bodies like commissions of enquiry and in institutions requiring a turn-over of personnel or cases of deputation to security assignments and police organisations. We also recommend that the cadre-controlling authorities should strictly follow the principles laid down for processing cases of deputation in order to avoid discontent among the staff. They should also keep a check on the number of persons from their departments serving outside on deputation at any point of time so that the needs of the department do not suffer.

PROMOTION POLICIES AND SELECTION GRADES

Promotion Policies

44. The prospects of promotion contribute considerably towards the attractiveness of service under the Government. Most of the employees' unions and service associations have complained that the existing channels and prospects of promotion are too restrictive and have demanded that the grade structure in the various cadres, and complements in each grade, should be such as to enable an employee to earn at least two promotions in his career. They have generally complained of stagnation, though opinion has differed on what constitutes stagnation. To some, staying for one or two years at the maximum of the scale constituted stagnation, while for others, the term signified the absence of promotion after a specified number of years of service in a grade even though the maximum of the grade had not been reached.

45. We have attempted a very broad assessment of the chances of promotion available to the various cadres of Class IV and Class III employees and find that the position in this regard is as follows :—

(i) Of the 12.5 lakhs of employees in Class IV approximately 4.5 lakhs are employed in factories and workshops. Of the latter 2.15 lakhs are in the Railways and 2.16 lakhs in the Ordnance Factories and other Defence Workshops. In the Railways there are roughly 1.45 lakhs posts of skilled workers and about 35,500 posts of skilled supervisors or highly skilled workers. Half of the posts of skilled workers are filled by promotion, and the other half, by direct recruitment; the highly skilled and supervisory posts are generally filled by promotion. Thus the prospects of a Class IV official in the Railway Workshops attaining the Class III grade can be considered to be satisfactory, as roughly one promotion post in the Class III is available for two unskilled and semi-skilled workers. In the Defence Workshops, however, only about 64,000 skilled and highly skilled jobs are available for the promotion of about 2.16 lakhs unskilled and semi-skilled workers and, therefore, the prospects here are not so good as in the Railway Workshops.

(ii) The prospects of promotion of Class IV officials outside the workshops differ widely from department to department, and are generally not as good as in the workshops. In the Posts and Telegraphs, for about 79,000 posts of postmen and Class IV officials about 35,000 Class III posts in the scale of Rs. 110-240 are available for promotion. The prospects may, therefore, be considered as satisfactory. In the Railways, however, for about 5.4 lakhs of Class IV staff outside the workshops the number of Class III posts of clerks, engine drivers etc. available for promotion would be about 40,000 and the prospects, therefore, are relatively less satisfactory. In other departments, including the Secretariat, only 10% of the clerical posts are reserved for the promotion of Class IV officials who are matriculates. On a rough estimation there are 11,300 posts in Class III available for the promotion of about 1.8 lakhs Class IV officials. The promotion prospects are, therefore, relatively poor.

(iii) The promotion prospects of the lower division clerks in the Central Secretariat are good. For about 14,000 posts of lower division clerks there are 6,880 posts of upper division clerks; the latter are all filled by promotion. Further, in the higher grade of Assistant (Rs. 210-530), in which there are about 8,000 posts, half the posts are reserved for promotion of upper division clerks.

(iv) In the Railways, the number of posts in most cadres is distributed in different grades on a percentage basis e.g., the five grades of commercial clerks are distributed as follows :—

Rs. 110-200	55%
Rs. 150-240	35%
Rs. 205-280	8%
Rs. 250-380	} 2%
Rs. 335-425	

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There is direct recruitment to 25% of the vacancies in the grade of Rs. 250-380, and other posts are filled by promotion. Thus less than 2% of the posts are available above the upper division clerk level.

(v) In offices outside the Secretariat and the Railways there are roughly one lakh lower division clerks. Though there are about 80,000 posts of upper division clerks, there is a good deal of direct recruitment in some offices at the upper division clerk level e.g., 80% of the posts of upper division clerks under the Comptroller and Auditor General and the Controller General of Defence Accounts, and 50% of the posts of upper division clerks in the Income Tax Department are filled by direct recruitment. Thus, approximately 43,000 posts of upper division clerks are available for promotion of lower division clerks. Further avenues of promotion in the Audit & Accounts Department and the Defence Accounts Department become available after passing the Subordinate Accounts Service Examination, and the successful candidates can aspire to become first, Subordinate Accounts Service Accountants and later, Accounts Officers. The number of posts of Subordinate Accounts Service Accountants available is about 11,000. In other organisations, promotion is by selection to the posts of Head Clerks (Rs. 210-380 or Rs. 210-425 generally). The number of such posts is relatively small. The prospects in the Posts & Telegraphs Department can be illustrated with reference to the postal wing. For about 70,000 postal clerks (of whom half are directly recruited), there are 5,600 posts in the Lower Selection Grade (Rs. 210-350) and 600 posts in the Higher Selection Grade (Rs. 335-425). In addition, 1,833 posts of Inspectors of post offices (Rs. 210-380) are filled on the basis of a limited competitive examination. The prospects of lower division clerks and comparable categories outside the Secretariat cannot, therefore, be considered a satisfactory.

(vi) In the technical categories there are about 18,500 posts in the grade of Rs. 180-380 (Junior Engineers or their equivalent) and about 5,100 posts in the next higher grade of Rs. 335-485 (selection grade or a higher functional grade) (In the Railways 25% of the posts on Rs. 335-485 or Rs. 335-425 in some engineering branches are filled by direct recruitment of engineering graduates). In a few cases a still higher grade of Rs. 450-575 is also available but the numbers are limited. In the Scientific Assistant category generally all posts in the grade of Rs. 150-300 are filled by direct recruitment. To the two most common higher grades of Rs. 210-425 and Rs. 325-575 in most organisations, there is a varying percentage of direct recruitment. In the technical and scientific categories there are further chances available for promotion to Class II posts.

(vii) In the gazetted ranks there are about 28,800 officers in Class II and about 34,100 in Class I. There is by and large very little direct recruitment to the Class II. In the Class I, however, there is generally direct recruitment, on the average, to two-thirds of the posts of Junior Class I Grade. Thus less than about 40,000 of these gazetted posts are available for promotion. There are about 14 lakhs of Class III and Class II (non-gazetted) employees

and, therefore, the average availability of gazetted promotion posts for them works out to about 3%. There is, however, wide disparity *inter-se* among the departments in this matter. Except in the Secretariat, and in a few engineering cadres where the proportion can be considered to be satisfactory, the position in other organisations and cadres is generally unsatisfactory.

46. The demand of the employees' unions and associations for providing a structure which would ensure at least two promotions in a career has to be viewed in the light of the proportion of posts which now exists in the different grades. For the generality of Class III employees the possibility of getting promoted to the gazetted service is nominal in view of the limited number of posts in the gazetted ranks available for the promotion of these categories. It is, therefore, the prospect of promotion within the Class III itself which is of significance to them, and, of these prospects only a very rough estimate is possible. It is, however, clear that in general, the present structure is such that it can usefully permit one promotion, and in many cases a second promotion also, but towards the end of one's career.

47. The promotion prospects of the Class IV cadres suffer from a restriction of another kind, namely, the requirement of the matriculation qualification except where certain other skills are deemed sufficient for work in Class III. We are of the opinion that the existing promotion prospects of the Class IV as well as the Class III cadres need further improvement and accordingly recommend as follows:—

(i) Study leave rules may be extended to Class IV staff (and in certain cases Class III staff) to enable them to improve their educational or technical qualifications. Serving employees may be encouraged by sponsoring their names and if necessary, by subsidising the fees to prosecute the requisite training courses after office hours, either by entering the Industrial Training Institutes or by joining any other duly recognised institutes. Those who are willing to undergo approved courses of training may be given suitable bursaries. In all these cases, however, the extension of the concession should be subject to suitability as judged by the department and should not be claimed as a matter of right.

(ii) Employees who add to their qualifications in this manner may be allowed to complete with relaxed age limits, along with the outsiders, for higher posts. It may also be desirable for the benefit of such candidates to include in the selection tests, certain papers or tests relevant to the duties of the posts considered, *in lieu* of certain marginally relevant academic papers or tests.

(iii) There is a sizeable amount of routine clerical work which in certain departments is assigned to posts of Record Keepers, etc. in the grade of Rs. 105—135. Efforts should be made to identify such work and create similar posts in other departments also. These posts may be set apart for the promotion of Class IV

officials; this will serve the dual purpose of improving their promotion prospects as also of preventing the under-utilisation of lower division clerks.

(iv) Cases of direct recruitment which are now occurring at certain intermediate levels in Class III in some departments should be reviewed to see whether their continuance is justified. In any case the serving employees who possess the requisite qualifications should also be made eligible to compete by relaxing the age limits, if necessary.

48. While on this question we wish to refer to a related matter. With Class I and Class II posts accounting for only about 1.15% and 1.55% of the total, and with direct recruitment taking place to the majority of Class I posts from among candidates in their early twenties, generally through competitive examinations, there can be no spectacular quantitative increase in the prospects of the Class III and Class II employees. It is likely that some well-merited candidates may miss the opportunity to join the Class I Services through direct recruitment, and, as a result, conceivably enter either the Class II or even the Class III services. Promotions to the higher classes are slow for various reasons. We feel that it would be advantageous to establish a system for enabling the brighter employees in the Class II and Class III to get into the next higher class quicker than the normal processes of promotion would permit. Such a system would entail introducing a larger number of limited competitive examinations for promotion from Class III to Class II and from Class II to Class I. To accommodate the system of accelerated promotions, it might in certain cases be necessary to increase the existing promotion quota. These matters were considered in some detail by the Second Pay Commission,* and more recently, by the Administrative Reforms Commission.** Both of them suggested concrete measures and we do not wish to go over the same ground again.

49. It would perhaps only be appropriate that at this stage we should clarify a few points to permit the Government to assess the background against which we have made the foregoing recommendations for improving promotion prospects generally. We are convinced that additional posts should be justified on the basis of needs and requirements, and should not be created as an easy way of improving promotion prospects, and of relieving stagnation. It is not also our intention that standards of recruitment should be diluted merely to open up promotion avenues. In our view, no impairment in the efficiency of the public services should be countenanced. Persons from the lower levels should be promoted only if they are found fit for discharging the duties of the higher posts efficiently. While we would readily agree to relaxation in age for serving employees to compete with outsiders in open recruitment, we would not favour relaxations either in educational or technical qualifications, or, in the standards of the trade tests. In advocating the system of limited competitive examinations we have in mind the need to improve the promotion prospects of the relatively

*Page 507 Para 19 of Chapter XLV of their Report.

**Page 40 Paras 17 & 18 of Chapter V of Report on Personnel Administration.

younger sections of the employees, as we feel that they would be more adaptable to the needs of the higher posts, and would have greater potential for self-improvement than their older colleagues.

Lateral Entry

50. As regards promotion from Class II to Class I and promotion within Class I, we have made certain observations in the relevant chapters. Here we wish to refer to another issue namely, lateral induction of outsiders, which may have a bearing on promotion prospects and allied matters. It has been suggested that persons outside the Government who have gained experience in various avocations or who possess specialised qualifications relevant to the tasks in hand should be inducted into the middle management levels of the civil service. We see merit in this suggestion on the ground that the lateral induction of fresh entrants could improve efficiency, since persons with a more varied experience and background would become available. Accordingly, we recommend as follows :—

(i) In all the Class I Services (including the Indian Administrative Service but excluding the Indian Police Service and the Indian Forest Service), 10 to 25% of the vacancies* arising each year in the Junior Administrative Grade or its equivalent Grade, should be filled by direct recruitment.

(ii) The actual percentage of vacancies to be filled in each Service in this manner should be decided upon after a review of the cadre composition and the requirements of each Service.

(iii) Suitable age limits for competing at the selection should be laid down in respect of the outside candidates. Similarly, appropriate qualification requirements and duration of experience should also be stipulated. The experience referred to should be in positions comparable to posts under the Government just below the Junior Administrative Grade or its equivalent.

(iv) In order that serving officers who may be suitable for such special selection are also considered, they should be allowed to compete with the outsiders for the vacancies set apart for being filled by direct recruitment. The number of serving officers who should be permitted to offer themselves for selection should be roughly the same as the number included in the zone of selection for normal promotion through the Departmental Promotion Committees, namely, not more than five to six times the anticipated number of vacancies. In the present context, our intention is that the number of officers who should be permitted to compete with outsiders

should not exceed five to six times the total number of anticipated vacancies, including the quota set apart for direct recruitment.

(v) These recommendations do not refer to Services in respect of which separate recommendations have been made in the relevant chapters.

Selection Grades

51. Outside the Railways, the selection grades are quite common in the Class IV and Class III categories. There are no selection grades in the Class II, but these have been provided in two of the all-India Services, and, in a couple of cases, in the Central Class I Services. The First Pay Commission suggested selection grades only in a few cases. The Second Pay Commission, however, recommended the provision of selection grades in cadres where promotion outlets were either very limited or non-existent. These recommendations were accepted by Government, and since then, selection grades have been provided by the Government in a number of other cases also, the latest instance being the selection grades approved for trained matriculate, trained graduate and post-graduate teachers of the Union Territories' Administrations.

52. As generally understood, the selection grades are not functionally different from the main grades and there is no change in the level of duties of the incumbents. The views expressed before us have generally been in favour of the continuance of selection grades, although some of our witnesses and respondents have, either supported their abolition, or their replacement by a proper and definite promotion policy. The selection grade has been criticised on the following grounds :—

- (i) it results in payment of remuneration at a rate higher than the prescribed scale for the same job;
- (ii) unless applied on the basis of a uniform criterion it results in disparities and gives rise to discontent; and
- (iii) in cases where appointment to the selection grade becomes only a short stop-over before promotion to a higher post within a relatively short period it confers on the employees unintended benefits specially with regard to fixation of pay in the higher post and adds unnecessarily to the administrative work.

53. We agree that the system of selection grades is not free from defects. However, these have come to be accepted as a part of the pay structure for

*Member-Secretary is of the view that since the Commission has left it to the Government to decide the actual percentage of vacancies to be filled by direct recruitment in each Service after a review of the cadre composition and the requirements, it is both unnecessary and undesirable to restrict the Government's discretion by laying down a range of 10 to 25%. According to him, it should be open to the Government to decide in each case whether any direct recruitment at this level was at all necessary, and if so, what the percentage should be. In certain Services, e.g., Railways, Postal and Telegraph Engineering, no comparable facilities exist outside the Government in which candidates could acquire the requisite experience to fit them for these middle management posts. In other cadres, direct recruitment may be contra-indicated owing to their size, extent of stagnation etc. Since conditions differ markedly from one service to another, in his opinion, the prescription of such *ad hoc* percentages unsubstantiated by detailed examination would not be proper.

over a decade and we feel that these are serving a useful purpose by moderating the disparities which might exist in the promotion prospects available to comparable cadres in different departments. As far as the selection grades in the all-India services and the Central Class I Services are concerned our recommendations are contained in the relevant chapters. With regard to the selection grades in the Class IV and Class III cadres we have felt it necessary to lay down certain uniform criteria regarding the conditions under which they should be provided. We recommend that :—

- (i) Generally, selection grades should be provided for the posts which are filled by direct recruitment where the number of higher posts to which employees in a particular cadre can seek promotion is less than half the strength of that cadre.
- (ii) The number of selection grade posts should not be less than 10% but should not exceed 20% of the posts for which they serve as the selection grade. For the purpose of calculating the number of selection grade posts, all the posts which have been in existence for three years should be taken into account whether the posts are permanent or temporary. The percentage of selection grade posts should be in inverse proportion to the percentage of higher promotion posts available.
- (iii) The selection grade should not be granted to an employee until the incumbent has covered three-fourths of the span of the main scale.
- (iv) The grant of the selection grade should not be on the basis of seniority alone but should primarily be on the basis of efficiency and merit.
- (v) Suitable amendments should be made to the rules for pay fixation so that a fortuitous benefit does not accrue on promotion initially to the selection grade and thereafter, relatively quickly to the next higher post.

- (vi) The number of selection grade posts as also the need for their continuance in a particular cadre, should be reviewed every three years, and the selection grade posts varied or discontinued, as the case may be.

Recommendations on pay scales

54. We have indicated in Chapter 6 that the minimum remuneration recommended by us is related to the 12-monthly average of 200 for the period ending 31st October, 1972, of the All India Working Class Consumer Price Index (1960=100). The pay structure constructed by us, taking Rs. 185 as the minimum remuneration, is also related to the same base period.

55. Keeping in view the various principles discussed in this chapter for devising the pay structure, and having regard to the duties, responsibilities, qualifications and other relevant factors, we recommend eighty scales of pay for the various categories of posts under the Central Government. The details of the proposed scales of pay along with the incremental steps and the efficiency bars are given in the appendix to this chapter.

56. While recommending scales for the individual posts or group of posts in various chapters we have indicated only the minimum and the maximum of the proposed scales.

57. All the statistical data used in the Report showing the distribution of posts in various Classes pertain to 1st January, 1971 unless otherwise specified.

58. Further, the posts belonging to any of the organised Services or falling under common categories have been discussed in the chapter dealing with the service or the common category concerned. In the chapters dealing with Ministries and Departments, we have generally dealt with only such posts as are peculiar to that Ministry or Department.

APPENDIX

PROPOSED SCALES OF PAY (REFERRED TO IN PARAGRAPH 55)

Rs.	Rs.
1. 160-2-170	41. 650-30-740-35-880-EB-40-960
2. 185-2-193-3-205-EB-3-220	42. 650-30-740-35-880-EB-40-1040
3. 190-3-208-4-220-EB-4-232	43. 650-30-740-35-810-EB-35-880-40-1000-EB-40-1200
4. 190-3-208-4-220-EB-4-240	44. 700-30-760-35-900
5. 200-3-212-4-240-EB-5-260	45. 700-40-900-EB-40-1100-50-1300
6. 200-3-212-EB-4-240-EB-5-280	46. 700-40-900-EB-40-1100-50-1250-EB-50-1600
7. 225-5-260-6-290-EB-6-308	47. 740-35-880
8. 225-5-260-6-326-EB-8-350	48. 775-35-880-40-1000
9. 260-6-326-EB-8-350	49. 775-35-880-40-1000-EB-40-1200
10. 260-6-290-EB-6-326-8-366-EB-8-390-10-400	50. 840-40-1040
11. 260-8-300-EB-8-340-10-380-EB-10-430	51. 840-40-1000-EB-40-1200
12. 260-8-300-EB-8-340-10-360-12-420-EB-12-480	52. 900-40-1100-EB-50-1400
13. 290-6-326-EB-8-350	53. 1050-50-1600
14. 290-6-326-8-350-EB-8-390-10-400	54. 1050-50-1500-EB-60-1800
15. 290-8-330-EB-8-370-10-400-EB-10-480	55. 1100-50-1500
16. 290-10-350-EB-12-410-EB-15-500	56. 1100-50-1600
17. 290-8-330-10-380-EB-12-500-EB-15-560	57. 1100-50-1500-60-1800
18. 320-6-326-8-390-10-400	58. 1200-50-1600
19. 330-8-370-10-400-EB-10-480	59. 1200-50-1700
20. 330-10-380-EB-12-500-EB-15-560	60. 1200-50-1500-60-1800
21. 380-12-500-15-530	61. 1200-50-1300-60-1600-EB-60-1900-100-2000
22. 380-12-500-EB-15-560	62. 1300-50-1700
23. 380-12-440-EB-15-560-EB-20-640	63. 1500-60-1800
24. 425-15-530-EB-15-560-20-600	64. 1500-60-1800-100-2000
25. 425-15-560-EB-20-640	65. 1650-75-1800
26. 425-15-500-EB-15-560-20-700	66. 1800-100-2000
27. 425-15-500-EB-15-560-20-640-EB-20-700-25-750	67. 1800-100-2000-125/2-2250
28. 425-15-500-EB-15-560-20-700-EB-25-800	68. 1850 Fixed
29. 440-15-515-EB-15-560-20-700-EB-25-750	69. 2000-125/2-2250
30. 455-15-560-EB-20-700	70. 2000-125/2-2500
31. 470-15-560-20-580	71. 2250-125/2-2500
32. 470-15-530-EB-20-650-EB-25-750	72. 2250-125/2-2500-EB-125/2-2750
33. 500-20-700-EB-25-900	73. 2500 Fixed
34. 530-15-560-20-620	74. 2500-125/2-2750
35. 550-20-650-25-700	75. 2500-125/2-3000
36. 550-20-650-25-750	76. 2750 Fixed
37. 550-20-650-25-800	77. 3000 Fixed
38. 550-25-750-EB-30-900	78. 3000-100-3500
39. 600-25-750	79. 3250 Fixed
40. 650-30-710	80. 3500 Fixed

CHAPTER 9

HEADQUARTERS, ORGANISATION OF THE GOVERNMENT OF INDIA

1. General

The Secretariats of the Ministries and Departments of the Government of India together constitute the headquarters organisation. The Allocation of Business Rules framed under the Constitution determine the type of work to be transacted in each Ministry and Department. We have already referred to the significant growth of the machinery of the Central Government consequent to the expansion of the activities of Government in various fields and to this trend, the headquarters organisation is no exception. The number of Secretariat Departments today is 51 as compared to 25 in 1957 and only 18 in 1947.

2. In the administrative hierarchy of the Central Government, the Secretariat occupies a key position. The main role of the Secretariat is to help the Government in the tasks of policy-formulation, to prepare programmes in order to translate these policies into coordinated action, and to ensure effective execution of Government's policies through periodic review. The Secretariat also helps the Minister to discharge his accountability to Parliament including the various Parliamentary Committees. The Secretariat should have within it groups of persons of sufficiently high calibre who can take an overall view of developments as they are likely to emerge, and to anticipate in time the further action that will be demanded of the Government. These persons should have enough experience of field conditions to devise courses of action that are both effective and practicable, having regard to the resources that the Government can command. Further, they should be keenly aware of what is politically feasible at that particular point of time, so that the political executive is not embarrassed. The detailed execution of Government's policies, specially in the field, is left to agencies outside the Secretariat which may be Attached or Subordinate Offices of the Ministries or quasi-Government institutions or autonomous public sector undertakings but is always subject to supervision by the Secretariat.

3. The special position of the Secretariat in the hierarchical set-up of a Ministry is matched by the methods of work and staffing policies conducive to the maintenance of this special position. Below the Minister, Secretary is the administrative head of the Ministry. The Administrative Reforms Commission* described the Secretary as "the principal adviser of the Minister on policy matters and his chief agent for ensuring the implementation of policies and programmes." In the scheme of reforms suggested by it, the

ARC** visualised the Secretary's role "primarily as one of coordinator, policy guide, reviewer and evaluator". In the larger Ministries, where the volume of work so requires, a recognisable area of work is entrusted to a separate Department under the charge of a Secretary or Additional Secretary. The standard pattern is that the business allocated to a Ministry or Department is divided into wings under the charge of a Joint Secretary.

4. Below the level of Joint Secretary, the tiers of the Secretariat hierarchy comprise the levels of Deputy Secretary, Under Secretary and Section Officer; their respective charges being generally referred to as the Division, Branch and Section. Although variations abound, a Joint Secretary generally has two or three Deputy Secretaries working under him, a Deputy Secretary looks after the work of two Under Secretaries and the Under Secretary normally has two Sections to supervise. Currently, the tendency is, however, to have both Deputy Secretaries and Under Secretaries reporting to a Joint Secretary, as this "level jumping" avoids unnecessary scrutiny and makes for expedition. In recent years, the practice of entrusting the more important desks to Directors instead of Deputy Secretaries has become more widespread. The "office" in the Secretariat is the Section under the direct supervision of the Section Officer. Normally, the Section has 4 to 5 dealing hands, one of them being an Upper Division Clerk and the rest Assistants. Except for the less important and routine cases, the first "dealing" level is that of the Assistant and there are few papers which do not bear the stamp of his initial noting.

5. Taking the posts of Director and Deputy Secretary as being at the same level, the structure of the Central Secretariat is composed of 9 grades from Secretary/Special Secretary to LDC. The strength of each of these grades, excluding posts in the Ministry of Railways, is given in the table below :

TABLE I

	†Number	Pay (in Rs.)
Secretary/Special Secretary	50	3500‡
Additional Secretary	44	3000‡
Joint Secretary	219	2500-125/2-2750.
Director	@124	1800-100-2000
Deputy Secretary	404	1100-50-1300-60-1600-100-1800.
Under Secretary	617	900-50-1250
Section Officer	2010	350(400)-25-500-30-590-EB-30-800-EB-830-35-900.

*Paragraph 55 of its Report on Machinery of Govt. of India and its Procedures of Work—September, 1968 (Page 21).

**Paragraph 127 of its Report on Machinery of Govt. of India and its Procedures of Work—September, 1968 (page 53).

†Includes equivalent posts.

‡Protected Pay of former Secretary of States officers not indicated.

@Includes posts on Rs. 2000-2250 and Rs. 2000-2500.

Assistant	5127	210-10-270-15-300- EB-15-450-EB-20- 530.
Upper Division Clerk	3091	130-5-160-8-200-EB- 8-256-EB-8-280.
Lower Division Clerk	8944	110-3-131 4-155-EB- 4-175-5-180.

6. In recent years there has been a large increase in the volume of business transacted in the Central Secretariat. Various reasons have contributed to this increase and we may mention a few of the more important ones *viz.*, increasing responsibilities assumed by the Government *inter alia* for regulating trade and industry, controlling restrictive practices, nationalisation of banking and insurance, promotion of economic development, fostering science and technology. Because of Government's accountability to Parliament and the degree of intense scrutiny exercised by its Standing Committees, one of which is of comparatively recent origin (Committee on Public Undertakings), the need has been felt more urgently for maintaining a full record of cases involving financial and other sanctions. There has also been a proliferation in the number of public sector undertakings in various fields which leads again to increased secretariat work both for their creation and also for their continued supervision. All these factors have led to an augmentation in the number of Secretariat posts at various levels.

7. The senior administrative posts in the Secretariat, *i.e.*, posts of and above the rank of Deputy Secretary under the Government of India, are filled in accordance with the scheme for staffing notified by the Central Government on 17th October, 1957. Under the scheme, the senior administrative posts are

ordinarily to be manned by officers of one or other of the following categories :

- Officers borrowed from the State Cadres of the all-India Services and from other Class I Services of the States (other than the State Civil Service) on tenure deputation;
- Officers borrowed on tenure deputation from Central Services, Class I including officers serving in Public Industrial Undertakings;
- Officers of the Selection Grade of the Central Secretariat Service;
- Officers of the Central Administrative Pool;
- State Civil Service officers whose names are included in the Select list for appointment to the ISA; and
- Other State Civil Service officers (in consultation with the-UPSC in each case).

8. In practice the bulk of the posts are filled by officers of the Indian Administrative Service, the Class I Central Services and the Selection Grade of the Central Secretariat Service. The Central Government continues to depend to a large extent on officers taken on tenure deputation for manning the senior administrative posts in the Secretariat. The exceptions are officers of the Indian Foreign Service who hold almost all the Secretariat posts in the Ministry of External Affairs, the officers of the Railway Services for posts in the Ministry of Railways and officers of the Central Legal Service for posts in the Ministry of Law and Justice. In fact, the Central Establishment Board and the Senior Selection Board do not advise on cases of appointment to posts in the Ministry of Railways and the Ministry of External Affairs. Excluding these two Ministries, the Service-wise break up of the officers holding posts of and above the rank of Deputy Secretary under the Government of India is indicated in the Table below :

TABLE II

As on 1-1-1972

	ICS/ IAS	IA & AS	IDAS	IRS	Indian Postal Service	IRAS	CSS	Others	Total
1. Secretary	30	1	1	..	..	..	..	13	45
2. Additional Secretary	20	..	3	2	..	1	1	5	32
3. Joint Secretary	86	6	7	17	1	1	23	28	169
4. Director*	81	10	1	13	1	1	18	13	138
5. Deputy Secretary	108	22	11	30	7	7	96	19	300

*Officers in the scale of Rs. 1800—2000, Rs. 2000—2250 and Rs. 2000—2500.

9. Prior to 1947, most of the superior posts under the Central Government were specifically reserved for the officers of the Indian Civil Service and though no such reservation was made for any Service, the Central Government continued to depend on officers of the ICS and the newly-formed IAS for some years after Independence. The position now is that less than 50% of the Secretariat posts of and above the rank of Deputy Secretary are held by officers of the ICS/IAS. The above figures bring out the extent to which the contributions from the Class I Central Services have increased and the near-total dependence on the ICS/IAS for manning the senior Secretariat posts has been reduced. We find that only the all-India Services, which are common to the Centre and the

States, provide for a Central deputation quota to be utilised for deputing officers to the Centre. However, officers of the Indian Police Service and the Indian Forest Service have been utilised respectively on posts in the Police organisations and on the Forests side, though a few officers of the Indian Police Service have recently been appointed to Secretariat posts. In the case of the IAS, the strength of the Central deputation quota on 1-1-1972 was 643 and as against this, 555 officers were holding posts under the Centre (including posts outside the Secretariat). In the Secretariat, 325 IAS officers were holding posts of and above the rank of Deputy Secretary with another 68 working in the posts of Under Secretary in the Central Government.

10. The only other Service which contains a regular provision for providing officers for manning the senior administrative posts in the Secretariat is the Central Secretariat Service. Officers in the Selection Grade of the CSS hold the posts of and above the rank of Deputy Secretary and posts equivalent thereto. The strength of the Selection Grade is calculated on the basis of a formula aggregating prescribed proportions of permanent and temporary (long term) posts of Deputy Secretary and equivalent as also the *ex-cadre* posts held by officers of the Selection Grade of the CSS. The present strength of the CSS Selection Grade is 82 which represents the number of

CSS officers who can be confirmed in this grade and it is not to be taken as a ceiling on the number of posts at the level of Deputy Secretary and above that may be held at any time by CSS officers. The associations representing the CSS officers have emphasised the point that their share in the number of posts of Deputy Secretary and above has been going down over the years. We have analysed the position since the year 1960 with reference to proper Secretariat posts in the various Ministries, other than the Ministry of Railways and the Ministry of External Affairs. The comparative position is brought out in the table below :

TABLE III

	As on 1-1-1960			As on 1-1-1972		
	Total No. of posts	No. of posts held by CSS	In percentage terms	Total No. of posts	No. of posts held by CSS	In percentage terms
Joint Secretary and above	136	7	5.2%	246	24	9.8%
Director	30	12	40.0%	138	18	13.0%
Deputy Secretary	205	102	49.8%	300	96	32.0%
	371	121	32.6%	684	138	20.2%

11. In case of the IAS, the position is as follows :

TABLE IV

	As on 1-1-1960			As on 1-1-1972		
	Total No. of posts	No. of posts held by IAS/ ICS	In percentage terms	Total No. of posts	No. of posts held by IAS/ ICS	In percentage terms
Joint Secretary and above	136	77	56.6%	246	136	55.3%
Director	30	18	60.0%	138	81	58.7%
Deputy Secretary	205	71	34.6%	300	108	36.0%
	371	166	44.7%	684	325	47.5%

12. Similar information compiled for the Central Class I Services is contained in the following table :

TABLE V

	As on 1-1-1960			As on 1-1-1972		
	Total No. of posts	No. of posts held by Central Services	In percentage terms	Total No. of posts	No. of posts held by Central Services	In percentage terms
Joint Secretary and above	136	52	30.8%	246	86	35.0%
Director	30	30	100.0%	138	39	28.3%
Deputy Secretary	205	30	14.6%	300	96	32.0%
	371	82	22.1%	684	221	30.7%

13. From the above tables, it is evident that increasing use has been made of the members of the Class I Central Services in manning the Secretariat posts. This is pursuant to the general policy that the Central Secretariat should be open, as far as possible, to members of all the Class I Services. In such a situation, demands for a greater share from the various Services are inevitable. Many associations of the Class I Services have also represented before us that they do not get sufficient opportunity to serve on posts in the Central Secretariat which affects their career prospects adversely. Many of them also emphasised that the absence of regular arrangements for

their induction into the Secretariat placed them at a disadvantageous position *vis-a-vis* the members of the IAS who were provided with a Central deputation quota. In the case of the IAS and other all-India Services it is essential to provide such a quota and make recruitment thereto if these Services are to be common to the Union and the States and retain their all-India character. Our analysis has shown that despite the absence of deputation quota in many of the Class I Services, it has been possible to induct officers of some of these Services into the Secretariat in appreciable numbers. While this helps to improve the career prospects of the members of the Services

concerned, it leads to a situation in which a large number of cadre posts of that Service have necessarily to be given to Class II officers on an *ad hoc* basis. This is not conducive to proper cadre management nor is it in the interest of efficient working of the department affected. In our view, the provision of adequate deputation reserves should be considered in the case of those Class I Services which are expected to provide officers on deputation to hold Secretariat and other *ex-cadre* posts.

14. At the level of Under Secretary, the primary source of recruitment continues to be the Central Secretariat Service although its share in percentage terms has come down a bit over the years. The associations representing Section Officers of the CSS have asked that all posts of Under Secretary should be filled by CSS officers. We find that as on 1-1-1972, CSS officers held 327 posts out of 498, i.e., 66% of the posts of Under Secretary, while the corresponding percentage for 1960 was around 80. It is true that the knowledge and experience of secretariat work gained by the Section Officers are valuable and these stand them in good stead when appointed as Under Secretaries. Also entrusting the bulk of the posts of Under Secretary to CSS officers lends stability and some permanence to the Secretariat machinery considering that the higher posts are filled mostly by officers who come to the Secretariat for a fixed and relatively short tenure. At the same time, there is some advantage in bringing a few officers from outside the Secretariat as Under Secretaries because of their having had field experience and knowledge of practical administration and problems of implementing Government policies. We would not, therefore, support the demand for filling all posts of Under Secretary only by the members of the CSS. As for posts below the level of Under Secretary, these are all cadre posts of the regularly constituted Secretariat Services with the Ministry of Railways and Ministry of External Affairs having their own Secretariat Services, viz., the Railway Board Secretariat Services and the Indian Foreign Service (B) which we have covered in chapters dealing with these Ministries.

15. The pay prescribed for the highest posts in the Secretariat on the recommendations of the First Pay Commission remained unchanged till 1965 when these were revised as under :

Designation	Pay laid down by the First Pay Commission	Pay as revised with effect from 1-9-1965
Secretary	Rs. 3000	Rs. 3500
Additional Secretary	Rs. 2750	Rs. 3000
Joint Secretary	Rs. 2250	Rs. 2500-2750

Considerations relevant to the fixation of salaries at these levels have been discussed in Chapter 7. In accordance with our conclusions contained in that Chapter, we recommend no change in the pay prescribed for the posts of Secretary, including the Cabinet Secretary. There are a few posts of Special Secretaries for which pay is determined in each case on merits. This practice may continue.

16. At the next level that of Additional Secretary, we find that while both the Deshmukh Study Team of the ARC as also the ARC recommended a reduction in the number of levels of consideration in the Secretariat, the scheme of reforms suggested by them envisaged a definite level of Additional Secretary and the proposed unified grading structure suggested by the ARC in its Report on Personnel Administration (April, 1969) also assigns a separate grade for posts at the level of Additional Secretary in the Central Government. The ARC also envisaged cases in which a wing of the Ministry may be headed by an Additional Secretary or the Secretary himself instead of the usual practice of entrusting a wing to the Joint Secretary. It is thus accepted that the level of Additional Secretary has come to stay in the administrative hierarchy of the Secretariat. In the larger Ministries, the level of Additional Secretary provides considerable relief to the Secretary enabling him to concentrate on the more important policy matters. We recommend that the post of Additional Secretary should carry the pay of Rs. 3000 per month as at present.

17. The post of the Joint Secretary is the last level taken as belonging to the senior management class by the ARC and its Study Teams. The Joint Secretary in charge of a wing is expected to function, more or less, as a Secretary submitting papers direct to the Ministers where their orders are required, but paying due regard to the Secretary's general responsibility for the functioning of the Ministry as a whole. The practice, however, differs in certain Ministries and even from post to post. The scheme of reorganisation suggested by the ARC in its Report on the Machinery of the Government of India and its Procedures of Work envisages for the Joint Secretary larger and an important decision-making role. We understand that the Government has also tightened up the screening of officers for adjudging their suitability for the post of Joint Secretary. Till 1965, the post of Joint Secretary carried a fixed pay—Rs. 3000 per month before the Report of the First Pay Commission and Rs. 2250 thereafter. With effect from 1-9-1965, it carries a scale of Rs. 2500-125/2-2750. Almost all associations of Class I Services have asked for the abolition of the biennial rate of increment and have suggested improved scales going up to Rs. 300 or more.

18. We have carefully considered the need for revising the scale of the Joint Secretary in view of the fact that it was increased in the year 1965. While we are conscious of the erosion that has taken place over the years in the income of salary-earners at these levels with rising prices and increased rates of taxation, we have not considered it desirable on social grounds to recommend any upward revisions at these high levels except when on merits we felt that a post or groups of posts is at present undervalued.

19. In view of the above, we do not recommend any change in the scale for the post of Joint Secretary which should continue in the scale of Rs. 2500-2750.

20. The level below the Joint Secretary in the Secretariat, viz., Director, carries the pay scale of Rs. 1800-100-2000. This scale is the same as that for the existing Grade V of the Indian Foreign Service and the scale prescribed for the Selection Grade of the Indian Administrative Service. We feel that the existing identity in all these 3 scales should be continued and we recommend for this post the scale of Rs. 2000—2250.

II. The Central Secretariat Service

21. The grade-wise strength of the Central Secretariat Service and the prescribed scales of pay are given below :

TABLE VI

	Number	Pay Scale (Rs.)
Selection Grade	82	1100-50-1300-60-1600-100-1800.
Grade I	396	900-50-1250
Section Officers' Grade	1600	350(400)-25-500-30-590-EB-30-800-E B-830-35-900.
Assistants' Grade	4749	210-10-270-15-300-EB-15-450-EB-20-530.

The Grade I and the Selection Grade of the CSS are in Class I and the rest of the Grades in Class II. Officers in these grades of the CSS are also deployed on a regular basis in the Attached Offices participating in the CSS Scheme.

22. The scales prescribed for the Selection Grade and Grade I of the CSS are the same as the scales prescribed for the posts of Deputy Secretary and Under Secretary respectively. While the pay scale of Deputy Secretary has remained unchanged since the report of the First Pay Commission, the pay scale for the post of Under Secretary has undergone changes. The First Pay Commission did not suggest any specific scale of pay for the Secretariat Service officers when holding the posts of Under Secretary and the Government prescribed the scale of Rs. 800-50-1150. The Second Pay Commission recommended the revised scale of Rs. 900-50-1200 and Government prescribed the scale of Rs. 900-50-1250.

23. The associations representing CSS officers have emphasised the point that the scales of pay prescribed for them when holding the posts of Deputy Secretary and Under Secretary compare unfavourably with the emoluments allowed to the members of the IAS and Class I Central Services. The existing position is illustrated in the table below :

TABLE VII

Service	Deputy Secretary	Under Secretary
1	2	3
IAS	Pay in the scale of Rs. 900—1800 or Rs. 800—2000 with Special Pay of Rs. 300.	Pay in the scale of Rs. 900—1800 with Special Pay of Rs. 200.

1	2	3
Clas I Central Services.	Rs. 1100—1800 or Pay in the scale of Rs. 400—1250, Rs. 700—1250, Rs. 1100—1400, Rs. 1300—1600, Rs. 1300—1800, Rs. 1600—1800, Rs. 1800—2000 or Rs. 1800—2250 with Special Pay of Rs. 300.	Rs. 900-50-1250 or Pay in the scale of Rs. 400—1250 or Rs. 700—1250 with Special Pay of Rs. 200.
Central Secretariat Service.	Rs. 1100-50-1300-60-1600-100-1800.	Rs. 900-50-1250

24. For non-CSS officers, holding the above Secretariat posts, ceilings are prescribed on the total of pay plus special pay. For officers in the posts of Under Secretary, pay plus special pay cannot exceed Rs. 1400. In the case of Deputy Secretaries, the ceiling till recently was Rs. 2000 except that IAS officers in the selection grade of Rs. 1800-2000 and Class I Central Service officers in the senior administrative grades of Rs. 1800-2000 or Rs. 1800-2250 could draw up to Rs. 2250 per month. In August, 1972, the ceiling has been raised from Rs. 2000 to Rs. 2250 for all, which in effect benefits only the officers in the grades going up to Rs. 1800. The Confederation of Central Secretariat Service Associations has made a pointed reference to the recent orders of August, 1972. They have said that the maximum pay allowed to CSS officers holding a post of Under Secretary or Deputy Secretary is much less than what is allowed to officers of the other Services. We think that the case of an officer on tenure deputation is distinguishable from that of the CSS officer working on these posts. As far as the officers brought into the Secretariat on tenure deputation are concerned, these posts in the Secretariat are outside the regular line of work which is not so for members of the CSS. It is also to be noted that while non-CSS officers are given special pay, they are not given the usual deputation allowance. The grant of special pay is thus the only incentive provided to these officers for leaving their parent line and coming to the Secretariat on a short tenure of service. In the case of the CSS, the Second Pay Commission had recommended the continuance of the practice of allowing a minimum increase of Rs. 150 to an officer of the CSS on his first appointment as Deputy Secretary over his pay in the Under Secretary's scale and they had mentioned that the fact that special pay is not admissible to CSS officers on these posts has been taken into account while fixing their scales of pay.

25. As regards the scale of the post of Deputy Secretary, the associations have emphasised that this has remained unchanged since 1947 while the scale of the post of Under Secretary and the senior scale of the Class I Central Services have undergone changes. In the result, the minimum of this scale, viz., Rs. 1100-50-1300-60-1600-100-1800, has ceased to be meaningful since the lowest stage at which a CSS officer can possibly be fixed on promotion to the selection grade is Rs. 1300 and, therefore, for all practical purposes, the selection grade of the CSS is Rs. 1300-60-1600-100-1800 in existing terms. We accordingly recommend for this grade the scale of Rs. 1500-2000.

26. For promotion to the Grade I of the CSS on the scale of Rs. 900-50-1250, the field of eligibility consists of permanent Section Officers having at least 10 years of approved service in that grade. In actual practice, promotion to the grade of Under Secretary is possible only after longer years of service. According to the Department of Personnel, out of 1780 Section Officers in position, over 1000 had put in the required length of service of 10 years with little less than 700 having put in more than 14 years' service. The associations representing CSS officers have underlined the acute promotion block and have asked for a minimum increase in emoluments on appointment as Under Secretary. According to them, a large proportion of Section Officers promoted to the Under Secretary's grade hardly get any increase because of having reached the maximum of the scale of Section Officer. An analysis of the position as on 1st January 1971 made by the Department of Personnel indicated that 250 Section Officers were drawing pay at the maximum of the scale. Promotion from the grade of Section Officer to that of Under Secretary is a promotion from Class II to Class I. We are separately recommending a slight liberalisation of the formula for fixing the pay in the Class I scale in such cases under which a Section Officer at the maximum of his pay scale will also derive a certain minimum benefit on promotion to the Under Secretary's grade. Accordingly we need not make any special recommendation with regard to fixation of pay of the CSS Section Officers on their promotion to the grade of Under Secretary.

27. We recommend for the Grade I of the CSS the scale of Rs. 1200-1600*.

28. Recruitment to the vacancies in the grade of Section Officer is made in a number of ways. One-sixth of the substantive vacancies are filled through the UPSC on the results of the IAS etc. Examination. The remaining substantive vacancies, as also the temporary vacancies, are filled by promotion of Assistants to the extent of two-thirds of the vacancies, and through a limited departmental examination conducted by the UPSC for the remaining one-third.

29. The associations representing Section Officers, and the Confederation of Central Secretariat Service Associations, have pressed the demand that the Section Officers' grade should carry a Class I scale. It has been stated that prior to the reorganisation of the Central Secretariat Services in 1951, the post of Superintendent in the Central Secretariat always carried a Class I scale. After the introduction of the Central Secretariat Services (Reorganisation and Reinforcement) Scheme a new grade of Assistant Superintendent was introduced to serve as a training grade for the direct recruits. At the time of the Second Pay Commission, the Assistant Superintendents (Section Officers, Grade III) were on the scale of Rs. 275 (325)-25-500 and the Superintendents (Section Officers, Grade II) on the Class I scale of Rs. 530-30-800 and provision for direct recruitment existed only at the level of Assistant Superintendent. The Second Pay Commission was of the view that provision of two grades for Section Officers was not

servicing any useful purpose and that the grade prescribed for the highest level of direct recruits to the Central Secretariat should not be less attractive than the general run of Class II Services. It** said that "the interest of the public service, on the contrary, appears to require that a significant proportion of direct recruits to the Service should be of a standard higher than that of the generality of the Class II Services, if not comparable to that of the Class I Central (Field) Services." The Second Pay Commission recommended for the Section Officers the standard Class II scale merging the Grade II and Grade III of the CSS. In the process a large number of Class I posts of Grade II Section Officers got reduced to Class II status since out of a total of 1553 posts at that time, there were 621 Class I posts of Section Officers.

30. In our view, the demand for upgrading the Section Officer's scale to the Class I level should be considered in relation to the system adopted for transacting business in the Secretariat. Both the Deshmukh Study Team and the ARC recommended a reduction in the number of levels of consideration and the introduction of an officer-oriented pattern. In the desk-officer system recommended by them, each officer will be expected to independently handle and, if necessary, dispose of cases with only stenographic assistance. The present practice of noting on files by the Assistants, and also by the UDCs in some cases, will have no place in the desk-officer system. We understand that this system has so far been introduced in a few Ministries on an experimental basis. The Department of Personnel has informed us that while considering the recruitment rules to be prescribed for posts at the level of Section Officer on the introduction of the desk-officer system, the UPSC has made a suggestion that having regard to the duties to be assigned to such officers, the posts should properly fall in Class I with a view to attracting suitable talent. In our view, a move towards further extending the officer-oriented pattern of working in the Central Secretariat will be a step in the right direction. As for the appropriate status for the Section Officers posted as desk-officers, this is a matter which can be decided after this system has gained wider acceptance in the Ministries and in the light of further experience. For our purpose of determining a suitable scale for the post of Section Officer, we have taken into account the existing manner in which work has been organised in the Sections and his present duties and responsibilities. We recommend for this category the scale of Rs. 650-1200.

31. For the grade of Assistants, the original scheme envisaged a reservation of 75% of the permanent vacancies for being filled by direct recruitment on the basis of open competitive examination conducted by the UPSC. However, due to the large number of temporary Assistants awaiting their turn for regular absorption as Assistant and later for battering the promotion prospects of the Upper Division Clerks of the Central Secretariat Clerical Service (CSCS), the quota of direct recruitment has so far

*Prof. A. K. Das Gupta and Prof. Nihar Ranjan Ray have proposed a different pay scale in their note of dissent.

**Paragraph 16 of Chapter XI of its Report (page 113).

been kept at 50% instead of 75%. The qualification prescribed for direct recruitment is a university degree. The remaining vacancies are filled by promotion of meritorious Upper Division Clerks of the CSCS.

32. On behalf of the Assistants of the CSS, the associations have represented that their promotion prospects are bleak and they are unable to get promoted to the grade of Section Officer even after twenty years of satisfactory service. They have represented before us that the element of direct recruitment to Section Officer's grade limits their promotion prospects and that this unusual feature of resorting to direct recruitment at two successive levels should be done away with. We find that the original scheme of reorganisation of the Central Secretariat Services envisaged direct recruitment to the Section Officers' Grade to the extent of 50%, but the rules initially framed provided for direct recruitment to one-third of the substantive vacancies. This was further reduced in practice and the rules were also revised later to provide for direct recruitment to only one-sixth of the substantive vacancies. The temporary vacancies, which are sizeable in number, are not taken into account while determining the number of vacancies to be filled by direct recruitment in any year. We do not think that it would be advantageous on the whole to shut out direct entry to the Section Officer's grade.

33. According to the Rules, Assistants are deemed eligible for promotion as Section Officer after 8 years' approved service in the grade. We have been informed that numerous Assistants have not been able to come within the zone of consideration for promotion to Section Officer's grade even after putting in 20 years' service. According to an analysis, made by the Department of Personnel of the position prevailing on 1-1-1971, 680 Assistants were drawing pay at the maximum of the scale on that date. The associations representing the CSS Assistants have submitted substantial data to support their contention about promotion blocks. We asked the Department of Personnel to furnish their comments on this point and they have verified the following information which brings out the lack of promotion prospects available to the Assistants :

TABLE VIII

Year	Total strength (approx.)	No. of Assistants promoted to the Section Officer's Grade					Col. (6) to (7) as %
		By Seniority	Thru Dept. Exam.	On the basis of Panel for 59 & 60 Exams.	Total of Col. (3), (4) & (5)	Col. (6)	
(1)	(2)	(3)	(4)	(5)	(6)	(7)	
1955	3500	194	194	—	388	11.1	
1956	4200	—	—	—	—	—	
1957	4350	241	241	—	482	11.1	
1958	4750	161	161	—	322	6.8	

(1)	(2)	(3)	(4)	(5)	(6)	(7)
1959	4850	78	78	—	156	3.2
1960	4800	60	60	—	120	2.5
1961	4800	—	—	—	—	—
1962	4850	—	—	—	—	—
1963	4850	—	—	—	—	—
1964	4900	16	16	16	48	1.0
1965	5000	13	13	13	39	0.8
1966	5000	31	31	31	93	1.85
1967	5000	34	34	34	102	2.04

The above data show that the promotion opportunities available to the Assistants, even after including the vacancies filled through the limited departmental examination, are meagre. We feel that for taking appropriate corrective action, a comprehensive review should be made of the requirements of Assistants in future years, particularly in the context of introducing the desk-officer system more extensively in the Central Secretariat. If the desk-officer system can be put on a sound and general footing, the cadre of Assistants can be reduced appreciably, but the transitional problem of finding adequate promotion outlets for the Assistants will remain with us for quite some time for which corrective action should be taken in advance.

34. We recommend for the Assistants the scale of Rs. 425-800.

III. Central Secretariat Clerical Service

35. The Central Secretariat Clerical Service (CSCS) has only two grades; the strength of the grades and the scales prescribed being as follows :

	Number	Scale of pay (Rs.)
Grade I (Upper Division Clerks)	2909	130-280
Grade II (Lower Division Clerks)	8232	110-180

Recruitment to the CSCS at the level of Grade II is made through an all-India competitive examination for 90% of the vacancies with provision of filling up the rest on the basis of a competitive examination limited to suitable Class IV personnel who are matriculates and have more than 5 years' service. The examination for direct recruitment was till recently being conducted by the UPSC. It is now conducted by the Institute of Secretariat Training and Management under the Department of Personnel, but the standard and syllabus of examination remains the same. Vacancies in Grade I of the CSCS have so far been filled generally by the promotion of Lower Division Clerks in Grade II subject to the rejection of unfit. The provision for filling up 50% of the

vacancies in Grade I through a departmental examination limited to the LDCs* (Grade II of the CSCS) was not utilised till December, 1969 when the first examination was held.

36. The Central Government Clerks' Union, and some others, representing the members of the CSCS have demanded a higher pay scale for the Secretariat LDCs as compared with the LDCs in Subordinate Offices. It is argued that the LDCs of the CSCS are recruited after an all-India competitive examination and so can claim a higher standard of selection than LDCs selected in Subordinate Offices through the local Employment Exchanges. We are, however, recommending in the next chapter that the procedure for recruiting LDCs in the non-Secretariat organisations should be improved and streamlined, with proper selection tests being held at convenient centres after inviting applications through open advertisement. In that context, the standard of selection would become broadly comparable. We have also collected information pertaining to the jobs handled by the LDCs in the Secretariat and in the non-Secretariat offices and find that it will not be correct to conclude that the job worth of the LDC's post in the Secretariat is greater.

37. Demands for improved scales for the Secretariat LDCs have also been supported on the ground that the existing scale of remuneration is not adequate to attract persons to New Delhi from all over the country as envisaged in any scheme for the conduct of an all-India competitive examination. In our view, no public purpose will be served by increasing salary scales to such an extent as will ensure such a situation. Candidates appearing for clerical jobs generally prefer to secure employment in their home-town or neighbouring areas and it will not be worthwhile to devise pay scales on the basis that the scales should be adequate to attract them from distant places to fill posts of LDCs in the Central Secretariat.

38. The demand for higher pay scales by the unions has also been justified on the ground that the clerks in non-Government organisations are now at a much higher level of remuneration. We have already dealt with this demand in general terms in Chapter 5. We find that as far as the public sector undertakings are concerned, the majority is following the Central scales of pay with a few like the Life Insurance Corporation, Indian Oil Corporation, etc. paying from 25 to 33% more and the Reserve Bank paying about 50% more than the Central Government. In some sectors of private industry also, the emoluments are higher. As we have mentioned earlier, making comparisons between posts under the Government with posts in the private sector is fraught with difficulties. We would hesitate to make facile comparisons between emoluments prevailing under the Government and the rates prevailing in a few private companies on a

supposed comparability of duties and responsibilities. Such an uncritical use of external comparisons on the sole basis of identity of designations can be very misleading. Furthermore, the Central Government remunerates the Lower Division Clerks better than most of the State Governments. Considering all these factors, we recommend for the LDCs, *i.e.* the Grade II of the CSCS, the scale of Rs. 260-400.

39. At the level of Upper Division Clerks, the demand made by the Central Government Clerks' Union and some other is for parity with Assistants. It has been argued that the work assigned to the UDCs** and the Assistants is broadly comparable and the present distinction in the cases dealt with by them as 'important' and 'less important' cases is purely artificial. The official witnesses and the Department of Personnel have not accepted this argument and they have stated that there is a qualitative difference between the work handled by the Assistant and that by the UDC. There are also material differences in the methods of recruitment to the two grades. Promotion to the Grade I of the CSCS, *i.e.*, to the post of UDCs in the Secretariat, is confined to the persons recruited as LDCs with matriculation as the prescribed qualification. The standard of selection of directly recruited Assistants is definitely higher requiring as it does graduate qualifications. We do not think, therefore, that it would be appropriate to equate the UDCs of the CSCS with the Assistants of the CSS.

40. Before we suggest the scale for the UDCs, we would like to mention that the role of the CSCS in the future set-up of the Central Secretariat should be carefully examined. If the desk-officer system is introduced on a general basis, the requirements for LDCs and UDCs are likely to go down considerably. We also anticipate greater use being made in the future of certain modern aids to information-retrieval *e.g.*, functional file index, mechanical accounting, cardex, etc., which would further reduce dependence on clerical staff for the maintenance of records and for citing relevant precedents necessary to decision-making. In such a situation, the requirements of UDCs will go down in particular as clerical hands will then be required only for maintenance of guard files, functional file index (if introduced), card indices containing important precedents etc. Since adequate stenographic assistance will have to be provided to the desk-officers in the new system, the proper arrangement would be to develop a functionary who besides being a stenographer is also trained for rendering the necessary secretarial assistance to the desk officer. It might become necessary, therefore, to re-train UDCs to equip them to handle the new tasks in the future set-up.

41. It will be a problem to secure adequate promotion opportunities to the good Lower Division Clerks belonging to the CSCS since the scope for utilising their services at higher levels in the 'office' of the Secretariat will be very limited. In our view,

*Lower Division Clerks.

**Upper Division Clerks.

one solution to the problem would lie in recruiting more stenographers Grade III than typists/LDCs and filling up a larger number of posts of lower Division Clerks by promotion of suitable Class IV personnel. For instance, Class IV personnel, who are able to acquire proficiency in typing of the requisite standard, could be employed to fill such vacancies of LDCs as require mainly typing work. Securing greater opportunity for promotion to the Class IV staff, consistently with the requirements of efficiency, will be desirable by itself and we suggest that the existing quota of 10% of the posts in Grade II of the CSCS reserved for the Class IV personnel should be enhanced to 15%. We would invite attention to our observations in Chapter 8 that this increase in promotion opportunities should not impair efficiency.

42. As for the scale of the Grade I of the CSCS, we have to proceed on the basis of the existing arrangements under which the Upper Division Clerks are entrusted with duties of a lesser order as compared to the Assistants, but who in relation to the LDCs stand in the same position as the UDCs in the Subordinate Offices. The existing scale of the UDCs in the Secretariat is Rs. 130-280 as compared to 130-300 in the Subordinate Offices. We feel that this distinction in the maximum of the scale need not be retained and that the scales of UDCs in the Secretariat and outside should be the same. We recommend for the Upper Division Clerks *i.e.*, Grade I of the CSCS, the scale of Rs. 330-560.

IV. The Central Secretariat Stenographers' Service

43. The Central Secretariat Stenographers' Service (CSSS) was re-organised with effect from 1st August 1969. It now consists of the following four grades :

Grade	Nos.	Scale of pay (Rs.)
Selection Grade	167	350(500)-25-500-30-590-EB-30-800-EB-830-35-900.
Grade I	197	350(400)-25-650-EB-30-770.
Grade II	2252	210-10-270-15-300-EB-15-450-EB-20-530.
Grade III	1651	130-5-160-8-200-EB-8-256-EB-8-280.

This Selection Grade comprises posts of Private Secretaries to Deputy Ministers and Secretaries/Additional Secretaries and Ist Personal Assistants to Ministers. Senior Personal Assistants to Joint Secretaries are in Grade I, and Personal Assistants to Directors/Deputy Secretaries are in Grade II. There is also provision for attaching a Stenographer, Grade II with two Under Secretaries. Grade III Stenographers are attached to Officers of the rank of Under Secretary and below.

44. The present Grade III of the CSSS was constituted initially by converting the posts of Stenotypists and redeploying that category, subject to the

concerned individuals passing the required test in stenography. The posts of Steno-typists were being remunerated previously in the scale of LDC/UDC with a special pay of Rs. 20/30 per month. After the initial constitution, the rules provide for filling the Grade III posts through a competitive examination, limited to members of the Central Secretariat Clerical Service, conducted by the Institute of Secretariat Training and Management. For recruitment to Grade II of the CSSS, five out of eight vacancies are filled through an all-India competitive examination conducted by the Union Public Service Commission; and the remaining three by promotion from Grade III of the Service—two on the basis of a departmental competitive examination held by the Institute of Secretariat Training and Management and one on the basis of seniority subject to rejection of the unfit. For direct recruitment to Grade II, the qualification prescribed is matriculation with proficiency in stenography of the prescribed standard. Vacancies in grades above Grade II of the Service are filled on the basis of promotion although, in some cases, posts of Ist Personal Assistant to Ministers can be filled from outside on an *ad hoc* basis.

45. While discussing the pay scales of the Stenographers in the Central Secretariat, the Second Pay Commission expressed the view that the disparity then existing between the pay scales of Stenographers in the Secretariat as compared to the Stenographers in non-Secretariat organisations was too wide. On this basis, the Second Pay Commission recommended the scale of Rs. 150-300 for Secretariat Stenographers in the lowest grade clarifying that a higher start for Secretariat Stenographers was being recommended on the assumption that recruitment to the grade would be made on the basis of an open competitive examination conducted by the Union Public Service Commission. In prescribing the scale of Rs. 210-425 for the then Grade III (now Grade II) of the Service, the Second Pay Commission did not accept the demand made by the associations representing Secretariat Stenographers for being treated on par with the Assistants in the Secretariat. For Personal Assistants to Secretaries and Joint Secretaries, the Second Pay Commission recommended the scale of Rs. 320-530. For the Ist Personal Assistant to Ministers and Private Secretaries to Secretaries, they recommended the same scale with a special pay of Rs. 100 and Rs. 50 respectively. These recommendations were modified by the Government considerably. The lowest grade suggested by the Second Pay Commission, *viz.*, Rs. 150-300 was not introduced and the system of Steno-typist was continued till the re-organisation of the CSSS in 1969. Further, the scales of Rs. 210-425 and Rs. 320-530 were introduced in an integrated form thereby bringing about parity between the Secretariat Stenographers at this level and the Assistants of the CSS. For higher grades, the system of special pay proposed by the Second Pay Commission was not accepted and the scale of Rs. 350-(400)-25-650 was introduced for the then Grade I of the Service, *i.e.*, for the Ist Personal Assistants to Ministers and Private Secretaries to Secretaries.

46. We have discussed in Chapter 10 the demand made by the associations of Stenographers working in non-Secretariat Organisations for parity with the Stenographers of the CSSS. We need only note here that the standards of selection into the grades of the CSSS are relatively stiffer than for corresponding posts in the Subordinate Offices. At the higher levels, the Second Pay Commission* was of the view that parity between the CSSS and Stenographers in other offices was not justified. According to it*, there was "no comparison between the duties and responsibilities of 1st Personal Assistants to Ministers, and Private Secretaries to Secretaries to Government, and those of Stenographers attached to even the highest officers in other offices". We also feel that the duties and responsibilities attaching to members of this Service in the Selection Grade and Grade I are, generally speaking, higher than those attaching to the senior-most posts of Stenographers in the non-Secretariat organisations. At these levels, therefore, it would not be appropriate to aim for parity. We, however, feel that a regular opportunity should be provided to the stenographers in the non-Secretariat organisations for entering the cadre of Secretariat stenographers. Under the existing provisions, five out of eight vacancies in the present Grade II of the CSSS are filled by direct recruitment. We suggest that out of the five vacancies filled by direct recruitment, one should be reserved for the stenographers working in non-Secretariat offices, provided they come up to a certain minimum standard at the competitive examination.

47. The Central Secretariat Stenographers' Service Association has asked for Grade III and Grade II of the Service such scales as may be prescribed respectively for the UDCs of the Central Secretariat Clerical Service and the Assistants of the Central Secretariat Service. This is also the present position and we see no reason to make any change. The Association has also suggested that Grade II Stenographers with 15 years' service in the grade should be allowed to switch over to the Assistants' grade with full benefit of past service in order to relieve severe promotion blocks at this level. While it is true that the number of posts above Grade II of the CSSS is small we feel that it will not be appropriate to improve promotion prospects in the CSSS at the expense of another service, viz., the CSS. The Department of Personnel has also expressed the same view.

48. The Central Secretariat Stenographers' Service Association and the CSSS Gazetted Officers Association have both asked for the merger of the existing Grade I and Selection Grade of the CSSS again on the ground of poor promotion prospects. In our view, the merger of Grade I and Selection Grade will not be justified because these posts

have always been on separate scales of pay and because there is appreciable difference between the responsibilities attaching to posts of stenographers at these two levels. We find that some measures of improvement in the career prospects of CSSS officers was effected in the year 1969 with the improvement in Grade I and creation of the Selection Grade. Despite these steps, however, the promotion prospects for Grade II Stenographers of the CSSS remain meagre. We think that the position should be reviewed in order to locate senior posts in the Secretariat and Attached offices where it would be justified to attach a Grade I Stenographer instead of a Grade II Stenographer. We would also suggest that Grade II Stenographers should be allowed to appear along with Assistants in the limited departmental examination conducted for filling up a proportion of posts of Section Officers of the CSS as was the case till 1969 when the CSSS was re-organised.

49. Although an outlet to posts of Under Secretary has been provided to the CSSS officers of the Selection Grade after 10 years' service, in actual practice only a few can ever hope to reach that level. In our view, the experience gained by the good Private Secretaries should continue to be utilised in the line in which they have gained experience. Instead of making the senior and experienced CSSS officers branch out into a somewhat different line at this level, it would be better to provide them with a non-functional selection grade above the present grade of Rs. 350(500)-900 and we recommend accordingly. Pursuant to this recommendation, the structure of the CSSS will have to be re-designated. The present selection grade is actually a misnomer as it applies to posts which can be graded as the top posts of this Service on a functional basis. We, therefore, recommend that the grade, designations and pay scales of the CSSS should be revised as indicated below :

Existing Designation	Proposed Designation	Proposed scale (Rs.)
—	Grade A (Selection Grade)	900-1400
Selection Grade	Grade A	775-1200
Grade I	Grade B	650-1040
Grade II	Grade C	425-800
Grade III	Grade D	330-560

The strength of the Selection Grade above Grade A should be 25% of the strength of Grade A.

*Paragraph 40 of Chapter XII of its Report (Page 137).

CHAPTER 10

OFFICE STAFF IN NON-SECRETARIAT ORGANISATIONS

I. General

The staff employed in the operating and commercial offices as in the Posts and Telegraphs and the Railways, have been dealt with in separate chapters along with other categories of employees special to such departments. We cover in this chapter the office staff employed in what are generally referred to as administrative offices. The classification of administrative offices outside the Secretariat into Attached and Subordinate Offices is generally based on the following scheme. The Attached Offices are responsible both for providing executive direction for the implementation of the policies formulated by the Ministry concerned, and also for providing the Ministry with technical information and advice on specialised aspects of questions dealt with by them. The Subordinate Offices function as field agencies responsible for the detailed execution of Government's decisions. If the amount of executive direction involved is not great, the Subordinate Office functions directly under the Ministry; otherwise, it functions under the direction of an Attached Office.

2. The traditional classification described above has come to acquire significance with the creation of various services under the Central Secretariat Services Scheme. Thus, the office staff employed in the Attached Offices, almost all of which participate in the Central Secretariat Services Scheme, are in the same hierarchical levels and pay scales as prescribed for their counterparts in the Secretariat while those working in the Subordinate Offices are not. This distinction actually becomes material after the level of the UDC, since the pay scales prescribed for the LDCs* and UDCs** in the Subordinate Offices are not inferior to those prescribed for the LDCs and UDCs of the Central Secretariat Clerical Service (CSCS); in fact, UDCs in Subordinate Offices are on the scale of Rs. 130-300 as against Rs. 130-280 prescribed for the UDCs of the CSCS. Above the level of UDC, the hierarchies in the Secretariat and participating Attached Offices comprise the Assistants (Rs. 210-530) and Section Officers (Rs. 350-900) while in the Subordinate Offices, the designations are different and the grades vary from department to department. The more common grades in the latter offices are Rs. 210-380, Rs. 335-425, Rs. 350-475 and Rs. 450-575. Due to these differences, the office staff in the Subordinate Offices have been representing that the distinctions maintained between the participating Attached Offices, other Attached Offices and the Subordinate Offices are artificial and are not justified by

material differences in the nature of the work performed by them.

3. While the Second Pay Commission did not go into the merits of the classification of the offices, they suggested that offices should be classified on a functional basis, in that offices closely and directly associated with the Ministries in the shaping of policies, and those responsible for providing executive directions to the field should be regarded as Attached Offices while offices responsible for the execution of policies and programmes of the Government should be regarded as Subordinate Offices. They also mentioned that the inclusion of certain offices in the Central Secretariat Services Scheme had resulted in anomalies as the work in some of the "included" offices was not at all comparable to that in the Secretariat. Our analysis also shows that the inclusion of an office in the Central Secretariat Services Scheme of not always directly relatable to the nature of functions entrusted to that office. For instance, the Armed Forces Headquarters whose role and functions are clearly such as have been indicated for Attached Offices, is not an "included" office; while the Archaeological Survey of India is an "included" office, other similar organisations like the Anthropological Survey of India, Botanical Survey of India and Geological Survey of India are "non-included" offices; and while the National Academy of Administration is an "included" office, the National Police Academy is not. There are more examples of this type which indicate that, in quite a few cases, the hierarchical patterns appropriate to Secretariat have been adopted in the non-Secretariat organisations without reference to actual organisational requirements.

4. The Administrative Reforms Commission in its report on the Machinery of the Government of India and its Procedures of Work (September, 1968) made certain recommendations† covering the cases where non-Secretariat organisations should be integrated with the Secretariat proper and where the present distinction between policy making and executive organisations should be continued. These recommendations are still under consideration of the Government and the matter is reported to be under examination at a high level. Although we have gone by the existing classification of the offices, we would suggest that an early comprehensive review should be carried out in order to remove the existing anomalies which give rise to a sense of grievance to the office staff working in the "non-included" offices as respects their pay scales and promotion prospects.

*LDC—Lower Division Clerk

**UDC—Upper Division Clerk

†Recommendation No. 11 (Page 44).

5. There is also the basic question whether the office staff in the Secretariat and the Attached Offices need a more favourable hierarchical pattern and pay structure than those employed in the Subordinate Offices. It is argued that implementation of Government policies in the field is no less important than the task of policy formulation and that generally the working conditions in the field are more arduous than those in the Secretariat or in the headquarters of the Attached Offices. Many witnesses have expressed the view that while work in the Secretariat is very important in nature, there need not be any built-in advantage in the pay structure devised for the Secretariat staff. We have dealt with this issue, to some extent, in Chapter 9 while commenting upon the requirements of the Secretariat and the need for preserving the quality of recruitment to the Services of the Central Secretariat. We have also noted the higher qualifications prescribed for the Assistants of the Central Secretariat Service and the recruitment to the Secretariat Services through all-India competitive examinations. While we do not subscribe to the traditional theory that the staff in the Secretariat should be treated as a superior class, we do not think that it would be right to impose uniform staffing patterns in the Secretariat, the Attached Offices and the Subordinate Offices. The posts created at different levels and the qualifications and methods of recruitment prescribed should be related to the organisational requirements, the nature of the work performed, and the demands made on the staff in different types of offices. It would be neither productive nor efficient to provide identical hierarchical patterns and comparable pay and promotion prospects in disregard of these important factors. This was also the opinion expressed by a number of witnesses including the Finance Secretary and the Expenditure Secretary. Thus, while we have refrained from suggesting the creation of cadres which do not exist at present in Subordinate Offices, we have by and large recommended parity in scales as between similar cadres both in the Secretariat and outside the Secretariat.

II. Armed Forces Headquarters.

6. The Army Headquarters, Naval Headquarters and Air Headquarters are collectively referred to as the Armed Forces Headquarters (AFHQ). These organisations together with the inter-Service organisations, e.g., Research and Development Organisation, Joint Cipher Bureau and Armed Forces Medical Services Directorate virtually stand in relation to the Defence Ministry as Attached Offices, providing technical information and advice to the Ministry of Defence and controlling and directing a number of Subordinate Offices.

7. The question of extending the Central Secretariat Services Scheme to the AFHQ and the inter-Service Organisations has been considered many times since the inception of the Scheme. In the beginning, it was felt that it would not be appropriate to bring these organisations within the Scheme, owing to the different procedures obtaining in the AFHQ, and the need for continuity. The proposal came up for reconsideration on several occasions but it was

dropped each time resulting finally in the constitution of three Services with effect from 1-3-1968, viz., the AFHQ Civil Service, the AFHQ Clerical Service and the AFHQ Stenographers' Service. We discuss each of these in the ensuing paragraphs.

8. The grades prescribed for the AFHQ Civil Service and the sanctioned strength is given in the table below:

TABLE I

Grade	Scale of pay (Rs.)	No. of posts
Senior Civilian Staff Officer	1100-50-1400	26
Civilian Staff Officer	740-30-800-50-1150	306
Assistant Civilian Staff Officer	350-(400)-25-500-30-590 -EB-30-800	666
Assistant	210-10-270-15-300-EB-15-450-EB-20-530	1515

Another grade of Joint Director (scale: Rs. 1300-60-1600) has been provided recently in this Service, but its strength is nil at present because no permanent post on this scale has been located so far, which could be included in the cadre.

9. At the lowest level, the pay scale is the same as prescribed for the Assistants of the Central Secretariat Service. The method of recruitment and the qualifications prescribed are also the same. We recommend for this grade the scale of Rs. 425-800.

10. The Assistant Civilian Staff Officers, formerly designated as Superintendents, are performing functions comparable to those discharged by the Section Officers in the Attached Offices participating in the Central Secretariat Services Scheme. The provisions relating to recruitment and qualifications now prescribed correspond to parallel provisions made for the posts of Section Officer in the CSS, including the element of direct recruitment through category III of the IAS etc. Examination conducted annually by the Union Public Service Commission. Considering these points of similarity, we recommend that the Assistant Civilian Staff Officer should be given the scale of Rs. 650-1200, i.e., the scale recommended for Section Officers of the CSS.

11. The associations representing the Civilian Staff Officers and the Senior Civilian Staff Officers have claimed that, in the matter of pay scales, they should be equated respectively to the Under Secretaries and Deputy Secretaries of the CSS. The grade of Civilian Staff Officer was introduced with effect from 1-3-1968 after amalgamating the then existing levels of Officer Supervisor (Rs. 740-30-830-35-900) and Civilian Staff Officer Grade II/Deputy Assistant Director (Rs. 800-40-1000). We think that at this level there is qualitative difference between the duties and responsibilities of the Under Secretary and the Civilian Staff Officer and it would be adequate to allow the Civilian Staff Officers the scale of Rs. 1050-1600. As for the Senior Civilian Staff Officer, we find that the Second Pay Commission had recommended the same scale as for the Under Secretary to the Government of India. After the constitution of the AFHQ Civil Service, the post has been given the scale of Rs. 1100-1400. While we do not think that it would be

justified to treat this post as equivalent to that of Deputy Secretary in the Central Government, we feel that some upgradation is necessary considering the level of this post and its supervisory role over the work of civilian officers and Service officers of Major's rank. We have been informed that with a view to improving the promotion prospects of the members of the AFHQ Civil Service, steps are being taken to include in the Service certain posts of Joint Director in the grade of Rs. 1300-1600. In our view, the more appropriate course would be to elevate the grade of Senior Civilian Staff Officers to the level of Rs. 1300-1600 in existing terms, and we recommend for this grade the scale of Rs. 1500-1800.

12. The sanctioned strength of the AFHQ Clerical Service, as on 1-1-1971, is given below:

TABLE II

Grade	Scale of pay (Rs.)	No. of posts
Upper Division Clerk	130-5-160-8-200-EB-8-256-EB-8-280	1917
Lower Division Clerk	110-3-131-4-155-EB-4-175-5-180	2620

The above grades, and the method of recruitment and qualifications prescribed for recruitment thereto, are the same as for the Central Secretariat Clerical Service (CSCS). We recommend the same scales for these grades as recommended by us for the Grade I and Grade II of the CSCS.

13. The existing grades and sanctioned strength of the AFHQ Stenographers' Service is given in the table below:

TABLE III

Grade	Scale of pay (Rs.)	No. of posts
Selection Grade	350(500)-25-500-30-590-EB-30-800	20
Stenographers Grade I	350(400)-25-650-EB-30-740	41
Stenographers Grade II	210-10-270-15-300-EB-15-450-EB-20-530	574

14. The above grades differ from those prescribed for the CSSS in that the pay scales of the two higher grades are slightly lower than the corresponding scales of Rs. 350-900 and Rs. 350-770 of the CSSS. The CSSS also has a Grade III on the scale of Rs. 130-280. Steps for introducing Grade III in the AFHQ Stenographers' Service are being taken and, as in the case of the CSSS, it is proposed to convert the existing posts of Stenotypists into posts of Stenographers Grade III on the scale of Rs. 130-280. Thus, Grade II and Grade III (when formed) of the AFHQ Stenographers' Service are equivalent to the corresponding grades of the CSSS. As regards the posts of Stenographers, Grade I and the Selection Grade in the AFHQ Stenographers' Service, it seems that the present lower scales for these two grades have been prescribed in order to retain a certain internal relativity, with the scale prescribed today for the Assistant Civilian Staff Officer, viz., Rs. 350-800. As we have already recommended parity in pay scales prescribed for the Assistant Civilian Staff Officer and the Section Officer of the CSS, there is no longer any need for maintaining differences in the scales prescribed for this Service and the CSSS. Accordingly, we recommend that the various grade of the AFHQ Stenographers' Service should be given the same pay scale as recommended for the corresponding grades of the CSSS. We also recommend that the existing selection grade should be re-designated as Grade A and the existing Grade I as Grade B. The present Grade II should be re-designated as Grade C.

III. Clerical Grades

15. We deal in this section only with the standard clerical categories commonly employed in the various non-secretariat organisations excluding the Attached Offices participating in the Central Secretariat Services Scheme and the Armed Forces Headquarters and inter-Service organisations. At the lower levels, all administrative offices follow the same pattern as the Secretariat entrusting routine clerical work like receipt, diary and despatch, typing etc. to the Lower Division Clerks, and other clerical work, including dealing work, to the Upper Division Clerks. In the Railways, a separate stream has been created for the typists with regular posts outside the clerical cadre; there were 4601 such posts comprising 2394 posts on Rs. 110-180, 1756 posts on Rs. 130-300 and 451 posts on Rs. 210-380. Excluding the Supervisory grades, the number of posts and pay scales of the standard clerical categories in the various departments are given in the table below:

TABLE IV

Pay Scales (Rs.)	P&T	Defence (excluding AFHQ)	Rev. & Insce	* Rlys.	C&AG	Others	Total
110-180	3,964	28,582	9,431	53,324	7,140	25,201	1,27,642
130-300	4,859	13,307	15,221	41,876	24,470	25,976	1,25,709
150-240	..	289	3	..	6	435	733
180-380	..	76	..	..	..	..	76
210-380	119	..	..	451	5,442	3,879	9,891
210-425	..	..	..	..	..	47	47
210-530	..	..	31	66	..	12	109
TOTAL	8,942	42,254	24,686	95,717	37,058	55,550	2,64,207

*Including Typists' posts

16. The posts of Lower Division Clerks are generally filled by direct recruitment of persons having matriculation qualifications, but in each department there is some provision for promoting Class IV personnel, the quota earmarked ranging from 10% in most Subordinate Offices to 25% in the Railways and to as much as 50% in the Posts and Telegraphs. The actual procedure followed in making direct recruitment differs from department to department. Most Subordinate Offices are reported to be resorting to local recruitment through the Employment Exchanges. In the Posts and Telegraphs, arrangements are more centralised and recruitment to Class III posts is done at the level of P&T Circles, but clerks are recruited on the basis of the marks obtained in the Matriculation examination with some weightage for higher qualifications. In the Railways, the Lower Division Clerks, like other Class III staffs, are recruited on a zonal basis through the Railway Public Service Commissions. We commend the adoption of arrangements broadly similar to those devised by the Railways and suggest that, wherever practicable, the departments should arrange for recruitment of the LDCs on the basis of open advertisement and a competitive test instead of through the Employment Exchanges. This examination need not be an elaborate one, and may consist of simple objective tests as recommended* by the Administrative Reforms Commission.

17. In connection with the recruitment to the posts of Lower Division Clerks, we should like to emphasise the desirability of providing adequate promotion avenues to the suitable Class IV employees. Considering the proportion of vacancies of LDCs filled by promotion of Class IV employees in the Posts and Telegraphs and the Railways, it should be possible to enhance the promotion quota of 10% of the vacancies of LDCs prescribed for the Class IV employees in most offices. One practical way of increasing the induction of Class IV employees into the LDC's grade could be to encourage them to learn typing, so that such of them as acquire proficiency in typing could be employed on the typing jobs straightaway. In line with the recommendation made by us for the Central Secretariat Clerical Service, we would recommend that up to 15% of the vacancies in the LDC's grade should be reserved for promotion of suitable Class IV employees subject to their satisfying certain minimum standards of selection. We have been told that in certain departments there has been deterioration owing to the excessive induction of Class IV employees into the higher categories. The situation should, therefore, be under constant watch, and dilution of the clerical cadres should be avoided. The percentage reserved for promotion is not sacrosanct and may be revised in either direction according to circumstances.

18. At the level of UDCs, the general rule in most Subordinate Offices is to fill all posts by the promotion of LDCs or provide for direct recruitment up to one-eighth the number of vacancies. The

major exceptions to this general practice are the organisations under the Comptroller and Auditor-General, the Defence Accounts Department and the Pay & Accounts Offices, where 4 out of every 5 vacancies are filled by direct recruitment, and the Income-Tax Department and Railway Accounts Department where there is direct recruitment to 50% and 20% of the vacancies respectively. For direct recruitment to the post of UDC, the minimum educational qualification prescribed is a Degree.

19. To acquaint ourselves with the variegated duties entrusted to the clerical categories, we collected information from a number of Subordinate Offices as part of a job description programme. Although this programme was in the nature of a pilot study and the coverage achieved could not be high, our study has shown that there is an unnecessary multiplicity in the designations employed to describe clerks doing more or less the same type of job in the different offices. We would suggest the adoption of uniform designations for greater simplicity and standardisation. Thus, designations like junior clerk, assistant clerk, typist-clerk, clerk grade II, lower division clerk, clerk-cum-typist, upper division clerk, senior clerk, clerk grade I etc. should be replaced by standard single designations like UDC and LDC or Clerk Grade I and Clerk Grade II.

20. The analysis of the facts collected by us under the job description programme and the further study of the data made by the Administrative Staff College of India, indicates that the size of the jobs entrusted to staff working at the level of LDC and UDC varies considerably from office to office and within the same office. In a way, this inference lends support to the prescription of long time-scales of pay for these categories, but it also highlights the need for developing proper work standards with a view to ensuring a more rational reallocation of work between the two clerical grades.

21. In the same connection, we found that quite a few jobs entrusted to the LDCs were broadly comparable to those being performed by the UDCs. It can be argued that this strengthens the claim made by certain unions that the division between the LDCs and the UDCs is merely artificial and not necessitated by any difference in the nature of work. We have examined this demand with care in the light of the substantial amount of information collected under the job description programme. Our analysis reveals that while there is an extent of overlap in the duties being performed today by the LDCs on the one hand and the UDCs on the other, the extent of such overlap is generally not more than what is consistent with the overlapping scales prescribed for these two grades. Further, while the bulk of the LDCs are employed on clerical duties of a routine nature like registration and distribution of dak, copying information and filling out standard forms, simple arithmetical calculations, and typing, the UDCs are generally required to handle case work and house-keeping functions requiring

knowledge of basic budgetary rules and procedures, simple accounts and establishment matters and the relevant departmental rules and regulations. In the small number of cases where the jobs being handled by some LDCs are comparable to jobs generally entrusted to the UDCs, the proper course would be to identify such jobs and upgrade them to the level of UDC rather than cite such cases in support of merger of the two grades. Our view is that there is a qualitative difference in the duties assigned to the LDCs and UDCs and it would not be correct to merge the two grades. There are incidental advantages also in having a promotional avenue for LDCs in that they are not frustrated, and the Government is assured of experienced persons coming up to a specified standard as UDCs.

22. For clerks on the scale of Rs. 110-180, viz., Lower Division Clerks, Clerks Grade II etc., we recommend the scale of Rs. 260-400.

23. The Second Pay Commission suggested placing 10% of the posts of LDCs in the selection grade of Rs. 150-240 in cadres in which the proportion of promotion posts was less than half the number of posts in the lower division. From the information available with us, it appears that few departments have provided a selection grade for the LDCs on this basis. As the figures in Table IV will show, the selection grade of the LDCs accounted for only 733 posts in all the Departments. We believe that in some Departments, e.g., Defence, this category is being wasted out consequent on the decision to improve the ratio of the UDCs to the LDCs. The unions representing clerks are also not generally in favour of selection grades of LDCs because their first preference is for a re-determination of the ratio between the number of posts of LDCs and UDCs. We find that the promotion prospects of the LDCs in the Subordinate Offices are generally better than those of the LDCs of the CSCS and that there is no selection grade in the CSCS. We feel that there is no need for providing a selection grade for the Lower Division Clerks in Subordinate Offices and we recommend accordingly. For the LDCs who are at present in the selection grade of Rs. 150-240, we recommend that they should be given the scale of Rs. 330-480 till such time as they retire or get promoted.

24. We find that the direct recruits to the UDCs' grade in the Audit Department are advanced to the stage of Rs. 150 on the scale of Rs. 130-300 as soon as they pass the departmental confirmatory examination which can be taken any time after their having put in 6 months' service. With the higher start which is linked to the stage of Rs. 150 of the present scale being proposed by us, there would be no justification for continuing this provision any longer and we recommend that no advance increments should be allowed to the direct recruits on passing the confirmatory examination after the introduction of the new scale proposed by us for the UDCs. We would suggest that the confirmation of such UDCs should be made only after they have passed the prescribed departmental examination. Further, the promotees to the UDCs' grade in the Audit Department are being granted four

advance increments on their passing the confirmatory examination. This is in addition to the benefit obtained by them on their fixation in the UDCs' scale on promotion under the normal rules. We are not convinced of the need for this special dispensation in favour of the promoted UDCs in the Audit Department and would recommend the discontinuance of this practice.

25. Many unions representing the Upper Division Clerks in the Subordinate Offices have claimed that the work performed by them is of the same nature as that performed by the Assistants in the Secretariat and Attached Offices and that they should, therefore, be given the Assistants' pay scale. As mentioned in the previous chapter, the case work handled in the sections of the Secretariat is generally divided between the Assistants and the Upper Division Clerks on the basis that the more difficult and complex cases will be dealt with by the former and only the simple routine cases by the latter. This by itself brings out the difference in the nature of the work performed by the two categories. Further, dealing with files relating to policy issues and programme review at the Central level calls for greater ability and mental application than dealing with matters connected with the implementation of Government decisions. It is for these considerations that a higher standard of examination has been prescribed for recruitment to the posts of Assistants in the Secretariat. Considering the methods of recruitment and the duties assigned, we feel that the Upper Division Clerks in the Subordinate Offices should have parity with the Upper Division Clerks of the CSCS and not with the Assistants. In devising the scale for the UDCs in the Subordinate Offices, we have kept in mind the fact that a Degree is the prescribed educational qualification for direct recruitment. We have, therefore, suggested the same start for the UDCs as for the other categories who are directly recruited from among graduates and who are today on the scale of Rs. 150-300. We, therefore, recommend the scale of Rs. 330-560 for the Upper Division Clerks.

26. In the organisations under the Comptroller and Auditor-General and in the Defence Accounts Department, the UDCs have a Selection Grade (Rs. 210-380) also. The *raison d'être* for this grade is the fact that in these organisations the UDCs have no chance of promotion if they fail to pass the Subordinate Accounts Service Examination. Taking note of this feature as also the higher level of difficulty of a proportion of jobs handled by the UDCs in these Departments, the Second Pay Commission endorsed the continuance of the selection grades for the UDCs in these Departments. For similar reasons there are 269 posts of Selection Grade UDC on this scale in the Pay and Accounts Offices under the Department of Supply. We would recommend that all these posts of selection grade UDCs should be given the scale of Rs. 425-640.

27. There are about 40 posts of UDC in the same scale, viz., Rs. 210-380 in a few Departments. We further find that the posts of Selection Grade UDC have been put on slightly different pay scales in two places; 76 such posts in the Canteen Stores Department under

the Ministry of Defence are on the scale of Rs. 160-380 and 46 such posts under the Department of Atomic Energy are on the scale of Rs. 210-425. The solitary post of Senior Clerk in the National Academy of Administration is on the scale of Rs. 210-425. We do not see any justification for these differences in pay scales. Government should review the position in this behalf and only such posts of UDCs-Selection Grade should be continued as fulfil the conditions existing in Accounts Offices viz., direct recruitment of UDCs and no promotion without passing a stiff departmental examination. For such of these posts as are continued, the scale of Rs. 425-640 should be adopted.

28. There are some posts of Assistant in a few of the "non-included" Attached Offices and Subordinate Offices. The scale of pay for these posts is identical with that of Assistants of the Central Secretariat Service. We recommend for these posts the same scale as recommended for the Assistants in the Secretariat. Government should review the need for continuing such posts in the Subordinate Offices after all the offices outside the Secretariat have been reclassified as we have suggested in paragraph 4 above. We feel that it would be advantageous to have some posts of Assistant in the Attached Offices whether "included" or "non-included". The method of recruitment to such posts should be the same as prescribed for the Assistants of the CSS.

29. On behalf of the Typists' cadre in the Railways, the demand has been made that their cadre should be merged with the general clerical cadre. At present, entrants to the Typists' cadre in the Railways have the option to switch over to the clerical stream within 5 years of their joining service and in this connection,

the demand has been made that this option should be available even after the period of 5 years. We have examined the number of posts in the three grades of Rs. 110-180, Rs. 130-300 and Rs. 210-380 and find that the promotion prospects of Typists in the Railways up to the grade of Rs. 210-380 compare favourably with the prospects of personnel in the clerical stream. The Ministry of Railways has intimated that it would lead to a number of practical difficulties in providing clerical jobs to the Typists, specially those in the higher grades if such a merger were effected. The Typists even after the 5-year period have the opportunity to compete for the post of stenographer which is a more appropriate promotion outlet than induction into the clerical grades at the higher levels. We would not, therefore, suggest any change in the existing position. We recommend that Typists on these grades should be given the appropriate scales recommended by us for the corresponding clerical grades.

IV. Clerical Supervisory Grades

30. The Second Pay Commission recommended only the following four Grades for the Clerical Supervisors :

Grade	Scale of pay (Rs.)
Supervisory Level I	450-25-575
Supervisory Level II	350-20-450-25-475
Supervisory Level III	335-15-425
Supervisory Level IV	210-10-290-15-320-EB-15-380.

31. The existing number of scales in vogue for the clerical supervisory grades in the different departments is much more as can be seen from the figures contained in the following table :

TABLE V

Pay Scales (Rs.)	P&T	Defence excluding AFHQ	Rev. & Insce.	Rlys.	Others	Total
130-300+SP Rs. 15 to Rs. 40	..	95	..	..	201	296
210-320	..	..	..	..	40	40
210-350	81	..	..	..	1	82
210-380	892	33	1,765	5,913	1,011	9,614
210-425	1	..	..	..	120	121
210-450	..	..	..	..	1	1
210-475	..	2,648	..	..	..	2,648
210-530	..	12	..	..	..	12
210-530+SP Rs. 30 to Rs. 50	..	..	..	2	31	33
250-425	..	..	..	..	14	14
270-420	..	..	..	..	1	1
335-425	43	29	1,088	1,216	94	2,470
325-475	..	..	..	..	4	4
350-20-450-25-475	31	60	102	205	680	1,078
350-25-475	..	..	..	20	1	21
270-575	..	..	..	..	9	9
320-530	..	..	..	..	7	7
325-575	..	..	..	..	30	30
350-20-450-25-575	..	..	1	..	96	97
350-25-575	..	..	..	..	25	25
400-575	..	..	..	..	3	3
450-575	..	..	124	190	47	361
TOTAL	1,048	2,877	3,080	7,546	2,416	16,967

There is a remarkable lack of uniformity in the designations, structure of supervisory grades, numbers and scales of pay adopted by the different Departments. In some cases, odd scales of pay, differing only marginally from standard scales, have been prescribed for a small number of posts without adequate justification.

32. The lack of uniformity in the structure of supervisory grades adopted by different Subordinate Offices can be gauged from the hierarchical charts given below:

Directorate General** of Ordnance Factories	Engineer-in-Chief's** Branch
Office Superintendent Rs. 210-475 (565)	Office Superintendent Rs. 210-475 (785)
Upper Division Clerk Rs. 130-300 (2453)	Upper Division Clerk Rs. 130-300 (3267)
Lower Division Clerk Rs. 110-180 (4479)	Lower Division Clerk Rs. 110-180 (6684)

**The same pattern is followed in other organisations under the Ministry of Defence.

Chief Controller of Printing and Stationery

Head Clerk
Rs. 210-425 (48)

UDC-in-Charge
Rs. 130-300 + Rs. 15 S.P. (114)

Upper Division Clerk
Rs. 130-300 (740)

Lower Division Clerk/Lower Division Clerk (SG)
Rs. 110-180 (1485) Rs. 150-240 (89)

Department of Revenue and Insurance

Central Excise	Customs	Income-Tax
Office Superintendent Rs. 450-575 (58)	Office Superintendent Rs. 450-575 (54)	Supervisor (Grade I) Rs. 350-20-450-25-475 (97)
Deputy Office Superintendent Rs. 335-425 (526)	Deputy Office Superintendent Rs. 335-425 (130)	Supervisor (Grade II) Rs. 335-425 (419)
Head Clerk Rs. 210-380 (290)	Upper Division Clerk Rs. 130-300 (1152)	Head Clerk Rs. 210-380 (1439)
Upper Division Clerk Rs. 130-300 (3291)	Lower Division Clerk Rs. 110-180 (916)	Upper Division Clerk Rs. 130-300 (10565)
Lower Division Clerk Rs. 110-180 (2236)		Lower Division Clerk Rs. 110-180 (6000)

Posts and Telegraphs Department (Administrative Offices)

Office Superintendent
Rs. 350-475 (31)

Head Assistant
Rs. 335-425 (43)

Head Clerk (L.S.G.)
Rs. 210-380 (892)

Upper Division Clerk
Rs. 130-300 (4859)

Lower Division Clerk
Rs. 110-180 (3964)

RAILWAYS (Administrative Offices)

Office Superintendent (Grade I)

Rs. 450-575 (190)

Chief Clerk/Office Superintendent
(Grade II)

Rs. 350-475 (225)

Chief Clerk

Rs. 335-425 (1216)

Head Clerk

Rs. 210-380 (5913)

Senior Clerk

Rs. 130-300 (40120)

Clerk

Rs. 110-180 (50945)

Survey of India

Superintendent

Rs. 350-575 (5)

Office Superintendent

Rs. 350-475 (15)

Head Clerk/Assistant/Head Accountant

Rs. 210-380 (45)

UDC-in-Charge

Rs. 130-300+SP Rs. 15 (69)

Upper Division Clerk

Rs. 130-300 (375)

Lower Division Clerk

Rs. 110-180 (614)

Archaeological Survey of India

Head Clerk

Rs. 210-380 (24)

Upper Division Clerk

Rs. 130-300 (72)

Lower-Division Clerk

Rs. 110-180 (178)

Directorate General of Supplies and Disposals

Superintendent

Rs. 350-575 (3)

Superintendent

Rs. 350-475 (27)

Head Clerk

Rs. 335-425 (44)

Upper Division Clerk Incharge/Upper Division Clerk

Rs. 130-300+SP Rs. 30 (29) Rs. 130-300 (548)

Lower Division Clerk

Rs. 110-180 (1156)

33. The dissimilarity in structures adopted by the different offices of the same Ministry/Department is best illustrated by the patterns in force in the Departments of Income-Tax and the Central Excise and Customs. The level of Head Clerk (Rs. 210—380) which

exists in the Income-Tax and Central Excise Departments is missing on the Customs side with the result that promotion from the UDCs' grade (Rs. 130-300) in this Department is direct to the level of Deputy Office Superintendent (Rs. 335—425). We believe that steps are being taken to gradually convert all posts of Head Clerks into those of Deputy Office Superintendents in the Central Excise Department also. At the highest level also, the grade in the Income-Tax Department is in the scale of Rs. 350—475 as against Rs. 450—575 in the Central Excise and Customs.

34. In the administrative offices in the Posts and Telegraphs and the Railways, the scales in vogue for the clerical supervisory grades continue to be the same as those recommended by the Second Pay Commission except that while the Railways have adopted all the four grades, the Posts and Telegraphs have adopted only three. Thus, Office Superintendents in the offices of Post Masters General etc. are on the scale of Rs. 350—475 and not on the scale of Rs. 450—575.

35. In the organisations, excluding the AFHQ and inter-Service organisations, under the Ministry of Defence, the structure has been revised in the year 1970 except for the Directorate General of Ordnance Factories where the change was effected in 1971. There is now only one supervisory level in all these establishments under the Ministry of Defence in the scale of 210-475. Previously, all the establishments except the MES had two supervisory levels on the scales of Rs. 210—380 and Rs. 335—425, and the MES had a third level also on the scale of Rs. 350—475. Thus while these establishments employing a substantial number of clerical staff have only one supervisory grade, other smaller organisations have 3 to 4 levels. For instance, in the Survey of India, and in the office of the Director General of Supplies and Disposals, there are four supervisory levels counting also the first supervisory level of U.D.C.-in-charge.

36. In large organisations like the Directorate General of Ordnance Factories and other establishments under the Ministry of Defence, the provision of only one supervisory level does not seem to be a step in the right direction. The results of our study as also the study made by the Administrative Staff College of India show that clerical supervisory work requires to be organised at a minimum of two levels barring the very small offices. After detailed examination of the work assigned to the various supervisory levels in the different offices, we are inclined to think that, except for very small organisations, there should not be less than two nor more than three supervisory levels. Further, the highest supervisory grade should be allowed only in large offices where the extent of supervision involved is comparatively more than in the normal run of offices. This is largely true of the practice followed in the Railways at present.

37. We have not considered it necessary to attempt rationalisation on this basis for the various offices in each of the Departments, and we feel that it would be convenient for each Department to determine the number of supervisory levels required in the various offices and select the appropriate scales out of the

scales recommended by us. However, we have indicated broadly the manner in which posts on the existing scales can be brought on to the revised pay scales. In certain Departments, it would be necessary to revise the strength of the various grades in the light of our specific recommendations.

38. The main demand that has been made by the federations and other unions representing clerical supervisors is for parity with the scale prescribed for Section Officers in the Secretariat and Attached Offices. In the case of clerical supervisors working in the Subordinate Offices of the Ministry of Defence, demands have also been made for parity with the scale of the former Superintendents of the AFHQ Civil Service. We have looked carefully into the nature of work performed by the Head Clerks and Office Superintendents in the Subordinate Offices and feel that it is not similar to the work expected from Section Officers of the CSS or the Assistant Civilian Staff Officers (formerly Superintendents) of the AFHQ Civil Service. Besides supervisory duties, the Section Officers and the Assistant Civilian Staff Officers in the AFHQ are expected to make their contribution to the examination of the issues involved in the case under consideration and, where possible, suggest the appropriate course of action. In the matter of recruitment also, there are significant differences. While posts in the Secretariat and AFHQ are filled by direct recruitment through the IAS etc. Examination or by promotion of Assistants recruited through an all-India competitive examination conducted by the UPSC, the posts of clerical supervisors in the Subordinate Offices are filled by promotion of personnel recruited as LDCs or, in some cases, as UDCs. In any case, it would not be sufficient to provide for only one supervisory grade in the Subordinate Offices, considering the variety of work transacted in these offices and the marked variations in the size of the office, scale of operations, degree of supervision expected from the supervisors, etc. Thus, it would neither be practicable nor desirable to adopt the Secretariat pattern while devising the structure of clerical supervisory grades in the Subordinate Offices.

39. In determining the pay scales suitable to the posts of clerical supervisors at different levels, we have kept in mind the need for improving the efficiency of these offices. It is not so much with the Secretariat as with the large number of Subordinate Offices located at various places in the country that the public in general comes into contact. The image of the Administration is often made or marred by the manner in which official business is transacted in these offices since it is here that matters affecting the citizens intimately are disposed of. In this context, the need for supervision is obvious and while we recognise that the tone of the office is largely set by the officer holding charge as head of office, the assistance rendered by the Head Clerk or the Office Superintendent in maintaining the efficiency of the office cannot be minimised.

40. At the lowest level, the practice, fortunately not very common, seems to be of entrusting supervision of a Section or Sub-Section to a UDC, generally

with the designation of UDC-in-Charge. In some offices, UDCs entrusted with supervisory duties are being given no extra remuneration, while in others a special pay at rates, ranging from Rs. 15 to Rs. 40, is being granted. Our examination has shown that in some cases, the practice of having UDC-in-Charge has been over-utilised as in some of the Government Presses, where UDC-in-Charge are supervising large complements of clerical staff. We feel that where the complement of the staff in a small office would not justify creation of a post of Head Clerk, the better course would be to place the supervisor in that office in a scale, which may be a segment of the regular scale prescribed for the Head Clerk. We accordingly recommend that all the posts of UDC-in-Charge, which are fully supervisory in nature but which cannot be replaced by posts of Head Clerks, should be placed on the scale of Rs. 425—600.

41. The post of Head Clerk on the scale of Rs. 210—380 is the basic supervisory level common to most offices. Since all these posts are filled by promotion, and the promotion prospects of the clerks recruited to the various Subordinate Offices differ considerably, persons with varying lengths of service reach this level. The problem of stagnation in this scale was stressed by many unions, but our analysis shows that barring a few offices the prospects for promotion to higher grades are not unsatisfactory. Only in a few small organisations this problem is acute, e.g., in the Archaeological Survey of India. In the various establishments, excluding the AFHQ and inter-Service organisations, under the Ministry of Defence, the integration of the grades of Rs. 210—380 and Rs. 335—425 into the grade of Rs. 210—475 was effected mainly on account of poor promotion prospects. Improvement was also effected recently in the Central Excise and Customs by converting posts on Rs. 210—380 into posts on Rs. 335—425. While we have not endorsed the structural changes which have resulted from this revision, we have noted the trends which these improvements exhibit. We have also noted that in some States persons equivalent to Head Clerks in the Subordinate Offices of the Central Government are receiving higher emoluments at the maximum of their pay scales. Taking these factors into account, as also the need for strengthening supervision in these offices, we recommend the scale of Rs. 425—700 for the posts of Head Clerks etc. which are today on the scale of Rs. 210—380. We recommend the same scale for the posts on the scales of Rs. 210—350, Rs. 210—425 and Rs. 210—450. We would also recommend that the pattern recently introduced in the Defence establishments, excluding AFHQ and inter-Service organisations, should be reviewed and the majority of the posts of Office Superintendents in these establishments which are on Rs. 210—475 should be placed on the scale that we have recommended for Head Clerks. The remaining posts could be placed on the scale which we recommend below for the next higher supervisory level. We are not suggesting any specific ratio as the position would differ from one organisation to another and it is a matter which can be sorted out by the departments concerned taking the requirements of different offices into account.

42. The next supervisory level consists mainly of the posts borne on the scale of Rs. 335—425 designated variously in the different offices. In most organisations, posts at this level are filled by promotion of Head Clerks etc. on the scale of Rs. 210—380 except in a few organisations such as the Directorate General of Supplies and Disposals, and the Customs where UDCs are promoted directly to this level. The scale of Rs. 335—425 was recommended by the Second Pay Commission for Supervisory Level III and the scale of Rs. 350—475 was recommended by them for Supervisory Level II. Our examination shows that the difference in these two scales is not always relatable to differences in duties and responsibilities and the classification of supervisory posts on the scales of Rs. 335—425 and Rs. 350—475 is not necessarily based on a systematic evaluation of the duties and responsibilities attached to these posts. Thus, while in certain departments, the scale of Rs. 350—475 is the highest grade, e.g., Supervisor Grade I in the Income-tax Department, and Office Superintendents in Posts and Telegraphs, it is the second supervisory level in the Railways and the Survey of India. Generally, promotions to posts on Rs. 350—475 are made from among supervisors in the grade of Rs. 335—425, but in a few offices, e.g., the Survey of India, Supervisors on the scale of Rs. 210—380 are promoted to posts at this level. Accordingly, it would be reasonable to combine the posts at these levels, providing at the same time the upgradation of a proportion of posts on Rs. 350—475 to the next higher grade on a selective basis. In particular, some posts of Office Superintendents in the Posts and Telegraphs and Supervisors Grade I in the Department of Income-tax can be upgraded to the level of posts which are today on the scale of Rs. 450—575.

43. In determining the substitute scale for the existing pay scale of Rs. 335—425, we have kept in mind our suggestion to include a proportion of posts on Rs. 350—475 on the same scale. Since the revised scale for this reason would be higher than otherwise, it would not be appropriate to include all posts on Rs. 335—425 in the new scale, particularly in those departments where all or some of the posts on Rs. 210—380 have been upgraded either to the scale of Rs. 210—475 or to Rs. 335—425. We would recommend that a proportion of posts on these two scales, ranging from one-third to one-half should be placed on the lower pay scale that we have suggested for Head Clerk, viz., Rs. 425—700 and the remaining posts placed on the scale that we are recommending for the next higher level.

44. We recommend the scale of Rs. 550—750 and the scale of Rs. 700—900 for the Supervisory Level II and Supervisory Level I respectively. Normally post at Level I should be only those which are filled by promotion from Level II. At present there are some scales with a maximum of Rs. 575 which would not qualify for Level I on this basis. For those posts we suggest an alternative scale of Rs. 550—900.

45. Our recommendations in respect of the

clerical supervisory grades may be summarised as under :—

	Proposed scale (Rs.)
Supervisory Level I	{ A 700—900 B 550—900
Supervisory Level II	550—750
Supervisory Level III	425—700
Supervisory Level IV (for a few small offices only)	425—600

Posts at Supervisory Level I should be given scale 'A' or scale 'B' in accordance with the approach indicated in paragraph 44 above.

46. As a result of the merger proposed by us, the scheme of replacement of the scales of the clerical supervisory grades indicated in Table V above will be as follows:—

TABLE VI

Existing scales (Rs.)	Proposed scales (Rs.)
450—575	} A-700—900
400—575	
350—25—575	} A-700—900 or B-550—900
350—20—450—25—575	
325—575	
320—530	
270—575	
350—25—575 (Partly)	} 550—750
350—25—475 (Partly)	
350—20—450—25—475	
325—475	
335—425 (Partly)	} 425—700
210—475	
335—425 (Partly)	
270—420	
250—425	
210—475 (Partly)	
210—450	
210—425	} 425—600
210—380	
210—350	
210—320	
130—300 + SP of Rs. 15 to Rs. 40	

47. Some of the unions have represented that clerical supervisors form the Subordinate Offices under the Ministry of Defence are at times brought to the AFHQ or inter-Service organisations to work side by side with the Assistants and Assistant Civilian Staff Officers of the AFHQ Civil Service, but they are neither allowed to draw pay in the scales of the AFHQ Civil Service nor are they given any deputation allowance. It appears that the induction of Office Superintendents form the Subordinate Offices to the AFHQ is considered advantageous for the disposal of work in the AFHQ and the present practice will be continued despite the formation of the AFHQ Civil Service. Deputation allowance is not being granted in such cases because the posting to the AFHQ

is considered to be a departmental posting and not a case of ex-cadre deputation. In our view, this approach is not correct. We feel that posting to the AFHQ does involve assumption of higher responsibility or doing a different type of work and such a posting should be treated as on deputation and pay regulated accordingly.

V. Stenographers outside the Secretariat

48. For Stenographers in offices outside the Secretariat, the Second Pay Commission had recommended the scale of Rs. 130—300 for the lowest level, i.e. the same scale as that recommended for the

Upper Division Clerks; the scale of Rs. 210—425 at the next higher level (i.e., the same as recommended for the then Grade III of the CSSS) for the Stenographers attached to officers whose duties and responsibilities were broadly comparable at least to those of a Deputy Secretary in the Central Government; and for certain higher posts of Stenographers in the Office of the Comptroller and Auditor-General, in the Railways and in the Armed Forces Headquarters, the scale of Rs. 320—530 which was the same as the scale recommended for the then Grade II of the CSSS. As against the 3 standard scales recommended by the Second Pay Commission, the existing position is brought out in the table below :—

TABLE VII

Scale of pay (Rs.)	Rlys.	P & T	Defence	Rev. & Insce.	IA&AD	Others	Total
380—530	19	..	..	..	..	1	20
375—600	..	..	1	..	..	..	1
375—575	..	..	..	..	..	4	4
350(500)—900	2	..	..	..	3	6	11
350(400)—770	..	..	..	1	4	7	12
350—650	..	..	..	..	..	7	7
350—575	..	..	..	..	..	2	2
350—475	..	..	..	..	..	2	2
320—530	..	..	5	..	..	3	8
210—530	141	..	68	..	38	172	419
210—485	..	..	5	..	..	..	5
210—425	2118	50	156	111	108	740	3283
210—380	..	..	..	1	..	11	12
160—380	..	..	4	..	..	..	4
150—300	..	..	..	..	..	15	15
130—300	1248	324	1269	3885	323	3133	10182
130—280	..	..	..	..	..	292	292
TOTAL	3528	374	1508	3998	476	4395	14279

In the Railways, the Stenographers working with senior officers like General Managers and Heads of Departments, are being granted a special pay of Rs. 50 in addition to pay on the scale of Rs. 380-530 or Rs. 210-425, and those working with Divisional Superintendents, a special pay of Rs. 30 p.m. in addition to pay on the scale of Rs. 210-425. Stenographers recruited to the lowest grade of Rs. 130-300 in the Railways are given a higher start of Rs. 150 and those qualifying in speed tests at 100 and 120 words per minute are granted the higher start of Rs. 176 and Rs. 200 or two and four advance increments respectively whichever is more favourable. The system of advance increments is in vogue in a few other Departments also; e.g. Revenue and Insurance and Information and Broadcasting.

49. In the Posts and Telegraphs Department, there seems to be only one basic grade of Stenographers since the grade of Rs. 210-425 has been provided as a selection grade with a strength of 20% of the permanent posts in the grade of Rs. 130-300. Thus, even the Personal Assistants to the very senior officers of the P&T Department can be on the scale of Rs. 130-300 till they move into the selection grade. The P&T Department does not seem to have fully implemented the recommendation of the Second Pay Commission that the scale of Rs. 210-425 should be given to the Stenographers attached to officers whose duties and responsibilities are broadly comparable at least to those of a Deputy Secretary to the Government of India.

50. For an occupational group like Stenographers, the existing number of pay scale is obviously much larger than necessary. We feel that the existing number of scales can with advantage be brought down by following a uniform approach. Recruitment of Stenographers in the grade of Rs. 130-300 in the Subordinate Offices is generally made departmentally through the Employment Exchanges from among matriculates who have acquired the prescribed proficiency in short-hand and typing. We feel that at the lowest level, there should be a nexus between the scales prescribed for the Stenographers and Upper Division Clerks. Accordingly, we recommend the scale of Rs. 330-560. In view of the comparatively bright promotion prospects, we do not think it necessary to recommend for them a Selection Grade similar to that recommended for the directly recruited UDCs. All posts born on the scales of Rs. 150-300, Rs. 130-300 and Rs. 130-280 should be placed on this scale. Since we have improved the starting salary of the Stenographers in this grade, it would not be correct to give a higher start to persons who qualify in the speed test at the minimum standard level, viz., at 80 words per minute. For those qualifying at 100 and 120 words per minute, one and two advance increments respectively may be allowed both at the recruitment stage and while in service.

51. Some of the Subordinate Offices are still carrying on with the practice of employing Stenotypists as against the general practice of converting the posts of Stenotypists into those of Stenographers in the lowest grades. The position as on 1-1-1971 is indicated below:—

TABLE VIII

	Rlys.	P.&T.	Defence	Others	Total
Rs. 110-240+SP Rs. 25	431	64	518	52	1045
Rs. 110-180+SP Rs. 20	208	64	518	52	842
TOTAL	208	495	518	52	1273

The Stenotypists, whose proficiency in stenography is generally of a lower standard than regular Stenographers, are being utilised in those offices where the pressure of work is not heavy. The Government policy in this regard is to convert all posts of Stenotypists into those of Stenographers and appoint the existing incumbents as Stenographers provided they have qualified in the prescribed speed test. We would recommend that future recruitment as Stenotypists should be dispensed with and existing Stenotypists who are able to pass the qualifying test for the posts of Stenographers should be appointed to that grade. The existing incumbents till such time as they pass the qualifying test or retire may be placed on the appropriate scales recommended by us in replacement of their existing scales with the existing amount of special pay.

52. At the next higher level, the standard scale today is Rs. 210-10-29-15-425. For posts at this level, the main demand made before us is for parity with the scale now in force for Grade II of the CSSS, viz., Rs. 210-10-270-15-300-EB-450-EB-20-530. In support of this demand, it has been argued that the nature of work performed by a Stenographer remains the same whether he is attached to an officer in the Secretariat or with an officer working outside the Secretariat. It is said that this was recognised by the Second Pay Commission when they recommend the same pay scale of Rs. 210-425 for both the categories.

53. As noted in the previous chapter, the Second Pay Commission was of the view that the disparity in the pay scales prescribed for Stenographers in the

Secretariat and the non-Secretariat organisations should be reduced as far as possible. The Second Pay Commission suggested a higher start for the Stenographers in the Secretariat at the first level, the same scales at the intermediate levels, but at the level of Private Secretaries to Secretaries in Central Government and 1st Personal Assistants to Ministers, they recommend the grant of special pay of Rs. 50 and Rs. 100 p.m. respectively over and above the scale of Rs. 320—15—470—EB—15—530 on the ground that these posts were higher in responsibility than those of Stenographers attached to even the highest officers in offices outside the Secretariat. While the Government accepted the scale suggested for stenographers working in offices outside the Secretariat, they modified the Commission's recommendations considerably in the case of the Central Secretariat Stenographers' Service, mainly on the ground that Stenographers recruited for service in the Central Secretariat should be of higher standard. In line with this policy, recruitment to the CSSS is made through an all-India competitive examination as against the general practice in the Subordinate Offices of recruiting Stenographers locally through the Employment Exchanges.

54. As a general statement, it is correct to say that the basic nature of a Stenographer's work remains by and large the same whether he is working with an officer in the Secretariat or with an officer in a Subordinate Office. We feel, however, that the position needs to be examined a little more critically because the size of a Stenographer's job is very much dependent upon the nature of the work entrusted to that officer. It would not be correct, therefore, to go merely by status in these matters and disregard the functional requirements. By the very nature of Secretariat working, the volume of dictation and typing work can be expected to be heavier than in a Subordinate Office; also the requirements of secrecy even in the civil offices of the Secretariat can be very stringent. Considering the differences in hierarchical structures and in the type of work transacted in the Secretariat and in the subordinate Offices, we are not in favour of adopting a uniform pattern. Once the functional requirements are seen to be different for the Secretariat and the Subordinate Offices, it will not be worthwhile to aim for absolute parity in the pay scales of Stenographers working on the two sides. In fact it would lead to greater internal harmony if the Stenographers at this level and the Head Clerks were to be given the same scale of pay. We, therefore, recommend that the posts of Stenographers in the scale of Rs. 210—425 should be placed on the scale of Rs. 425—700. We also recommend that the posts of Stenographers borne on the scales of Rs. 210—10—290—15—380 and Rs. 160—10—290—15—380 should also be placed on the scale of Rs. 425—700.

55. Considering the hierarchical structure in Subordinate Offices and other relevant factors, we feel that the best course in these offices would be to allow a selection grade to the Stenographers who

are on the scale of Rs. 210—425. The selection grade would help in relieving the poor promotion prospects that these Stenographers have in most Subordinate Offices and it would also help to avoid the practice of allowing special pay or higher odd scales of pay to Stenographers working with Heads of Departments, etc. For posts in the proposed selection grade, we recommend the scale of Rs. 550—750. The strength of the selection grade should be fixed in accordance with the principles we have enunciated for selection grades generally.

56. The implementation of the above recommendations in relation to the P&T Department will result in the abolition of the present selection grade of Rs. 210—425, referred to in paragraph 49 above, and in the placement of those posts of Stenographers, which are comparable to posts on Rs. 210—425 in the other Departments, on the scale of Rs. 425—700 on a regular basis. The selection grade of Rs. 550—750 recommended above should also be provided for the Stenographers in the P&T Department.

57. The Stenographers working with certain senior officers in the Subordinate Offices, including the Heads of Departments, are on the pay scales of Rs. 210—10—290—15—485, Rs. 210—10—290—15—530, Rs. 210—10—270—15—450—20—530, Rs. 320—15—530 and Rs. 350—20—450—25—475. Certain number of posts at these levels in the Railways are on the scale of Rs. 210—425 with a special pay of Rs. 30 or Rs. 50 per month. We recommend that of these, all posts which are filled by promotion from posts on the scale of Rs. 210—425 should be given the scale of Rs. 550—750 but without any Special Pay. Posts on Rs. 210—485 and Rs. 210—530, which are filled by direct recruitment, may be given the scale recommended for Grade C of the CSSS, and we suggest that the standard of recruitment examination for them should be comparable to that of the examination conducted for recruitment to the CSSS.

58. We are now left with Stenographers' posts which are attached to some of the senior-most officers in non-Secretariat organisations. Of the 56 such posts, 23 posts are on scales equivalent to the scales prescribed in the CSSS; 11 posts on the scale of Rs. 350—(500)—900 and 12 on Rs. 350(400)—770. These 23 posts, which have been created in the secretariats of organisations like Election Commission, Board of Arbitration, etc., should be given the scales recommended by us for the corresponding scales of the CSSS. The remaining 33 posts are on the scales of Rs. 350—25—575, Rs. 350—25—650, Rs. 375—20—575, Rs. 375—20—575—25—600 and Rs. 380—15—530. We find that these are posts of private Secretaries, Confidential Assistants etc. attached to Heads of Departments and Chairmen and Members of certain Commissions. Some of these posts also carry a special pay of Rs. 50 in the Railways. We recommend that all these posts should be placed on the lower segment of the standard Class II scale recommended by us without any special pay.

*CHAPTER 11

ALL INDIA SERVICES

I. General

The Constitution describes the all-India Services as services which are common to the Centre and the States. It also lays down the procedure for the creation of these Services by Acts of Parliament. The Indian Administrative Service and the Indian Police Service are mentioned as services deemed to have been created by Parliament as all-India Services. The other all-India Services which have been created so far are the Indian Forest Service, Indian Service of Engineers and the Indian Medical & Health Service, although only the Indian Forest Service has been formally organised so far. We, therefore, deal in this chapter with the Indian Administrative Service, the Indian Police Service and the Indian Forest Service.

2. The need for having more all-India Services was first stressed by the States Reorganisation Commission in their report presented in 1955. It was endorsed subsequently by the Chief Ministers' Conference on National Integration held in August, 1961. The validity of the all-India Services was re-examined by the Administrative Reforms Commission and its Study Team recently and they all supported the continuance of the all-India Service system. The ARC** in their Report on Personnel Administration made the following observations:

"The all-India Services have come to stay. The concepts underlying the all-India Services, namely, common recruitment which seeks to ensure uniform standards of administration in all the States, and the availability of experience gained in different parts of the country to the higher administration at the Centre, are valid. More all-India Services are being contemplated in different fields of administration in the States and the Centre. We would urge their early formation."

3. Each all-India Service stands divided into a number of State cadres including one for Union territories, and each State cadre has a Central Deputation Quota consisting of an aggregate number of senior posts under the Centre likely to be held by the all-India Service officers of that State cadre. The members of the all-India Services are recruited and appointed by the Central Government, but they are allotted to the various State cadres. Even when serving under the Centre, the officers continue to be borne on the State cadres and their term of service under the Centre is treated as on tenure deputation.

In respect of most conditions of service like death-cum-retirement benefits, leave, conduct and disciplinary matters, etc., the all-India Service officers are governed by the rules framed by the Central Government in consultation with the States which apply to all the three all-India Services. However, in several respects, an all-India Service officer is governed by the rules and regulations framed by the State Government in which he serves, e.g., dearness allowance, local compensatory allowance and travelling allowance.

4. While the rule-making powers vest in the Central Government, the All India Services Act provides that rules should be framed after consultation with the Governments of the States concerned. Considering this and the fact that the bulk of the officers of the all-India Services work under the State Governments, in devising the pay structure for the all-India Services we tried to have the fullest consultation with the State Governments. Accordingly, we invited the State Governments to send us their views and suggestions in reply to the Questionnaire issued by us and we also invited the Chief Ministers of the States for discussions with us particularly on points concerning the all-India Services.

II. The Indian Administrative Service

5. As on 1-1-1971, the authorised cadre strength of the Indian Administrative Service was 3203; the number of officers in position was 2754 leaving a gap of 449.

6. The present pay structure of the IAS is as follows:

Junior Scale—Rs. 400-400-500-40-700—EB-30-1000

Senior Scale

(a) Time-Scale—Rs. 900 (6th year or under)-50-1000
-60-1600-50-1800

(b) Selection Grade—Rs. 1800-100-2000

Super-time Scales

(i) Rs. 2250 (only in West Bengal)

(ii) Rs. 2500-125/2-2750

(iii) Rs. 2750

(iv) Rs. 3000

(v) Rs. 3500

*Prof. A. K. Dass Gupta and Prof. Niharranjan Ray have attached a Note of Dissent which, *inter alia*, covers matters discussed in this Chapter.

**Para 4, Chapter III of their Report, (page 15)

7. The first general question to be considered here is whether the demand of the Class I Central Services for parity with the IAS should be conceded and the IAS given the same scales as we have recommended for the Class I Central Services. The Indian Civil and Administrative Services (Central) Association has on the other hand asked for a substantial differential as between the IAS pay scales and those for the other Services on the ground of more stringent criteria of selection, higher level of difficulty in the assignments held, larger range of responsibility and the hazards involved in the positions manned by the IAS officers. They have also stated that if uniform pay scales were provided for the various Class I Services and the IAS, the recruits would not prefer a career in the IAS to the comparatively more comfortable, sheltered and urban careers in the Central Services and this will weaken the 'higher field administration' in the country. The Association has asked for a higher starting salary and increases in the time-scales of pay and the super-time scales of pay. The State Governments have also stressed the need for improving the salary scale of the IAS in order to attract persons of the requisite calibre into this Service.

8. In suggesting the time-scales of pay for the Indian Administrative Service, the First Pay Commission adopted the approach that while the start of the IAS junior scale should be Rs. 350 like the Class I Services generally, it should have an advantage of Rs. 100 in the course of the first few years to be maintained throughout the junior scale; and as for the senior scale, the First Pay Commission suggested a difference of Rs. 200 from the very start by recommending Rs. 800 for the IAS, as against Rs. 600 for the Class I Central Services, to be maintained during the greater part of the service on the ground that the senior scale posts of the IAS carried higher responsibilities.

9. The Second Pay Commission was not asked to look into the pay structure of the all-India Services, but it examined this question while considering the proposal made by the Class I Services for parity with the IAS. With regard to the Class I Central Services (non-technical) recruitment to which is made through the UPSC Combined Competitive Examination (i.e., the IAS, etc. Examination), the Second Pay Commission noted that the candidates to the IAS and the Indian Foreign Service were required to take two optional papers of higher standard and that the scheme of examination was so designed that a candidate had to offer at least one paper from outside the field of his special study at the university unless the candidate held Master's or Honours degrees in two subjects. It also noted that the two additional optional papers were introduced to select for the Administrative and Foreign Services candidates with wider mental equipment and higher intellectual attainments. The Second Pay Commission concluded that higher pay scales for the Administrative and Foreign Services were justified as long as the criteria for selection to these services were higher and these services were getting, as a rule, recruits of higher standard. In respect of the scientific

and engineering services, the Second Pay Commission expressed the view that the duties and responsibilities of officers in these services were very different from those of the Administrative Service and that the structure of remuneration for these services should be evolved independently to meet their special requirements.

10. By and large, while the senior serving and retired officers of the Class I Services have favoured parity in pay and promotion prospects between the Central Services and the IAS, the senior serving and retired officers of the Civil and Administrative Services have favoured a differential in favour of the IAS. The Chairman of the Union Public Service Commission stated that the Commission assessed the candidates appearing for the IAS and the Central Services differently, having regard to the job requirements of the various services. In the written examination, however, they do not make any such distinction. When specifically asked about uniform pay scales for all these services, he felt that uniform scale of pay up to a certain level may be given so that there is no initial handicap, but at a later stage, different pay scales may be justified because of job requirements, and other considerations. However, he moderated this view by adding that the difference should not be of any appreciable nature. While stating that the post of a Collector was onerous in many ways, he agreed that a slightly higher scale may be justified for this category. Another very responsible Government officer, while tendering evidence mentioned that while there should be some parallelism between the different services, it need not amount to mathematical equation. The State Governments and the Chief Ministers of States are of the unanimous view that the pay scales for the Indian Administrative Service should continue to be higher than the pay scales prescribed for the Class I Central services generally. The grounds adduced by them were the more onerous responsibilities entrusted to the IAS officers in State administration particularly in the districts and the consequent need for inducting persons of a higher calibre into the IAS. A Chief Minister, who was previously a member of the Council of Ministers at the Centre, and had, therefore, seen the work of both categories of officers, was specifically asked to comment on this issue and he was of the view that the IAS officers have to shoulder higher responsibilities than the other Services and therefore should be given a higher grade.

11. We have given very careful consideration to this question keeping in view the existing standards of recruitment and duties and responsibilities shouldered by the officers of the different services. As regard the methods of recruitment and criteria of selection, we checked with the UPSC whether the provision of the two optional papers of a higher standard in the competitive examination for the candidates to the Administrative and Foreign Services was continuing to influence the results and we have been informed by the UPSC that according to the analysis made by them of the results of the Combined Competitive Examinations held in 1969 and 1970, one out of every 6 successful candidates for the Administrative and Foreign Services would have been

different but for the two higher papers prescribed for the candidates to these Services.

12. It has been argued in the above connection that there is no need to have different categories of examinations for regulating recruitment to the Administrative and Foreign Services, the Indian Police Service and the Class I Central Services. Some of the official witnesses including the Chairman of the UPSC were in favour of introducing a common examination. On this question, our view is that while it is for the Government to devise in consultation with the UPSC the scheme of examinations to suit the requirements of the different services, the pay scales of these services cannot be related only to the standards of the initial recruitment examinations. It will thus not be correct to accept or reject the demand for parity with the IAS based upon the equivalence or otherwise of the standard of the initial examination, without reference to the duties and responsibilities entrusted to the members of the different services, the demands upon them during their careers, and other relevant factors.

13. It is difficult to make inter-service comparisons of duties and responsibilities attaching to different posts and the results may not be free from controversy. While it would not be feasible or even worthwhile, perhaps, to undertake a post-by-post analysis for the IAS and the various Class I Central Services when devising the pay structure, a broad view of the typical posts included in the cadres of the various Services is clearly possible. For this purpose we analysed the types of jobs held by IAS officers available for posting on 1-1-1971. Our analysis shows that about 60% of the IAS officers were working outside the Secretariat, 24% in the Secretariats of the State Governments and 16% in the Central Secretariat. Of the total, 31.5% were working in field posts proper, of whom approximately 45% were working at the district level as Collectors/Additional Collectors. We find that out of the total number of senior posts under the various State Governments and Union Territories Administrations, 28.8% were accounted for by district charges and other district-level field posts, e.g., Chief Executive Officer, Zila Parishad. This gives an indication of the potential in the cadre structure for providing field experience at the district level to the IAS officers serving in the States. Though the Central Deputation Quota is 632, the number of officers working under the Centre was 502, and of these 393 were in the Secretariat and 109 in the Departments including a few in the public sector undertakings. We have also noticed that three-fourths of the field posts at the district level were held by the regular recruits and the rest by the promotees.

14. It is generally recognised that for the IAS officer the post of Collector and District Magistrate is basic, and constitutes a vital stage in his career. The Government has always attached importance to the holding of district charges by regular recruits, so as to build up their executive ability quickly and to develop to the full all the potentialities they have.

It is in this post that an IAS officer gets an unequalled opportunity of living and working among the people, participating in planning and implementation of developmental programmes, working with the Panchayati Raj institutions, coordinating the activities of Government departments in the district, and dealing directly with problems of law and order. In the foreseeable future, however rapid the pace of industrialisation might be, the rural and semi-urban countryside will still retain its overwhelming importance, and the Government will have to concern itself with the problems of this area. We understand that continuing attention is paid by the Central Government to the length of district experience acquired by the regular recruits to the Indian Administrative Service. According to a study made in the Ministry of Home Affairs in 1969-70, the average period of stay in the district at Collector's level had fallen below 3 years for the earlier batches of direct recruits, but that from the 1956 batch onwards the average period was exceeding 3 years and a further increase was expected in the case of officers of subsequent batches. This is in addition to the period of 3 to 4 years spent in the districts in the junior scale.

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

complex situations. It also gives him an insight into human problems and relations and his approach to administrative matters, bearing the impress of this knowledge, is likely to be more acceptable generally.

16. Some comments on Secretariat and Headquarters posts may be called for. In the State Secretariat, the main levels are usually Deputy Secretary and Secretary though some States do have a Joint Secretary level. While the problems encountered in the Secretariat are somewhat different, field experience is still of immense value in these assignments. Even the Deputy Secretary level, we were told, is often a decision-making level, and in any case, it is a level where much processing has to be carried out for the final levels, including the State Cabinet. Secretariat assignments may be spared the rigours of dealing with sudden and emergent situations, but they are none the less responsible and the pressure is sustained. Policies have to be formulated and development programmes drawn up having regard to local and regional needs. What is more, they have to stand scrutiny by independent bodies, such as, the Planning Commission and the concerned Central Ministry. Proposals have to be viewed from an overall vantage point so as to fit the expert's recommendations into the general framework and to relate them to broader political, social and economic considerations which may not have entered into the purely technical and engineering solutions proposed. There is also the problem of welding the somewhat disparate programmes of the multiple executive agencies into a cohesive Government-wide approach and the allocation of priorities. Having regard to these functions of the Secretariat which call for certain qualities of mind and mature judgment, and involve inter-departmental considerations, we are of the view that the lead in the pay scales which we are proposing for the Collector and District Magistrate would also be justified for the Secretariat appointments in the State Governments held by these officers. The same general considerations have been kept in view when considering the supertime scales and the rates of special pay attached to Secretariat assignments, and discussed later. The position is not very dissimilar when considering the heads of departments. These assignments cover important functions, such as, commercial taxes, cooperation, settlement operations, land reforms, industries, labour and employment. Some of these subjects involve matters of considerable moment in view of the great emphasis placed on the development of agriculture and industry, and the promotion of egalitarianism. We wish to point out that heads of departments have jurisdiction over the entire State, and therefore the effects of their decisions are likely to have repercussions over a much wider field than those of the District Officer, whose jurisdiction is more limited.

17. Those who have argued for parity in the pay scales and promotion prospects for officers of the various all-India and Class I Central Services have also made several suggestions for changing the existing personnel and staffing policies of the Central Government, particularly for manning the senior

administrative posts in the Central Secretariat. In our view, such changes in policy should be consciously introduced after due deliberation by the Government and we, as a pay commission, would not like to make our recommendations either on the basis of anticipated changes in Government policy, or on the assumption that changes in pay scales should serve as an instrument for administrative reforms, or for furthering changes in staffing policies. We are convinced that the pay structure and the pay scales we recommend, should faithfully reflect the duties and responsibilities of various services and posts as we find them at present; to do otherwise, in our view, would introduce a further element of uncertainty into an already complex situation, and may unnecessarily prejudice or prejudice the Government's decisions concerning the administrative and personnel policies it should adopt, taking all relevant factors into account. In the case of the Indian Administrative Service, roughly 80% of the officers work in the States and what we have been informed by the State Governments indicates that they do not contemplate any change in the role of the IAS in the near future. We, therefore, feel justified in taking the existing role of this Service as given and have recommended pay scales on this basis.

18. The length of the existing senior scale for the IAS and the system of special pay have often come in for criticism. The Administrative Reforms Commission was not in favour of the long scale on the ground that it promoted a feeling of complacency born out of an assured progression on a time-scale. We note that the IAS senior scale embraces a variety of jobs some of which are on an identifiably higher level of responsibility than others. In fact, it is for this reason that special pays at differential rates have been attached to several posts in the senior scale as a substitute for higher scales of pay. The views of the State Governments on this point, however, indicate that they would be extremely reluctant to lose the flexibility which the present pattern allows them in deploying IAS officers to various posts, carrying the senior scale of pay, and located in the Secretariat, in the various departments or in the districts. We recognise the special requirements of the State Governments and the need for their having the existing degree of flexibility. Grading the posts in the senior scale into two or more different scales is likely to lead to undue stratification and create problems for the State Governments in managing the cadre. Further, the long senior scale enables the pay of officers promoted to the IAS from the State Civil Service, being fixed after allowing a minimum increase of Rs. 200 over the pay in the State Civil Service. Since the State Governments have substantially improved the pay scales of their State Civil Service officers, the promotees to the IAS are often fixed at a very high stage in the long senior scale. If the present senior scale were to be split into two segments, the lower segment will necessarily have a lower maximum and will thereby create practical problems in fixing the pay of the officers promoted to the IAS. There is the added factor that the pay of State Civil Service

officers promoted somewhat late in their careers may have to be fixed in the upper segment of the proposed split scale if the existing statutory increases now admissible to them are to continue. As such, they would be ranking higher than direct recruits in most cases, resulting in diminished promotion prospects for the direct recruits. Such a course may not be advisable in the overall national interest as nothing should be done to sap the initiative and keenness of young officers. We thus find that it would neither be practicable nor desirable to dispense with the long senior scale for the Indian Administrative Service and adopt the pattern of pay scales prescribed for the Class I Central Services generally, because of the entirely different roles assigned to these two categories. Another important consideration has, of course, been the vital differences in the requirement of the two groups of services with regard to the long senior scale for the IAS and the split senior and junior administrative grades for the Class I Central Services, which militate against arithmetical parity and make comparisons of career values somewhat nebulous.

19. We have also examined the financial implications of raising the senior Class I scale to the level of the existing IAS senior scale. The percentage increase would be approximately 23% at the minimum and 34.75% at the maximum of the present scale of Rs. 700-1250. Any increase in the existing IAS scale would lead to corresponding increases in these percentages. We are of the view that increases of this order for Class I Services alone would not be justified, having regard to the order of increases we are proposing elsewhere. There are 2,754 IAS officers of whom only about 500 are serving at the Centre. On the other hand, there are some 20,000 officers in Central Class I Services and 45,000 officers in Defence Services, making a total of 65,000. It may be unjustified to raise the scale of such a large number of officers to the level of the IAS officers merely on the basis of external comparison.

20. We do not think it would be a feasible proposition to have identical scales of pay, both for the IAS and the Central Class I Services. We, however, come to the conclusion that there is case for narrowing the existing disparities and we have devised the pay scales accordingly. Over the years, and depending upon the prevailing situation, there might be a case for a gradual narrowing of the differences even further. In reaching this conclusion we have given due weight to our assessment of the relative duties and responsibilities and the consequent need to attract the better quality of candidates into the Indian Administrative Service. Because of our present stage of development, there is a case for the generalist services taking on the roles of innovator and improviser in spheres where the specialists' services have yet to be constituted. With maturity, it may well be that this role will diminish in importance.

21. The existing junior scale of the IAS, viz., Rs. 400-400-500-40-700-EB-30-1000, is better than the one prescribed for the other all-India Services

and the Class I Central Services and the same as for the Indian Foreign Service and the Indian Frontier Administrative Service. As the posts held by officers in the junior scale are in the nature of training posts for the administrative and Foreign Services as well as the other all-India and Class I Central Services, we have thought it reasonable to prescribe the same junior scale for the IAS as we have recommended for the Class I Central Services generally. We recommend, therefore, the scale of Rs. 700-1300 for the junior scale of the IAS.

22. As for the senior scale, we have already noted the need for having a fairly long senior scale. Excluding the selection grade for the moment, the total emoluments in the time-scale of Rs. 900-1800 now come to Rs. 1080 at the minimum and to Rs. 1900 at the maximum. In considering what the revised IAS senior time-scale should be, we have taken note of the improved senior scale being recommended by us for the Central Class I services as also the scales of pay now prescribed by the State Governments for the officers of the State Civil Service. Some Chief Ministers also emphasised during discussions the fact that in some cases IAS officers working as District Magistrates were drawing less emoluments than their subordinates in the State Civil Service. Taking all factors into consideration we recommend that the minimum start for the IAS senior scale should be Rs. 1200. As for the maximum, we find that according to the First Pay Commission, the senior scale of the IAS should run to the limit of the Junior Administrative Grade of Class I Central Services. We have recommended Rs. 2,000 as the maximum of the junior administrative grade for a large number of Central Class I Services. We feel that the same maximum should apply to the senior scale of the IAS. We recommend that the senior time-scale of the IAS should be Rs. 1200 (6th year or under)-2000 with an efficiency bar at Rs. 1600.

23. We may point out that in recommending the above scale as also by improving the rate of increments in the senior scales for the various Class I Services, we have considerably narrowed the differentials at various stages as between the IAS senior scale and the senior scales recommended for the Class I Central Services including the Engineering and Scientific Services. The differential at the start of the senior scale has been reduced from Rs. 200 to Rs. 150 in the case of the Central Class I Services and from Rs. 200 to Rs. 100 in the case of the Engineering and Scientific Services Class I. Further, by raising the maximum of the Junior Administrative Grade to Rs. 2000 and by providing a table of concordance for the Class I Services, we have still further reduced the existing disparities.

24. The senior scale of the IAS also includes the selection grade of Rs. 1800-100-2000. It was introduced with effect from 1-3-1962 for the reason that the career prospects in the IAS were becoming less attractive at this level than in the Indian Foreign Service and some of the Class I Central Services. A comparison was made in particular with the

Indian Foreign Service because the written papers in the competitive examination are the same for the Foreign and the Administrative Services and in respect of remuneration these two Services have been always treated at par. The comparative figures relating to super-time scale posts in these two Services at that time were as follows:

	IFS	IAS
Proportion of super-time posts to the total number of senior posts	40.5%	20%
Proportion of super-time posts to the total strength of the Service	27.6%	14%

We have calculated the above proportions in respect of the position as on 1-1-1971 and find that while in the case of the Indian Foreign Service, the position is more or less the same, there has been a relative deterioration in the case of the IAS. For the latter Service, the proportion of super-time scale posts (i) to the total number of senior posts is now 16.7%; and (ii) to the total strength of the Service is now 10%.

25. The formula prescribed for determining the strength of the selection grade in 1962 was as under:

“The number of posts in the Selection Grade in a State cadre shall be equal to 20 per cent of the total number of senior posts in the State reduced by the number of posts carrying pay above the senior time scale in the State subject to a minimum of 5 per cent of the senior posts in the State.”

In 1969-70, the position was re-examined in the context of the failure of the IAS to continue to attract bright university graduates in adequate numbers and the Government decided to increase the minimum strength of the selection grade from 5% to 15% of the senior posts in the State. The analysis then made showed that the long time-scale for the IAS embracing a wide range of jobs was not always more advantageous than 2 or 3 short scales in the Central Class I Services where movement from one short scale to the next was not slow. We have also analysed the position with reference to the data pertaining to 1-1-1971 and find that the position in this respect is broadly the same as at the time the selection grade was originally introduced in 1962 or when it was liberalised in 1970.

26. We are thus led to the view that the considerations for which the selection grade was introduced in the IAS continue to remain valid and that it should be retained in the IAS pay structure in more or less its present form. There is one aspect, however, which needs to be examined and that is the disparity that exists today in the time taken by IAS officers to move into the selection grade in the

different States. In this respect, the State-wise position as on 1-1-1971 is given below:

Year of allotment of the Junior-most officer drawing pay in the selection grade	State
1950	Mysore.
1952½-1953	Jammu & Kashmir, Bihar.
1954	Madhya Pradesh, Orissa, Rajasthan, U.P.
1955	Andhra Pradesh, Kerala, Maharashtra, Tamil Nadu, West Bengal.
1955½-1956	Assam, Gujarat, Punjab.
1956½-1957	Haryana, Union territories.

Even though the IAS is divided into several State cadres, it still remains one service and it will be reasonable, therefore, to take steps to reduce marked disparities in career prospects as among the different State cadres. We have been informed that a proposal was made in 1969-70 for allowing IAS officers to move into the selection grade on completion of 14 years' service regardless of the strength of the selection grade on the analogy of the period prescribed in the Central Government for the IAS and Indian Foreign Service Officers for appointment to the posts in the scale of Rs. 1800-2000. If accepted, this would have reduced the existing disparities in the time taken to reach the selection grade in the different State cadres. The Tamil Nadu Government has also favoured automatic movement into the selection grade after 12 to 13 years of service without any limit being prescribed as to the number of selection grade posts derived from a percentage formula as at present, because it would help to remunerate officers fairly when they are appointed to posts carrying heavier responsibilities, like heads of departments and senior posts in the Secretariat. We feel that providing for an automatic entry into the selection grade on completion of a certain prescribed length of service would make the selection grade virtually a part of the time-scale, and render the rest of the normal time-scale superfluous. In our view, it would be better to find some other solution to this problem. A practical solution will be to increase the strength of the selection grade by liberalising the present formula and specifying at the same time a qualifying period of minimum service for movement into the selection grade. This will relieve the position in those States where the IAS officers with long years of service are unable to move into the selection grade without conferring undue benefit on the officers in those State cadres where movement into the selection grade is relatively quicker. We recommend that the strength of the selection grade should be equal to 20 per cent of the senior posts under the State Government with the provision that no officer should be promoted to the selection grade before he has entered the 14th year of service. As for the revised scale of the selection grade, we recommend the scale of Rs. 2000-2250.

27. Before we consider the super-time scales of pay, it would be appropriate to deal with the special pays and other allowances attached to posts in the senior scale. Under the IAS (Pay) Rules, the State Governments are competent to attach special pays to posts under the State Government but some special pay has to be attached to the posts of Deputy Secretary, Joint Secretary, Additional Secretary and Secretary of the State Government and posts of "heads of departments". The prescribed rates of special pay under the rules are Rs. 100, Rs. 150, Rs. 200, Rs. 250 and Rs. 300 p.m. We have examined whether the system of special pays cannot be dispensed with in the case of IAS and other all-India Services. We have already noted that a long senior scale has to be provided for the IAS on grounds of administrative convenience. We find that once a long scale has been laid down, it is only through the system of special pays that we can provide differentiated remuneration for posts at different levels like Deputy Secretary, head of department, Secretary, etc. Most of the State Governments have endorsed the system of special pays as a satisfactory method for remunerating officers for additional responsibilities and to attract the more efficient employees to certain key posts. In our view, there is no practical alternative to the existing system of special pays if an undue fragmentation of the cadre is to be avoided and the existing flexibility in deployment is to be retained. We feel that this system should be continued.

28. The practice obtaining in different States in respect of special pay varies considerably both in regard to the number of posts which carry special pay as also the rates of special pay prescribed for posts at different levels. This matter was examined in the Ministry of Home Affairs recently on a reference made by the Comptroller & Auditor-General to the effect "that the grant of special pay, compensatory allowance, etc. to large number of posts in various States has resulted somewhat in distortion in the structure of emoluments of the officers of the Indian Administrative Service and has also led to some imbalance in the service conditions of officers of the same service but serving in various States". After consulting the States, the Central Government came to the conclusion that although it was desirable that such disparity should be minimised as far as possible for a single all-India Service, it was doubtful if complete parity in these matters in all the States would ever be possible. The Central Government was also reluctant to restrict the powers already vested in the State Governments in regard to grant of special pays and other allowances. On a similar reference made to us by the Comptroller & Auditor-General, we have again examined this matter with a view to suggesting effective measures for reducing disparities between the different State cadres. We find that in some States, a very large proportion of the posts in the senior scale carry special pay, e.g., in Kerala, Maharashtra, Haryana, and Assam, over 90 per cent of the posts in the senior scale carry special pay. It might be appropriate for the Central Government to suggest to the State Governments concerned that the position should be re-examined. There may be a case for reducing the number of

posts to which special pay need be attached so that not more than 75 per cent of the senior posts under the State Government (excluding posts in the super-time scale) carry special pay.

29. As regards the varying rates of special pay, we feel that this can be reduced to some extent by laying down guidelines for the State Governments who can today choose any one of the 5 rates ranging from Rs. 100 to Rs. 300 for posts at different levels. All posts of Secretaries to the Government in four States are in the super-time scale of pay of Rs. 2500-2750, and on the fixed pay of Rs. 2250 in West Bengal. In several States, some posts of Secretaries, but not all, have been placed in the scale of Rs. 2500-2750. In this context, specifying a low rate of special pay of Rs. 200 per month, as prevails in Punjab, Kerala and Jammu & Kashmir, does not seem to be reasonable having regard to the practice in other States and the intrinsic worth of these posts. We notice that the Governments of Haryana, Himachal Pradesh, and UP already allow the highest rate of special pay of Rs. 300 to the Secretaries. It could thus be laid down that where a super-time scale has not been provided for the post of Secretary to the State Government it should carry the highest rate of special pay. For lower levels also, fewer rates could be suggested instead of leaving the whole issue open. We would, therefore, recommend that the Centre should lay down the following guidelines in this respect:

Level	Rate of special pay
Secretary/Special Secretary (in the senior scale only)	Rs. 300
Addl. Secretary/Joint Secretary	Rs. 200 or Rs. 250
Deputy Secretary	Rs. 150 or Rs. 200

Consistent with our observations that not more than 75% of the senior posts under the State Government should carry a special pay, we recommend that it should not be obligatory to attach a special pay to all posts of Deputy Secretary in the State Government, specially if all or most of the posts of Collectors/District Magistrates/Deputy Commissioners in the State carry a special pay.

30. For posts of heads of departments, it is difficult to lay down any hard and fast rule because the importance and workload of various departments would depend upon the conditions prevailing in the States and some inter-State variation, therefore, would be inevitable. This matter should, therefore, be left to the State Governments who can equate the various posts of heads of departments for purposes of special pay to appropriate levels in the Secretariat. This already seems to be the practice in most States.

31. As regards the posts of Collector, the position is more complicated and characterised by marked variations in practice followed by the different State Governments. According to the information collected by us, we find that except for the Governments of Bihar and Rajasthan, all State Governments are

allowing some additional benefits to the Collectors. For instance, Collectors are given special pay/compensatory allowance of Rs. 200 p.m. in Andhra Pradesh, Assam, Jammu & Kashmir, Kerala, Maharashtra, Mysore, West Bengal, Madhya Pradesh (10 posts only) and UP (important districts only). A special pay of Rs. 100 or Rs. 150 per month is given to the Collectors in Haryana, Himachal Pradesh, Manipur, Punjab, Tripura and Orissa (4 posts only). In Gujarat, Collectors are given some concession in the matter of Government transport and in lump sum travelling allowance. We also find that rent-free accommodation is provided to Collectors in the States of Haryana, Orissa and Tamil Nadu and in three districts in West Bengal. Collectors in the Union territories are also being allowed special pays at different rates. We recognise that the personnel policies followed by the State Governments are not alike and it would be inappropriate to suggest absolute uniformity. Further, the worth of Collector's posts varies considerably from district to district in the different States because of variations in the size of the district, its population, extent of industrialisation of the area and the problems to which it is prone like famine, flood, industrial unrest, communal disharmony, etc. Districts adjoining the international border have additional problems to cope with. In our view, the State Governments should review the position and grade the different district charges for the purpose of special pays only. For instance, those district charges which are generally entrusted to the more junior IAS officers, sometimes as first-charge districts, need not have any special pay attached to them. However, the more important district charges should carry special pay in recognition of the increased responsibilities so as to enable the more mature and experienced officers holding posts in the Secretariat to be deployed to the districts without any loss of emoluments. Because of the amenities and educational facilities normally available in a State capital, district postings are sometimes unpopular; admissibility of special pay would greatly neutralise this factor. In a few States like West Bengal, where nearly all the districts are fairly large, it might be necessary to attach a special pay to all the posts as at present. In West Bengal, the posts of Additional District Magistrates are also borne on the senior scale of the IAS but without any special pay.

32. The super-time scales of pay of the IAS conform generally to the scales prescribed for the senior posts under the Central Government. The existing standard scales are Rs. 2500-125/2-2750, Rs. 3000 and Rs. 3500. In some States, a few super-time scale posts have been given a fixed pay of Rs. 2250 or Rs. 2750. It is only in West Bengal that the fixed pay of Rs. 2250 has been adopted and all posts of Secretary given this pay without any special pay. The posts of Secretaries in Andhra Pradesh, Gujarat, Madhya Pradesh and Maharashtra are in the super-time-scale of Rs. 2500-125/2-2750. Many other States also have upgraded a number of posts of Secretaries from the senior scale to the super-time scale of pay of Rs. 2500—2750. We do not see much justification for continuing such an odd arrangement only in one State specially since the maximum of the Selection

Grade will now go up to Rs. 2250 according to our recommendations. We, therefore, suggest that all posts of Secretary in West Bengal may be upgraded to the standard super-time scale of pay applicable to Divisional Commissioners in all States. We do not recommend any change in the IAS super-time scale of Rs. 2500-125/2-2750.

33. In each State, there are a few posts which are below the level of Chief Secretary but above the general run of super-time scale posts, e.g., Chairman/President of the Board of Revenue, Additional Chief Secretary, Development Commissioner and Financial Commissioner. While in some States, these posts carry the fixed pay of Rs. 2750, in others the pay prescribed is Rs. 3000 p.m., i.e., the pay fixed for an Additional Secretary to the Government of India. We find that the fixed pay of Rs. 2750 does not confer any real benefit on the persons promoted to these posts because of the time of such promotion, they are already at the level of Rs. 2750 in the scale of Rs. 2500—2750. In our view, in each State one or two posts should be given the scale recommended by us for the Additional Secretary to the Government of India. This would not only bring about inter-State uniformity but also promote rotation of officers between the Centre and the States at the level of Additional Secretary.

34. The highest post in each State cadre is that of the Chief Secretary to the State Government. The salary of the Chief Secretary was revised in 1970 by equating this post to that of the Secretary to the Government of India in recognition of the fact that the job of the Chief Secretary has become very onerous. In the State, the position of the Chief Secretary is of unique importance. He functions as the Secretary to the Cabinet of the State Government and also as a definite level of consideration in important matters concerning all State Departments. The Chief Secretary is also the principal spokesman of the State Government at conferences convened by the Central Ministries and the Planning Commission at the official level. The present equation between the Chief Secretary and the Secretary to the Government of India also helps in the interchange of officers between the Centre and the States at the highest administrative level. We, therefore, recommend that the existing equation should continue. We feel, however, that in the case of the newly-created smaller States it would not be necessary to treat the Chief Secretary at par with the Secretaries in the Central Government but even in their case we feel that the equation should be with the Additional Secretary.

35. We find that in the case of the Union Territories' cadre there is no cadre post above the level of a Joint Secretary. Of the posts included in the Union Territories' cadre, the post of Chief Secretary, Delhi Administration, seems to stand out in importance. Although a Union Territory, the workload and complexity of functions in Delhi may not be less than in the States like Manipur, Meghalaya and Tripura. Besides controlling a large staff in the Administration, the Chief Secretary has also to deal with and coordinate the working of several officers in the scale of Rs. 2500—2750, viz., Inspector-General

of Police; Commissioner, Municipal Corporation of Delhi; and general managers of the transport and electric supply undertakings. In recent years, there has been considerable addition to the workload of the Chief Secretary and the complexity of his job has increased due to the establishment of the Metropolitan Council and the Executive Council. We recommend, therefore, that the Union Territories' cadre post of Chief Secretary, Delhi, should be equated to an Additional Secretary to the Government of India.

36. Finally, we may also mention the wide disparity in the time taken by the IAS officers borne on the different State cadres to get promoted to the super-time scale. Some variations are inevitable in a service which is divided into a number of cadres and which is controlled by different State Governments. It is also not possible to create super-time scale posts in those States where promotions are relatively slower since creation of posts must depend upon the requirements of the individual State Governments. On the other hand, it is desirable that members of the same service should have broadly uniform career prospects, specially as most of the direct recruits are being allotted to the cadres of States other than the State of their domicile, without being given an option. We would suggest that the Central Government should keep the position under review and to the extent possible relieve promotion blocks in the affected States by selectively drawing in a greater number of officers in the super-time scale to the Centre from the affected State cadres.

III. The Indian Police Service

37. As on 1-1-1971, the total authorised strength of the Indian Police Service was 1790 and 1584 officers were in position, leaving a gap of 206.

38. Direct recruitment to the IPS is made through the IAS etc. Examination held annually by the Union Public Service Commission, but the minimum age qualification for the IPS is 20 years as against 21 years for others. Also, candidates to the IPS need offer only 2 optional papers as against 3 for the Class I Central Services (non-technical) and 5 optional papers, including 2 of a higher standard, for the Administrative and Foreign Services. Our detailed analysis on the basis of the percentage of candidates with first-classes recruited to the different services shows that the Indian Police Service is less attractive than the IAS and the Class I Central Services. The falling attractiveness of this Service is also borne out by the fact that candidates selected to the IPS continue to take their chances for the IAS and also the Class I Central Services.

39. The First Pay Commission* on whose recommendations the IPS pay structure was finalised had expressed the following view :

"We are of the opinion that in future, recruitment to this Service also must be regulated in the same manner and by the same standards as

recruitment to the Class I Service. It is also necessary to ensure a high standard of efficiency and integrity in this Service. In our opinion, the basic scales of pay for the All-India Police Service should, therefore, be the same as for the Class I Central Services, but lower than those of the All-India Administrative Service."

Pursuant to the recommendations of the First Pay Commission, the IPS was provided the same junior scale and senior scale as the Class I Central Services, but the pay structure above the time-scale including the Selection Grade of the IPS was quite different from the pay structure provided for the Class I Central Services. The Second Pay Commission did not look into the pay scales of the IPS but pursuant to the revised scales introduced for the Class I Central Services, the matter was examined by the Central Government in consultation with the State Governments to determine the consequential amendments necessary in the IPS pay scales. The Government decided to provide a better senior scale for the IPS as compared to the Class I Central Services by starting the scale one stage higher and allowing an additional increment of Rs. 50 at the end.

40. The existing pay structure of the Indian Police Service is as under :

Junior scale	Rs. 400-400-450-30-600-35-670-EB-35-950.
Senior scale	Rs. 740 (6th year or under)-40-1100-50/2-1250-1300.
Selection Grade	Rs. 1400

Super-time scales

- (i) Deputy Inspector-General of Police. Rs. 1600-100-2000
- (ii) Commissioner of Police : Rs. 1600-100-2000
Poona/Nagpur.
- (iii) Commissioner of Police : Rs. 1600-100-2000 (plus special pay).
Madras/Ahmedabad.
- (iv) Commissioner of Police : Rs. 1800-100-2000
Bombay/Calcutta.
- (v) Additional Inspector-General of Police. Rs. 2000-125-2250.
- (vi) Inspector-General of Police . Rs. 2500-125/2-2750

41. The main demand of the Indian Police Service (Central) Association is that the IPS should be equated rank-for-rank with the IAS. According to the scheme proposed by them, they would like the Superintendent of Police to be equated to the District Magistrate, the DIG of Police to a Divisional Commissioner and the IG of Police to the Chief Secretary. The Association has also highlighted the special working conditions and liabilities attaching to a career in the Indian Police Service, viz., the high degree of personal risk and professional hazards, arduous nature of duties and the sense of uncertainty arising from political situations. The Association has emphasised the poor promotion prospects in the Service as compared to

*Para 63 (page 41) of the Report.

the IAS and Class I Central Services generally. Several of the witnesses have emphasised that the remuneration of IPS officers is not commensurate with their duties and responsibilities. The Home Secretary emphasised that IPS officers faced very difficult and complex situations and it would not be reasonable to assign the IPS a lower place in the scheme of remuneration than for the Class I Central Services. He also suggested that candidates for the IPS should have the same papers as for the Central Services and that he would even advise the laying down of a qualifying minimum at the *viva voce* examination as the requirement of personality was greater in the IPS. Although several witnesses suggested an improvement in the IPS pay scales, the majority of the witnesses, including a retired senior police-officer, expressed the view that the range of responsibilities of the Collector and District Magistrate was wider than that of the Superintendent of Police and as such some differential should be maintained between the pay scales prescribed for the two. The State Governments have also suggested improvements in the IPS pay scales, but they are not in favour of parity with the IAS.

42. The junior scale of the IPS is lower than the junior scale provided for the IAS and is the same as for those Class I Central Services which have a separate junior scale. We have already recommended that at this level no distinction need be made as between the different Services. We, therefore, recommend the scale of Rs. 700—1300 for the junior scale of the IPS.

43. In the case of the IPS, the post of District Superintendent of Police is basic to the IPS senior scale and it is generally the first important post entrusted to an IPS officer on promotion to the senior scale. Ever since the creation of this post, the police force of the district has been placed under the control and supervision of the SP, although some general control and direction is vested in the District Magistrate under the Police Act of 1861. The job of the SP has become harder and more complex after Independence as the people are more conscious now of their rights and the courts are more vigilant in guarding the liberties of individual citizens. The rough-and-ready methods previously adopted by the police have had to give way gradually to a more intelligent application of scientific techniques of detection and investigation of crime. In handling law and order situations, the SP shares substantially in the responsibility of the District Magistrate and it is not infrequent for the SPs to have to answer charges in public during proceedings of commissions of enquiry. With increasing industrialisation and urbanisation, the SPs in charge of the more important districts are now facing new types of problems. In cities where the police-commissioner system is in vogue, the IPS officer has also to discharge many functions which are discharged in the district by the District Magistrate. The other jobs entrusted to IPS officers in the senior scale are in the specialised departments like criminal investigation, intelligence branch, security and training etc. and as commanders of battalions of armed police.

44. In all these jobs entrusted to an IPS officer, he has to display qualities of leadership, alertness, integrity, self-confidence and tact and a knowledge of human character and social problems. In our view, these requirements should be taken into account while re-considering the method of examination, personality test etc. devised for recruitment to the IPS. We are also of the view that due to the complexities and onerousness of the senior scale IPS jobs, the advantage given to them in the senior scale over the Class I Central Services is justified. We, however, feel that it would not be appropriate to provide a long senior scale like that of the IAS because the range of jobs held by IAS officers in the senior scale is much wider including as it does such jobs as those of District Magistrates, heads of departments and senior positions in the Secretariat. We feel that the existing relativity between the senior scale of the IPS and that of the Class I Central Services is adequate and should be retained. We, therefore, recommend the scale of Rs. 1100 (6th year or under) —1600 as the senior scale for the IPS. In suggesting this scale we have narrowed down considerably the differential rates of increments between the senior scales of the IAS and the IPS and have also reduced the difference at the start from Rs. 160 in the present scales to Rs. 100 in those proposed.

45. The pay structure of the IPS has always carried a selection grade in recognition of the fact that the Service does not afford adequate promotion prospects. The existing selection grade of the IPS carries a fixed pay of Rs. 1400 and its strength is calculated in the same way as for the IAS, viz it is equal to 20% of the number of senior posts in the State reduced by the number of posts carrying pay above the senior time-scale in the State. We have examined the cadre structure of the IPS to make a relative assessment of the promotion prospects and career-values of IPS officers *vis-a-vis* the Class I Central Services and find that in this respect the IPS officers lag behind their confreres in most Class I Central Services. The volume of evidence that we have received on this point leads to the conclusion that the career-value of the IPS pay scales should be kept higher than that of the Class I Central Services to ensure against its becoming less popular than the latter Services. Since the superior posts in the IPS are linked to the number of ranges under Deputy Inspectors-General of Police and a few key posts in the Police Headquarters of the State, the prospect of increasing the promotion prospects of IPS officers by increasing the number of super-time scale posts is very limited. Our analysis also shows that while a substantial increase in the number of senior police posts under the Centre has for the time being helped to relieve promotion blocks in the IPS cadre, it will not be realistic to anticipate further substantial increases of such post under the Centre in the near future. Thus, the only practical remedy would seem to lie in augmenting the strength of the selection grade by increasing its present effective strength in each State cadre from 15% to 25% of the total number of senior posts in the State and we recommend accordingly. To avoid a situation where IPS officers in some States are able to move into the selection

grade at a very early stage of their service, it should be stipulated that selection grade will not be admissible earlier than the 14th year of service. Such a provision will also help to reduce inter-State disparities. As for the pay of the selection grade, we feel that the provision of a scale instead of a fixed pay would be more appropriate considering that IPS officers would be drawing pay in the selection grade for several years, particularly after the increase in the strength that we have recommended. We recommend for the the IPS selection grade the scale of Rs. 1650—1800.

46. Under the IPS (Pay) Rules, the State Governments are competent to grant special pay on senior posts at the rate of Rs. 100, Rs. 150 and Rs. 200 p.m. The rules also provide that certain Posts in Police Headquarters, training institutions and in the armed police must carry a special pay. The IPS (Central) Association has proposed that the rates of Rs. 250 and Rs. 300 p.m. should also be provided in the IPS (Pay) Rules as in the case of the IAS. We find that State Governments have generally provided a special pay at the rates of Rs. 250 or Rs. 300 only to such posts as head of department or Secretary to the State Government. Since posts at this level are not held by IPS officers in the senior scale, it does not appear necessary to suggest any amendment of the IPS (Pay) Rules in this respect. We find that there are considerable inter-State variations in regard to the grant of special pay, particularly on the posts of District Superintendent of Police. While some States grant special pay on all posts of Superintendent of Police, some others allow special pay in only the important districts and some States do not allow any special pay at all to the SPs of Districts. We would suggest that the State Governments should review the position and allow special pay to SPs of those districts which are deemed to be more important and difficult charges. One criterion that can be adopted is that wherever the post of Collector and District Magistrate carries a special pay, the post of Superintendent of Police should also carry a special pay. As in the case of the IAS, the number of posts in the IPS carrying special pay should not exceed 75% of the senior posts under the State Government (excluding those in the super-time scale).

47. The pay scale for the post of DIG and equivalent post was 1600-100-1800 till 1-7-1969 when it was revised to Rs. 1600-100-2000. The reasons for this revision were that this would enable the DIG to reach the maximum of the selection grade of the IAS and it would also reduce the wide gap between the maximum of the DIG's scale and the minimum of the scale of the IG; the latter scale having been revised from Rs. 2250 (fixed) to Rs. 2500-125/2-2750 in 1965. We were informed by the Home Secretary that certain relativities were maintained in the pay scale of the DIG and those of the Colonel and Brigadier in the Army and as a sequel to the revision of the pay scale of the DIG the scales of the Colonel and the Brigadier were revised upwards. The Home Secretary mentioned that while both the minimum and the maximum of

the Brigadier's pay scale were increased by Rs. 200, the scale of the DIG was only increased at the maximum by Rs. 200. He, therefore, suggested that the pay scale of the DIG should be taken as Rs. 1800-100-2000 in existing terms. Considering the supervisory and other responsibilities attaching to the posts of DIG of a police range and equivalent posts, we see considerable force in this proposal. There is also merit in equating the pay scale of the DIG with the selection grade of the IAS. We, therefore, recommend the scale of Rs. 2000—2250 for posts at the level of DIG.

48. The posts of Police Commissioners generally carry the DIG's scale of pay with or without special pay except that two posts of Police Commissioners, Bombay and Calcutta carry a higher scale of Rs. 1800-100-2000. Since 1969 when the DIG's scale of pay was revised, the pay at the maximum in the case of Police Commissioners of Ahmedabad and Madras comes to more than the maximum pay of Police Commissioners of Bombay and Calcutta. We feel that the position should be rationalised by equating the posts of Police Commissioner of Bombay and Calcutta to the post of Additional IG of Police. The justification for doing so would obviously be the enormous police and other responsibilities devolving upon the Police Commissioners of these metropolitan areas, with the largest population. These cities being prone to industrial unrest, political upheavals and crime make heavy demands on the Police Commissioners. The remaining posts of Police Commissioners should remain on the DIG's pay scale with or without special pay as at present.

49. The existing pay scale of the Additional IG of Police is Rs. 2000-125-2250. Keeping in view the existing internal relativities, we recommend the revised scale of Rs. 2250—2500 for this post.

50. The highest police post in each State cadre is that of the Inspector-General of Police of the State. In most States, another post of equivalent rank has been created to look after work relating to home-guards, civil defence, vigilance, etc. The IPS (Central) Association has suggested equation of the IG's post with that of the Chief Secretary of the State. Such an equation is not favoured by a majority of the witnesses. The State Governments also do not favour such an equation. Posts at the level of IG are on the standard scale of Rs. 2500—2750 which is also the scale prescribed for the Service officers in the rank of Major-General, Joint Secretaries to the Government of India and Divisional Commissioners. Under the Centre, IPS officers at the level of IG of Police hold posts equivalent to that of Joint Secretary in the Central Government. It would not be proper in our opinion to disturb the existing parities. We, therefore, recommend that posts at the level of IG of Police in the IPS should be placed on the scale of Rs. 2500—2750.

51. Notwithstanding the above general recommendation, we feel that the post of IG of Police in-charge of the State police deserves special

treatment. We have been informed that with the increasing complexity of the law and order situation and the corresponding expansion of the police force, the job of the IG in-charge of the State police has become very onerous in recent years. In our view, the level of responsibility of the IG in-charge of the State police is somewhat higher than of the equivalent posts either in the State or in the Centre. Despite this, we would not recommend a higher scale of pay for the post of IG in-charge of the State police because that would tend to interfere with the inter-change of senior IPS officers between the Centre and the States at this level. In our view, the best arrangement would be to grant a special allowance of Rs. 250 p.m. to only one post in each State, viz., that of the IG in-charge of the State Police in addition to pay in the scale prescribed for posts of IG of Police and for equivalent posts. The I.G's in-charge of the State police in the newly-created States should be on Rs. 2500—2750. We do not recommend the special allowance of Rs. 250 in their case since we have recommended the equation of the post of Chief Secretary in these States with the Additional Secretary in the Central Government.

52. Our examination of the promotion prospects in the different State cadres of the IPS shows that these differ widely from State to State. We have already made suggestions regarding movement of IPS officers into the selection grade with a view to reducing existing inter-State disparities at that level. At the stage of promotion to the rank of DIG, it is difficult to equalise promotion prospects because super-time scale posts should not be created merely to improve the promotion prospects and irrespective of the need for the post. One concrete step that can be taken by the Central Government is to keep the position in different States under review and take a relatively large number of senior IPS officers on tenure deputation from those State cadres where the promotion of IPS officers to the rank of DIG is relatively slower.

53. IPS officers are required to maintain their uniforms according to the specifications laid down in the IPS (Uniform) Rules, 1954. To compensate them for the expense incurred in the purchase and renewal of uniforms, they are entitled to an initial grant of Rs. 1000 on appointment to the IPS and to a renewal grant of Rs. 800 every 7 years thereafter. No monthly allowance is, however, given to them for the maintenance of their uniform as is provided to the officers of the Defence Services. The IPS (Central) Association has stated that the initial grant was fixed as far back as 1954 and that it is no longer adequate in view of the considerable rise that has taken place in the prices of the requisite articles. It has suggested that the amount of initial grant should be raised to Rs. 1500 and of the 7 yearly renewal grant to Rs. 1000. The Association has also asked for a Kit Maintenance Allowance of Rs. 50 per month. We feel that there is considerable force in the demands made by the Associa-

tion and we recommend that the amount of the initial grant should be raised from Rs. 1000 to Rs. 1200. We find that before 1970 the renewal grant was being provided at the rate of Rs. 500 at intervals of 5 years. In our view the rate of the renewal grant should not be very much lower than the amount of the initial grant since an officer would normally be required to replace most of the items after about a period of 7 years. On the Defence Services side, we have kept a differential of Rs. 200 in the amounts proposed by us for the initial grant and the renewal grant. We therefore, recommend that the amount of the renewal grant should be raised to Rs. 1000, to be paid after an interval of every 7 years as at present.

54. We have also carefully considered the demand for a Kit Maintenance Allowance. Our examination of the IPS (Uniform) Rules shows that the IPS officers have to maintain various items of uniform and in this respect are subject to more or less the same liability as their conferees in the armed forces. In our view proper upkeep of uniform and a smart turn-out by the police-officers is conducive to discipline and efficiency of the force and the expenditure incurred by the officers being in the nature of a service requirement should be adequately compensated. We feel that there is justification for the grant of a Kit Maintenance Allowance to IPS officers, but at a slightly lower rate than in the case of the Defence Service officers. We, therefore, recommend that a Kit Maintenance Allowance of Rs. 40 per month should be provided for all IPS officers irrespective of rank so long as they are working at posts which require them to put on and maintain uniforms. As regards the case of those police-officers who are assigned such duties as do not require them to put on uniform, the justification for a Kit Maintenance Allowance is not strong, but this is a matter which may be determined by the Government in the light of all relevant circumstances. This recommendation will further have the effect of reducing the existing disparity as between the IAS and IPS scales of pay.

IV. The Indian Forest Service

55. The total authorised strength of the Indian Forest Service on 1-1-1971 was 1097. The Central Deputation Quota for this Service is a little over 8 per cent of the total number of senior posts under the States as against the corresponding percentage of 40 in the case of the two other all-India Services viz. the IAS and the IPS.

56. The picture regarding the officers in position in this service is somewhat complicated due to the fact that for some States the work of selection and appointments at the initial constitution stage has had to be re-done. This process had not concluded when information pertaining to this service was furnished to us. However, all appointments made at the initial constitution stage are deemed to be effective from 1-10-1966. According

to the Department of Personnel, the classification of officers in position would be as follow :—

Number of initial recruits excluding those who retired or resigned earlier than 1-1-1971.	790 approximately
State Forest Service officers promoted till 1-1-1971.	36
Direct recruits in position on 1-1-1971	95
	921 approximately

57. The role of the Indian Forest Service is technical in nature and for this reason, direct recruitment to the service is made through a separate examination and not through the IAS, etc. Examination. The educational qualifications prescribed for direct recruitment to this service are, however, wider, and more general than for the usual technical services the candidates being required to hold a degree in one of the natural sciences, agriculture or engineering. The technical knowledge required by members of the Indian Forest Service is actually imparted at the Forest Research Institute and Colleges, Dehra Dun where the probationers undergo an intensive training course of 2 years. They are required to pass written and practical examination in subjects relevant to forestry.

58. The rates of remuneration for the various grades in the Indian Forest Service are as under :—

Name of the post	Scale of pay (Rs.)
1. Junior Time-scale	400-400-450-30-600-35-670-EB-35-950
2. Senior Time-scale (Deputy Conservator of Forests).	700(6th year or under)-40-1100-50/2-1250
3. Conservator of Forests or equivalent posts.	1300-60-1600-100-1800
4. Deputy or Additional Chief Conservator of Forests.	1800-100-2000
5. Chief Conservator of Forests or equivalent posts.	2000-125-2250

59. We have analysed the data collected in respect of the first five examinations held by the UPSC for direct recruitment to the Indian Forest Service. The break-up by class of degree held by the candidates appointed to the service is given in the table below :—

TABLE

Examination year	Total No. appointed	First Class	Second Class	Third Class
1967	51	14(27.5%)	32(62.7%)	5(9.8%)
1968*	44	25(56.8%)	13(29.5%)	6(13.6%)
1969*	20	11(55%)	5(25%)	4(20%)
1970	18	11(61.1%)	5(27.8%)	2(11.1%)
1971	8	6(75.0%)	1(12.5%)	1(12.5%)
	141	67(47.5%)	56(39.7%)	18(12.8%)

*Figures for examination years 1968 and 1969 include those recruited from amongst the released Emergency Commissioned, Short Service Commissioned officers.

The 1967 and 1968 Examination are not true indicators of the trend because for these examinations in-service candidates with less than 4 years' service were allowed age-relaxation to enable them to take the examination. Except for the 1967 examination, the percentage of candidates with first classes appointed to the service is quite high and compares favourably with the other services including the IAS.

60. We understand that 3 out of 10 direct recruits under training for the 1968-70 term resigned from service and one did not join; and in the term 1969-71, 9 out of 25 direct recruits resigned to join other services. It seems to us that while candidates of good quality are offering themselves for recruitment to the Indian Forest Service, such among the successful candidates as are able to get selected to another all-India Service or a Class I Central Service do not care to remain in the Indian Forest Service. The Indian Forest Service Association has emphasised the fact that this service is less popular than others due to inadequate pay scales and poor promotion prospects. The Association has stated that at the time of the constitution of the Indian forest Service it was decided in principle to establish parity in pay scales with the Indian Police Service. The Association has emphasised that the foresters have to perform field jobs requiring extensive touring in the interior and yet the nature of their work being scientific and technical, they have to keep abreast of the latest professional knowledge in the field of forestry. The scales suggested by the Association are based on a parity with the IAS and the IPS. A majority of the witnesses who made suggestions in regard to the Indian Forest Service was of the view that while an improvement in the scales was necessary, no parity need be established between the pay scales of the Indian Forest Service and those of the IPS. The official witnesses did not also confirm the point made by the IFS Association that a decision had been taken in principle to establish parity between the pay scale of the IPS and that of the Indian Forest Service. The State Government also do not favour parity and have expressed the view that the IPS pay scales should be better.

61. The jobs held by members of the Indian Forest Service in the earlier part of their career are mostly in the field. The first important charge entrusted to them on promotion to the senior scale is that of Deputy Conservator of Forest (DCF). Besides the application of technical knowledge to forest management, the DCF performs executive duties and comes into contact with the public and forest contractors. The DCF has to be well-versed in the provisions of certain minor Acts and Rules relating to forests and other matters as he is expected to take prompt action against offenders and poachers in order to safeguard forest produce and wild-life. With the increase in the Plan provisions for forest development, the Indian Forest Service officers have to devote considerable attention to the formulation of working plans and their implementations.

62. Above the senior scale, are the posts of Conservator of Forests and equivalent posts in the forests

department dealing with the functional subjects. The head of the forests department in the State is the Chief Conservator of Forests who besides looking after the technical work of the forests department is also responsible for personnel administration generally and the management of the State cadre of the Indian Forest Service.

63. We do not favour the approach that the pay scales for the IPS and the Indian Forest Service should be identical as it would overlook material differences in the levels of responsibility of the encadred posts and the working conditions of the two Services. This is also the view of the majority of the witnesses and the State Governments. Considering the nature of work and responsibilities entrusted to officers of the Indian Forest Service, we are of the view that the scheme of pay scales devised for this service should broadly conform to the pay structure devised for the Central Class I Engineering Services. Accordingly we recommend that the junior scale for the Indian Forest Service should be Rs. 700—1300 and the senior scale should be Rs. 1100 (6th year or under)—1600. For the posts of Conservator of Forests we recommend the scale which we have recommended for the Superintending Engineer's grade of the Central Class I Engineering Service, viz. Rs. 1500—2000.

64. The Indian Forest Service does not have a selection grade above the senior time-scale of pay as is the case for the IAS and the IPS. The IFS Association has emphasised that the promotion prospects of the officers of this service are quite bleak and do not compare favourably with those of the other all-India Services and Class I Central Services. The Association has asked for the introduction of a selection grade similar to the one provided in the other all-India Services. We understand that the position regarding promotion prospects was studied in the Services Division of the Ministry of Home Affairs (now of the Department of Personnel) in 1970 and it was found that quite a few Deputy Conservators of Forests with 15 years' seniority in the Indian Forest Service were still to be promoted to the grade of Conservator of Forests. We also find that in many States, the percentage of super-time scale posts to senior scale posts is less than 20. We have

not found it feasible to suggest a Selection Grade above the senior scale but considering the need for improving the prospects of this service, we recommend that a Selection Grade of Rs. 2000-2250 should be introduced for the Conservators of Forests on the same principles as recommended* for the Selection Grade in the Central Class I Engineering Services. The same scale should be given to the posts of Deputy Chief Conservator of Forests which exist in some States. The post of Additional Chief Conservator of Forests in Maharashtra should be on the scale of Rs. 2250—2500.

65. The post of Chief Conservator of Forests is the highest post in each State cadre. The existing scale for these posts is Rs. 2000-125-2250. We feel that considerable improvement is necessary at this level in order that in each State cadre of the Indian Forest Service there may be at least one post equivalent to the Divisional Commissioner or the Joint Secretary in the Central Government. We recommend for the posts at this level in the Indian Forest Service the scale of Rs. 2500—2750.

66. The Indian Forest Service Association has also made proposals regarding the grant of special pays. The Association has pointed out that the attachment of special pays to posts under the State Governments has been left entirely in the hands of the State Government while in the case of the IAS and the IPS it has been specified that certain posts at headquarters and outside must carry a special pay. In our view there is some force in this contention. There are a number of functional posts in the forests department and posts of Technical Assistants to the Chief Conservator of Forests which are likely to involve more specialised and arduous duties and should carry a suitable special pay. Many States have already attached special pays at different rates to such posts but there is considerable inter-State disparity in this regard. With a view to bringing about greater uniformity among the different State cadres of the same service, we would suggest that the Central Government should examine the matter and, in consultation with the States, list out certain posts on a uniform basis which should carry special pays in all the States.

CHAPTER 12
CENTRAL SERVICES, CLASS I

In addition to the Indian Foreign Service, which will be discussed separately, there are the following 10 organised Central Services, Class I:—

1. Indian Audit and Accounts Service.
2. Indian Defence Accounts Service.
3. Indian Railway Accounts Service.
4. Indian Railway Traffic Service.
5. Indian Income-tax Service.
6. Indian Customs and Central Excise Service.
7. Indian Postal Service.
8. Military Lands and Cantonments Service.
9. Indian Ordnance Factories Service (non-technical).
10. Central Information Service.

These services perform important functions falling within the Central sphere of administration like the

statutory audit of the accounts of the Union and the States, accounting and financial management of expenditure, collection of all central revenues through direct and indirect taxes and administration of the relevant statutes, provision of essential services to the community at large such as railway transportation and postal administration, management of military estates and ordnance factories and dissemination of information regarding the policies and programmes of the Central Government. Along with the Indian Administrative Service, these services have also been conceived of and utilised as reservoirs of talent for manning the senior administrative posts in the headquarters organisation of the Central Government. With the progressive growth in the activities of the Central Government in these areas, the role and importance of these services has also grown commensurately. The table below indicates the grade-wise distribution of the posts in these services at the time of the Second Pay Commission and in 1972:—

TABLE I

S. No.	Name of Service	*Strength given by Second Pay Commission				Strength on 1st January, 1972			
		Time scale posts	Junior Administrative Grade posts	Posts above Junior Administrative Grades	Total	Time scale posts	Junior Administrative Grade posts	Posts above Junior Administrative Grades	Total
1	2	3	4	5	6	7	8	9	10
1.	Indian Audit and Accounts Service	304	23	38	365	595	113	49	757
2.	Indian Defence Accounts Service	105	12	8	125	186	13	16	215
3.	Indian Railway Accounts Service	175	23	10	208	362	40	26	428
4.	Indian Railway Traffic Service	461	33	14	508	699	78	53	830
5.	Indian Income-tax Service	535	169	18	722	1293	461	73	1827
6.	Indian Customs and Central Excise Service	220	15	16	251	597	67	28	692
7.	Indian Postal Service	126	23	@	149	250	37	15	302
8.	Military Lands and Cantonments Service	47	4	1	52	71	22	2	95
9.	Indian Ordnance Factories Service (non-technical)		££			72	14	10	96
10.	Central Information Service	151	17	3	171%	270	29	16	315
	TOTAL	2124	319	108	2551	4395	874	288	5557

*Chapter XIII and para 13, Chapter XXII—Second Pay Commission.

@Higher administrative posts in the P&T were then not reserved to be filled by any one service.

££Strength not given in the Second Pay Commission's Report.

%Strength on constitution of the Service w.e.f. 1-3-1960.

2. Recruitment to all these services, the two All India Services, namely, the Indian Administrative Service and the Indian Police Service, and the Indian Foreign Service, is made through the combined competitive examination conducted annually by the Union Public Service Commission. The minimum educational qualifications prescribed for recruitment through this examination is a University Degree. All the candidates appearing at this examination except those appearing for the All India Services, and the Indian Foreign Service, have to take 3 compulsory papers viz. English, Essay, General English and General Knowledge, each carrying 150 marks and 3 optional papers each carrying 200 marks. The personality test for the Central Services carries 200 marks. The marks obtained in the personality test are added to the marks obtained in the written part of the examination and a merit list drawn up. The allotment of candidates to the various services is made by the Government on the basis of the recommendations of the Union Public Service Commission, the preferences indicated by the candidates, the rank secured in the final merit list and the availability of the vacancies in the different services at the time of allotment.

3. The average annual intake to the aforementioned ten services, on the basis of the examinations conducted during 1961 to 1968, was about 144 candidates, the highest number recruited being to the Indian Income-tax Service where the average annual recruitment was 48 candidates. In all these services direct recruitment through the competitive examination is made to a percentage of posts/vacancies in the junior scale only. The percentage of direct recruitment at this level is 80 per cent in the Indian Audit and Accounts Service, Indian Defence Accounts Service and Indian Ordnance Factories Service (non-technical), 75 per cent in the Indian Postal Service and Military Lands and Cantonments Service, 66 $\frac{2}{3}$ per cent in the Indian Income-tax Service and the Railway Services, and 50 per cent in the Indian Customs and Central Excise Service and the Central Information Service. In the Central Information Service there is provision for direct recruitment in the grades above the junior scale also. The posts in the higher grades in these services are filled by promotion on the basis of recommendations of the regularly constituted Departmental Promotion Committees, which are generally presided over by the Chairman or a Member of the Union Public Service Commission. The members of these services have an all India transfer liability; those belonging to the Indian Defence Accounts Service and Indian Ordnance Factories Service (non-technical) have liability for field service both in India and abroad, and those in the Indian Postal Service have liability for service in the Army Postal Service.

4. The general pay structure in these services is as under :—

Junior Scale	Rs. 400-400-450-30-600-35-670-EB-35-950.
Senior Scale.	OR Rs. 700-40-1100-50/2-1250.
Integrated Scale	Rs. 400-400-450-30-510-EB-700-40-1100-50/2-1250.

Junior Administrative Grade Rs. 1300-60-1600.
Heads of the Departments. Rs. 1800-100-2000-125-2250 and
Rs. 2000-100-2500.

Besides the above scales, in a few of these services the junior administrative grade posts are in the pay scales of Rs. 1100-50-1400 and Rs. 1300-60-1600-100-1800. In some other services there is also an intermediate administrative grade of Rs. 1600-100-1800. These services do not have a non-functional selection grade on the pattern of the Indian Administrative Service.

5. In their memoranda and in the course of their oral evidence the main demand urged by the associations representing these services is for parity in pay scales and promotion prospects with the Indian Administrative Service. They have urged that all the functions of Government are equally important and because of the higher pay scales in one or two services, most top ranking candidates irrespective of their aptitudes are artificially channelled into those services. According to them, the concept of an elite group within the Government being an outmoded one should be given up as it prevents the harmonious functioning of the administrative machinery and that a once for all judgment on the relative merits of the officers made at the entry stage alone should not be permitted to have a lasting effect throughout their careers. The specific demand of the associations representing these services generally is for the introduction of a training grade, a long career grade and a selection grade on the pattern of the scales applicable to the Indian Administrative Service. We have considered the general demand for parity with the Indian Administrative Service in detail in Chapter 11. We, therefore, proceed to examine their specific demands before recommending the pay scales for the various grades of these services.

6. At present while the two Railway Services, the Central Information Service and the Indian Ordnance Factories Service (non-technical) are having the junior scale (Rs. 400-950) and the senior scale (Rs. 700-1250), the remaining six services have an integrated time scale of Rs. 400-1250 which provides for a rise in pay of Rs. 190 p.m. on crossing the efficiency bar after the fifth year of service. A similar benefit is available in the Railway Services on promotion to senior scale posts under the Concordance Tables. The integrated time scale was introduced on the recommendation of the Second Pay Commission which was of the view that the complements in the various grades of these services at that time were not such as to enable officers directly recruited to these services to move up to the senior scale in about the 6th year of service.

7. We have given considerable thought to the question whether this integrated scale which generally covers two distinct levels of responsibility should continue. In all these services a considerable period in the pre-efficiency bar stage of this scale is spent by the direct recruits in undergoing training and otherwise preparing themselves for holding the higher posts. The Comptroller & Auditor General, Controller General of Defence Accounts and the Chairman, P & T Board, have urged the introduction of separate junior and senior scales of pay as it would not only

enable posts with distinct levels of responsibility to be determined having regard to the quantum of work, responsibilities, etc., but would also facilitate postings with reference to suitability. We understand that the bifurcation of the integrated scale would not create any administrative difficulties in the Indian Audit and Accounts Service, Indian Defence Accounts Service and the Excise Wing of the Indian Customs and Central Excise Service because in these services junior scale posts already exist notionally. In respect of the Indian Postal Service and the Military Lands and Cantonments Service, we have been informed by the P & T Board and the Ministry of Defence, respectively, that it would be possible to demarcate charges out of those carrying the existing integrated time scale of pay which could be held by officers in the junior scale of pay. As regards the Income Tax Service, the Direct Taxes Enquiry Committee (Wanchoo Committee) has recently recommended that steps should be taken to classify all assessment charges according to the degree of responsibility involved and that all investigation cases should be entrusted to the Income-Tax Officers in the senior scale of pay only. Experience has shown that there is much advantage in distinguishing between two distinct levels of responsibility by allotting separate scales of pay. We accordingly recommend that the integrated time scale of pay at present applicable to six of these services should be broken up into separate junior and senior scales of pay.

8. It has been represented by the service associations that since the number of posts in the junior administrative grades is very low compared with the number of posts in the senior time scale, the promotional avenues have been severely restricted. Such an arrangement has also led to disparities between the various Central Services, Class I in regard to the period taken for further promotion beyond the senior scale. It has been argued that the officers recruited to the Central Services, Class I on the basis of the same competitive examination should have comparable prospects of moving up to a certain pay level but the existing grade structure and the complements in certain services militate against reaching this level. The associations, therefore, demand that, as in the Indian Administrative Service, the junior administrative grade should be integrated with senior scale and claim that this step would not only improve the promotional prospects but would also give flexibility to the concerned departments in the proper deployment of personnel.

9. While some of the official witnesses have supported this demand, a few others have indicated a preference for the existing arrangement mainly on the consideration that the officers in the junior administrative grades supervise the work of the officers in the senior scale. Further, in the Indian Income-tax and the Indian Customs and Central Excise Services the officers in the junior administrative grade have been vested with certain statutory, quasi-judicial and appellate powers which are different from and superior to those of the senior scale officers. We have already recommended that the existing integrated time scale of pay in these services should be bifurcated on the

ground that the posts carrying a higher level of responsibility should be placed in a different scale of pay. Our general approach has been that differences in levels of responsibility should be faithfully reflected by adopting different scales of pay. We have, therefore, not found it possible to accept the demand of the service associations for an integration of the senior time scale and the junior administrative grade.

10. We accordingly recommend the following scales of pay for all these Central Services, Class I:—

Junior Time Scale	Rs. 700-1300.
Senior Time Scale	Rs. 1050 (6th year or under)-1600.

Although the proposed starting pay of Rs. 1050 results in an increase of Rs. 170 p.m. over the emoluments admissible at the minimum of the existing senior scale, a direct recruit on promotion to the senior scale in future in the sixth year of service will get an increase in pay of Rs. 150 p.m., as against the increase in pay of Rs. 190 p.m. which he gets on crossing the efficiency bar in the existing integrated time scale of pay.

11. We recommend that recruitment to all these services should be so regulated as to match the likely requirements of the cadre in the senior scale and higher levels including deputations. In our view, as the primary purpose of organising a Class I Service and recruiting candidates through a competitive examination is to build a cadre of officers to man the higher administrative posts in different spheres fairly early in their careers, the intake should be so regulated as to enable the officers in the junior scale to generally get promoted to the senior scale after completion of not more than 5 years of service. Thus, proper cadre management and career planning are essential in all these services, and any unevenness in recruitment to meet needs which were not foreseen may later on give rise to promotion blocks. We are elsewhere* recommending a standing machinery for cadre review etc.

12. The distribution of posts in the various intermediate grades in these services between the senior scale of pay and the posts of the heads of departments is indicated in the table below:—

TABLE II

S. No.	Name of Service	Rs.	Rs.	Rs.	Rs.	Rs.	Total
		1100-1400	1300-1600	1300-1800	1600-1800	1800-2000	
1	2	3	4	5	6	7	8
1.	Indian Audit and Accounts Service	—	113	—	—	—	113
2.	Indian Defence Accounts Service	—	13	—	2	—	15
3.	Indian Railway Accounts Service	—	40	—	12	—	52
4.	Indian Railway Traffic Service	—	78	—	35	—	113

*Chapter 66.

1	2	3	4	5	6	7	8
5. Indian Income-tax Service		—	461	—	27	—	488
6. Indian Customs and Central Excise Service		—	67	—	—	—	67
7. Indian Postal Service		—	37	—	—	—	37
8. Military Lands and Cantonments Service		16	6	—	1	—	23
9. Indian Ordnance Factories Service (non-technical)		14	—	7	—	2	23
10. Central Information Service		14	15	—	10	5	44
Total		44	830	7	87	7	975

which were created in 1969 to relieve the Commissioners of some of their technical and administrative responsibilities. In the Central Information Service, the posts of Senior Deputy Principal Information Officer, Directors of smaller Media Units, Joint Directors, etc. placed in this scale form part of the Senior Administrative Grade of the Service. In the Military Lands and Cantonments Service this scale is applicable to the post of Joint Director at the Headquarters. In some of the other services, while there is no recognised intermediate administrative grade level, some posts in the scale of Rs. 1300-1600 carry a special pay; for example, 5 posts of Additional Accountants General in the Indian Audit and Accounts Service carry a special pay of Rs. 200 p.m., 5 posts of Additional Collectors of Customs (Preventive) in the Indian Customs and Central Excise Service carry a special allowance of Rs. 125 p.m. and two Directors of Postal Services (Delhi and Foreign Post, Bombay) in the Indian Postal Service are given a special pay of Rs. 200 p.m.

It would be seen that the bulk of the posts at this level are in the scale of Rs. 1300-1600. The officers in this grade perform vital functions and carry a heavy load of responsibility. They supervise and coordinate the work of a number of Class I and Class II officers. The posts at this level in the three Accounts Services are of Senior Deputy Accountant General, Joint Controller of Defence Accounts and Deputy Chief Accounts Officer, each of whom functions as second-in-command to the concerned head of the department and assists him in the discharge of his professional and administrative responsibilities. In the Indian Railway Traffic Service the posts at this level are held by Deputy Chief Superintendents in the commercial and operating departments who are responsible for the supervision and coordination of matters like goods traffic movement, scheduling and running of passenger trains and disposal of compensation claims. In the Indian Income-tax Service, these posts are held by Inspecting Assistant Commissioners and Appellate Assistant Commissioners. The former, apart from supervising the work of Income-Tax Officers, have certain powers in regard to levy of penalty, additional super tax, etc. Similarly, the Appellate Assistant Commissioner is the first Appellate Authority under the Act to hear appeals against assessment orders passed by the Income-Tax Officers. In the P & T Department, the Directors of Postal Services have administrative responsibilities over the network of postal, telegraph and other offices involving control and coordination of postal and railway mail services. Officers at this level in the other services perform functions of comparable importance.

13. In some of these services there are certain posts in the intermediate administrative grade of Rs. 1600-1800. The Audit and Accounts Service had such posts at the time of the First Pay Commission, which were given up later. While this grade has been in existence for a long time in the Indian Defence Accounts Service, in the two Railway Services it was introduced in 1969 and is applicable to the posts of Traffic Transportation Superintendents and Deputy Financial Advisers in the zonal railways. In the Indian Income-tax Service this scale applies to the posts of Additional Commissioners of Income-tax

14. We enquired from the official witnesses whether it was necessary to continue the intermediate administrative grade as a separate level in the services where it exists at present. The Comptroller & Auditor General suggested that the posts of Additional Accountants General and equivalent in the junior administrative grade with a special pay of Rs. 200 p.m. could be placed in the selection grade recommended by him on the analogy of the selection grade in the Indian Administrative Service. The Controller General of Defence Accounts was in favour of an integration of the posts in the junior administrative and the intermediate administrative grades in the Indian Defence Accounts Service with a special pay being attached to the posts in the headquarters. The Chairman, Railway Board, was also strongly in favour of an integration of posts at these levels in the Railways as he felt that the existing junior administrative and intermediate administrative grades were too short and were also creating administrative difficulties in the deployment of personnel. The official witnesses were, however, in favour of continuing the cadre of Additional Commissioners of Income-tax as a separate level in the Indian Income-tax-Service. For the Indian Customs and Central Excise Service also, a preference was indicated for continuing the existing arrangement of remunerating the posts of Additional Collectors of Customs by grant of a special allowance. In respect of the post of Joint Director in the Military Lands and Cantonments Service we were informed by the Ministry of Defence, that the general pattern recommended by us for other services could apply.

15. Coming to the junior administrative grade in these services, we have already drawn attention to the vital functions being performed at this level. It was urged before us that while the employees in the lower grades have been periodically compensated for increases in the cost of living by suitable adjustments in the dearness allowance, and at the senior levels the pay scales were revised upwards in 1965, the only compensation given to the officers at this level was the grant of a dearness allowance at Rs. 100 p.m. on an *ad hoc* basis in 1966. The existing scale of Rs. 1300-1600 has a short span of 6 years. The posts in the senior administrative grades of Rs. 1800-2250

Rs. 2000-2500 constitute a small percentage of the respective cadre strengths and promotions to these grades generally take between 20 to 25 years in the various services. As a result of the large number of officers recruited in these services during the last decade or so, some apprehended that for most of these officers the junior administrative grade might become the terminal stage of their career.

16. Having regard to the duties and responsibilities of the officers at this level and the short time span of the existing grade, we recommend that the junior administrative grade for these services should be in the scale of Rs. 1500 (14th year or under)-2000. As pointed out in Chapter 11, by raising the maximum of the junior administrative grade to Rs. 2000, we have equated it with the maximum of the senior scale of the Indian Administrative Service. We also recommend that the proposed junior administrative grade of Rs. 1500-2000 should be in replacement of the existing scales of Rs. 1300-1600 and Rs. 1600-1800 in the services where these two grades exist. If, however, any of these Departments consider it administratively more expedient to retain the existing two separate levels, the proposed scale of Rs. 1500 (14th year or under)-2000 could be split into two segments of Rs. 1500 (14th year or under)-1800 and Rs. 1800-2000 corresponding to the existing grades of Rs. 1300-1600 and Rs. 1600-1800, respectively.

17. We wish to point out that although at present there is no prescribed qualifying service for promotion to the junior administrative grade in these services, we have recommended that the pay of Rs. 1500 in the proposed scale should be available in the 14th year of service or under. Thus, in cases where the promotion to the grade takes place earlier, the next increment in this scale should be earned only after completing 14 years total service in Class I for direct recruits. We have thought it necessary to do so in order to reduce disparities in career values at this level among the various services. As a corollary we further recommend that the pay of the officers on promotion to this grade should be fixed as per a concordance table relating pay to the years of service similar to the one we have suggested for pay fixation on promotion from the junior scale to the senior scale*.

18. In recommending this condition we have in mind primarily the case of direct recruits to these services. If, however, the application of this condition would create difficulties or operate harshly in respect of officers promoted to these services from the respective Class II cadres, Government should examine and adopt a formula which would be equitable and also legally tenable for regulating the pay of these officers on promotion to the junior administrative grade level.

19. As noted above, there are considerable disparities between the various services in regard to the period taken by the officers for promotion to the junior administrative grade. While in the Indian Audit and Accounts Service, Indian Defence Accounts Service and the Indian Postal Service, the junior-most officers were, as on 1st January, 1972, promoted to this grade after rendering service ranging between 10-1/2 years

to 11-1/2 years, the time taken in the Indian Income-tax and Indian Customs and Central Excise Services was about 12 years, and in the Railway Services it was 14 years or more. While it is no doubt desirable to have broadly comparable promotion prospects among the various services, it needs emphasising that in practice promotion prospects would depend upon a number of factors like the availability of posts at various levels, the number of persons retiring or otherwise demitting office, the rate of annual recruitment, the extent of expansion and deputation to ex-cadre posts. Because of the somewhat disparate conditions applicable to the various services, we do not think that it would be correct to adopt a pre-determined uniform percentage of the cadre strength for fixing the number of posts in the junior administrative grade so as to ensure comparable promotion prospects in the various services. We are of the view that posts at this relatively high level should be created according to actual requirements and in the public interest. We would go on to add, however, that if, having regard to the strength of the personnel to be supervised, the nature of work and the degree of supervision required, location of the place of work in remote areas necessitating the exercise of considerable initiative by the men on the spot without the benefit of superior advice, and other factors, some latitude is available, then proposals for creating additional posts in the junior administrative grade or upgrading posts to this level, could be considered sympathetically, giving some weight to the creation of promotional opportunities where they appear to be manifestly inadequate. Further, some of the time scale posts in the regional or central headquarters organisations of the concerned services, where the duties are adjudged to be more arduous, could also be considered for similar upgradation. We would, however, emphasise that the upgradation of any such posts should be fully justified after an assessment of the actual responsibilities and should not be resorted to merely to enlarge promotion opportunities, without reference of the work content. The services should be encouraged to bear with inter-service differences within reasonable limits as part of the exigencies of a service career.

20. The posts in the senior administrative and higher grades in these services are indicated in the table below:—

TABLE III

S. No.	Name of Service	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Total
		1800-2250	2000-2250	2000-2500	2500-2750	2750-3000	3000	
1	2	3	4	5	6	7	8	9
1.	Indian Audit and Accounts Service	44*	—	—	4	—	1	49
2.	Indian Defence Accounts Service	13	—	—	—	1	—	14
3.	Indian Railway Accounts Service	—	—	14	—	—	—	14

	1	2	3	4	5	6	7	8	9
4. Indian Railway Traffic Service	—	—	—	—	18	—	—	—	18
5. Indian Income-tax Service	—	—	46*	—	—	—	—	—	46
6. Indian Customs and Central Excise Service	—	—	28*	—	—	—	—	—	28
7. Indian Postal Service.	—	—	13	—	—	1	—	1	15
8. Military Lands and Cantonments Service	—	—	1	—	—	—	—	—	1
9. Indian Ordnance Factories Service (non-technical)	—	—	—	1	—	—	—	—	1
10. Central Information Service	—	—	—	—	—	1	—	—	1
TOTAL			145	1	32	6	1	2	187

*10 posts each in Indian Audit and Accounts Service and Indian Income-tax Service and 6 posts in the Indian Customs and Central Excise Service carry a special pay of Rs. 200/-p.m.

21. There is a general demand of the service associations that the posts of the heads of departments like the Accountant General, Controller of Defence Accounts, Commissioner of Income Tax, Chief Operating/Commercial Superintendents, which are in the scale of Rs. 1800—100—2000—125—2250 and Rs. 2000—100—2500 (Railways) should be equated with the post of Commissioner held by Indian Administrative Service officers in the State cadres and the post of Joint Secretary in the Central Secretariat both in the pay scale of Rs. 2500—125/2—2750. A re-evaluation of these posts has been urged on the ground that with the expansion of the activities of the Government in the various fields the duties and responsibilities of senior officers at this level have increased considerably. The service associations have made a grievance of the fact that while the First Pay Commission had recommended the scale of Rs. 1800—100—2000 for the posts of heads of departments and also for the Commissioners of Divisions in the States, the Government accepted the recommendation in respect of the heads of departments but placed the Commissioners on a higher pay of Rs. 2250, as recommended by that Commission for the Joint Secretary. The Second Pay Commission did not recommend any change in the then existing pay scales of the heads of departments in these services viz. Rs. 1800—2250 (for major heads of departments in Railways) and Rs. 1800—2000 (in other departments). However, for a few posts of Accountant General and the Controller of Defence Accounts it recommended a scale of Rs. 2000—125—2250. With effect from 1st June, 1965, the pay scale of the Commissioners of Income-tax, Accountants General and Controllers of Defence Accounts was revised to Rs. 1800—2250. This was followed by a similar revision for the posts at the corresponding level in the other services. The pay scale of Commissioners

of Divisions and of Joint Secretaries was revised by the Government from Rs. 2250 (fixed) to Rs. 2500—125/2—2750 w.e.f. 1st September, 1965. The service associations have pointed out that as a result of this revision a differential of Rs. 700 at the minimum and Rs. 500 at the maximum got introduced as between the pay scales of heads of departments in these services and the Commissioner/Joint Secretary, as against a differential of Rs. 450 at the minimum and Rs. 250 at the maximum which existed at the time of the Second Pay Commission. With effect from 1st October, 1970, there was a revision of the pay scale of major heads of departments in the Railways like the Chief Operating Superintendent/Chief Commercial Superintendent and the Financial Adviser and Chief Accounts Officer from Rs. 1800—2250 to Rs. 2000—2500.

22. We have given considerable thought to the demand of the service associations for equating the posts of heads of departments with Commissioner/Joint Secretary. We have taken note of their duties and responsibilities in the respective fields. The State Accountant General functions as the chief accounting officer of the State Government and as the principal representative of the Comptroller & Auditor General in the State in the discharge of his constitutional duties and responsibilities. The Controllers of Defence Accounts are not only responsible for the maintenance of some accounts pertaining to the Defence Services and the internal audit of all their accounts but also have to advise senior Defence Services officers in regard to the exercise of their financial powers which have been enhanced considerably in recent years. The complexity involved in administering the large number of sub-offices under their control, which is as high as 152 in some cases, has been specially highlighted by the Controller General of Defence Accounts. The Financial Adviser and Chief Accounts Officer in the Railways is responsible not only for the maintenance of accounts of a zonal railway or a production unit but also for the internal audit. He renders financial advice to the management to assess the profitability or otherwise of the various investments proposed to be made by a zonal railway. The Chief Operating Superintendent in a zonal railway is responsible for the optimum utilisation of the railway assets, the efficient movement of goods and passenger traffic and advising the management regarding the investments to be made in the light of anticipated benefits and increased traffic. The Chief Commercial Superintendent of a zonal railway is responsible for collection and accounting of earnings, supervision of proper working of goods, booking and parcel offices and quotation of special rates in order to attract high rated traffic, disposal of compensation claims, etc. The coverage of direct taxes laws has been extended in various directions, and the need to raise more revenue has made their administration more difficult and sensitive, thereby adding to the responsibilities of the Commissioners of Income-tax. In addition to their administrative duties and responsibilities, the Commissioners of Income-tax exercise statutory powers under the various enactments like the Income Tax Act, Gift Tax Act, and Wealth Tax Act. There has been a similar increase in the duties and responsibilities of the Collectors of Customs and Central Excise with the larger coverage of commodities and the higher levies under the excise laws, the

higher rates of import duties and the intensification of anti-smuggling and preventive measures. An indication of the administrative and managerial responsibilities of the Post Masters General can be had from the fact that in some of the bigger circles there are about 10,000 post offices, about 1,000 telegraph offices, 10 engineering divisions and about 25 postal and RMS divisions besides other auxiliary units with the staff strength going up to 50,000. The Director, Military Lands and Cantonments advises the Ministry of Defence in matters relating to the administration of Cantonments, custody of Defence lands, acquisition, requisitioning of building, etc., required for Defence purposes.

23. The official witnesses were unanimously of the view that the posts of the heads of departments deserved to be upgraded in all these services as more complicated work had to be done now than what was expected earlier. It was mentioned that implementation of policies had become as important as their formulation. They felt that having regard to the duties and responsibilities of these posts and keeping in view the requirements of cadre management all these services should have some posts at the level of Joint Secretary in their respective cadres. Some of the official witnesses, while supporting an improvement in the pay scales of these posts, suggested that only some of the senior charges carrying higher responsibilities need be upgraded to the level of Joint Secretary and that the remaining posts could be placed in a scale lower than that of the Joint Secretary. They felt that such an arrangement would facilitate an interchangeability between the Secretariat and the field organisations also.

24. At present in consideration of the more arduous duties and responsibilities a few of these posts in some of the departments have been differentiated from other posts by grant of a special pay. Suggestions were made before us by the heads of departments or other official witnesses for an upgradation of a few other specified posts. An ex-Chairman, P. & T. Board, stated during evidence that the posts of Post Master General in Maharashtra, U.P. and West Bengal carried more onerous duties than in the other States. Similarly, the Controller General of Defence Accounts, in his memorandum and in the course of his evidence, pointed out that some of the posts in the department (such as those of Additional Controller General and Controllers of Defence Accounts, Factories, Pensions and Patna) carried heavier responsibilities and he, therefore, recommended that these should be placed in a higher scale. On Railways also it should be possible to draw a distinction between heads of departments in the different zonal railways on the basis of the importance of the worth of charge. Having regard to the duties, the span of responsibilities, and the views of the official witnesses we have come to the conclusion that the scale for the posts of heads of departments in these services deserve to be considerably improved. We have found, however, that not all the charges under one Department/Ministry are alike, and in fact considerable differences in the workload, and the responsibility shouldered by the departmental head prevail from one charge to another. We think that on the basis of the accepted criteria of workload as reflected in terms of staff strength, jurisdiction, number of sub-offices, and other relevant considera-

tions it should be possible to differentiate between the various charges at this level in the different services. A selective upgradation of the posts of heads of departments in these services to the level of Joint Secretary would not only distinguish between the various posts on the basis of worth of charge but would also facilitate interchangeability with the posts of Joint Secretary in the Central Secretariat to which officers belonging to these services are deputed on selection. Apart from the unconscionable increase in the emoluments at the minimum of the scale that a general upgradation of all posts of heads of departments to the Joint Secretary/Commissioner of a Division level would involve, we have otherwise also considered it neither necessary nor advisable to recommend more than selective upgradation to this level.

25. Having regard to all these considerations we recommend the scale of Rs. 2250—2500 for the majority of the posts of heads of departments in these services who are in the existing scales of Rs. 1800—2250 and Rs. 2000—2500. We also recommend that a minimum of 33-1/3 per cent of the posts which are at present in these grades should be placed in the scale of Rs. 2500—2750. We would emphasise that the posts to be selected for placement in the higher scale in all these services should be those which carry distinctly higher duties and responsibilities compared to the other posts in this grade. We also recommend that if for administrative and other considerations it is thought necessary by any department to place some more posts in the higher grade (subject to the number not exceeding 50 per cent of the posts in the existing senior administrative grades of Rs. 1800—2250 and Rs. 2000—2500), such proposals should require the prior concurrence of the Ministry of Finance. We further recommend that no special pay should be attached to any of the posts of heads of departments in these services in addition to the scales of Rs. 2250—2500 and Rs. 2500—2750 recommended by us.

26. We now discuss some of the top posts in these services and some of the points which need specific mention relating to their cadre structure.

Indian Audit and Accounts Service

27. In the Headquarters office of the Comptroller and Auditor General, there is one post of Deputy Comptroller and Auditor General on a pay of Rs. 3000 (fixed) and four posts of Additional Deputy Comptroller and Auditor General in the pay scale of Rs. 2500-125/2-2750. The Deputy Comptroller and Auditor General functions as the principal adviser to the Comptroller and Auditor General in matters relating to personnel administration, formulation of policies and procedures about audit and for the efficient running of the organisation consisting of more than 50,000 persons employed in over 50 offices spread all over the country. The Additional Deputy Comptrollers and Auditors General function as senior staff officers and are responsible for coordinating the functions of the Accountants General, Chief Auditors in their respective functional areas and assist the Comptroller and Auditor General in vetting the audit reports and servicing the Parliamentary Committees. The Comptroller and Auditor General has recommended that, having regard to the duties and responsibilities, the post of Deputy Comptroller and Auditor

General should be equated to a Secretary to the Government and those of the Additional Deputy Comptrollers and Auditors General to an Additional Secretary to the Government.

28. The post of Deputy Comptroller and Auditor General is the highest post available to the members of the Indian Audit and Accounts Service within the department as the post of Comptroller and Auditor General being a constitutional appointment, is not reserved for them. We recommend the pay of Rs. 3000—3500 for the Deputy Comptroller and Auditor General.

29. As regards the Additional Deputy Comptrollers and Auditors General, they were in the grade of Accountants General with a special pay of Rs. 250 p.m. till 1st February, 1970 when it was revised to Rs. 2500-125/2-2750. We do not recommend any change in this scale.

Indian Defence Accounts Service

30. The highest cadre post available to the members of the Indian Defence Accounts Service is that of the Controller General of Defence Accounts on a pay of Rs. 2750 (fixed). Apart from his audit and accounting responsibilities in respect of the defence expenditure, the Controller General of Defence Accounts shoulders heavy responsibilities both administrative and technical. He is the head of the Defence Accounts Department which has a strength of more than 28,000 located in about 750 offices spread all over the country. The Indian Defence Accounts Service Association has demanded that this post should be placed in the scale of Rs. 3000-100-3500. During evidence, Secretary (Expenditure) recommended that the post of Controller General, being the highest cadre post for the members of the Indian Defence Accounts Service, should be upgraded to the level of an additional Secretary. We accept this recommendation and recommend the pay of Rs. 3000 (fixed) for the Controller General of Defence Accounts.

31. The post of the Financial Adviser (Defence Services) in the Department of Expenditure in the rank of Additional Secretary, is also by convention held by the members of the Indian Defence Accounts Service. The Financial Adviser is responsible not only for the scrutiny and preparation of the Defence Budget but also for rendering financial advice to the Ministry of Defence and the Services Headquarters, Research and Development Organisation, Director General, Ordnance Factories, etc. He is further responsible for the financial management of the public sector undertakings under the Ministry of Defence. We recommend that the post of Financial Adviser (Defence Services) should be given the pay of Rs. 3000—3500 as recommended by us for the Chairman of the Board of Direct Taxes and the Chairman of the Board of Customs and Central Excise.

Indian Railway Accounts Service Indian Railway Traffic Service

32. The officers of the Indian Railway Accounts Service and the Indian Railway Traffic Service are eligible for appointment to senior posts in the Railway Board along with members of the other Railway

services. Our recommendations in regard to these posts are contained in Chapter 36.

Indian Income Tax Service Indian Customs and Central Excise Service

33. The posts of Chairmen (Rs. 3000) and Members (Rs. 2500-125/2-2750) in the Board of Direct Taxes and the Board of Customs and Central Excise are generally held by the officers of the Indian Income-tax Service and the Indian Customs and Central Excise Service, respectively. We have recommended the pay of Rs. 3000—3500 for the Chairmen and Rs. 3000 (fixed) for the Members of the two Boards in Chapter 27.

Indian Postal Service

34. The posts of Senior Member (Posts) on a pay of Rs. 3000 and Member (Banking & Insurance) in the scale of Rs. 2500-125/2-2750 in the Posts and Telegraphs Board are held by the members of the Indian Postal Service. We have recommended in Chapter 23 that all members in the P. & T. Board should be on a pay of Rs. 3000 (fixed).

Indian Ordnance Factories Service (non-technical)

35. The administrative, as distinct from technical posts in the Ordnance Factories are held by the members of the Indian Ordnance Factories Service (non-technical). We recommend the following scales for posts above the time scale in this service:—

S. No.	Designation	Existing scale of Pay	Proposed scale of Pay
1	2	3	4
		Rs.	Rs.
1.	Manager or equivalent	1100-50-1400	1300-1700
2.	General Manager Grade II or equivalent	1300-60-1600-100-1800	1500(14th year or under)-2000
3.	General Manager Grade I or equivalent	1800-100-2000	2000-2250

There is one post of General Manager, Selection Grade in the scale of Rs. 2000-125-2250. The recommendations made in Chapter 14 in regard to posts in this grade in the Technical Wing of the service would apply to this post also.

Military Lands and Cantonments Service

36. In the Military Lands and Cantonments Service, posts of Assistant Directors are in the scale of Rs. 1100-50-1400 and those of Deputy Directors are in the scale of Rs. 1300-60-1600. The Deputy Directors are generally posted at the various command headquarters of the Army and are responsible for the acquisition, requisition or hiring of properties required for the defence services, their management and disposal, etc. The Assistant Directors assist the Deputy Directors at the command headquarters and are responsible for inspection of cantonments and military estate circles. The Military Lands and Cantonments Service Association has

made a grievance of the fact that while in other services the posts above the time scale are generally in the scale of Rs. 1300—1600, the posts of Assistant Directors in this service are in the lower scale of Rs. 1100—1400. As the posts in the two grades represent distinct levels of responsibility, we do not recommend an upgradation of the posts of Assistant Director who should be placed in the scale of Rs. 1300—1700.

37. The highest cadre post for the members of this service is that of Director, Military Lands and Cantonments in the pay scale of Rs. 1800—2250. The Study Team on Defence Matters set up by the Administrative Reforms Commission had recommended that this post should carry the pay and status of a Joint Secretary and be redesignated as Director General, Military Lands and Cantonments. Government have not taken any final decision on this recommendation. Having regard to the duties and responsibilities of the Director, Military Lands and Cantonments and keeping in view the fact that this is the highest cadre post for the members of this service, we recommend the scale of Rs. 2250—2750 for this post.

Central Information Service

38. Our recommendations in regard to the changes in the cadre structure and pay scales of the posts in the Central Information Service are contained in Chapter 31.

Special Pay

39. Our recommendations in regard to grant of special pay to the field posts and the posts in the headquarters of these services are contained in Chapter 8.

40. We understand that on appointment to the posts of Under Secretary and Deputy Secretary in the Central Secretariat, the pay plus special pay of the officers belonging to these services is so regulated that the same does not exceed the pay plus special pay admissible in the same post to the IAS officers with corresponding seniority and length of service. It seems to us that this restriction does not serve much public purpose, merely acts as an irritant, and leads to additional scrutiny and paper work. We would accordingly recommend that it be discontinued.

CHAPTER 13

CLASS II SERVICES AND POSTS

The number of Class II posts under the Government of India (both gazetted and non-gazetted) is 46,122*. A Class II post is generally considered to be one the pay of which, or the maximum of the scale of which, is not less than Rs. 575 per month, but is less than Rs. 950 per month. Several exceptions have been made to this general rule and certain categories of staff in the Central Secretariat and some other Departments, which should normally have been categorised as Class III, have been designated as Class II (non-gazetted). Similarly, some posts in the Ministry of Education, the maximum of whose pay scale is only Rs. 900, have been categorised as Class I.

2. There are 99 different scales prescribed for Class II posts, the bulk of the posts being distributed among the five scales shown in the Table below:—

TABLE I

Scale of pay (Rs.)	No. of posts
1. 590-30-830-35-900	3,083
2. 350-900 (four scales with these starting and ending points)	19,485
3. 350-800 (two scales with these starting and ending points)	2,548
4. 325-575 (four scales with these starting and ending points)	4,434
5. 210-530 (three scales with these starting and ending points)	11,145
TOTAL	40,695

3. There are wide variations in the practice adopted by different departments in regard to the manner in which the Class II posts are filled as also the proportion of the Class I posts set apart for promotion of the Class II Officers. The bulk of the Class II Services and posts are filled by promotion from the corresponding Class III or non-gazetted Class II cadres. Class II posts are generally filled by promotion in Departments which have regularly constituted Class I Services. The exceptions are in the Customs and Central Excise and in the Military Lands and Cantonment Departments where there is direct recruitment to Class II to the extent of 50% and 60% respectively. There is also a small amount of direct recruitment to the grade of Section Officers (Class II) of the Central Secretariat Service. In the scientific group, however, the practice is to undertake direct recruitment to the Class II posts generally up to

50%. In major groups of Class I and Class II posts which are yet to be formed into organised Services, such as the engineering cadres of All India Radio, there is direct recruitment to Class II as well as to the Junior Class I grade often through the same competitive examination. As indicated in Chapter 16, recruitment to both the Central Health Service and the Railway Medical Service is initially to the Class II service.

4. The pattern of promotion to Class I also varies considerably. In some cases, the promotion is directly to the Class I Senior Scale, but generally, it is to the Class I Junior Scale. In some cases, the promotion is against permanent posts in, others against permanent vacancies, and in still others, against permanent as well as temporary vacancies. The percentage reserved for promotion is generally 25 or 33-1/3, but in some cases, it is only 20, as in the Indian Audit & Accounts Service, and Indian Defence Accounts Service, or as much as 50%, as in the Telegraph Engineering Service. In the Central Health Service, all posts of General Duty Officers, Grade I are filled by promotion. In some departments some weightage is accorded for the service rendered in Class II for the purpose of fixation of seniority on promotion to Class I.

5. The associations of Class II Gazetted Officers have demanded the abolition of the Class II gazetted services and their merger with the junior scale of the corresponding Class I Services, on the plea that members of the Class II Services normally perform the same functions as are performed by members of the Class I Services at junior levels. A more or less similar plea was made before the First and Second Pay Commissions also. However, both these Commissions did not accept the plea, and recommended the continuance of Class II posts as a separate entity†.

6. We have again considered whether the existing pattern of having Class I and gazetted Class II service requires any change. While direct recruitment is made to the junior scale of the organised Class I Services (or to the lower segment of the integrated scale in certain cases) the well-understood intention is that these direct recruits will spend only a relatively short period in the junior scale or the lower segment of the integrated scale, as the case may be. During this period, which is usually 6 years or so, the direct recruit undergoes a period of in-service training, and acquires considerable experience, as he is continuously called upon to meet fresh challenges, and encouraged to take responsibility. The career grade is the senior scale. The intention is to build up the direct recruit

*Of these 28,781 are Gazetted posts.

†Paragraph 29, page 19 of the Report of the First Pay Commission and paragraph 8, pages 148-149 of the Report of the Second Pay Commission.

so that he can hold the top administrative posts while he is still young, and to develop his qualities of drive and initiative. On the other hand, the Class II services often mark the culmination of the career of efficient Class III employees, though direct recruitment also does take place, as indicated earlier. While the Class II officer often exercises similar statutory powers as a Junior Class I officer, the responsibilities he is called upon to discharge, however, are somewhat more routine, and there is a greater degree of supervision. We are of the view that, having regard to the different roles assigned to these services, and to the need for building up cadres to man the senior administrative posts, the existing division into Class I and Class II Services should be retained.

7. The merger of this category with the Junior Class I cadre would mean an addition to this base of approximately another 30,000 posts, most of which would have been filled by lower standards of recruitment and promotion. More-over this vastly expanded base would, by considerably reducing the further promotion prospects of the directly recruited Class I officers, render that service very unattractive and the Class I Services would thus fail to attract candidates of the right calibre. There would also be another serious objection. If all the Class II posts are converted into Junior Class I, it would mean that selection to the new cadres would be through the Union Public Service Commission, partly by promotion and partly by direct recruitment. At present, generally speaking, the Class II is largely promoted from below. Conversion to Class I implies that, to the extent that these posts are filled by direct recruitment, the avenues of promotion now available for Class III would shrink.

8. Most of the official witnesses have favoured the continuance of the existing differentiation. In regard to the practice in some Departments of recruiting personnel for the Class I and the Class II from the same competition, depending on their ranking and putting them initially on jobs which are indistinguishable, except for their designations, the official witnesses do not see any anomaly in this practice since the period for which this situation prevails in the organised Class I Services is short, and ceases as soon as the direct recruit to the Class I moves into the Senior Scale and assumes higher responsibilities.

9. We have, therefore, come to the conclusion that the distinction made at present between the Class II and the Junior Class I grades is justified, and that it is not repugnant to any particular principle. The Class II cadre should, therefore, continue as a separate entity.

10. The other demands of the associations are: (i) an increase in the quota of promotion from Class

II to the Class I, (ii) relating the prescribed promotion quota to permanent posts and not to permanent vacancies, (iii) weightage for seniority purposes in Class I, for the service rendered in Class II and (iv) equal treatment with the direct recruits to Class I Service in respect of confirmation therein after promotion. As regards the demands for a larger quantum of reservation for promotion to the Class I cadre and for weightage for the service rendered in the Class II on subsequent promotion to Class I, the practice differs a great deal as these depend largely on the needs and the organisation of the different Services. We do not, therefore, feel justified in suggesting any common pattern. We would, however, suggest that some weightage should be accorded for the service rendered in Class II, at least in those Class I Services where promotion from Class II is, for all practical purposes, to the senior scale of Class I. We would, however, leave the extent of the weightage and the conditions under which it is to be given to be decided by the individual Departments.

11. On the need for having direct recruitment to the Class II cadre also, there has been no unanimity in the evidence received by us. Certain departments would like to continue with such direct recruitment. Most of the engineering departments, which have organised Class I Services, were, however, in favour of filling the Class II posts entirely by promotion. From the view-point of improving the promotion chances of the Class III staff, it would be desirable to avoid direct recruitment to Class II wherever possible. Although we conceive of the Class II service as primarily providing a promotion avenue for the Class III staff, here again, we would leave the choice to the individual departments since the decision would have to depend on the size of the Class II cadre and the quality of the Class III base from which promotion takes place.

12. The standard Class II scale of Rs. 350—25—500—30—590—EB—800—EB—30—830—35—900 is a 20-year scale. We prescribe a somewhat shorter revised scale of Rs. 650—1200 (16 years). Unless we have otherwise specified in the appropriate chapters, all the posts which are at present in the standard Class II scale should be replaced by the proposed scale. There is a large number of posts which are at present borne on scales which are segments of the standard Class II scale. We have recommended suitable substitutes for these scales in the appropriate chapters; we have, however, tried to standardise on two segments, viz.,—

Lower Segment Rs. 650—960.

Upper Segment Rs. 840—1200. ||

CHAPTER 14

ENGINEERING SERVICES

I. Class I Engineering Services and Posts

1. The distribution of Class I Engineering posts in different Departments and scales of pay is given in the table below :

TABLE I

(Giving the total number of Class I Engineering posts in all Departments)

Scale (Rs.)	Railways	Defence	P&T	Works & Housing	Irrigation & Power	Shipping & Transport	Industrial Development	Information & Broadcasting	Supply	Tourism & Civil Aviation	16 Other Depts.	Total
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)
1. 400-950	1238	1529	290	164	549	95	199	382	151	173	309	5079
2. 700-1250	1036	870	436	333	264	116	64	135	76	95	262	3687
3. 1100-1400	—	176	—	3	—	2	7	1	—	31	83	303
4. 1300-1600	271	8	92	1	9	1	5	44	28	5	88	552
5. 1300-1800	—	228	7	70	61	42	2	—	—	7	21	438
6. 1600-1800	91	9	—	—	—	—	—	11	3	—	30	144
7. 1800-2000	15	16	—	2	8	12	16	2	7	4	11	93
8. 1800-2250	45	—	21	—	—	—	—	—	—	—	6	72
9. 2000 fixed	—	1	1	12	10	8	—	—	—	—	2	34
10. 2000-2250	—	18	—	—	—	1	4	1	—	1	6	31
11. 2000-2500	42	—	—	—	—	—	—	—	—	5	—	47
12. 2250-2500	—	7	—	—	—	—	—	—	—	—	1	8
13. Higher Scales	18	1	2	1	13	6	3	—	—	1	5	50
TOTAL	2756	2863	849	586	914	283	300	576	265	322	824	10538
14. 26 Other Scales	—	13	—	—	63	112	77	1	—	—	316	582
GRAND TOTAL	2756	2876	849	586	977	395	377	577	265	322	1140	11120

2. The number of these posts has increased from 3859 at the time of the Second Pay Commission to

11120 on 1-1-1971. The majority of these posts have been encadred in fifteen organised Services. The

details of the cadre strength of the organised Services are given in the table below:

TABLE II
Grade composition of Engineering Services (Class I)

1	Time Scales (Rs.)		Junior and Inter Administrative Grade (Rs.)					Senior Administrative Grade and above (Rs.)										19	20	21
	400-950	700-1250	1100-1400	1300-1600	1300-1800	1600-1800	1800-2000	1800-2250	2000 fixed	2000-2250	2000-2500	2250-2500	2500	2500-2750	2750	3000 fixed	3250 fixed				TOTAL	Percentage of JA & IA posts in the total strength	Percentage of post on Rs. 1800-2000 and above in the total strength
1. Central Electrical Engineering Service (1-1-1971)	30	63	—	—	10	—	—	—	1	—	—	—	—	—	—	—	—	104	9.6%	1.0%
2. Central Engineering Service (1-1-1971)	106	209	—	—	40	—	—	—	9	—	—	—	—	1	—	—	—	365	10.9%	2.8%
3. Central Engineering Service (Roads) (31-3-1970)	71	83	—	—	28	—	—	—	8	—	—	—	2†	—	—	1†	—	193	14.5%	5.7%
4. Central Power Engineering Service (1-9-1971)	191§	89§	—	—	21§	—	4	—	3£	—	—	—	—	—	—	4†	—	312	6.7%	3.5%
5. Central Water Engineering Service (1-1-1971)	306§	122§	—	—	27§	—	2	—	2£	—	—	—	—	—	—	4†	1†	464	6.0%	1.9%
6. Indian Inspection Service* (Engineering Branch) (1-1-1971)	79	33	—	9	—	1	1	—	—	—	—	—	—	—	—	—	—	123	8.1%	0.8%
7. Indian Supply Service (1-1-1971)	70	34	—	18	—	2	4	—	—	1	—	—	—	—	—	—	—	129	15.5%	3.8%
8. Indian Ordnance Factories Service* (1-1-1971)	334	212	140	—	60	—	12	—	—	16	—	7	—	—	—	—	1	782	25.6%	4.6%
9. Military Engineering Service (1-1-1971)	669	332	—	—	82	—	1	—	1	—	—	—	—	—	—	—	—	1085	7.5%	0.2%
10. Indian Railway Service of Electrical Engineers@ (1-1-1971)	174	176	—	25	—	7	—	7	—	—	3	—	—	—	—	—	—	392	8.1%	2.5%
11. Indian Railway Service of Engineers@ (1-1-1971)	470	371	—	67	—	38	—	—	—	—	20	—	—	—	—	—	—	966	10.9%	2.0%
12. Indian Railway Service of Mechanical Engineers@ (1-1-1971)†	378	229	—	75	—	20	—	—	—	—	13	—	—	—	—	—	—	715	13.3%	1.8%
13. Indian Railway Service of Signal Engineers@ (1-1-1971)	106	168	—	22	—	5	—	13	—	—	—	—	—	—	—	—	—	314	8.6%	4.1%
14. Indian Railway Stores Service (1-1-1971)	110	92	—	25	—	3	—	11	—	—	—	—	—	—	—	—	—	241	11.6%	4.5%
15. Telegraph Engineering Service (1-7-1970)	192	377	—	87	—	—	—	21	—	—	—	—	—	1	—	1	—	679	12.8%	3.4%
TOTAL	3286	2590	140	328	268	76	24	52	24	17	36	7	2	2	8	3	1	6864	11.8%	2.5%

Note: @ In addition to these posts, the following general management posts were occupied by the five Railway Engineering Services in the Zonal Railways, in the RDSO and in the Railway Board (on 15-10-1971)

§ Deputation quota for State Engineering cadres of 25% of the posts.

£ Deputation quota for State Engineering cadres of 50% of the posts.

* Also includes posts of Chemists, Metallurgists, Leather Technologists, and Clothing Technicians.

† These posts are open for a wide field of selection.

Pay or Pay scale (Rs.)	IRSE	IRSME	IRSEE	IRSSE	IRSS	Total
1300-1600.	9	8	—	—	—	17
1330-1600						
1600-1800+ } 200 S.P.	12	13	6	6	3	40
1600-1800.	13	5	—	—	—	18
1800-2000.	11	4	—	—	—	15
1800-2250.	1	—	—	—	—	1
1800-2000 } 1800-2250	—	1	—	1	—	2
2000-2500.	4	1	—	—	1	6
2000-2500+ } 250/- S.P.	3	3	3	1	1	11
1800-2250+ } 250/- S.P.						
2500-2750.	3	1	1	—	—	5
3000 fixed	5	5	—	—	—	10
3500 fixed	2	1	—	—	—	3
TOTAL	63	42	10	8	5	128

3. The field of operation of the Engineers of the Central Government covers the whole gamut of engineering activity in the country. This includes, roads and buildings, the permanent way, bridge engineering, tele-communications, manufacture of railway engines and rolling stock, ammunition and ordnance production, electronics, design and construction of power plants, dams and hydro-electric works etc. To the extent that economic planning and developmental programmes based on technology have been accepted as a legitimate function of the Government, the role of engineering cadres in public administration has widened. Wherever technology is involved these services are participating directly or indirectly, at the higher levels in planning, in policy formulation and in decisions making.

4. Recruitment to these Engineering Services is made on the results of two competitive examinations held annually by the Union Public Service Commission. The Combined Engineering Services Examination feeds the fifteen organised Services listed in Table II. Recruitment is also made through the same examination to the posts of Deputy Armament Supply Officers Grade II in the Ministry of Defence, Assistant Development Officers (Engineering) in the Ministry of Industrial Development, Assistant Drilling Engineers and Mechanical Engineers (Junior) in the Geological Survey of India, etc. The minimum qualification required is a Degree in Engineering.

5. The second examination is the Engineering Services (Electronics) Examination. The minimum qualification required for competing in this examination is a Degree in Engineering or its equivalent, or a Master's Degree in Physics with Wireless Communication, Electronics, Radio Physics or, Radio Engineering as a special subject. Class I and Class II Engineering posts in the All India Radio, Overseas Communications Service and in the Ministries of Tourism and Civil Aviation, Defence, and Industrial Development, are filled on the results of this examination.

6. Direct recruitment is to the Class I Junior Grade. As in the case of non-technical Class I Services, in the organised Class I Engineering Services also the Junior Grade serves as a training and preparatory period for the direct recruits. Promotion to the Senior Class I scale is made normally around the 5th or 6th year. The Senior Scale is the executive grade in which the officers are directly concerned with the design and execution of works, and with project engineering and technical planning. The next higher grade is the Junior Administrative or the Superintending Grade. Officers at this level supervise, guide and co-ordinate the work of four or more executive grade officers. The next level is generally that of the Chief Engineer or an equivalent functionary in whom rests the control and direction of all the works in a Department or Zone. The holders of these posts are generally deemed to be Heads of Departments and are required to exercise considerable financial and administrative powers. Each Chief Engineer (or the equivalent functionary) has four or five officers of the Superintending Grade under him, and is responsible for an annual expenditure of over Rs. 5 or 6 crores.

In some of the bigger Departments where there are a number of officers of the rank of Chief Engineer, the posts of engineering officers of still higher rank also exist.

7. Except for a small minority who are engaged in design and planning, or administration at the Headquarters, the rest of the engineering officers are holding field posts. They have an all-India service liability, and in practice also are transferable all over the country. Officers working in the General Reserve Engineer Force of the Border Roads Organisation, the Central Public Works Department, the Central Water & Power Commission, the Railways, the Posts & Telegraphs, and the Military Engineer Service, when posted to remote areas, work under difficult conditions.

8. Barring a few exceptions, these Services have a common grade structure with the following scales of pay :—

	Rs.
Junior Class I	400-400-450-30-600-35-670- EB-35-950
Senior Class I	700-40-1100-50/2-1250
Junior Administrative Grade	1300-60-1600 OR 1300-60-1600-160-1800
Senior Administrative Grade	1800-100-2000 OR 1800-100-2000-125-2250 OR 2000/- fixed OR 2000-125-2250 OR 2000-100-2500

9. Both the First and the Second Pay Commission recommended the scale of Rs. 1300—60—1600 as the normal Junior Administrative Grade in these Services. The Second Pay Commission, however, recommended the scale of Rs. 1300—1800 in respect of those Civil Engineering cadres where they felt that the prospects of promotion to higher levels were relatively poor. The fixed pay of Rs. 2000/- generally applies to the Chief Engineers on the Civil Engineering side. The scale of Rs. 1800—2250 applies to equivalent posts in the Posts and Telegraphs, and in the Electrical, Signal and Telecommunications and Stores Departments of the Railways. The scale of Rs. 2000—2500 applies to the Chief Engineers, Chief Mechanical Engineers, and three of the Chief Electrical Engineers in the Railways. In a few Departments posts carrying a higher pay exist, viz., Rs. 2250—2500, Rs. 2500(fixed), Rs. 2500—2750, Rs. 2750(fixed), Rs. 3000, and Rs. 3250.

10. Most of the Engineering Officers, Associations have laid stress on the high quality of recruitment to the Engineering Services, and the contribution that the cadres make to the economic development and technological advance of the country. They should, therefore, not be treated less favourably than the Indian Administrative Service in matters of remuneration and career prospects. They have complained of poor promotion prospects owing to limited access to policy making posts in the Secretariat. They have also drawn attention to the higher remuneration available to the Engineers at comparable levels in the Public Sector in private industries. Most of the Associations have pressed for additions to pay such as technical pay, field duty allowance, design and planning allowance, non-practising allowance, and

post-graduate allowance. Their more specific demands are: the Junior and Senior Class I Scales should be the same as those prescribed for the Indian Administrative Service; there should be a Selection Grade above the Senior Scale as in the Indian Administrative Service; the Junior and Senior Administrative Grades should be respectively equated with the Commissioners of Revenue Divisions or Joint Secretaries in the Government of India and with the Additional Secretary; and the still higher posts should be equated with the Secretary to the Government of India.

11. The percentage of candidates with first classes who entered the central Engineering Services Class I between 1961 and 1968 is 75.6 as against 25.7 in the Administrative and non-technical Services. Taken at face value, these figures might even be said to indicate that the existing scales of pay are adequate for attracting candidates of the right calibre. On the other hand, some witnesses have drawn attention to the lack of candidates from some of the reputed institutions, and others have complained of the fall in quality. Entry into engineering courses in reputed institutions is more selective than into science courses which in turn is more selective than into arts courses. On the other hand, the larger percentage of candidates having first classes entering the Engineering Services should be viewed against the fact that while the percentage of first classes awarded in engineering courses was as high as 50, it was only 11 and 1.6 respectively in the science and arts courses. Moreover, while only 2.3 per cent of the total out-turn of general graduates take the Indian Administrative Service etc. Examination as much as 19.85 per cent of the output of engineering graduates compete at the Combined Engineering Services Examination. The question of the comparative quality of the candidates entering the engineering and non-technical Class I Services is thus deeply involuted, and in any case, we do not consider it necessary to pronounce on the claims made by the engineering associations one way or the other, which would, at best, be a subjective judgment.

12. While most of the witnesses supported the demand for parity with the Indian Administrative Service, others thought that such parity need not be established inasmuch as the responsibilities borne by the Indian Administrative Service are higher and more exacting. They, however, expressed the view that the pay scales of the Engineering Services should be improved, as the higher engineering posts had been undervalued in the past. Some of the witnesses also thought that while an arithmetical equation in the pay scales is not necessary, a broad parallelism must be adopted *vis-a-vis* the Indian Administrative Service and the highest salaries should be brought within the reach of the engineering cadres also.

13. We have given a good deal of thought to the demand for parity with the Indian Administrative Service. The aptness and relevance of the basic premise which has been advanced in support of this demand has to be readily conceded. The contribution which the Engineering Services are now making towards economic development is impressive, and their role in applying and adapting modern technology to

projects under Indian conditions will become even more demanding and, perhaps, decisive, in certain key sectors with the passage of time. A Government which is firmly committed to plant, direct and implement the processes of economic and industrial growth and also to control the strategic heights of the economy, has to have at its command technical cadres of high calibre. The range of functions which the Government has taken on itself, therefore, underlines the importance of the role assigned to Government engineers. As in the case of non-technical Services, our own approach to this question derives from the existing differences in the manner in which the Engineering Services on the one hand, and the Indian Administrative Service on the other, have been structured. While the Senior Scale of the latter encompasses more than one level of responsibility and has to remain integrated on practical and administrative considerations, more or less the same range of pay in the Engineering Services covers two distinct levels, namely the Senior Scale and the Junior Administrative Grade. The nature of the functions as well as the conditions under which these are carried out at these levels are palpably different. These peculiarities render difficult any precise comparison between the individual grades in the two Services. We have, however, come to the conclusion that, consistent with the important role assigned to the Engineering Services, they should not suffer either from a sense of deprivation in emoluments, or in the estimation of the value that Government puts on their services, and that, while we have not found an arithmetical equation between the Engineering and the Indian Administrative Services practicable, the salary structure should aim at a broad parity between them. With this in view we have equated the Junior Scale of the two Services, narrowed the existing differential at the start of the Senior Scale, improved the Junior Administrative Grade, both by equating the maximum of this scale in all the Engineering Services with the maximum of the Senior Scale of the Indian Administrative Service and by providing an equivalent Selection Grade above this level. We have also upgraded the highest posts so as to bring them in line with the highest posts available to the Indian Administrative Service. Given the basic differences in the present structure between the two Services, we feel that this is the most that is practicable at the present time.

14. Our general scheme for remuneration of the different grades in the Class I Engineering posts is as follows:—

(a) Junior Scale

The Junior Scale should be the same as the one we have recommended for the all-India Services and the Non-Technical Central Class I Services, namely:—
Rs. 700—1300

(b) Senior Scale

We are of the view that in the organised Class I Engineering Services in which direct recruitment to the Junior Class I Scale is through the Combined Engineering Services Examination conducted by the Union Public Service Commission, the Senior Scale should be at par with the Senior Scale that we have

recommended for the Scientific Services. We recommend the Senior Scale of Rs. 1100—(6th year or under)—1600 in these cases*. In all other cases the Senior Scale will be Rs. 1050—1600. At present the Union Public Service Commission also conducts the Engineering Services (Electronics) Examination for recruitment to Class I posts in the All India Radio (Ministry of Information and Broadcasting), Overseas Communications Service (Ministry of Communications) etc. Such groups of engineering posts are yet to be constituted as organised Services. We envisage early action for the constitution as organised Services of posts to which recruitment is through either the Combined Engineering Services Examination or the Engineering Services (Electronics) Examination. If this is done the scale of Rs. 1100—(6th year or under)—1600 should apply.

(c) Junior Administrative Grade

(i) There are 303 posts in the scale of Rs. 1100-50-1400. Of these, 140 are in the Indian Ordnance Factories Service (Manager or Senior Deputy Assistant Director General). According to the departmental witnesses this grade constitutes a distinct level which should be retained as a separate entity. We recommend for the posts in this grade the scale of Rs. 1300—1700. In a few other cases while dealing with the concerned Departments, we have suggested a different conversion for posts in this scale after taking into consideration the cadre structure, as well as the duties and responsibilities of the concerned posts.

(ii) The Junior Administrative Grades of Rs. 1300—1600 and Rs. 1300—1800 in the organised Services should be replaced by the scale of Rs. 1500 (14th year or under)—2000. In the Railways and in a few other Departments there is in addition to the Junior Administrative Grade of Rs. 1300—1600, an Intermediate Administrative Grade of Rs. 1600—1800. We recommend that the proposed Junior Administrative Grade of Rs. 1500—2000 should replace the existing scales of Rs. 1300—1600 and Rs. 1600—1800, in Services where these two grades exist. Where a Department wishes to retain the separate grades of Rs. 1300—1600 and Rs. 1600—1800, the revised scales should be Rs. 1500—(14th year or under)—1800 and Rs. 1800—2000 respectively. The existing scales of Rs. 1300—1600 and Rs. 1600—1800 which also apply to isolated engineering posts, should be replaced by the scales of Rs. 1500—1800 and Rs. 1800—2000 respectively, save in those cases where we have recommended a different conversion, while dealing with the concerned Departments.

(d) Selection Grade

In view of the relatively small percentage (2.5 per cent of the total strength) of posts above the Junior and Intermediate Administrative Grades which are held by the members of the Engineering Services, we recommend the introduction of a Selection Grade of Rs. 2000—2250 in the organised Services. The Selection Grade should be admissible to the officers who have reached the stage of Rs. 2000 in the Junior Administrative Grade or Intermediate Administrative Grade, as the case may be, and stayed at the maximum for a period of two years. The number of Selection Grade posts should be periodically deter-

mined after a detailed review of the cadre structure of the various Engineering Services.

(e) Senior Administrative Grade (Heads of Departments)

For the posts of Chief Engineers and other equivalent posts of Heads of Engineering Departments now in the grades of Rs. 2000 fixed, Rs. 1800—2250, Rs. 2000—2250, and Rs. 2000—2500, we envisage the same structure of remuneration as for the equivalent posts in the non-technical Class I Services. Thus, the posts of Engineering Heads in the various Ministries and Departments should be placed in one or the other of two scales of pay for reasons more or less similar to those given by us in respect of the non-engineering Heads of Departments. We have satisfied ourselves that the workload and the level of responsibility differ significantly from one organisation to another within the same Ministry or Department for the various Engineering Heads, and they can be equitably placed on different scales of pay. Thus, in the Ordnance Factories, even amongst those in-charge of Selection Grade General Managers, the numbers of workers employed and the value of the output cover a considerable range from one factory to another. In the Railways, there has for long been a system of major heads and minor heads, though on a functional basis. An analysis of the figures for the different zonal railways indicates that wide differences prevail from zone to zone. Taking indicators, such as the capital at charge, number of staff employed, passenger-kilometres, or tonne-kilometres moved, it is possible to distinguish between the zonal railways, some of which appear to be significantly larger systems involving heavier responsibilities than others. The Railways themselves have found it necessary to upgrade certain posts of Chief Electrical Engineers in those zonal railways which have long sections of electrified track. We are, therefore, of the view that on the Railways, it would be equitable to draw a distinction on the basis of the importance of the worth of charge of an Engineering Head in a particular railway, and this differentiation need not necessarily be on a functional basis. Similarly, on the Telegraph Engineering side, there are certain General Managers who are responsible for the telephone systems in the large metropolitan cities and for planning and development. In the Central Public Works Department, there seem to be certain charges which are heavier and have larger complements of staff, and some others which are primarily concerned with design and development. These may be remunerated at higher rates. We accordingly recommend that the posts of Engineering Heads of Departments which are occupied by members of the organised Class I Engineering Services and which are now in the grades of Rs. 2000 fixed, or Rs. 1800—2250, or Rs. 2000—2250, or Rs. 2000—2500, should be placed in two scales, namely, Rs. 2250—2500 and Rs. 2500—2750. Even the lower of these two scales would result in an improvement over the existing levels. We recommend that a minimum of one-third of the posts which are now in the grade of Rs. 2000 fixed, Rs. 1800—2250, Rs. 2000—2250, or Rs. 2000—2500 should be placed in the scale of Rs. 2500—2750. In the Railways, however, both the scales of Rs. 1800—2250 and Rs. 2000—2500 are prevalent for the engineering Heads. Some more posts on these two

*Member Secretary has dissented from the view *vide* his Note of Dissent.

scales are shared by both the engineering and the non-engineering cadres. All such posts on these two scales in the Railways should be pooled and a minimum of one-third of the total number should be placed in the scale of Rs. 2500—2750 on a non-functional basis. We also recommend that if for administrative and other considerations, it is thought necessary by any Ministry/Department (including the Railways) to place more than one-third of the posts in the higher grade they may do so with the prior concurrence of the Ministry of Finance, provided the proportion does not exceed one half. We further recommend that no special pay should be attached to any of the posts in these Services, in addition to the scales of Rs. 2250—2500 and Rs. 2500—2750 recommended by us.

(f) The Highest Posts

For the still higher posts our approach is that in each major engineering stream the highest posts should have a pay scale reaching the pay of the Secretary to the Government of India. In certain cases we have recommended the same pay for the Engineering Head as for a Secretary to the Government of India. We envisage the following four grades of remuneration for the top posts depending upon the importance of the charge, and the duties and responsibilities attached to it:—

- (i) Rs. 2500—3000
- (ii) Rs. 3000 fixed
- (iii) Rs. 3000—3500
- (iv) Rs. 3500 fixed

While we have made recommendations for some of these posts later in this Section when discussing the individual Services, the others are covered in the Chapters dealing with the individual Departments.

MINISTRY OF DEFENCE

Indian Ordnance Factories Service (Technical)

15. The distribution of posts in the various grades of this Service is given in the table below:—

TABLE III

Designation	Existing Scale (Rs.)	No.
Technical Staff Officer OR Assistant Manager	400-400-450-30-600-35 670-EB-35-950	334
Deputy Assistant Director General OR Deputy Manager	700-40-1100-50/2-1250	212
Senior Deputy Assistant Director General OR Manager	1100-50-1400	140
Assistant Director General Grade II OR General Manager Grade II	1300-60-1600-100-1800	60

Designation	Existing Scale (Rs.)	No.
Assistant Director General Grade I OR General Manager Grade I	1800-100-2000	12
Deputy Director General OR General Manager (Selection Grade)	2000-125-2250	16
Regional Director	2000-125-2250 OR 2250-125-2500	4
Additional Director General	2250-125-2500	3
Director General	3250/-fixed	1
		782

For the posts in the grades above the scale of Rs. 1300—1800 our recommendations are as follows:—

(i) The posts of Assistant Directors General, Grade I and General Managers, Grade I should be in the scale of Rs. 2000—2250.

(ii) The posts of Deputy Directors General and Selection Grade General Managers should be placed in the scale of Rs. 2250—2500; further, not less than one-third but not more than half of these posts, should be placed in the higher scale of Rs. 2500—2750 on the criteria that we have laid down earlier in respect of the Engineering Heads.

(iii) The posts of Additional Directors General should be on the fixed pay of Rs. 3000.

(iv) Since the scale of the Regional Directors varies with the rank of the incumbents who fill the posts, we do not consider it necessary to specify any particular scale or scales for these posts. These posts should be on the scale applicable to Selection Grade General Managers and Deputy Directors General, or the fixed pay applicable to the Additional Director General depending upon the rank of the incumbent who fills the post.

(v) The Director General of Ordnance Factories should be on a fixed pay of Rs. 3500.*

Military Engineer Service

16. The Class I cadre of the Military Engineer Service comprises three branches—the Engineering cadre, the Surveyor of Works cadre and the Architect cadre. The cadre is composed of military and civilian elements. In the Engineering cadre the proportion is 50 : 50 up to the grade of Commander Works Engineers (Junior Administrative Grade). The higher posts are normally held by the members of the Corps of Engineers. In the Surveyor of Works cadre up to 25 per cent of the posts of Surveyors of Works and Superintending Surveyor of Works can be filled by the 'militarised' personnel. Similarly 20 per cent of the posts in all the grades of the Architect cadre can be filled by the 'militarised' personnel. The distribution

*Member Secretary has dissented from the view *vide* his Note of Dissent.

of the posts in the three cadres is shown in the table below:—

TABLE IV

Designation	Scale of pay Rs.	Strength		Total
		Army	Civil	
(i) Engineering Cadre				
Assistant Executive Engineer/Assistant Surveyor of Works	400-950	223	669	892
Executive Engineer	700-1250	198	254	452
Superintending Engineer	1300-60-1600-100-1800	95	59	154
Deputy Chief Engineer	1300-60-1600-100-1800 and a Special Pay of Rs. 100/- p.m.	15	5	20
Chief Engineer	2000/- fixed	20	1	1
Director General of Works	—	1	—	1
TOTAL		552	988	1540
(ii) Surveyor of Works Cadre				
Assistant Surveyor of Works	400-950	(included with Assistant Executive Engineer in the Engineering cadre)		
Surveyor of Works	700-1250	37	78	115
Superintending Surveyor of Works	1300-60-1600-100-1800	—	18	18
Chief Surveyor of Works	1800-100-2000	—	1	1
TOTAL		37	97	134
(iii) Architect Cadre				
Deputy Architect	400-950	6	28	34
Architect	700-1250	6	36	42
Senior Architect	1300-60-1600-100-1800	6	14	20
Chief Architect	1800-100-2000	—	1	1
TOTAL		18	79	97

17. At the head of the organisation is the Engineer-in-Chief in the rank of Lieutenant General. The hierarchy below consists of a Director General of Works (an officer of the rank of Major General)*.

the Chief Engineers of Commands (Brigadiers), Zonal Chief Engineers (Brigadiers), Deputy Chief Engineers (Colonels or Superintending Grade Engineers), Commander Works Engineers (Lieutenant-Colonels or Superintending Grade Engineers), Garrison Engineers (Majors or Class I Senior Scale Officers). Between the Chief Engineers and the Superintending Engineer there is an intermediate level of Deputy Chief Engineer. This level is normally not encountered in the civilian construction organisations.

18. Civilian officers of the Military Engineer Service have complained that their promotion prospects are poor, compared to those of the military officers in the same service, as also when compared with the other civilian engineering cadres and hardly any can rise to the Chief Engineer's rank. Ensuring adequate representation of the civilian and the military components in the different grades is a matter which impinges on the role and the organisation of this force as also the convenient deployment of military personnel, who have to rotate between peace and field areas. We would be reluctant to go into this matter which is primarily administrative, but would nevertheless suggest that the grievance of the civilian officers should be looked into sympathetically.

19. The Deputy Chief Engineers now have a special pay of Rs. 100 in addition to their grade pay. We recommend that this special pay should be increased to Rs. 200. The Chief Engineer should be in the scale of Rs. 2250-2500. For the Chief Architect and the Chief Surveyor of Works we recommend the scale of Rs. 2000-2500.

MINISTRY OF COMMUNICATIONS

The Telegraph Engineering Service

20. The distribution of posts in the different grades of this Service has been given in Table II. The following field posts in the Junior Administrative Grade carry a special pay of Rs. 200 in view of their relatively higher responsibilities:—

District Managers of Telephones at Bangalore, Poona, Ahmedabad, Kanpur, Hyderabad, Patna, Jaipur, and Nagpur, the Regional Directors of Tele-Communications at Delhi, Madras, Bombay and Calcutta; Chief Controller, Telegraph Stores; and Directors, Tele-communications Training Centre, Jabalpur.

Since these special pays have been granted in view of the higher responsibilities, they should continue. The Senior Administrative Grade posts in this service are in the scale of Rs. 1800—100—2000—125—2250 and should be placed in two scales of Rs. 2250—2500 and Rs. 2500—2750 on the lines recommended in respect of Heads of Departments in general. For the Senior Administrative Grade posts which are in the Headquarters organisation and for the posts of the Senior Member (Telecommunication Operations) and the Member (Telecommunication Development) of the P & T Board we have made separate recommendations in Chapter 23 on the Ministry of Communications.

*Military ranks in the brackets indicate the ranks of the officers of the Corps of Engineers who can also hold these posts.

MINISTRY OF RAILWAYS

- Indian Railway Service of Engineers
- Indian Railway Service of Mechanical Engineers
- Indian Railway Service of Electrical Engineers
- Indian Railway Service of Signal Engineers
- Indian Railway Stores Service

21. The distribution of posts in these five cadres has been given in Table II. The Heads of Engineering Departments in the Zonal Railways are now in Two scales of pay viz., Rs. 2000—2500 (for Civil, Mechanical and some Electrical posts) and Rs. 1800—100—2000—125—2250 (for the rest of the Electrical posts, Signal and Stores). Posts on each of these two scales should be placed in two grades of Rs. 2250—2500 and Rs. 2500—2750 on the lines already indicated. Our recommendations in respect of the higher engineering posts in the Railways and of the posts which are shared by more than one Engineering Service or shared by them with the non-engineering cadres are contained in the Chapter on the Ministry of Railways.

MINISTRY OF WORKS & HOUSING

(Central Public Works Department)

- The Central Engineering Service
- The Central Electrical Engineering Service
- The Architectural Cadre

22. The distribution of Class I posts in different grades in the Central Engineering Service and the Central Electrical Engineering Service has been given in Table II. Similar information relating to the architectural cadre has been given in the Chapter on the Ministry of Works & Housing. The pay of the posts of Chief Engineers (Rs. 2000 fixed) should be revised on the lines already prescribed for equivalent posts. The Engineer-in-Chief of the Central Public Works Department (Rs. 2500—125/2—2750) is responsible for administering a country-wide organisation catering to the building needs of all the departments financed from the civil budget. This is the top post available to a member of the Central Engineering Service. We accordingly recommend for this post the scale of Rs. 3000—3500*.

MINISTRY OF IRRIGATION & POWER

- The Central Water Engineering Service
- The Central Power Engineering Service

23. The distribution of posts in the different grades of these two Services has been given in Table II. The pay of the posts of Chief Engineers and of equivalent posts (Rs. 2000) fixed should be revised on the lines already indicated. For the Members and Vice-Chairman of the Central Water & Power Commission we recommend the pay of Rs. 3000. The Chairman should be on the fixed pay of Rs. 3500.

Other Services

24. Our recommendations in respect of Junior Class I and Senior Class I and Junior Administrative Grades should apply to similar grades in other services and to similar grades of posts. For posts which are on odd scales and for posts which are not mentioned here and, which are on scales higher to the Junior Administrative Grade in the various Departments we have made recommendations in the chapters on the concerned Departments.

Access to Secretariat Posts

25. A general demand that has been made before us is that the engineering cadres should have access to the posts at the policy making level in the Central Secretariat. The question of personnel deployment would normally be outside our scope. However, since this demand seems to have been made at least partially because the Secretariat posts at the middle levels normally carry special pays (and therefore impinges on the conditions of service), we examine certain aspects of the demand.

26. At present there is no specific reservation for any Service of the posts in the Secretariat except that some posts of Under Secretary and Deputy Secretary are earmarked for the members of the Central Secretariat Service. Nor is there any particular bar against any service or cadre holding the middle level and higher posts in the Central Secretariat. The Study Teams of the Administrative Reforms Commission on the Machinery of Government and on Personnel Administration found that though all cadres are eligible for Secretariat postings sufficient use had not been made of the technical personnel in general for this purpose and recommended that greater use be made of these Services in the higher administration. In its report on Personnel Administration the Administrative Reforms Commission recommended that wherever knowledge of a particular technical function is predominantly required in a Secretariat post, personnel should be drawn from the relevant technical or functional Service. We are of the view that since the subject matter with which the Secretariat has to deal, has tended to become increasingly technical or otherwise specialised, there is more scope than before, for greater use being made of specialist officers at all levels. The extent of such intake will depend upon several factors and cannot be considered solely from the aspect of the avenues of promotion that can be created for a particular cadre or cadres—technical or non-technical. The paramount consideration in deployment of personnel should obviously continue to be the promotion of the public interest, and the suitability of the employee for the task in hand.

Demand for various allowances

27. We discuss below the demands made by engineering officers for various kinds of allowances in addition to the normal pay :

(i) Special pays are an unusual feature in these services. On a rough estimation not more than 2 per

*Member Secretary has dissented from the view *vide* his Note of Dissent.

cent of the posts carry special pay. The engineering cadres of the Railways and the Posts & Telegraphs also man, as a regular measure, the middle and higher administrative posts at the headquarters, viz., the Railway Board in the Ministry of Railways and the Posts & Telegraphs Board in the Ministry of Communications. Such posts carry special pays of Rs. 200 and Rs. 250 in the Railways and of Rs. 100 and Rs. 200 in the Posts & Telegraphs. We have made certain recommendations for rationalizing the pattern of special pay in Chapter 8 on General Recommendations on Pay Structure. Those recommendations would *mutatis mutandis* apply to the Engineering Services also.

(ii) **Technical Pay.**—A sum ranging from Rs. 75 per month for the Sectional Officer (or equivalent) to Rs. 300 per month for the Chief Engineer has been demanded as technical pay in recognition of the Engineers' special technical qualifications and also to enable them to make a continuous study of their subjects so as to keep abreast of the latest developments by becoming members of professional bodies, by subscribing to technical journals etc. This demand fails to recognise the fact that the engineers are recruited to government service for the practical application of their specially acquired skills and the pay attached to their posts is in fact a recognition of those skills. As for the need to keep abreast of the latest developments the existing library facilities can be availed of and these facilities can be improved if found to be inadequate. No grant of an allowance on this account is justified.

(iii) **Field Duty Allowance.**—A field duty allowance ranging from Rs. 100 for the Junior Engineer to Rs. 250 for the Superintending Engineer has been demanded in order to compensate them for the arduousness of their duties, including on-the-spot inspection of building sites, etc. Such field duty and inspection work is not peculiar to the engineering profession. Executive Officers in general administration, in the Customs & Excise, in the Postal Department and in the Police are also engaged on field duties. The obligation to go out of the office on inspection work cannot, therefore, be made a ground for the grant of an allowance.

(iv) **Post-graduate allowance.**—An allowance ranging from Rs. 100 per month to Rs. 250 per month has been demanded for members of the Engineering Services who acquire an Associate Membership, a Post-graduate Diploma, an M.Sc., M.Tech. or a Ph.D. Unless the job in view demands these higher educational qualifications, or such qualifications serve the public interest as in the case of doctors, it will not be justifiable to grant a post-graduate allowance. The reward for the acquisition of the higher qualifications should be in the form of a preference being shown for promotion to posts requiring such qualifications.

(v) **Design & Planning Allowance.**—An allowance ranging from Rs. 75 to Rs. 300 according to the grade has been demanded for the engineers working in the Central Design and Planning Offices. This demand has received support from the official witnesses who

were of the view that the design and planning work directly concerned with the Five-year Plans calls for a greater mental contribution than is normal in the cadre and that there is justification for sanctioning a design and planning allowance. We agree that economical designs, consistent with safety, are a means of effecting substantial savings in the construction projects. New design concepts are being evolved in advanced countries, and it would be in the overall public interest to attract superior talent to design and planning work. These persons should be capable of adapting new techniques to Indian conditions, innovating and experimenting. It may be noted here that in the Railways and in the Posts & Telegraphs which employ a large body of engineers, officers in the time-scale and in the Junior Administrative Grade posted in the secretariats of the respective Boards are already in receipt of a special pay of Rs. 100, Rs. 200 or Rs. 250 p.m. Some of these officers are engaged on engineering design and planning. Recently a Central Designs Office has been set up under the Engineer-in-Chief of the Central Public Works Department to handle complex problems arising in modern types of construction. There is thus a good case for the grant of a suitable special pay in these cases and we recommend accordingly. The actual quantum of the special pay for the different grades may be decided by the Government in consonance with our general recommendations on special pay.

However, in the organisations whose primary concern is design and engineering planning, e.g., the Central Water and Power Commission, there would normally be no justification for attaching any special pays for this work. If the possession of any higher qualifications is considered advantageous in the design work, there would, in our view, be justification for the grant of special pay in such cases also. While on this matter we would also refer to the case of officers of the Central Water and Power Commission who are posted to investigation circles set up for conducting basic surveys of river valleys, irrigation and power projects, etc. prior to the detailed planning and the engineering of these projects. The work involved, obliges such officers to stay for considerable periods in inhospitable regions. Officers of such organisations who actually function under such conditions, would deserve a special pay. The Government may decide on the actual rates.

(vi) **Non-practising Allowance.**—This has been demanded on the ground that medicine and engineering are both professions and if a non-practising allowance is paid to the doctors there is no reason why it should be denied to the engineers. We feel that the grant of the non-practising allowance to the doctors has to be treated *sui generis* and it would not be correct to extend this to any other category. Historically, doctors have long enjoyed this privilege, presumably because doctors were scarce, and their services were required during emergencies and sudden illness, when it would be anti-social to deny the patient, medical attention. When this privilege was withdrawn, a *quid pro quo* in the form of a non-practising allowance was given. These considerations do not apply to engineers or to most professional categories.

II. Class II Services and Posts

28. The distribution of the Class II engineering posts is given in the table below :—

TABLE V
Distribution of Class II (Gazetted) Engineering posts

Pay Scale (Rs.)	Railways	Defence	P&T	Works & Housing	Irrigation and Power	Shipping and Transport	Industrial Development	Information and Broadcasting	Communications other than P&T	Supply	Tourism and Civil Aviation	Other Departments	Total
1. 350-900	747	418	1796	1146	315	99	2	223	103	267	572	667	6355
2. 350-830	..	..	..	..	..	3	..	..	..	..	..	..	3
3. 350-800	..	11	..	..	..	..	..	3	..	..	..	..	21
4. 400-680	..	..	..	..	..	..	35	..	..	..	..	..	41
5. 450-650	..	55	..	..	..	..	..	..	..	..	..	..	55
6. 590-900	..	..	..	..	..	18	..	2	..	..	..	..	22
7. 16 Other scales	8	..	..	3	..	5	..	..	..	..	..	..	170
TOTAL	755	484	1796	1149	315	125	37	229	103	267	576	831	6667

29. Class II officers in the engineering services assist Class I executive grade officers and in some cases Junior Scale Class I officers in their allotted sphere of work. The main demand of the associations of Class II officers has been for the merger of their cadre with the junior grade of Class I. We have already expressed our views against this proposal.

30. The bulk of the posts in the Class II scales are in the Standard Class II scale. The revised scale recommended by us for this grade should apply in their case. This covers 6355 out of the total of 6667 posts in this group. The remaining 312 posts are distributed in 21 different scales of pay. We have dealt with many of these posts in the Chapters on the individual

departments. For posts which may not have been covered in this manner either the Standard Class II scale or its appropriate Standard Segments should be adopted keeping in view the nature of the duties and responsibilities of the post, and the existing scale.

III. Non-Gazetted Engineering Staff (Class II and Class III)

31. The total number of staff in the non-gazetted engineering category excluding the workshop supervisory staff is 41,120. This figure represents nearly a threefold* increase since the Second Pay Commission. Of the 41,120 posts, 39,461 are concentrated in eleven scales of pay as given in the Table below:

TABLE VI
Non-Gazetted Engineering staff in the main scales of Pay and Departments

Pay scale (Rs.)	Railways	Defence	P&T	Works & Housing	Information & Broadcasting	Irrigation & Power	Shipping & Transport	Communications other than P&T	20 Other Departments	Grand Total
1	2	3	4	5	6	7	8	9	10	11
1. 450-25-575	449	310	..	..	..	..	..	1	1	761
2. 325-15-475-EB-20-575	..	..	20	5	356	..	..	182	284	874
3. 370-20-450-25-475	246	..	..	..	..	..	..	..	..	246
4. 335-15-485	686	3836	298	299	..	..	..	..	5	5127
5. 335-15-425	296	..	..	..	..	..	25	..	7	328
6. 250-10-290-15-380	1576	12	..	11	6	..	42	..	14	1661
7. 210-10-290-15-320-EB-15-425-EB-15-470	..	..	..	..	973	..	..	129	..	1106
8. 210-10-290-15-320-EB-15-425	..	66	96	4	..	131@	..	149	..	621
9. 180-10-290-EB-15-380	..	5149	7985	4031	..	843	210	..	437	13655
10. 205-7-240-8-280	7674	20	..	28	..	..	41	..	..	7766
11. 180-6-240	2273	..	..	..	..	..	..	..	..	2273
TOTAL	13200	9393	8399	4378	1335	974	318	452	1012	39561
12. 24 Other scale	..	1472	..	1	12	..	37	..	136	1658
GRAND TOTAL	13200	10865	8399	4379	1347	974	355	453	1148	41120

*At the time of the Second Pay Commission there were 19,171 posts of this category including workshop supervisory staff in the Railways. By adding 13,480 Railway workshop supervisory posts to the figure of 41,120, the total comes to 54,600 at present.

@A higher start of Rs. 250/- and a special pay of Rs. 30/- is given to the initial recruit. By these provisions the scale actually transforms to Rs. 280-455.

£ In the CPWD, CW & PC and P&T engineering graduates are given six advance increments making for an initial start of Rs. 240/- in the scale.

32. Twenty-four other scales account for the remaining 1659 posts these scales are listed below :—

Rs. 375-575, Rs. 370-575, Rs. 350-575,
 Rs. 370-500, Rs. 350-525, Rs. 325-475,
 Rs. 320-530, Rs. 270-535, Rs. 260-540,
 Rs. 250-530, Rs. 250-470, Rs. 250-425,
 Rs. 250-350, Rs. 210-380, Rs. 210-320,
 Rs. 205-240, Rs. 200-300, Rs. 150-380,
 Rs. 150-320, Rs. 150-300, Rs. 150-240,
 Rs. 130-300, Rs. 110-200 & Rs. 110-155.

33. There is a variety of designations such as sub-overseer, overseer, supervisor, project computer, junior engineer, engineering supervisor, engineering assistant, technical assistant which apply to such posts in different departments. Engineering staff, borne on scales below Rs. 205-280, are engaged in the detailed supervision of small items of work. For these grades generally, no specific engineering qualification has been prescribed. Engineering staff in the scale of Rs. 205-280 and higher scales are recruited from those having engineering qualifications, or, are promoted from the lower categories. They assist engineering officers in the Class II gazetted and the Class I levels. In the Railways the nature of their duties depends on whether they are attached to the civil, mechanical, electrical or signal and telecommunication departments. In the Military Engineer Service and the Central Public Works Department they are mainly engaged on the construction and maintenance of buildings, runways etc. In the Ministries of Information and Broadcasting and Communications and in the Posts & Telegraphs organisation the duties pertain to planning and the installation, operation, and maintenance of telecommunication, wireless, electronic and other ancillary equipment. In the Ministry of Irrigation and Power such staff are engaged mainly on investigation, design, and computing work in respect of irrigation, drainage and flood control projects and hydro-electric and thermal plants. Staff belonging to other engineering specialities are employed in departments having need of special skills, such as marine engineering, chemical engineering, sound engineering, etc.

34. We feel that the qualifications prescribed for recruitment to different grades in the Departments employing the bulk of these staffs, the structure of their pay scales and the nature of the duties and responsibilities entrusted to them should form the basis of evolving a new gradation of pay scales for non-gazetted engineering staff as a whole. On a review of the qualifications prescribed for direct recruitment in those departments we have noticed the following peculiarities :—

- (i) Diploma holders are recruited to different initial grades namely, Rs. 205-280 in the Railways and the Ministry of Transport, Rs. 180-380 in the Military Engineer Service, Central Public Works Department, and Posts and Telegraphs. Rs. 210-425 in the Ministry of Communications and

Rs. 210-470 in the Ministry of Information and Broadcasting. An alternative qualification of B.Sc. in Physics and Mathematics is prevalent in the Posts & Telegraphs, the Overseas Communications Service, the Wireless Planning & Coordination Wing of the Ministry of Communications and in the Ministry of Information and Broadcasting. These organisations are primarily concerned with different aspects of telecommunications.

- (ii) There is regular prescribed recruitment of engineering graduates to the grade of Rs. 335-485 in the Military Engineer Service and in the Civil Engineering department of the Railways. In the other departments of the Railways (except Mechanical) there is direct recruitment of engineering graduates to the grade of Rs. 335-425. Also, there is direct recruitment of engineering graduates (or persons with equivalent qualifications) to the grade of Rs. 325-575 to the extent of 25 per cent in the Overseas Communication Service and of 50 per cent in the Wireless Planning & Coordination Wing of the Ministry of Communications.

35. The pattern of promotion is not uniform in the different departments. Either all the posts or a certain percentage of posts or vacancies in the Class II gazetted cadre are reserved for promotion of the non-gazetted engineering staff. In the M.E.S., which has no gazetted Class II cadre, 25 per cent of the vacancies in the Class I Junior Scale of the Military Engineer Service are reserved for promotion from among Superintendents Grade I and Chargeholders. In the P & T and the Railways all Class II gazetted posts in the engineering branch are filled from the lower Class III grades. Till recently, there was some measure of direct recruitment to the Class II in the CPWD. This has recently been suspended for a period of seven years, and all Class II posts would be available for promotion. In the P & T and the CPWD promotions to the Class II take place from the grade of Rs. 180—380 or the selection grade of Rs. 335—485. In the CWPC the promotions to Class II are made either from Rs. 180—380 or Rs. 210—425. In the Railway such promotions are from among the permanent staff on Rs. 450—575, Rs. 335—485, Rs. 370—475, or Rs. 335—425, or Rs. 250—380 who have rendered a minimum of 3 years' non-fortuitous service after reaching the stage of Rs. 335 in the different scales; in the case of permanent staff who have an engineering degree, 3 years' service in Class III suffices, and the pay limit criterion is not insisted upon. In the AIR, OCS, and the WPC wing, promotion to Class II is from the grade of Rs. 325—575. While it would be difficult to assess the relative prospects of promotion in the different departments, a rough idea can be had from the number of posts actually available for promotion in relation to the number of posts in the basic recruitment grades. The table below gives the comparative picture :—

CWPC : Central Water & Power Commission.

AIR : All India Radio.

OCS : Overseas Communication Service.

WPC Wing : Wireless Planning & Coordination Wing.

TABLE VII

Department	No. of posts in the initial grades of— (a) Rs. 205-280 & Rs. 250-380 or (b) Rs. 210-470 or (c) Rs. 210-425 or (d) Rs. 180-380 (e) 180-240	No. of posts in higher non-gazetted grades of (a) Rs. 335-425 & Rs. 370-475 (b) Rs. 335-485 (c) Rs. 325-575 (d) Rs. 450-575	No. of promotion posts in column 3 excluding direct recruitment posts in different grades	Percentage of column 4 to column 2	Total of cols. 2 & 3	No. of promotion posts reserved in gazetted (Class II) rank of Rs. 350-900	Percentage of columns 7 to col. 6
1	2	3	4	5	6	7	8
1. Railways							
Civil	4011	899	854	21.2	4910	271	@5.1
Mechanical*	5808	103	103	1.8	5911	105	@0.7
Electrical	76	134	122	160.5	210	77	@4.8
Signal & Telecommunication	1628	541	490	30.1	2169	55	2.1
2. Defence							
M.E.S.	4913	2860	1330	27.1	7773	167†	2.2
3. Communications							
P&T (Engineering Supervisors)	7446	292	292	3.9	7738	1672	21.6
OCS (Jr. Technical Assts.)	129	141	106	82.1	270	50	18.5
4. Works & Housing							
CPWD (Junior Engineers)							
Civil	3140	229	229	7.3	3369	278	8.2
Electrical	858	70	70	8.1	928	94	10.1
5. Information & Broadcasting							
A.I.R.	973	356	356	36.6	1329	149	11.2
6. Irrigation & Power							
CW&PC (Main Supervisors; Design/Technical Assistants)	418£	..	..	..	418	187	44.7
7. Transport & Shipping (Roads Wing)							
Project Computer%	42	14	14	33.3	56	14	25.0

NOTE :—In the Railways, P&T and CW&PC all Class II (Gazetted—Rs. 350-900) posts are filled by promotion. In the MES, there is no Class II and 25% of the Class I Junior (Rs. 400-950) posts are available for promotion to the Class III cadres. In the CPWD 25% of Class II (Gazetted) permanent posts and 50% of Class II (Gazetted) temporary posts are reserved for promotion from Class III. But, for the next seven years it has been proposed to stop direct recruitment to Class II (Gazetted) and make promotion from Class III to all vacancies. In the OCS 50% of Class II (Gazetted) vacancies are reserved for promotion from Class III. In the AIR under the revised rules, 60% of the Class II (Gazetted) posts would be available for promotion from the non-gazetted cadres.

†Class I (Junior).

£ Posts in the CW&PRS have not been included.

*Relates to Train Examiners only.

%Common cadre with Draftsmen (Breakup not made).

@Taking into account the other categories eligible for promotion to the gazetted cadres.

36. It would be seen that the position in regard to promotion prospects from the initial recruitment grade continues to be unsatisfactory in some of the Departments because of which the Second Pay Commission had provided Selection Grades over the initial

recruitment grade in those departments.

37. The variety existing in the structure of grades in the different departments is brought out in the table below:—

TABLE VIII

Railways		AIR, OCS WP&C Wing	P&T & CPWD	Irrigation & Power (CW & PC)	Defence	Shipping & Transport
Civil Engg.	Others					
Rs.	Rs.	Rs.	Rs.		Rs.	Rs.
450-575 335-485	450-575 370-475 335-425	325-575 — 210-470 210-425	— 335-485 —	— Rs. 210-425* (with a higher start of Rs. 250/- and special pay of Rs. 30/- in addition).	450-575 335-485 —	— 335-425 —
250-380 205-280	250-380 205-280 180-240@	— — —	— 180-380 —	— Rs. 180-380*	— 180-380	— 205-280 —

*Independent cadres.

@Mechanical Engineering (Train Examiners) only.

The number of grades varies from six obtaining in the Mechanical and five in Electrical Engineering and Signal and Telecommunication Departments of the Railways to only one in the CPWD, P&T and the CW&PC, excluding the non functional selection grade in the P&T, and CPWD. Further, while in some Departments the grade structure carries the maximum of the non-gazetted range up to Rs. 575/-, in others it stops at Rs. 485/- or Rs. 425/-, or even at Rs. 380/- as in the case of CW&PC.

38. On the point whether there could be posts carrying different levels of responsibilities among Engineering Supervisors in the P&T, the Secretary, Department of Communications felt that, even if this was so, it would introduce administrative rigidity if a specific higher grade were to be introduced. In the Railways on the other hand, it has long been the practice to have a large number of grades for basically the same type of posts and to attach specific percentages of posts to each of such grades. We have considered whether this widely varying structure has a rational basis. The engineering staff working in all these grades function under the supervision and direction of Class II gazetted engineers who are in the uniform grade of Rs. 350—900 in all the departments concerned. The posts on the scales of Rs. 450—575 and Rs. 325—575 as also those on the scale of Rs. 180—380 have been considered fit enough for promotion to the Class II scale of Rs. 350—900. This situation seems to provide further justification for adopting an uniform pattern in respect of the non-gazetted engineering category of posts. In this background an attempt has been made to simplify the existing grade structure of the non-gazetted engineering posts.

39. We are of the view that the entry grade for posts requiring the 3-year Diploma course in Engineering, of whatever speciality, should be one of Rs. 210—425 (existing terms). In the Railways approximately the same range of pay is at present broken into two grades of Rs. 205—280 and Rs. 250—380. The Overseas Communications Service, and the All India Radio have an initial entry grade of Rs. 210—470. Though this scale too could, more appropriately, have been equated with the level of Rs. 210—425, the slightly longer grade should continue in these organisations in order to preserve internal parity with other cadres.

40. The next level in various departments is on different scales at present. In the scientific organisations we have provided an uniform grade of Rs. 550—900 above the initial entry grade of Rs. 425—700. Direct recruitment to the grade of Rs. 425—700 will be from among those having an Honours Degree, or a high second class Degree in science, or a diploma in engineering. In many engineering organisations also, specially in the field of telecommunications, Graduates in Engineering as well as in science have entered in large numbers to the existing initial grade of either Rs. 210—470, Rs. 210—425 or Rs. 180—380. Keeping this in view, and on the general premise that, as far as possible, the non-gazetted engineering staff should have the same grade structure, we feel that the initial recruitment grade for the diploma holder or equivalent should be generally one of Rs. 425—700 and the next higher grade should be generally one of Rs. 550—900. Where, however, the organisation pattern requires the presence of more than one grade above the initial grade, the range of Rs. 550—900 should be split into two grades, namely, Rs. 550—750 and Rs. 700—900.

41. Having reached these general conclusions, we now proceed to make our specific recommendations with regard to these posts in the different departments. The non-gazetted engineering staff of the Ministry of Information and Broadcasting have been dealt with in the chapter on that Ministry. Proposals in respect of other departments are discussed below:

Railways

42. The number and scales of pay of the engineering supervisory categories in different departments of the Railways, other than the workshop supervisory staff are given in the Table below:—

TABLE IX

Scale of pay (Rs.)	Number of posts							
	Civil Engg.			Signal & Telecom- munication		Electrical	Mechanical	Total
	PWI	IOW	BRI	Signal Inspr.	Telecom. Inspr.	Electrical Inspector	Train Examiner	
450-575	139	56	18	106	66	56	8	449
370-475				108	58	30	50	246
335-485	465	179	42	128	75	48	45	686
335-425				246	121	27	245	296
250-380	522	380	35	869	392	49	3290	1576
205-280	2134	840	100				2273	7674
180-240								2273
TOTAL	3260	1455	195	1457	712	210	5911	13200

43. In the Mechanical Engineering department, posts in the scale of Rs. 180—240 and Rs. 205—280 are termed as Train Examiners and posts in the higher grades as Head Train Examiner, Carriage & Wagon Inspector, Carriage & Wagon Foreman and Chief Train Examiner. In the other departments the posts in the scale of Rs. 205—280 are designated as Assistant Inspector and the posts in the higher grades as Inspector III, II, and I. A 3 year Diploma course in Engineering is the basic entrance qualification for all these categories, except that for the Bridge Inspectors and the Train Examiners, Matriculates are also considered eligible. Another exception is the category of Telecommunication Inspectors, for which Science graduates are also considered eligible. To meet the special Railway needs all direct recruits, whether Diploma holders or Science graduates or Matriculates, have to undergo apprenticeship for varying periods ranging from one to four years for the Diploma holders and five years for the Matriculates. During the period of apprenticeship the trainees are entitled to a stipend as well as dearness, compensatory (city) and house rent allowances at the appropriate rates. On satisfactory completion of training and passing of the prescribed tests, the direct recruits are appointed to posts of Assistant Inspectors. We do not recommend any higher start for the categories who have to undergo varying periods of apprenticeship.

44. There is no uniformity in the proportion of direct recruitment to the various categories. It is 75% in the case of Civil Engineering Inspectors, 80% in the case of Electrical Inspectors, 66 2/3 per cent in the case of Telecommunication Inspectors and

40% in the case of Signal Inspectors. There varying percentages of direct recruitment are based on the availability of personnel of requisite quality from internal sources.

45. The promotion quota in each category is filled by Mistries (Rs. 150—240) in the case of Civil Engineering department; Electrical, Signal and Telecommunication, Maintainers (Rs. 130—212 or 175—240) in the case of Signal and Telecommunication and Electrical departments; and by Skilled Artisans generally in the scale of Rs. 110—180 in the case of Train Examiners in the Mechanical Engineering department. The departmental promotees also are given training for a period of six months to a year.

46. The Second Pay Commission had recommended a starting salary of Rs. 180 for Assistant Inspectors in the Permanent Way Branch, on the ground that the period of apprenticeship for them was only three years, whereas in other Departments of Railways it was five years. This was not, however, accepted by Government on the consideration that it would disturb the internal parities.

47. The existence of three or four supervisory levels above the Assistant Inspector does not seem to be justified, either by requirements of work, or by differences in the duties and responsibilities. The official witnesses also indicated their preference for one grade of Assistant Inspector and only two grades of Inspectors. We shall deal with the category of Training Examiners of the Mechanical Engineering

PWI : Permanent Way Inspector.

IOW : Inspector of Works.

BRI : Bridge Inspector.

department later in this section. In the other departments, we recommend that the grade of Assistant Inspector and Inspector Level III should be merged into a single grade and designated as Inspector Level III. Above this there should be two grades of Inspectors Level II and Level I. We recommend the following scales for these three levels:—

TABLE X

Designation	Existing scale (Rs.)	Proposed scale (Rs.)
Inspector Level III	205-280 250-380	425-700
Inspector Level II	335-425 335-485 370-475	
Inspector Level I	450-575	700-900

48. The Permanent Way Inspectors have a grievance that despite repeated recommendations of various Railway Accident Enquiry Committees, they have not been relieved of responsibility for the custody and accounting of stores materials. The departmental witnesses have informed us that various proposals are under consideration for relieving Engineering Inspectors of their stores charge to the extent practicable. It should, however, be recognised that custody of stores is an inseparable part of the duties of Inspectors, and that there is no justification for granting a special pay as compensation for such work. Another grievance of Civil Engineering Inspectors is that a large number recruited for project construction work continue on the temporary establishment for years which adversely affects their career prospects as well as service and retirement benefits. We understand that a proposal to create a pool of construction reserve posts to the estimate of about 50% of the temporary posts is under consideration. This would take care of the problem of confirmation of temporary staff to a large extent.

49. The Bridge Inspectors have complained that when engaged on major construction projects their headquarters are temporarily transferred to the site of work with the consequent disadvantage of their having to maintain double establishments without pecuniary compensation. We understand that as a rule the headquarters are not shifted unless a project site has reasonable facilities. Alternatively, a project allowance is sanctioned if essential civic amenities are lacking at a project site. The Chairman, Railway Board, however, agreed to issue further instructions to the Railways in this matter. They have also complained of inferior promotion prospects to Class II as compared with other similar categories. We are unable to find any concrete evidence to substantiate this complaint.

Train Examiners:

50. Unlike in the case of the allied engineering categories, there are two grades for Assistant Train Examiners namely, Rs. 180—240 and Rs. 205—280,

While posts in the lower grade are filled entirely by promotion from artisans (Rs. 110—180), 60% of the vacancies in the higher grade are filled by direct recruitment from Matericultures, or Engineering Diploma holders, who are trained for 5 years and 3 years respectively; 20% are filled by departmental Skilled Artisans, provided they fulfil the same educational qualifications as for the direct recruits and are not above 35 years of age. The training period of skilled artisans is one year and of lower grade artisans is 3 years (in-service). The remaining 20% are filled by promotion from Train Examiners from the lower grade of Rs. 180—240.

51. The principal duties and responsibilities of Train Examiners relate to inspection and minor repairs of all wagons and carriages on incoming and outgoing trains and thorough repairs of all wagons marked 'sick' and placed in Wagon Repair Depots (sick lines).

52. The Train Examiners' Associations have argued that the recruitment qualifications as well as period of training of Train Examiners have been considerably stepped up since the time of Second Pay Commission, and, having regard to the more sophisticated rolling stock with higher axle loads and greater speeds which have increased their responsibilities, the Assistant Train Examiners deserve to be placed in the grade of Rs. 205—280. They have also pointed out that the duties performed by Train Examiners in grades of Rs. 180—240 and Rs. 205—280 are identical in nature, and, in fact, interchangeable as they work in shifts.

53. We understand that the Railway Board have with effect from 1-11-1972 decided that all the Train Examiners working in the grade of Rs. 180—240 should be placed *en masse* in the grade of Rs. 205—280. A major grievance of the Train Examiners has thus been removed. We would, however, draw attention to one or two consequences of this decision. First, complement in the initial grade of Train Examiners has become very large resulting in an unbalanced cadre structure. Second, there is no middle level of sufficient size between the skilled grade (Rs. 110—180) and the Assistant Train Examiner's grade which will be in the scale of Rs. 175—380 in existing terms. The Highly Skilled Artisans grade for this category has been created only recently and in very small numbers. As a result of this, whereas in other Engineering cadres promotion to the Assistant Inspector's grade is from Highly skilled Grade I or II, or Mistries, in the Train Examiners category, promotion will be from the skilled grade (Rs. 110—180) directly to the grade of Rs. 175—380. This is likely to have repercussions on workshop and other allied cadres. It would have been advantageous to have retained the lower grade of Assistant Train Examiners (Rs. 180—240) and allocate different types of work to the Assistant Train Examiners in the two grades so that by and large the posts in the two grades would cease to be interchangeable. The Administration may, therefore, examine the feasibility of reintroducing this grade by down-grading the vacancies in the combined grade as they occur and operating them in the grade of Rs. 175—300 (in

existing terms). If there are likely to be practical difficulties in implementing this suggestion the proposed lower grade of Rs. 175—300 may be treated as Highly Skilled Grade I so that it would provide an intermediate level for Skilled artisans before promotion to the Assistant Train Examiners' grade. Government may also review the gradewise percentage distribution of posts for this category as 92—94% of the posts will now be in the lowest grade.

54. We recommend the following scales of pay for the various categories of Train Examiners:—

TABLE XI

Category	Existing scale (Rs.)	Proposed scale (Rs.)
Train Examiner	450-575	700-900
Do.	370-475	550-750
Do.	335-425	
Do.	250-380	455-700
Do.	205-280 180-240	380-640 with a start of Rs. 425/- for Diploma holders.

POSTS AND TELEGRAPHS DEPARTMENT

Engineering Supervisors

55. The Engineering Supervisors constitute the highest non-gazetted technical supervisory cadre in the Telecommunications Branch of the P. & T. Department. Their number of scales of pay are given below:—

TABLE XII

	Scale of pay	No. of posts
	Rs.	
Ordinary Grade	180-10-290-EB-15-380	7446
Selection Grade (10% of the permanent posts in the Ordinary Grade).	335-15-485	292

56. Since the Report of the Second Pay Commission the proportion of direct recruitment has been raised from 50% to 75% and the minimum educational qualification has been raised from Intermediate in Science to a Degree in Engineering or a Degree in Science with Physics/Mathematics or a Diploma in Engineering obtained on successful completion of a 3 years course after Matriculation. Under the existing procedure selection of candidates is made on the basis of the marks obtained in the University examination, those having 50% or more marks in the Engineering or Science Degree examination being placed higher in the order of merit followed by those securing less than 50% marks and all the Diploma-holders. The directly recruited Engineering graduates are allowed a higher initial start of Rs. 240. The Engineering Supervisors who obtain a Degree in Engineering while in service are also allowed the higher start or three advance increments, whichever

is more advantageous to them. The promotion quota is filled to the extent of 10% from amongst categories in the scale of Rs. 150—300 and to the extent of 15% from amongst other Class III engineering employees on lower scales of pay. Promotion is on the basis of a competitive examination and the candidates must have passed the Higher Secondary or equivalent with Science and Mathematics as compulsory subjects and have rendered a minimum of 5 years' service in their respective grades.

57. The period of training for direct recruits is 12 months and for promotees 16 months. The Engineering Supervisors are employed on construction, installation and maintenance work in all the fields of telephony and telegraphy. Under the supervision of the gazetted staff, they are called upon to work in exchanges, whether strowger or cross-bar, and to deal with micro-wave and carrier installations. They are generally either in independent charge of specific 'sections' assigned to them or they assist the gazetted officers. They are eligible for promotion to the Selection Grade on the basis of seniority-cum-fitness subject to their having rendered a minimum service of 10 years in the ordinary grade. They also have an avenue of promotion to the posts in the Telegraph Engineering Service, Class II on the basis of selection after they have passed a qualifying examination.

58. The Telecommunication Engineering Supervisors' Association (affiliated to the FNPTO) has argued that due to rapid technological development in the telecommunication field, their work has increased in complexity requiring greater technical skill and knowledge than before. This, according to them, is evidenced by the changes in the standards of training. On these grounds the Association has claimed that they should more appropriately be compared with the parallel categories of Engineering Assistants in the All India Radio and Technical Assistants in the Department of Civil Aviation and the Overseas Communications Service.

59. Looking into the differences in the kind of work performed, we do not think such parity would be justified with the Engineering Assistants in the All India Radio and the Technical Assistants in the Department of Civil Aviation and in the Overseas Communications Service. Incidentally, the latter have always had a lead over this category. For the Engineering Supervisors in the Posts & Telegraphs we recommend the revised scale of Rs. 425—700. We also recommend that 10% of the posts in the ordinary grade should be placed in the selection grade of Rs. 550—900 subject to our general observations on Selection Grades.

DEPARTMENT OF COMMUNICATIONS (EXCLUDING P & T)

(a) Wireless Planning and Coordination Wing

60. In the Wireless Planning and Coordination Branch and Monitoring Organisation of the Department of Communications, the Technical Assistants

Grade I and Grade II and Technicians Grade I constitute the subordinate engineering cadre. The number of posts and their scales of pay are given in the table below:—

TABLE XIII

Designation	Existing Scale of pay (Rs)	Number of posts	Qualifications and method of recruitment
Technical Assistant Grade I (Class II Non-Gazetted)	325-15-475-EB-20-575	29	50% direct recruitment. Degree in Telecommunication Engineering (or) Degree in Electrical Engineering with Radio Communications (or) M.Sc. (Physics) with Wireless Communication (or) Degree in Physics and Mathematics and with one year's experience in the Technical Wing of a large Radio organisation. 50% promotion from Technical Assistant Grade II/Technician Grade I with 3 years service (one out of 13 posts reserved for Technician Grade I).
Technical Assistant Grade II	210-10-290-15-320-EB-15-425	127	Direct recruitment 100%. Science Graduate with one year's experience or Diploma holder or I.Sc. with 2 years experience or Matric with 3-5 years experience. Should also be able to receive signals at 22-25 words per minute in plain language and code.
Technician Grade I	210-10-290-15-320-EB-15-425	7	Direct recruitment 50%. Matriculation and Diploma in Radio servicing and two years experience in a factory or 5 years experience in a radio organisation or installation or aerial system, overhead line maintenance, electronic equipment etc. 50% by promotion of Grade II.

61. We understand that some difficulty has been experienced in recruitment to Technical Assistants Grade II. Compared to the other engineering cadres the promotion prospects of Technical Assistants Grade II are more limited. There is thus a case for reducing the percentage of direct recruitment to Technical Assistants Grade I considering that there is 100% direct recruitment to Grade II.

62. Taking into consideration the qualifications and nature of duties, we suggest that Technical Assistants Grade II and Technicians Grade I should be in the scale of Rs. 425—700. For the Technical Assistants Grade I we recommend the scale of Rs. 550—900.

Overseas Communications Service

63. In the Overseas Communications Service (Department of Communications) we need to consider only the following categories:—

Designation	Pay scale	No. of posts
Junior Technical Assistant	Rs. 210-10-290-15-320-EB-15-425-EB-15-470	129
Technical Assistant	325-15-475-EB-20-575	141

64. Junior Technical Assistants are directly recruited from among Graduates with Physics as one of the subjects; or three-year Diploma holders in Telecommunications/Electrical Engineering; or Intermediate in Science with Physics and Mathematics as subjects and with a second class certificate of proficiency as Wireless Operator or with two years' training or experience in advanced Radio Communication, or in the Radio/Electronics industry. The posts of Technical Assistants are filled to the extent of 75% by promotion of Junior Technical Assistant; the rest are filled by direct recruitment, either through the Engineering Service (Electronics) Examination conducted by the U.P.S.C. or by *ad hoc* selection. The qualifications prescribed for direct recruitment are a Degree in Telecommunication Engineering, or M.Sc. (Physics) with Wireless as a special subject.

65. The Junior Technical Assistant in the Overseas Communications Service is on the same scale as the Engineering Assistant in the All India Radio (Rs. 210—470); this scale happens to be higher than those applicable to similar categories in the P. & T. (Rs. 180—380) and in the Wireless Planning and Coordination Wing (Rs. 210—425). We see no reason to change the existing relativity and recommend for these posts the following scales:—

Junior Technical Assistant:	Rs. 425—750.
Technical Assistant:	Rs. 550—900

MINISTRY OF DEFENCE

Military Engineer Service

66. The distribution of Class III Engineering posts in the Military Engineer Service in the three branches—Buildings and Roads, Electrical and Mechanical, and Survey—is given in the table below:—

TABLE XIV

Designation	Pay scale	No. of Posts
Superintendent B/R, E/M Grade I in charge of Sub-Divisions or Charge Holders	Rs. 450-25-575	201
Superintendent B/R, E/M Grade I/Surveyor Assistant Grade I.	335-15-485	2659
Superintendent B/R, E/M, Grade II Surveyor Assistant Grade II	180-10-290-EB-15-380	4913
Sub Overseer	110-3-131-4-143-EB-4-155	789
Total		8562

The main demand of the concerned association is that Chargeholders should be raised to the level of Class II Assistant Engineers as in other Departments and that Sub Overseers should be brought on par with Works Assistants of the C.P.W.D. who are in the scale of Rs. 110-200. It has been claimed that the duties of a Chargeholder are the same as those of Assistant Engineer in the C.P.W.D. At the time of the Second Pay Commission the practice was to designate a few Superintendents Grade I to hold charge of Sub-Divisions in the Buildings and Roads and the Electrical and Mechanical branches and attach a special pay of Rs. 50/-. The Commission recommended abolition of special pay and a revision of the scale of Rs. 450-575. We understand that the Engineer-in-Chief is considering the introduction of a Class II cadre in the Military Engineer Service, in which case, some of the existing charges held by persons in the scale of Rs. 450-575 would no doubt be placed in the Class II grade. We, however, do not agree that the duties and responsibilities of all the Chargeholders in the Military Engineer Service are on, the whole, comparable with Assistant Engineers in other Departments. As for the Sub-Overseers we find that 50 per cent are being recruited from among Matriculates or Diploma holders in Civil Engineering; the remaining are filled by the promotion of Artisans in the scale of Rs. 85-128. Considering the nature of their duties *vis-a-vis* their counterparts in other engineering organisations we feel that there is room for improvement of their scale. Our recommendations are as follows :—

	Rs.
Superintendents Grade I incharge of Sub Divisions }	700-900
Superintendents Grade I Surveyor Assistant Grade I }	550-750
Superintendents Grade II Surveyor Assistant Grade II }	425-700
Sub Overseers	260-430

**MINISTRY OF WORKS & HOUSING
Central Public Works Department**

67. There are 3,998 posts of Junior Engineers (Rs. 180-380) in the two branches of this Department, Civil and Electrical. An all-India Competitive examination has been introduced this year for direct recruitment to these posts. 10 per cent of the permanent posts are in a selection grade (Rs. 335—485). We recommend the scale of Rs. 425—700 for the Junior Engineer and Rs. 550—900 for the Selection grade.

Irrigation & Power

68. In the two wings of the Central Water & Power Commission—Water and Power—the distribution of

these posts is as follows :—

TABLE XV

Designation	Pay-scale	Number of posts
Design Assistant/Technical Assistant in the Central Water & Power Commission	Rs.210-425 (initial start of Rs. 250/- given with the scale and in addition a special pay of Rs. 30/-)	654
Research Assistant (Engg.) in the Central Water & Power Research Station, Khadakvasla Supervisors	Rs. 180-380	66

All the posts of Design Assistants/Technical Assistants and Research Assistant (Engg.) are filled by direct recruitment from among the Engineering Graduates. A higher initial start and special pay are provided to attract good Engineering Graduates to this grade. We do not consider this arrangement to be tidy and recommend for these posts the scale of Rs. 550-750. The Supervisors should be in the scale of Rs. 425-700.

Posts on other scales of pay in different Departments

69. The engineering posts in other departments which carry the scales of Rs. 450-575, Rs. 325-575, Rs. 335-485, Rs. 210-425 and Rs. 180-380 should be allotted the revised scales as indicated above. Posts which carry odd scales of pay as listed in para 32 above have been dealt with under the respective chapters covering the concerned departments.

Higher initial starts for Engineering Graduates

70. Before concluding with this category, we wish to refer to the existing practice in some Departments or giving six advance increments to engineering graduates who are recruited to posts for which the minimum prescribed qualification is only an engineering diploma. From the figures that have been made available to us it seems that the attraction of a higher start for the graduate engineer is resulting in a large number of vacancies going to such graduates. From the year 1966, the approximate date when this concession of advance increments seems to have commenced, 51.9 per cent of the vacancies of Engineering Supervisors in the Posts & Telegraphs and 67.6 per cent of the vacancies of Supervisors in the Water Wing of the Central Water & Power Commission have gone to engineering graduates. The Central Public Works Department and the Power Wing of the Central Water & Power Commission had engineering graduates coming into the grade of Rs. 180-380 to the extent of 24 per cent and 28 per cent respectively. While the inducement of six advance increments might have been introduced initially to attract engineering graduates, it seems to us that the existing provision

*Including the posts in the Farakka Barrage Control Board, Ganga Basin Water Resources Circle, etc.

has been too liberal. We do not think that it is a healthy arrangement to have a large percentage of graduate engineers in cadres for which a diploma in engineering is all that is considered necessary. This practice is not only an unnecessary burden on the exchequer but also involves under-utilisation of engineering graduates and raising expectations in them which cannot be satisfied. This concession should, therefore, be withdrawn.

IV. Draftsmen

71. We deal here with the engineering and architectural drawing staff, commonly known as Draftsmen. We have dealt with the allied categories of Cartographers, Surveyors, Draftsman-Surveyors, and Sur-

vayor-Draftsman in the Chapters relating to concerned Departments. The Draftsmen have been given a variety of designations in different departments such as Tracer, Draftsman Grade I, Grade II, Grade III, Assistant Draftsman, Junior Draftsman, Senior Draftsman, Chief Draftsman, Head Draftsman, Superintendent (Drawing), Estimator and Project Computer.

72. There are 17,839 posts in this category distributed in 33 departments and carrying 30 different scales of pay. The concentration, however, is in ten scales accounting for 16,931 posts or 95.0 per cent of the total. The distribution is shown in the table below :—

TABLE XVI
Draftsmen in the Main Scales of Pay and Department

Pay scale (Rs.)	Defence	Railways	Education	Works & Housing		Irrigation & Power	P. & T.			Shipping & Transport	Food & Agriculture	Atomic Energy	Labour & Employment	21 other Departments	Total
				Civil	Architectural		Civil Engineering	Others	Mines						
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1. 110-4-170-5-200	1328	1803	10	571	—	313	84	278	67	78	34	2	21	58	4647
2. 110-4-170-5-225	—	—	555	—	—	—	—	—	110	—	—	—	—	—	665
3. 150-5-175-6-205-7-240	2097	1469	332	343	2	315	68	259	153	35	37	51	50	240	5451
4. 205-7-240-8-280	1558	—	314	53	236	229	41	11	—	27	15	5	23	135	2647
5. 180-10-290-15-380	—	—	133	91	—	—	5	—	104	15	5	—	4	2	359
6. 205-7-240-10-290-15-380	—	1283	—	—	—	—	—	—	—	—	—	—	—	—	1283
7. 325-15-475	—	—	—	—	—	—	—	—	53	—	1	1	—	—	55
8. 335-15-425	521	23	17	—	46	—	—	4	—	16	1	—	2	13	643
9. 335-15-485	81	608	—	—	—	—	—	—	—	—	—	—	—	—	689
10. 450-25-575	273	152	—	8	1	42	—	—	—	8	1	—	1	6	492
Total:	5858	5338	1361	1066	285	899	198	552	487	179	94	59	101	454	16931
11. 20 Other scales	210	7	255	—	13	—	—	6	25	5	30	321	8	28	908
Grand Total :	6068	5345	1616	1066	298	899	198	558	512	184	124	380	109	482	17839

73. The 908 Draftsmen shown in item 11 of Table I are on the following 20 scales :—

Rs.	Rs.
(i) 110-180 (225);	(ii) 130-300 (37);
(iii) 150-205 (2);	(iv) 150-280 (8);
(v) 150-300 (137);	(vi) 150-380 (1);
(vii) 168-300 (3);	(viii) 205-350 (2);
(ix) 210-350 (1);	(x) 210-380 (1);
(xi) 210-425 (164);	(xii) 250-380 (76);
(xiii) 250-470 (2);	(xiv) 250-475 (112);
(xv) 320-530 (5);	(xvi) 325-430 (1);
(xvii) 325-575* (123);	(xviii) 350-475 (1);
(xix) 370-475 (5);	(xx) 350-900 (2).

74. The Second Pay Commission recommended five scales of pay as follows :—

- (i) 110-200;
- (ii) 150-240;
- (iii) 205-280;
- (iv) 335-425; and
- (v) 450-575

Where there was no further outlet for promotion for Draftsman in the scale of Rs. 150-240, about 10 per cent of the posts were to be placed in the selection grade of Rs. 205-280.

75. Since the Second Pay Commission reported, the Draftsmen's scales have remained unchanged except in two departments, the Railways and the Ministry of Defence. In the Railways the two grades of Rs. 20-5 280 and Rs. 250-380 were merged into one grade of Rs. 205-380 with effect from 1-1-1965. Later the scale of Rs. 335-425 was merged with Rs. 370-475 and the new scale of Rs. 335-485 was adopted. In Electrical and Mechanical Engineering, Army Ordnance Corps, Navy and Air Force establishments (Civilian cadres) of the Ministry of Defence the two grades of Rs. 150-240 and Rs. 205-280 were replaced by the grade of Rs. 150-300, with 1/3rd of the total strength being placed in the grade of Rs. 250-380.

76. There is considerable variation in the qualifications prescribed for the same grade in the different departments. However the general pattern appears to be as follows :—

(i) For the grade of Tracer (Rs. 110-200) the requirement is Matriculation with a certain minimum experience the duration of which does not normally exceed one year. In the Posts & Telegraphs, (outside its Civil Engineering Wing), however, Matriculates with two years' experience or a certificate in Draftsmanship or Civil Engineering (both of two years'

* This scale has two variants.

duration after Matriculation) are recruited to this grade. In the Geological Survey of India, direct recruitment to the grade of Rs. 110-200 (Draftsmen Grade III) is from among Matriculates who have a Diploma in Draftsmanship preferably in fine arts or commercial arts.

(ii) for the next higher grade of Rs. 150—240, the requirement is generally a Diploma in Draftsmanship or an equivalent qualification in Architecture (both of 2 years' duration after Matriculation).

(iii) the third level is generally that of Rs. 205-280; but it is Rs. 180-380 in the C.P.W.D. and Rs. 205-380 in the Railways. Direct recruitment to this level is from among diploma holders in engineering (3-year course after Matriculation).

(iv) above this level, direct recruitment is exceptional and where it exists it is from among Engineering Graduates or their equivalent. Such direct recruitment takes place in the Railways to 25 per cent of the posts in the scale of Rs. 335-485 from among B.E.'s in the Ministry of Defence direct recruitment takes place to 50 per cent of the posts in the grade of Rs. 450—575 from among Degree holders in Architecture of B.Es., or Diploma holders with 5 years' experience.

77. Draftsmen are employed mainly in engineering, manufacturing or architectural drawing offices. Their duties consist primarily of preparing engineering and architectural drawings of various types. They may also be called upon to work up rough sketches into finalised engineering drawings. These drawings may be used for design or manufacturing purposes or may constitute the blue prints, according to which buildings and engineering structures, machines, components etc. are constructed or made. Draftsmen are also engaged in estimating the material required for execution of projects. The responsibilities increase as one progress along the grade structure.

78. The associations of draftsmen have complained of poor promotion prospects, early stagnation in the scale of Rs. 150-240 (16 years) and of Rs. 205-280 (10 years). They have added that they have no gazetted posts to look forward to, unlike other cadres on the engineering or non-technical sides. They have also complained that even though they have qualifications comparable to the other engineering categories, and are closely associated with the latter, their pay scales have been pitched low in relation to those of their other engineering colleagues.

79. We find that fully qualified draftsmen, who have to undergo a two-year course after their Matriculation are now being recruited on a scale of Rs. 150-240, or in some cases even on the lower scale of Rs. 110-200. We feel that the scale of Rs. 150-240 is rather low whether from the point of view of the qualifications demanded or of the duties normally performed. Similarly, it seems incongruous that the three-year Diploma holders in Engineering recruited for the drawing office should have a scale of only Rs. 205-280, while the lower scale for those recruited to the regular engineering line is Rs. 180-380, where the maximum is higher by Rs. 100/-. Regarding the

complaint about the non-availability of Class II posts, we have felt that these posts in the gazetted ranks should not be created merely to improve prospects of promotion. We would, however, recommend that draftsmen who possess a three-year diploma in engineering should be provided with an opening to posts in the scale of Rs. 550-750 in revised terms, in the regular engineering line. This should enable them to progress further and achieve gazetted status in that line if they are found suitable.

80. We feel that there is no justification for the existence of as many as thirty different pay scales in the range of pay from Rs. 110 to Rs. 575, in a category where the levels of the skills required are fairly well established and could be expected to be homogenous among the various departments. We recommend that draftsmen should be assigned the following revised scales and should satisfy the qualification requirements noted against each for purposes of direct recruitment.

TABLE XVII

Level	Proposed scale (Rs.)	Qualifications for direct recruitment
I	260-430	Matric plus one year's experience.
II	330-560	Matric plus 2-year diploma in draftsmanship or its equivalent.
III	425-700	Matric plus 3-year diploma in engineering or its equivalent.
IV	550-750	Degree in engineering or its equivalent.
V	700-900	Degree in engineering or its equivalent with experience.

81. Our specific recommendations for the revision of the populous grades are as follows :—

(i) All the posts which are now in the scale of Rs. 110—200 should be brought on to the scale of Rs. 260-430. In the Posts and Telegraphs Department (outside its Civil Engineering Wing) where the prescribed qualification for the grade of Rs. 110-200 is Matriculation with a Diploma in Draftsmanship, the duties in these posts should be examined to see if any of the posts would deserve to be placed in the next higher grade. Such posts should be placed in Level II. The remaining posts should be in Level I. The grades of Draftsman III (Rs. 110-200) and Draftsman II (Rs. 110-225) in the Geological Survey of India should be merged and placed in Level I; however, as here too the qualifications for direct recruitment are Matriculation with a 2-year diploma course in draftsmanship the duties in the posts should be examined and such of the posts as would deserve to be upgraded may be placed in Level II. In future, the qualification requirement for recruitment to the grade of Rs. 110-200 should be already prescribed above.

(ii) All the posts now in the scale of Rs. 150-240 should be brought on to the scale of Rs. 330-560.

(iii) The post in the scale of Rs. 180-380 should be placed in Rs. 425-700. Half the number of posts in the scale of Rs. 205-280 should also be placed in the

the middle school examination and have acquired some experience in the line. Exceptionally, there is direct recruitment to the grade of Rs. 85—128 from among Matriculates with 2 years' experience, in the Research and Development Organisation, and in the Directorate General of Inspection under the Ministry of Defence. The lowest scale in this category is of Rs. 70-85 which has been given to Ferro Khalasis in the Railways and two similar categories in a few other Ministries.

84. We have reviewed the qualifications that have been prescribed for direct recruitment to these posts and the grades and categories from which they are promoted. It appears that there are differences in the nature of the duties performed by the Ferro Printers in the different departments and as such a number of grades would be justified. However, there does not seem to be any need for as many as 11 grades that are now in existence and many of which differ only slightly from one another. The scales which now exist should be broadbanded into five scales as given below :—

TABLE XX

Existing scales (Rs.)	Proposed scales (Rs.)	Qualifications for direct recruitment
(i) 70-1-85	(i) 185-220	—
(ii) 75-1-85-2-95 75-1-85-2-95-3-110 80-1-85-2-95-3-110 85-2-95-3-110 85-2-95-3-110-3-128	(ii) 200-280	Middle pass with some experience in the line
(iii) 105-3-135A 110-131	(iii) 225-308	—
(iv) 110-3-131-4-175-5-180 110-4-170-5-200	(iv) 260-430	Matriculation with some experience in the line
(v) 150-5-175-6-205-71	(v) 330-480	—

CHAPTER 15

SCIENTIFIC SERVICES

The bulk of the scientific staff are employed under the Department of Atomic Energy and the Department of Mines, and the Ministries of Defence and Food and Agriculture. The Ministries of Finance, Railways, Industrial Development, Irrigation and Power, Tourism and Civil Aviation, and Supply and the Department of Science and Technology also employ scientific staff, but in smaller numbers; isolated posts exist in other Departments as well. It is a measure of the increased tempo of scientific activity under the Government, and the importance that the Government attaches to it, that the number of scientific posts in Class I, Class II, and Class III has increased from 7,126 at the time of the Second Pay Commission to 22,026 on 1st January, 1971. This expansion is in addition to that which has taken place in the autonomous scientific organisations financed by the Government, such as the Council of Scientific and Industrial Research, and Indian Council of Agricultural Research. The distribution of the scientific staff under the Government by classes is shown in the Table below :—

TABLE I

Class I	6,928
Class II (Gazetted)	2,133
(Non-gazetted)	2,702
Class III	10,263
Total	22,026

I. Class I Services and Posts

2. The regularly constituted Services account for less than half of the Class I scientific establishment. These are the Defence Science Service, the Geologists Cadre of the Geological Survey of India, the scientific cadres of the Botanical and Zoological Surveys of India, and of the India Meteorological Department. The scientific posts under the Department of Atomic Energy which constitute the largest group in the Class I category, have not been organised into a regular Service. The distribution of Class I scientific posts in the typical Class I scales of pay is given in the Table below :—

TABLE II

Distribution of Scientific Officers in Class I scales of pay among the various Departments/Ministries (as on 1-1-1971)

Pay Scales (Rs.)	Atomic Energy	Defence	Geological Survey	India Meteorological Department	Food & Agriculture	Botanical Survey	Zoological Survey	Others	Total
Higher Posts (8 scales)	21	15	1	1	3	—	—	4	45
1800-100-2000	4	—	6	—	3	—	—	1	14
1600-100-2000	—	—	—	—	—	—	—	8	8
1600-100-1900	—	14	—	—	—	—	—	—	14
1600-100-1800	—	—	2	4	6	1	1	3	17
1300-60-1600-100-1800	45	38	—	—	1	—	—	1	85
1300-60-1600	14	—	61	14	36	1	—	23	149
1100-50-1200-100-1500	—	184	—	—	—	—	—	5	189
1100-50-1200-60-1500	253	—	—	—	—	—	—	—	253
1100-50-1400	—	—	—	—	42	2	2	17	63
700-50-1250	589	629	309	50	90	15	21	81	1784
700-40-1100-50/2-1250	—	4	—	—	37	—	—	40	81
400-40-800-50-950	1030	817	762	72	74	23	37	283	3098
400-400-450-30-600-35-670-EB-35-950	731	3	—	—	26	—	—	82	842
Others (20 scales)	223	—	—	—	1	—	—	62	286
	2910	1704	1141	141	319	42	61	610	6928

3. In the Class I, most of the direct recruitment is to the Junior Class I grade. Normally about half the Junior Class I posts are filled by direct recruitment, the remaining being filled by promotion from the Class II. The Senior Class I posts in the Geologists cadre of the Geological Survey of India, in the Zoological Survey, in the Botanical Survey and in the India Meteorological Department are filled entirely by promotion from the Junior Class I. In other cases one or the other of two variants is usually adopted, *viz.* either a fixed percentage of Senior Class I posts is set apart for direct recruitment, or a general provision is made for filling the senior posts by promotion or by direct recruitment as deemed necessary. Still higher posts are filled either by promotion or direct recruitment in most of the Departments, except in the Geological Survey and the India Meteorological Department where they are filled only by promotion. Where direct recruitment is undertaken, serving officers are also eligible to apply if they satisfy the prescribed conditions.

4. We shall deal with the recruitment practice as it exists in the Department of Atomic Energy in some detail later in this section. In other departments the qualification prescribed for direct recruitment to the Junior Class I Grade is usually at least a Second Class Master's Degree in the appropriate scientific discipline followed by two years' research or other appropriate experience. For the Senior Scale of Class I, the required qualification is generally at least a Second Class Master's Degree with four to five years' experience. For the higher grades, a Ph.D. with experience is generally required. A new feature that has become evident in the last decade is the increasing induction of persons with engineering qualifications into the scientific research and development organisations. In the Department of Atomic Energy and in the Ministry of Defence, an Engineering Degree is generally prescribed as an alternative qualification to the science Degree. Of the 1,281 Class I officers recruited to the Department of Atomic Energy during the ten years from 1960-61 to 1969-70 as many as 577 possessed engineering qualifications.

5. Scientific officers carry out a variety of tasks depending upon the activities of the Department in which they serve. These include basic and applied research (some of which is aimed at import substitution and development), extension, survey, exploration and inspection. Many of them serve in an advisory capacity, where their work may be concerned with such diverse fields as economic planning and internal security. At the higher levels they have been increasingly called upon to formulate policies and carry out administrative tasks in areas where science and technology have an important bearing e.g. in agriculture, nuclear power, munitions and weapons development, tele-communications, medicine and general industrial development. At present six scientists are working as Secretaries to Government. We have mentioned in some detail the enlarged role of the higher scientific establishment under the Government to underline the need for recruiting and retaining scientific officers of such calibre as is necessary for the adequate performance of the tasks now being entrusted to them. Most

of the scientific research and development work in this country is carried out under the aegis of the Government—whether directly under it or under the autonomous councils and the public sector undertakings financed by it. Not having a ready supply of scientific talent available outside, the public sector has perforce to nurture and develop this talent within itself.

6. The associations of scientific officers have highlighted the disparity in the career prospects between a scientific career and one in the administrative services. They have criticised the existence of a large number of grades in the scientific services as being inimical to team work. The specific proposal generally made by them is for a long time-scale of pay that would integrate the existing Class II, Class I Junior, Class I Senior, the Junior Administrative grades and, in some cases, the next higher level also. The proposal further contemplates that there should be efficiency bars in this long scale so that officers who do not come up to the mark are held up at these stages in the scale and those who show unusual ability would earn advance increments. Above this long time-scale, the associations have envisaged two or more higher grades which would be applicable to scientists of outstanding merit and to the Heads of Laboratories and other scientific institutions. The highest of these grades would reach the highest salary achievable in the entire civil service.

7. The officers of the Defence Science Service have made a slightly different proposal for having one scale of Rs. 600—3000. The normal run of scientists would move only up to the stage of Rs. 1600 in this scale. The abler scientists would go up to Rs. 2500 and the outstanding among these would reach Rs. 3000. Beyond this, there would be a fixed pay of Rs. 3500 for the Scientific Adviser to the Defence Minister.

8. To assess whether the existing grade structure and pay scales were enabling the Government to recruit scientists of the requisite calibre, we made enquiries into the quality of candidates who entered the major scientific cadres during the last ten years. The percentage of First Classes among the candidates appointed from 1960 to 1970 is as follows :

Department of Atomic Energy	71.3%
Irrigation and Power	66.7%
Defence Science Service	56.0%
India Meteorological Department	50.0%
Geological Survey of India	35.5%

We are not sure whether these percentages, good as they seem to be, can be taken as a correct index of the success achieved by the Government in recruiting and retaining scientific personnel of the requisite quality. We understand that in the Bhabha Atomic Research Centre of the Department of Atomic Energy the number of scientists and engineers who resigned in 1967-68, 1968-69 and 1969-70 was respectively 103, 76 and 122. This gives an average

of about 100 per year. The Bhabha Atomic Research Centre has a strength of about 2,000 scientists and engineers. We would have considered a wastage of 5% through resignations as serious but for the fact that the officers who left this Centre after being trained there, seem to have drifted to other institutions or have left for pursuing higher studies elsewhere. The number of resignations from the Defence Science Service during the five years prior to 1971 is stated to be 45. The Geological Survey has reported recruitment and retention difficulties.

9. We have seen a report of an enquiry conducted recently by the Institute of Applied Manpower Research on the "brain drain". The report mentions that about 8,000 qualified scientists (i.e., M.Sc.'s) representing 9% of the total stock were staying abroad in 1967. The Report adds, "Sensitivity to internal wage inequalities has grown along with the knowledge of structures elsewhere". While it may be idle to speculate upon the extent to which wage structure alone may have influenced the migration of scientists, and the part other factors such as

a more congenial environment for research work and the ready availability of research equipment, may have played in persuading them to adopt this course, it will perhaps be conceded that an adequate proportion of the best scientific talent produced by the country has to be harnessed for service under the Government. To be able to do so, it is not enough that well-merited candidates are recruited but it is equally essential to give them a reasonable degree of satisfaction with both pay and conditions of work. And this can be achieved to a great extent if the financial rewards of a scientific career, to the best among the scientists under the Government, are comparable with those available to the best among those who are serving the Government in other avocations. We have approached the revision of the pay structure of the scientific cadres keeping this broad consideration in view.

10. The Table below clearly demonstrates that the prospects in the scientific services are not, at present, comparable with those in the other cadres administrative or technical :—

TABLE III

Number of Class I posts	Class I Engineering Services (a)	Class I Scientific services (b)	Non-technical Class I Services (c)	Indian Administrative Service (d)
With pay				
(i) of Rs. 1800 and above	176 (2.5%)	59 (0.9%)	178 (3.3%)	462 (18.0%)
(ii) between Rs. 1100 and 1800	812 (11.8%)	842 (12.2%)	947 (17.5%)	
(iii) Senior scale	2590 (37.8%)	2001 (28.8%)		1119 (43.5%)
(iv) Junior scale	3286 (47.9%)	4026 (58.1%)	4279 (79.2%)	990 (38.5%)
TOTAL	6864	6928	5404	2571

(a) Excludes higher posts held on deputation etc; also excludes general management posts shared by the Railway Engineering Services. Covers 15 organised Class I Engineering Services.

(b) Includes six posts starting at Rs. 1000/-

(c) Excludes higher posts held on deputation. Covers all the organised Central Class I (Non-technical) Services.

(d) The Indian Administrative Services has no Junior Administrative Grade; but its Senior Scale is Rs. 900-1800. The number noted includes those working in the States only; the number shown in the column Rs. 1800/- and above includes Slection Grade (Rs. 1800-2000) and higher posts up to Rs. 3500/- occupied in the State, but does not includes posts held on deputation at the Centre.

(e) including 342 Junior posts; 263 Leave/Training Reserve, and 385 Deputation Reserve (States).

11. When the Second Pay Commission reported, the distribution of posts at the various levels in the Scientific Services was : Junior Scale—43%; Senior Scale—43%; "Junior Administrative Grade"—10.8%; Higher posts—3.2%. These ratios have deteriorated during the last decade. There are now two Junior Scale posts to each Senior Scale post, while earlier the proportion was 1 : 1. Though the percentage of posts in the "Junior Administrative Grade" has improved slightly, the proportion of higher posts has dropped to 0.9%. Apart from the

unfavourable grade composition, the career prospects are further circumscribed by the fact that a scientist has generally to look for promotion within his own speciality and for an able scientist who does not have a higher post available within his speciality, promotion is possible only if he chooses to move to a higher post in another speciality, or to a post of an administrative nature. In our view such moves are harmful to the community and to the individual scientist as these may go counter to his own predilections and be wasteful of both time and effort.

Opportunities for such movement are also very limited. We understand that in the Department of Atomic Energy flexibility exists in creating higher posts for promoting the deserving scientists. The same flexibility does not obtain in most other Departments. The Second Pay Commission, which addressed itself to this problem had recommended* that in the research and development organisations the distribution of posts in different grades might be as follows :—

Higher posts	5%
"Junior Administrative Grade"	20%
Senior Scale	45%
Junior Scale	30%

12. The Second Pay Commission mentioned that these percentages were illustrative and not rigid, and had envisaged some deviations in the case of the surveys, etc. The present position as indicated above (Table III) is much less advantageous than what the Second Pay Commission had thought proper.

13. The Second Pay Commission further recommended a scheme of special merit promotions under which posts were to be created *ad hoc* in the scale of Rs. 700—1250 or in a higher scale for the promotion of outstanding research workers. This scheme is now in operation along with a scheme of granting advance increments for recognition of meritorious work. From the information available to us, neither scheme seems to have been used extensively. In the last decade there was only one case of merit promotion and only in 63 cases were advance increments granted.

14. We discussed the demands of the scientific officers with a few senior scientists and other witnesses who appeared before us. Some of them have favoured an integrated time-scale of pay as, according to them, the present structure and the available career prospects do not provide sufficient incentive for good work which the long time-scale would ensure. Certain other eminent scientists, on the contrary, felt that a graded structure more or less modelled on the present pattern was essential in order to maintain keenness and to sustain performance of a high order. They, however, suggested substantial improvements in the existing scales.

15. We feel that the time has arrived when not only the scales of pay but the promotion prospects also should be improved so that a positive incentive is provided to the talented Science graduates to seek scientific careers under the Government. It appears to us that since scientists are initially drawn from the same source, viz., the more meritorious university graduates and post-graduates, which also feeds the professional categories, the administrative services and the academic world, we should endeavour to redress the balance at present tilted against the scientists. There is a further general issue which, to our mind, deserves attention. In administration, as

also to some extent in the various professions, experience is rated highly because it has been found to increase the effectiveness of the Government servant, owing to the wider knowledge, greater maturity and the more tempered judgement that is associated with it. The scientific career, particularly for a working scientist, as opposed to an administrative or a managerial scientist, is primarily creative, and experience by itself need not be given the same importance. It may also happen that a working scientist may reach the peak of his creative activity comparatively early in life. Further, the mere possession of high academic qualifications does not necessarily guarantee that such a person has the makings of an excellent researcher or a creative scientist. Persons with these gifts are indeed rare, and it is but fitting that they should receive recognition at an early stage of their career. We feel that the pay structure for scientists should be designed bearing these aspects in mind. Since the functions and duties of the scientists are different from those of the administrative and technical wings, we have attempted to devise a pay structure which is specially tailored to their needs and those of the organisations they man. We have also tried to ensure that the opportunities of advancement for the meritorious scientist in his own line are comparable to those of the highest administrative and technical cadres.

16. We feel that both the pay structure and the management of the cadre should be so arranged that the more meritorious scientists—as judged by their performance—are given faster promotions and higher emoluments. Furthermore, timely promotion should be made possible within the broad area of the scientist's chosen or allotted field of work. The long integrated scale could, no doubt, ensure some of these objectives but we are inclined to the view that but for some exceptions, a long time-scale is generally unsuitable for scientific work as there is no demonstrable positive link between pay and performance. Further, as we have mentioned above, research potential is a rare gift, and even for the managerial scientists it cannot be claimed that all of them succeed in developing the qualities of management required at the higher levels where a team has to be forged and a programme administered. Even though efficiency bars may be interposed, a long time-scale of pay would fail to differentiate adequately between the average and the able scientist, and consequently, it would be generally wasteful of resources. We are of the view that a graded structure which facilitates the reward of good work through selective promotion would serve as a powerful incentive to better performance. That the present graded structure has failed to achieve this objective is because of the unfavourable grade composition and the consequent lack of adequate opportunities for advancement. The position could be greatly improved, if adequate flexibility is built into the structure for permitting the timely creation of higher posts, to which the abler scientists could be promoted before frustration sets in.

17. We understand that in the Scientific Civil Service of the United Kingdom a system known as 'flexible complementing' has been followed with success. An officer in the lowest grade, viz., Scientific Officer, can be promoted to the higher grade of Senior Scientific Officer anytime after reaching the age of 26 years, irrespective of the occurrence of a vacancy, provided his work and other qualities justify such promotion. The total number of posts in the two grades and not the number in each individual grade is fixed. Deserving Senior Scientific Officers can also be promoted to the next higher level of Principal Scientific Officers by creating new posts if necessary, provided the number of posts in the grades of Scientific Officers, and Senior Scientific Officers on the one hand, and those in the grade of Principal Scientific Officer and in the higher grades on the other, does not exceed a certain ratio. The United Kingdom system has been commended at a recent United Nations Seminar*, for general acceptance.

We feel that it is worthwhile adopting a somewhat similar arrangement and we accordingly recommend the following concrete steps:

(i) As in most of the organised Central Class I Services promotions to the Senior Scale in the Scientific Services also should take place around the 6th year of entering the Junior Class I Grade. To ensure this, the number of Junior Scale and Senior Scale posts taken together should be fixed for the establishment and the Departments should be given the freedom to vary the individual numbers in the Junior and Senior Scales.

(ii) Flexibility should be permitted so that posts above the Senior Scale also can be readily created to accommodate able scientists who would otherwise be held up for lack of vacancies. The Departments should be allowed to create additional posts if necessary, in the grade immediately above the Senior Scale for the promotion of meritorious scientists. The number of posts in the grade immediately above the Senior Scale should not exceed 30% of the total number of posts in the Junior Scale, Senior Scale and the next higher grade taken together. We envisage that normally this proportion would be well below the stipulated figure, so that there is always room for recognition of the meritorious scientists. While we would be averse to prescribing any particular minimum service period for such a promotion, normally a scientist should have worked for, say, about five years in the Senior Scale before he is considered for a further promotion.

(iii) The higher posts created as a result of the 'flexible complementing' that we have recommended in sub paragraphs (i) and (ii) above will be personal to the incumbents,

and on vacancies arising owing to the further promotion, of their incumbents, or otherwise these posts will revert to the level at which initially sanctioned.

(iv) We do not consider it necessary to recommend this flexibility for the creation of posts in the still higher grades. We understand, however, that the Department of Atomic Energy enjoys the flexibility to create higher posts also; we would not like to disturb this arrangement. In most of the other scientific organisations such higher posts usually involve directorial or administrative responsibilities and normally the number of posts at this level should depend on the needs of the work and cannot remain flexible. However, we recommend that as a recognition of the contribution of the outstanding scientists it should be made possible to promote them to any of the prescribed higher grades, commensurate with their merit, by creating new posts on a personal basis. To distinguish this provision from the 'flexible complementing' suggested earlier we would describe these other appointments as 'special merit appointments'. The provision for such appointments should also be used to enable an outstanding scientist, if he so chooses, to stay on in his own particular field rather than move to a higher post outside his field of specialisation or into administration.

(v) We are of the view that scientific research is a field where it is possible to appraise the contributions of an individual scientist with an acceptable degree of objectivity. Procedures for this should however, be so devised as to inspire confidence in the system of appraisal. Accordingly, for the effective implementation of the scheme of 'flexible complementing' and special merit appointments, we suggest that promotions in the Scientific Departments should be made on the basis of periodical assessments (say, once or twice a year), by one or more Committees consisting of the head of the laboratory or other scientific institution and outside experts in kindred disciplines. We refrain from going into any further details regarding the composition and the procedures of such Committees. This may be settled at the highest level, in consultation with the Union Public Service Commission, and the National Committee on Science and Technology.

(vi) These recommendations would apply to all the scientific posts except those pertaining to administrative and advisory functions in the Ministries and Departments. We think that these recommendations, if necessary

*U.N. Inter-regional Seminar on the Employment, Development, and Role of Scientists and Technical Personnel in the Public Service of Developing Countries (Tashkent 1969).

with minor modifications, should be applicable even in the scientific surveys and exploratory organisations also, like the Anthropological, Geological, Botanical and Zoological Surveys, which today have a hierarchical structure.

- (vii) The provision that exists in some scientific departments of direct recruitments to the Senior Class I Scale and the Junior Administrative Grade, or its equivalent, does not seem to have been used to any appreciable extent. With the flexibility that we have recommended for the creation of posts at these levels, it should be possible to induct experienced scientists from outside without jeopardising the promotion prospects of those already in service. The scales that we have recommended for these two grades are, in our view, sufficient to attract young and meritorious scientists who may be staying abroad. Further, in fast developing technical and scientific fields it is of supreme importance that persons closely associated with scientific developments in the advanced countries, and with current knowledge of research work there should be persuaded to enter Government research laboratories, and to impart their knowledge to their colleagues. We recommend that in all scientific organisations there should be provision for lateral induction, by direct recruitment to a reasonable percentage of these posts.

18. We now proceed to discuss our proposals regarding the revised scales of pay for the Junior Class I, Senior Class I and, the grade above the Senior Scale in the Scientific Services.

Junior Class I and Senior Class I Grades

(i) The junior scale of Rs. 400-40-800-50-950 and the senior scale of Rs. 700-50-1250 for the Scientific Class I posts cover a shorter time span as the rates of increment in these scales are higher than in the standard Junior Class I and Senior Class I scales of pay applicable to the other Class I Central Services*, technical as well as non-technical. We have considered whether it is necessary to continue with these differentials which were specially recommended for the Scientific Services by the Second Pay Commission. Some of the witnesses felt that it was not necessary to persist with these differences specially when the Class I engineering officers who, in a number of cases, work side by side with the scientists, are on scales that have a slower rate of progression. We think that with the provision that we have made for flexibility in promotion to the Senior Scale it should be sufficient if the junior scale of scientific services and posts is the same as we have recommended for the all-India Services and the Central Class I Services. We accordingly recommend the Junior Scale of Rs. 700-1300.

(ii) As regards the Senior Scale, in view of the fact that the scale of Rs. 700-50-1250 has a higher career value than the standard Class I Senior Scale at present, we recommend that the Scientific posts which are now in the Senior Scale of Rs. 700-50-1250 should be given the revised scale of Rs. 1100-1600**. The rate of increment proposed in this scale is the same as for the other Senior Scale posts. Scientific posts which are on a Senior Class I Scale, other than Rs. 700-50-1250, should be placed in the revised scale of Rs. 1050-1600.

Grade next above the Senior Scale

(iii) The most populous scales at this level are: (i) Rs. 1100-50-1400, (ii) Rs. 1100-50-1200-60-1500, (iii) Rs. 1100-50-1200-100-1500 and (iv) Rs. 1300-60-1600. We recommend the revised scale of Rs. 1500-2000 for the posts which are at present in the scales of Rs. 1100-1500 and Rs. 1300-1600. For the posts which are now in the scale of Rs. 1100-50-1400, we have recommended the appropriate revised scale while dealing with the concerned Departments.

Despite what we have stated earlier, there might be certain exceptional cases, where a long time-scale may prove advantageous, and provide the most suitable arrangement under the circumstances. We observe that there may be cases where the field of work of a scientist is so highly specialised that it does not admit of the employment of considerable numbers, or the adoption of a graded structure. In such cases it may be difficult to create posts in the higher grades on the basis of the percentages we have suggested for purposes of promoting the abler scientists. We recommend that Scientists in these organisation should be recruited to the Junior scale in the normal manner and should, on being adjudged fit for promotion, be placed in a scale which is a combination of the Senior Scale and the next higher grade. This merged scale should be Rs. 1100—1800.

Higher posts

(iv) Above the grade of Rs. 1300-1600, the number of higher posts is relatively small. At present these posts are in a large number of grades, viz. Rs. 1300-1800, Rs. 1600-1800, Rs. 1600-1900, Rs. 1600-2000, Rs. 1800-2000, Rs. 2000-2250, Rs. 2000-2500, Rs. 2250-2500, Rs. 2500-2750, Rs. 3000 fixed and Rs. 3500 fixed. Official witnesses have supported the demand for upgradation of the higher level posts in the Scientific Services. Our approach in recommending the scales for posts at these levels is that the remuneration at the highest levels in the scientific disciplines should be comparable with those available to the Administrative and Technical cadres. This approach has led to our recommending a relatively large enhancement in the present level of remuneration for some of these posts which we feel, are undervalued at present. Further, we think that in most cases the potentialities and the importance of the scientific post at the higher levels as also its job-content get transformed by the qualities and ability of the

*The comparison is with the split scales and not with the integrated Class I scale.

**Member Secretary dissents vide his Note of Dissent.

individual who fills it. Contrary to the normal run of posts under the Government, we feel called upon to suggest that for top scientific posts, it is necessary to take cognizance of the merit and worth of the individual scientist, and the pay of an outstanding scientist should be fixed according to his individual merits. We accordingly recommend the following general pattern of grades for the scientific posts at these levels:—

Outstanding Scientist and Heads of very important Laboratories. Fixed pay in the range of Rs. 3000 to Rs. 3500.

Heads of Scientific Organisations with large field formations. Rs. 3000 fixed.

Other Heads of Scientific Organisations or Laboratories or Deputy Heads of major organisations. Rs. 2500-3000 or Rs. 2250-2750 or Rs. 2000-2500 or Rs. 2000-2250 or Rs. 1800-2250 depending upon the size and importance of the organisation.

19. We have recommended one or the other of the above scales for individual posts while considering the various Departments in detail.

Geological Survey of India

20. The Class I scientific posts in this survey are organised in three cadres, namely, Geologists, Geophysicists and Chemists. The distribution of the posts above the Senior Scale is given in the Table below:—

TABLE IV

Pay scale (Rs.)	Geologists	Geophysicists	Chemists
2250—2500	Director General (1)	..	..
1800—2000	Deputy Director General (6)	..	..
1600—1800	Director S.G. (25% of the posts of Director).	Chief Geophysicist (1)	Chief Chemist (1)
1300—1600	Director (51)	Superintending Geophysicist (6)	Superintending Chemist (4)

21. The selection grade and the ordinary grade of the Directors (Geologists) should be merged and replaced by the scale of Rs. 1500—2000. The posts of the Superintending Geophysicist and Superintending Chemist should also be in this scale.

Posts of Deputy Director General and the Director-General are open only to the Geologists and not to the Geophysicists and Chemists. Thus the posts of Chief Geophysicist and Chief Chemist are the highest posts in the respective cadres and the incumbents have no further avenue of promotion. We recommend for both these posts the revised scale of Rs. 2000—2500.

The Deputy Directors General hold charge of the five circles into which the whole country has been divided for geological mapping and exploration. As such, these posts carry important responsibilities, and we feel that substantial improvement is justified in their existing scale. We recommend for these posts the revised scale of Rs. 2250-2750.

22. We feel that the present scale of the Director General is not commensurate with the size and importance of the organisation which he heads and the responsibilities that he carries. We notice that some years ago the Committee on Organisation of Scientific Research had recommended for this post a fixed pay of Rs. 2750. We think that a fixed pay of Rs 3000 would be appropriate and recommend accordingly.

The Defence Science Service

23. In conformity with our general approach to the scientific scales, we recommend the following revised scales for the Class I posts above the Senior Scale in this service:—

Designation	Existing Scale (Rs.)	Proposed scale (Rs.)
Principal Scientific Officer.	1100-50-1200-100-1500	1500-2000*
Deputy Chief Scientific Officer.	1300-60-1600-100-1800	1800-2250*
Director, Grade II.	1600-100-1900	2000-2500
Director, Grade I or Chief Scientist.	2000-100-2500	2500-3000
Scientific Adviser to the Defence Minister.	3500	3500

India Metrological Department

24. The pay scales of the Class I Scientific posts above the Senior scale in this Department are as follows:—

Designation	Existing scale (Rs.)
Director	1300-60-1600
Deputy Director-General	1600-1800
Director-General of Observatories	2250-2500

For the Directors we recommend the scale of Rs. 1500—2000. The pay-scale of the post of Director-General, Observatories has been revised recently.

*Member Secretary dissents *vide* his Note of Dissent.

Also keeping in view the fact that the research oriented institutes under this Department have been separated and formed into autonomous organisations, we recommend for the post of Deputy Director General the scale of Rs. 2000-2250, and for the post of Director General, the scale of Rs. 2500-2750.

Department of Atomic Energy

25. The Class I scientific posts in the Department of Atomic Energy have a distinctive grade structure, with two parallel sets of grades, namely (i) the normal or scientific grades, and (ii) the research or 'fast track' grades. The distribution of posts is given in the Table below:—

TABLE V

Normal scale			Research or Fast Track Scales		
Grade	Scale (Rs.)	Number	Grade	Scale (Rs.)	Number
			Director, Bhabha Atomic Research Centre.	3500	1
			Outstanding Scientist/Engineer.	3000	3
			Outstanding Scientist/Engineer.	2750	Nil
SG	1800-100-2000	4	H	2500-125-2750	3
SF	1300-60-1600-100-1800	45	G	2000-100-2500	13
SE	1100-50-1200-60-1500	253	F	1400-70-1680-SG-70-1750-100-1950.	17
SD2	700-50-1250	589	E	1300-60-1600	14
SD1	700-40-1100-50-1250	55	D	1100-60-1400	39
SC2	400-40-800-50-950	1030	C	750-60-1050	82
SC1	400-400-450-30-600-35-670-SG-35-950.	731			
SB	350-25-500-30-590-EB-30-800-EB-830-35-900.	178	B	500-50-750	83

26. These scales apply to scientists as well as engineers and both are uniformly designated as scientist/engineer of a particular grade. Scientists who show special aptitude for research are placed in the research or 'fast track' scales which carry higher incremental rates than the corresponding normal scales. We understand that officers placed in such scales can also be put back to the normal scales if their performance is not up to the mark. Initial recruitment is to the grade of Rs. 400-950 (SC 1 or SC2). The minimum qualification required is either a second class M. Sc. with at least 55% marks in the aggregate, or a second Class B.E. with not less than 60% marks in the aggregate, or a first class B.Sc./B.Sc.(Honours) with at least 65% marks in the aggregate. Candidates are selected, on the basis of an interview, by the Department itself which has been exempted from the requirement of consulting the Union Public Service Commission. The recruits are trained in the departmental school for a period of one year in the requisite disciplines. Successful trainees are placed in either SC2 or SC1 depending on their gradation at the end of the training course. A few of the physics and chemistry trainees who fail to make the grade are absorbed in the lower grades. Direct recruitment to the higher grades also takes place from among experienced scientists. All promotions within the scientific establishment are on merit, which is periodically and systematically assessed. As mentioned earlier, there is flexibility in creating posts in the higher grades for promotion

purposes and, according to the Department, no scientist who deserves promotion is denied it for lack of a vacancy in the higher grades. Among the scales peculiar to this Department is the Scale of Rs. 700-40-1100-50-1250.

27. The association of officers of the Bhabha Atomic Research Centre has proposed that the fourteen existing normal and 'fast track' scales should be merged into the five scales as given below:—

- (i) Rs. 600-50-900-60-1500 (by merger of SC1/SC2/B)
- (ii) Rs. 1000-60-1600-75-1900 (by merger of SD1/SD2/C)
- (iii) Rs. 1400-75-1700-100-2200 (by merger of SE/D)
- (iv) Rs. 1700-100-2000-125-2500 (by merger of E/SF/F)
- (v) Rs. 2300-125-2550-150-3000 (by merger of SG/G/H)

according to the proposal the standard Class II grade 'SB' would remain separate. It has been further urged that the 'fast track' grades having served the purpose for which they were initially introduced, viz. to attract talented research workers into a new organisation, should now be abolished. For the three highest grades the association has proposed fixed pays of Rs. 3500, Rs. 4000 and Rs. 4500.

28. During his evidence before the Commission, the Secretary of the Department explained his proposals under which the 'fast track' grades of 'E', 'F', 'G', and 'H' would be merged with the normal scales. The details of his proposals are given below:

- (i) Rs. 550-50-1000-60-1300—(by merger of SB 70-1440 Class II/SC1/SC2)
- (ii) Rs. 650-50-1000 (replacement of Grade 'B')
- (iii) Rs. 800-60-1100-70- (by merger of SD1/SD2) 1450-80-1850
- (iv) Rs. 950-70-1300 (replacement of Grade 'C')
- (v) Rs. 1200-80-1600-90 (replacement of Grade SE) 2050
- (vi) Rs. 1200-100-1700 (replacement of Grade 'D')
- (vii) Rs. 1600-100-2000- (by merger of E/SF/F) 125-2250
- (viii) Rs. 2500-125-3000 (by merger of SG/G/H)

He also proposed the replacement of the three top grades of Rs. 2750, Rs. 3000, and Rs. 3500 by a single grade of Rs. 3500.

29. We have gained the impression that the scientific community in the Department of Atomic Energy has grown with, and got accustomed to, the structure of normal and 'fast track' grades, and from all accounts the system has yielded dividends. The flexibility allowed for creating higher posts, which in turn permits the recognition and reward of merit by promotions as necessary, has also prevented any sense of frustration. We are, therefore, averse to suggesting any change in the existing system and recommend that it should continue.

30. As regards the views of the Secretary of the Department on the question of merging the different grades, we feel that except where such scales are close enough at present, the Department itself would be in a better position to take a decision on the suggested mergers, in the light of the revised pay structure that is being recommended for scientists as a group. Further, we refrain from recommending the substitutes for the 'fast track' grades 'B', 'C', 'D', 'E' and 'F'; the Department may determine the revised

scales with reference to the main scales recommended below:—

TABLE VI

Grade	Existing scale (Rs)	Proposed scale (Rs.)
SC1	400-400-450-30-600-35-670-SG-35-950.	700-1300
SC2	400-40-800-50-950	
SD1	700-40-1100-50-1250	1050-1600
SD2	700-50-1250	1100-1600*
SE	1100-50-1200-60-1500	1500-2000*
SF	1300-60-1600-100-1800	1800-2250*
SG	1800-100-2000	2000-2500
G	2000-100-2500	2500-3000
H	2500-125-2750	
Outstanding Scientist/Engineer	2750-3000	A fixed pay in the range of Rs. 3000 and Rs. 3500 as may be prescribed depending upon the ability of the individual scientist.
Director, Bhabha Atomic Research Centre	3500.	

Other Posts

31. For the class I Scientific posts in various other Departments we have recommended suitable revised scales while discussing the individual departments concerned. However, in order to make the present narrative comprehensive, we give below the revised scales recommended for the Heads of certain Laboratories and other scientific institutions—

TABLE VII

Designation	Existing scale (Rs.)	Proposed scale (Rs.)
President, Forest Research Institute and colleges.	2000-125-2250	2500-3000
Director, Botanical Survey of India.	1600-100-1800	2000-2500
Director, Zoological Survey of India.	-do-	2000-2500
Chief Chemist, Central Revenues Laboratory.	-do-	2000-2500
Director, Combined Forensic Science Laboratory (Central Bureau of Investigation, Department of Personnel).	-do-	2000-2500
Director, National Test House (Ministry of Supply)	1600-100-2000	2000-2500

Class II Gazetted Posts

32. The Table below gives the distribution of gazetted Class II posts which are filled either by direct recruitment from among those having a science or an engineering qualification, or by promotion from lower non-gazetted scientific posts:—

*Member Secretary dissents *vide* his Note of Dissent.

TABLE VIII
Distribution of Class II (Gazetted) Scientific Posts

Pay scale (Rs.)	Defence	Railways	Atomic Energy	Food & Agriculture	Mines	Tourism & Civil Aviation	Shipping & Transport	Scientific & Technology	Industrial Development	Health	Others	Total
1. 590-30-830-35-900	—	—	—	2	—	—	4	—	—	—	—	6
2. 620-30-800	—	—	—	—	—	—	—	—	—	—	4	4
3. 590-30-800	—	—	—	—	—	—	—	—	—	—	1	1
4. 530-30-650	—	—	—	—	—	—	—	—	—	10	—	10
5. 400-25-500-30-830-35-900	—	—	—	2	—	—	—	—	—	2	6	10
6. 400-25-500-30-800	—	—	—	—	—	—	—	5	—	—	—	5
7. 400-25-500-30-680	—	—	—	—	—	—	—	3	—	—	—	3
8. 375-25-500-30-830-35-900	—	—	—	—	—	—	—	—	—	6	—	6
9. 350-25-500-30-830-35-900	711	19	178	169	453	248	—	49	—	26	132	1985
10. 350-25-500-30-830	—	—	—	—	—	—	—	—	36	—	—	36
11. 350-25-500-30-800	—	—	—	—	—	1	—	30	—	19	—	50
12. 350-25-500-30-680	—	—	—	—	—	—	—	1	—	7	—	8
13. 350-25-500-30-650	—	—	—	—	—	—	—	1	—	—	—	1
14. 350-25-575	—	—	—	—	—	—	—	3	—	—	—	3
15. 325-25-500-30-800	—	—	—	—	—	—	—	—	—	2	—	2
16. 325-25-500-30-650	—	—	—	—	—	—	—	—	—	3	—	3
Total	711	19	178	173	453	249	4	92	36	75	143	2133

33. There is a good deal of direct recruitment to these posts—to 75% of the posts of Assistant Geologists in the Geological Survey to 50% of the posts of Assistant Meteorologists in the Ministry of Tourism and Civil Aviation and to 50% of the posts of Junior Scientific Officers of the Defence Science Service. In the case of the Class II posts under the Ministry of Food and Agriculture, which are distributed in a number of small directorates and other organisations, the direct recruitment ranges from 100% to 50%. Most of the associations of scientific officers have proposed that the Class II posts should be merged with the Class I posts of the corresponding cadres. The continuance of the class II cadres in the bigger organisations entirely devoted to research and development was not favoured by some of the witnesses. Another witness who heads a large establishment was however, not prepared to merge the existing Class II with the Class I and was in favour of merging it with the Class II (non-gazetted) and Class III scientific cadres. Others witnesses did not see any objection to the continuance of the Class II and expressed the view that the grade served as a valuable promotion channel for the Class III and non-gazetted Class II. One of the witnesses considered the Class II cadre as desirable from another point of view viz. that it could absorb at a suitable level those candidates who are otherwise well merited but fail to enter into a Class I post by mischance.

34. Elsewhere in this Report we have given our views on the general issue. In respect of the Scientific Services in particular we do not feel justified in either suggesting the merger of the Class II posts with the Class I posts or filling them entirely by promotion. In many of the organisations there may be no suitable lower posts from which promotions could be made. Further direct recruitment to Class II posts would be necessary where experience of a particular kind is being sought.

35. We do not see any justification for the large number of scales that at present exist for this group of posts. We have dealt with many of these posts while discussing the individual departments, specially where distinctive features exist either in view of their responsibilities or of their position in the cadre as a whole. In other cases the existing scales should be revised as follows :—

TABLE IX

Existing scale (Rs.)	Proposed scale (Rs.)		
(i) Rs. 620-30-800 Rs. 590-30-800 Rs. 590-30-830-35-900	(i) 840—1200 ✓		
(ii) Rs. 400-25-500-30-830-35-900 Rs. 400-25-500-30-800 Rs. 375-25-500-30-830-35-900 Rs. 350-25-500-30-830-35-900 Rs. 350-25-500-30-830 Rs. 350-25-500-30-800 Rs. 325-25-500-30-800		(ii) 650—1200 ✓	
(iii) Rs. 400-25-500-30-680 Rs. 350-25-500-30-680 Rs. 530-30-650 Rs. 350-25-500-30-650 Rs. 325-25-500-30-650			(iii) 650—960
(iv) Rs. 350-25-575	(iv) 550—900		

III Non-Gazetted Staff

36. We consider next, the non-gazetted* staff of the scientific category. The total number of such staff in the Class III and Class II (non-gazetted) is 12965 as against 4658 at the time of the Second Pay Commission. Although they are distributed in 25 scales of pay, the concentration is in 10 scales and in nine departments as shown below :—

*This refers to the Class III and Class II (non-gazetted) staff for whom a B.Sc. or M.Sc. has been prescribed as the essential educational qualification. In many cases a Degree or a Diploma in engineering is an alternative qualification. Also included are posts calling for a Matriculation or equivalent with Science as a subject, or supporting posts for clearly scientific activities.

TABLE X

Distribution of Scientific Posts (Non-Gazetted)

Pay Scale (Rs.)	Defence	Tour-ism & Civil Aviation	Atomic Energy	Agri-culture	Rail-ways	Health	Mines	Irriga-tion & Power	Edu-cation	Other Deptts.	Total
1. (a) 325-20-425-25-575	..	..	250	..	..	..	..	..	..	..	250
(b) 325-15-475-25-575	..	..	..	..	2	..	..	..	..	..	2
(c) 325-15-475-20-575	1513	382	..	21	161	25	..	13	35	270	2420
2. 325-15-475	..	..	..	..	..	..	366	..	3	2	371
3. 325-25-450	..	..	163	..	..	..	..	..	..	..	163
4. 250-15-475	..	..	477	..	..	..	..	..	..	..	477
5. 210-10-290-15-320-EB-15-425.	1360	921	492	214	301	120	103	316	175	223	4225
6. (a) 150-5-240-8-280-10-300.	..	..	..	..	..	..	..	..	..	5	5
(b) 150-5-200-8-280-10-300.	..	..	..	..	..	..	..	..	..	1	1
(c) 150-5-160-8-280-10-300.	1138	1295	..	193	317	33	44	2	76	39	3137
7. 130-5-160-8-280-10-300	..	..	57	14	..	60	..	..	..	40	171
8. 110-4-170-5-200	144	202	..	195	136	123	..	129	53	76	1058
9. (a) 110-4-170-5-180	..	..	..	..	..	..	2	..	..	..	2
(b) 110-3-131-4-175-5-180	..	7	..	72	81	..	10	..	27	21	218
10. 110-3-131-4-155	28	..	..	..	..	142	..	..	..	66	236
TOTAL	4183	2807	1439	709	998	503	525	460	369	743	12736
11. 15 Other scales	65	..	..	..	43	55	..	10	1	55	229
GRAND TOTAL	4248	2807	1439	709	1041	558	525	470	370	798	12965

It will be seen that only 4 scales viz., (i) Rs. 110-200, (ii) Rs. 150-300, (iii) Rs. 210-425 and (vi) Rs. 325-575 cover 11,098 posts or 85.6% of the total.

37. There is no uniformity in the designations. While the designations of Junior Scientific Assistant, Scientific Assistant, Senior Scientific Assistant are in vogue in the Ministry of Defence and in a few other Departments, other designations such as Research Assistant, Technical Assistant, Demonstrator, Technical Officer, etc. occur in different departments. We reaffirm the recommendation made by the Second Pay Commission that it would be useful to adopt standardised designations.

38. The non-gazetted scientific staff assist the Class I and Class II scientific officers in setting up experiments, conducting various tests to ascertain physical, chemical, and other properties of the samples being tested and in collecting information from various documents for the purpose of planning new experiments. Some of the staff are also engaged in the regulatory, and extension type of work, such as food and drug control, agricultural extension etc. There is also much work being done which is of a routine character like preparing reagents, conducting standardised experiments, calibration and so on. On the whole the work done by this category of staff is variegated, ranging from routine microscopic examinations to complicated electronic experiments. We do

not, however, think that the levels of duties vary to such a great degree as to justify the large number of pay scales that have come into existence. In fact the Second Pay Commission deprecated the large number of scales that existed even at that time and expressed the opinion that a maximum of four grades should suffice.

39. The promotion prospects of the scientific staff vary considerably from department to department and within the same department from one organisation to another. Except in the Defence Research and Development Organisation and the Directorate General of Inspection, the scientific staff do not have either regular or adequate avenues of promotion to the highest grades in Class III. The position is more or less the same in respect of promotion to the Class II cadre also. Some organisations fill Class II posts by direct recruitment while in others (e.g., Geological Survey of India, Defence Research & Development Organisation) 25—50% of the Class II posts are filled by promotion of Scientific/Technical Assistants.

40. The associations of non-gazetted scientific staff have, apart from asking for improved scales, generally demanded (i) the merger of the grades of Rs. 150-300, Rs. 210-425, and Rs. 325-575, or (ii) the merger of the grades of Rs. 210-425 and Rs. 325-575, or (iii) the merger of the grade of Rs. 325-575 and the Class II gazetted grade of Rs. 350-900. Some associations have also demanded the abolition of the grade of Rs. 150-300. Some official witnesses

were also in favour of having a single grade for the category of scientific assistants. One of the senior scientists who appeared before us held the view that there is no need to recruit M.Sc.'s at all to the cadre of scientific assistants and that the B.Sc.'s should be adequate. These witnesses did not, however, support the merger of any of the existing grades of scientific assistants with those of scientific officers.

41. Having regard to the qualifications that have been prescribed and the nature of work that is performed by the various grades of scientific staff, we have come to the conclusion that four levels, as discussed below should adequately cover the requirements for this category of staff:—

(i) In our view, below the gazetted staff there are at least two distinguishable levels of scientific work which require graduates or post graduates. The higher grade would require a post-graduate education and call for some degree of originality and capacity for independent work. Such scientific assistants should, in course of time, be able to carry out independent investigations of the type conducted by scientific officers. The lower grade could be adequately manned by the good science graduates. The work at this level would be mostly standardised and conducted under the guidance of gazetted officers. Scientific Assistants in this grade should have reasonable expectations of moving to the higher grade. Thus a structure of two grades, instead of a single integrated grade, would serve the purpose of paying for the jobs at rates appropriate to the responsibilities, and at the same time provide an incentive to good performance.

(ii) Level I should, therefore, be that corresponding to the existing grade of Rs. 325-575. There should be direct recruitment to the majority of these posts, for which the qualification should be (a) M.Sc., or (b) B.E., or (c) first class B.Sc. (Hons.), or (d) at least a second class B.Sc. or Diploma in engineering with about 3 years' experience. There should be a provision for the promotion of merited scientific assistants in the next lower grade indicated below.

(iii) Level II would be that corresponding to the existing grade of Rs. 210-425. Recruitment to this level should be confined to those having at least a second class B.Sc. (Hons.) or B.Sc. with not less than 55% marks in the aggregate or a Diploma in engineering. There should be a small provision for promotion from the grade indicated below, but such promotion should be strictly on merit.

(iv) Level III should correspond to the existing grade of Rs. 150-300. At present there is a considerable degree of direct recruitment to this grade from among B.Sc.'s or occasionally B.Sc.'s with experience. We think that for the nature of work performed at this level science graduates of superior calibre would be wasted, and a sense of frustration may develop amongst the qualified persons. Large scale direct

recruitment to this scale from among those having a science degree results in too many well qualified graduates being recruited for whom adequate promotion outlets cannot be provided, in view of the even higher academic and other qualifications required in the higher grades. In our view this grade should normally be a promotion grade for the lower staff such as Laboratory Assistants/Laboratory Technicians who should, with experience and, if necessary, after appropriate training, be able to discharge the duties of these posts adequately. We find, however, that some organisations do not have a sufficiently large base of laboratory assistants or technicians for filling the posts on Rs. 150-300 and, in that case direct recruitment becomes necessary. Where it is impracticable to do away with direct recruitment at this level a small measure of direct recruitment may have to be continued; but the qualifications prescribed should be distinctly lower than those which we have indicated for Level II above.

(v) Level IV would correspond to the existing grade of Rs. 110-200. For this level Matriculation or Intermediate qualification with a science background, with or without laboratory experience, should suffice. At present there are some posts at this level but on the higher scales of Rs. 150-250, Rs. 150-240, Rs. 150-205, Rs. 150-200, etc. The posts are normally filled by promotion, though there is direct recruitment in some cases. This level should be retained, but the concerned posts should, in future, be normally filled by promotion.

42. Based on these general observations we recommend the following five standard scales of pay for the non-gazetted scientific staff:—

TABLE XI

Existing scale (Rs.)	Proposed scale (Rs.)	Qualification for recruitment
<i>Level I</i> 325—575	550—900	M. Sc./B.E./First Class B.Sc. (Honours) or Diploma in Engineering/Second Class B.Sc. with 3 years experience.
<i>Level II</i> 210—425	425—700	Second Class B.Sc. (Honours) or B.Sc. with not less than 55% of marks in aggregate or Diploma in Engineering.
<i>Level III</i> 150—300	380—560	The scale would apply only for posts in Scientific Laboratories and in Production and Inspection organisations. This should normally be a promotion grade only. Posts engaged in non-laboratory work should be in the scale of Rs. 330—560.
<i>Level IV</i> 150—240	330—480	This should normally be promotion grade.
110—200	260—430	Intermediate or Matriculate.

43. The non-gazetted scientific posts in the India Meteorological Department (Department of Tourism and Civil Aviation) are somewhat peculiar in that there is a provision for promotion to the so-called

"scientific grades", also from among those who need not have a formal scientific qualification e.g., Lower Division Clerks, Upper Division Clerks, Store Keepers, and Typists. We have accordingly dealt with these posts in the Chapter on that Department. The Department of Atomic Energy has a distinctive set of scales and we have thought it fit to deal with these separately at the end of this section.

44. Posts in all the organisations which are now on the scales mentioned in Table XI should be replaced by the substitutes which we have indicated against each. In case the qualifications prescribed, at present, for any of the posts do not conform to those which we have indicated in that paragraph, then the position should be reviewed; where a higher qualification has been prescribed, and if the work content of the post justifies its being placed in the higher level, it should be upgraded to that level. Otherwise, the qualification requirements should be commensurately lowered for the future recruits. We recommend that the posts on scales other than those mentioned in Table XI should be fitted into the structure that we have envisaged in the following manner:—

(a) Rs. 450-25-575

Senior Foremen of Laboratory in the Ministry of Defence (Navy), Chief Research Assistants in the Research, Development and Standardisation Organisation of the Railways, and the Superintendent Spectrograph, and the Senior Inspector (Science) in the Zonal Railways, are in the scale of Rs. 450-25-575. Senior Foremen are promoted from among Foremen Laboratory (Rs. 335-485) who are themselves directly recruited from among science graduates with 7 years' experience or promoted from the grade of Rs. 250-380 (Laboratorymen). The posts in the Railways are filled by promotion from the grade of Rs. 325-575. Keeping in view the level from which promotions are made, and the qualification requirements of the promotion grades, we recommend the scale of Rs. 650-960.

(b) (i) Rs. 335-15-485, (ii) Rs. 325-15-475

The details of the posts on these scales are given below:—

TABLE XII

Scale (Rs.)	Department/Designation	Qualifications/Recruitment
1	2	3
(i) 335-485	Defence : Foreman Laboratory (Navy)	B.Sc. plus 7 years' experience; also promotion from Laboratoryman (Rs. 250-380).
	Senior Research Asstt. (Engineer-in-Chief)	M.Sc. or B.E.; also promotion from Junior Research Assistant (Rs. 210-425).

1	2	3
(ii) 325-475	Mines (GSI* & IBM*) Senior Technical Asstt. (Geology, Geophysics, Laboratory, Geophysics Instrumentation) Agriculture (Central Ground Water Board) Senior Analyst Senior Technical Asstt. (Hydrogeology, Chemicals) Science & Technology (Survey of India) Scientific Assistant (SG) Transport & Shipping (Department of Light Houses & Light Ships) Technical Assistant Research Assistant	Mostly direct recruitment of M.Sc.'s; or in some cases B.Sc. (Honours) (3-year course); or B.Sc. first Class with 5 years' experience; or B. Tech. or B.E. In a few cases there is promotion from the grade of Rs. 210-425.

*GSI : Geological Survey of India.
IBM : Indian Bureau of Mines.

Based on the qualifications prescribed for direct recruitment, and keeping in view the grade from which promotion takes place as also the duties of the posts the revised scale of Rs. 550-900 would be appropriate.

- (c) (i) Rs. 250-10-290-15-380
(ii) Rs. 210-10-290-15-455
(iii) Rs. 150-10-290-15-380

The distribution of posts in these scales is given below:—

TABLE XIII

Scale (Rs.)	Defence	Health	Irrigation & Power
1	2	3	4
250-380	35 (Laboratoryman)	—	—
210-455	—	6 (Research Assistant)	—
150-380	—	—	9 (Senior Laboratory Assistant)

Laboratoryman in the Ministry of Defence (Navy) is promoted from Laboratory Assistant Grade I (Rs. 150-300). Research Assistants (Rs. 210-455) in the National Institute of Communicable Diseases (Ministry of Health) are partly recruited direct from among science graduates and partly promoted from among Technicians (Rs. 205-240). Senior Laboratory Assistant in the Ministry of Irrigation & Power is recruited direct from among science graduates or engineering diploma holders with one year's experience. Keeping in view the manner in which these posts are filled we recommend for them the revised scale of Rs. 425-700.

- (d) (i) Rs. 205-7-240-8-280
(ii) Rs. 150-10-290-15-320
(iii) Rs. 130-5-160-8-280-10-300
(iv) Rs. 125-5-160-8-200-10-300

Particulars of the posts on the above scales are given below:—

TABLE XIV

Pay scale (Rs.)	Designation	Number
(i) 205-7-240-8-280	Technical Laboratory Assistant (Defence—M.T. Directorate)	5
	Laboratory Supervisor (Railways)	1
	Senior Technician (Laboratory) (Health—DGHS)	1
	Technician (Lab.) (Health—AIHHPH)	17
	-do- (Health—National T.B. Institute)	15
	Assistant Entomologist (Labour & Employment—Coal Mines Labour Welfare Commissioner)	2
		41
(ii) 150-10-290-15-320	Laboratory Assistant (Personnel—CBI)	13
(ii) 130-5-160-8-280-10-300	Processing Assistant (Agriculture—Indo-Norwegian Project)	2
	Laboratory Technician (Health—Safdarjang Hospital)	59
	Technician (Health—AIHHPH)	1
	Chemical Assistant (Rehabilitation—DDA)	1
	Laboratory Technician (Labour & Employment—MMLWF)	31
	Laboratory Technician (Economic Affairs—India Security Press, Nasik)	1
	Laboratory Assistant (Transport & Shipping—Mangalore Harbour)	6
	Laboratory Assistant (Foreign Trade—Textile Commissioner's Office)	1
		115
(iv) 125-5-160-8-200-10-300	Laboratory Assistant (Railways)	15

M.T. Directorate—Military Training Directorate.
 DGHS—Directorate General, Health Services.
 AIHHPH—All India Institute of Hygiene & Public Health.
 CBI—Central Bureau of Investigation.
 DDA—Dandakaranya Development Authority.
 MMLWF—Mica Mines Labour Welfare Fund Organisation.

From a review of the manner in which the above posts are filled, it is found that there is either direct recruitment to these posts from among science graduates, or matriculates with a diploma in the appropriate technology, and some experience, or there is promotion from grade of Rs. 150-200 or Rs. 110-200 or Rs. 110-180. In conformity with our general approach all these posts should be placed in the revised scale of Rs.380-560.

- (c)
- (i) Rs. 150-10-200
 - (ii) Rs. 150-5-175-6-205-7-240
 - (iii) Rs. 150-5-175-6-205
 - (iv) Rs. 150-5-250
 - (v) Rs. 140-5-175
 - (vi) Rs. 125-3-131-4-155
 - (vii) (a) Rs. 110-4-170-5-180
 - (b) Rs. 110-3-131-4-175-5-180
 - (viii) Rs. 110-3-131-4-155
 - (ix) Rs. 110-3-131-4-143

Particulars of the posts on the above scales are given below:—

TABLE XV

Scale (Rs.)	Designation	Number
150—200	Embankment Inspector (Rehabilitation—Dandakaranya Development Authority)	8
150—240	Laboratory Assistant (Telecommunications) (Defence—Engineer-in-Chief)	7
	Preservation Assistant (Education—Archaeological Survey)	1
		8
150—205	Chemist (Economic Affairs—Security Paper Mill, Hoshangabad)	
	Head Laboratoryman/Laboratoryman Grade I (Economic Affairs—India Government Mint, Bombay/Calcutta)	4
		7
150—250	Laboratory Assistant (Irrigation & Power—Farakka Barrage Control Board)	1
140—175	Laboratory Assistant Grade II (Economic Affairs—India Government Mint—Bombay/Calcutta)	4
	Senior Laboratory Assistant (Health—National Institute of Communicable Diseases)	11
	Senior Laboratory Assistant (Health—BCG Vaccine Centre)	15
		20
125—155	Laboratory Assistant Grade III (Economic Affairs—India Government Mint, Calcutta)	4
	Laboratory Assistant Grade II (Control) (Economic Affairs—Silver Refinery, Calcutta)	1
		5
110—180 (2 variants)	Senior Laboratory Assistant, Junior Laboratory Assistant, Laboratory Assistant, Field Collector, Preservation Assistant, Laboratory Operator, Laboratory Field Attendant, Laboratory Supervisor, Technical Assistant Grade II in the Departments of Tourism and Civil Aviation, Mines, Health, Rehabilitation and Agriculture, Ministries of Railways and Home Affairs.	220
110—155	Junior Laboratory Assistant in different departments and Assistant Embankment Inspector (Department of Rehabilitation)	236
110—143	Laboratory Assistant Grade III, Laboratory Assistant Grade IV (Economic Affairs)	15

45. For the group of posts listed above there is direct recruitment as well as promotion. A review of the qualifications prescribed for direct recruitment shows that for posts whose scales have a starting point of Rs. 150, the requirement is generally a science degree. Where promotion takes place it is from the grade of Rs. 110-180.

46. For posts which are on scales with a starting point lower than Rs. 150, there is generally direct recruitment from among intermediate or matriculates in science with or without experience or the posts are filled by promotion from the grades of Rs. 80-110, or Rs. 85-128, or Rs. 110-143 or Rs. 110-155. There are a few notable exceptions. Under the Ministry of Health, there is direct recruitment of graduates or intermediates.

(i) to 25% of the posts in the grade of Rs. 145-175 from among B.Sc.'s in the National Institute of Communicable Diseases, and from among intermediates in science in the BCG Vaccine Centre. In both these cases there is promotion to the remaining posts from the grade of Rs. 110-155;

(ii) to the grade of Rs. 110-155 in the Central India Pharmacopoeia Laboratory, from among graduates in science.

47. We recommend that the posts in the scales of Rs. 150-200, Rs. 150-240, Rs. 150-205 and Rs. 150-250 should be allotted the scale of Rs. 330-480. All the other posts should be in the scale of Rs. 260-430. The position with regard to the qualifications for direct recruitment should, however, be reviewed. Where a B.Sc. is considered essential in future also, further direct recruitment should be to the grade of Rs. 380-560 and promotion should not be from a grade lower than that of Rs. 260-430.

48. Selection Grade ; We have already adverted to the wide disparity in the promotion avenues available in the various departments. This is bound to happen where the requirement of scientific staff is incidental to the main functions of a department. The Second Pay Commission recommended that where the grade of Rs. 210-425 was the highest in the non-gazetted cadre, there should be selection grade of Rs. 325-575 for 10% of the posts. We endorse this recommendation, and further recommend that there should, in such cases be, at least a minimum of one such selection grade post, in the scale of Rs. 550-900 provided the number of posts on Rs. 425-700 is not less than five. The other conditions should be as stipulated in our general recommendations regarding selection grades.

The Department of Atomic Energy

49. The particulars of the non-gazetted posts in this Department are given in the table below:—

TABLE XVI

Designation	Pay scale (Rs.)	Number
1	2	3
Scientific Assistant 'C'	325-20-425-25-575	250
Scientific Officer Grade 'A'	325-25-450	163
Scientific Assistant 'B'	250-15-475	477
Scientific Assistant 'A'	210-10-290-15-425	492
Laboratory Assistant	130-5-160-8-280-10-300	57

Direct recruitment to the grade of Scientific Assistant 'A' (Rs. 210-425) is from among those who have at least a second class Science Degree. The scale of Scientific Assistant 'C' (Rs. 325-575) in this Department has higher rates of increment than in others. Direct recruitment is made to this grade from among M.Sc.'s with 1 year's experience or first class B.Sc.'s with 3 years' experience. Recruitment is also made to this grade from among M. Sc.'s or B.Sc.'s (Honours) who have been interviewed and trained for one year for ultimate absorption in Class I posts in the Department but have failed to make the grade. Even among these, the better candidates are placed in the grade of Scientific Officer Grade 'A' (Rs. 325-450). Further, those in this category who have only a B.Sc. degree are placed in the grade of Scientific Assistant 'B' (Rs. 250-475). The Department seems to have adopted these close gradations in the higher grades of scientific staff as well; and from all accounts the system appears to suit the Department. We have, therefore, decided to leave the structure of grades unchanged and recommend the following revised scales:—

TABLE XVII

Designation	Proposed scale (Rs.)
1	2
Scientific Assistant 'C'	550-900
Scientific Officer Grade 'A'	650-960
Scientific Assistant 'B'	470-750
Scientific Assistant 'A'	425-640
Laboratory Assistant	380-560

CHAPTER 16
MEDICAL SERVICES

I. General

1. The total number of medical* posts is shown in the table below :—

TABLE I

	Railways	Central Health Service	Defence (Civilians)	Others	Total
Class I	147	1533	96	128	1904
Class II	2112	1605	301	346	4364
Total	2259	3138	397	474	6268

The number of posts when the Second Pay Commission reported was 1946. The number has now risen to 6268, showing an increase of about 220%. Most of the posts are encadred in the two organised medical services viz. (i) the Central Health Service (CHS), and (ii) the Railway Medical Service. The remaining posts are mostly in the Defence Ministry with a few isolated posts in certain other Departments.

II The Central Health Service (CHS)

2. The Central Health Service was formally constituted with effect from 1st January, 1965 for providing doctors for manning the medical, public health and medical research and teaching posts in the Central Government hospitals, dispensaries, scientific research institutions and institutions of higher education. The members of this Service also man posts in the Union Territories and the various autonomous bodies like the Employees State Insurance Corporation, New Delhi Municipal Committee, Lady Hardinge Medical College and the All India Institute of Mental Health. The essential precondition for inclusion of a post in the Central Health Service is that a medical qualification recognised under the Indian Medical Council Act, 1956 should be prescribed for it. The Central Health Service thus excludes posts of dentists as well as the non-medical posts like the Entomologists, Bio-Chemists, Public Health Engineers etc.

3. As at present constituted, the Central Health Service has the following grade structure (excluding leave reserve posts):—

TABLE II

S. No.	Grade	Scale of Pay Rs.	No. of Posts		
			Posts under Govt. of India/ Union Territories	Deputation posts in autonomous bodies	Total
1. (a) Supertime Grade I					
(i)	Director-General, Health Services	2750/ (fixed)	1	—	1
(ii)	Commissioner (Rural Health Service and Mobile Hospitals)	2500-2750	1	—	1
(iii)	Additional Director-General, Health Services/Commissioner Family Planning	2250 (fixed)	2	—	2
(iv)	Other Posts	1800-100-2000-125-2250	32	4	36
(b) Supertime Grade II					
2.	Specialists' Grade	600-40-1000-EB-50-1300	555	131	686
3.	General Duty Officers, Grade I (GDO Gr. I)	450-30-660-EB-40-1100-50-1250	799	191	990
4.	General Duty Officers, Grade II (GDO Gr. II)	350-25-500-30-590-EB-30-830-35-900	1605	377	1982
Total			3138	724	3862

4. There is direct recruitment of medical graduates by selection through the Union Public Service Commission to 75% of the vacancies in GDO Grade II. The remaining vacancies are filled by promotion of licentiate officers appointed before 15th May, 1963 and having 10 years' service in a Class II or Class III post. The maximum age limit for direct recruits is 30 years. The posts of GDO Grade I are filled by promotion of GDOs Grade II with 5 years' service in the grade. The Specialists' grade is filled entirely by direct recruitment, the qualifications being a post-graduate degree with 3 years' experience or a post-graduate diploma with 5 years' experience in the concerned speciality. The maximum age limit prescribed

*Posts of Dental Surgeons and Physicians in Indigenous Systems of Medicine/Homeopaths excluded.

is 45 years. There is direct recruitment to the Supertime Grade II also, 50% of the vacancies being filled by medical graduates with post-graduate qualifications and 12 years' professional experience and within the age limit of 50 years. The remaining vacancies in this grade are filled by promotion of GDO Grade I with not less than 10 years' service in that category or Specialists' grade officers with not less than 8 years' service in that category in the ratio of 3:2 on the basis of merit and seniority.

5. There are certain special features of the Medical Services which have to be kept in view in framing pay and other proposals concerning them. The basic medical course (M.B.B.S.) is longer and more expensive than the other professional courses. The duration of the course is 4½ years followed by one year's compulsory internship. Further, one to two year's experience as a House Surgeon is essential for admission to a post-graduate course or for entering the profession. According to the information furnished to us, the average age of entry of the direct recruits and the promotees to the various grades of the Central Health Service is as follows :—

TABLE III

Grade	Maximum age limit for direct recruits	Average age of entry years	
		Direct recruits	Promotees
1	2	3	4
General Duty Officers, Grade II	30	28.9	—
General Duty Officers, Grade I	35	33.2	34.5
Specialists	45	34.5	—
Supertime Grade II	50	41.2	48.3
Supertime Grade I	50	46.8	50.3

Since the age of retirement is the same as that for other services, the effective period of service is lower for the medical services than for the others and this calls for special consideration. Secondly, in marked contrast to most of the Class I Services, the Medical Services have provision for direct recruitment at intermediate levels also. Such intermediate recruitment has come to be accepted as a sound and indispensable arrangement, as the nature of the tasks performed (teaching, research, clinical medicine, surgery and public health) requires infusion of fresh blood and new ideas at practically every level and it would be harmful to restrict the direct recruitment to the lowest grade of the Service only. Thirdly, the Medical Services have relatively inferior career prospects as compared to other Class I Services owing to differences in the pattern of staffing, the needs of the hospitals, etc., and the complements at various levels. Finally, the Medical Officers by the very nature of their profession have fewer holidays and longer and odd hours of work.

6. The Central Health Service Association have demanded parity with the Indian Administrative

Service in regard to pay scales as well as promotion prospects and the abolition of Class II. The general demand for parity with the IAS has been discussed elsewhere in this report.

7. As regards the demand for the abolition of Class II, we find that in all the other organised Class I Services the initial direct recruitment is generally to the Class I junior or to the integrated scale and not to the Class II. The normal argument in favour of a Class II Service is not applicable in the case of the Central Health Service because there is no well defined Class III medical cadre in the organisation which has to have a promotion outlet in Class II of the Central Health Service. The Secretary, Ministry of Health, in the course of his evidence, stated that he was not wholly satisfied with the quality of the recruits to the Central Health Service and strongly supported the demand for the abolition of Class II. We, therefore, recommend the gradual abolition of Class II in the Central Health Service for which the minimum recruitment qualification is M.B.B.S. All future recruitment to the Central Health Service should be to the Class I Junior a scale and the method of promotion from Junior to senior scale and the method of fixation of pay in the senior scale should be the same as prescribed for Central Services, Class I.

8. We have given careful thought to the question whether in view of their relatively late age of entry into the Government service, the starting salary of the doctors should be higher than that proposed for the Class I Services. We feel that our recommendation that in future recruitment should be made to the Junior scale Class I, instead of to the Class II and the payment of non-practising allowance from the commencement of their service, would compensate for this factor, and accordingly their starting salary need not be fixed at a higher level. We accordingly recommend that all the existing posts of GDO Grade II and GDO Grade I should thus be appropriately placed in the Class I Junior and Senior time scales viz. Rs. 700-1300 and Rs. 1050-1600. The complements in these two scales should be so adjusted as to enable a doctor, who is directly recruited to the junior scale, to get promoted to the senior scale in about the sixth year of service, as in other Central Class I Services. The existing GDOs Grade II should be fixed in the Class I junior scale after proper screening. Those who are not so selected for the Class I junior scale should continue in Class II and be allotted the standard Class II scale we have recommended elsewhere. Their cases may, thereafter, be reviewed annually to ascertain their fitness for absorption into the Class I Junior scale. The GDOs Grade I who have crossed the Efficiency Bar at the stage of Rs. 660 in the existing scale should be brought on to the senior scale after assessment of their suitability. Those General Duty Officers Grade I who have not crossed this Efficiency Bar should be placed in the Class I Junior scale and the service rendered in the existing GDO Grade I should be taken into account for purposes of promotion to the senior scale.

9. Some of the associations have suggested that in lieu of the three separate grades existing at present, there should be a single scale for the GDOs and the

Specialists, with provision of advance increments for the Specialists. On the other hand, the Specialists' Association has asked for a separate and higher grade as compared to the GDOs Grade I. The Secretary, Ministry of Health, also expressed himself in favour of retaining the Specialists' Grade as distinct from the GDO Grade I. We feel that in view of their longer period of training and delayed age of entry and also their important role in medical care, the Specialists should continue to have a separate scale as at present.

10. At the initial constitution of the Central Health Service, the Specialists, Grade was in the scale of Rs. 675-1300 which was later revised to Rs. 600-1300. This scale is broadly comparable to the senior Class I scale (Rs. 700-40-1100-50/2-1250) except that it has a slightly lower minimum but a higher maximum and better incremental rates at the later stages. The Specialists' grade is filled by directly recruiting candidates with post-graduate qualifications. The Secretary, Ministry of Health, stated during evidence that the reduction of the minimum was a mistake and that it was partly responsible for the difficulty encountered in recruiting experienced doctors during the last few years. A Specialist now takes about 13 years for promotion to Supertime Grade II and it has been represented that the prospects will be worse in future. Having regard to these various considerations we feel that while the minimum of this grade could be the same as that of the Class I Senior scale, there is adequate justification for extending the maximum of the scale of the Specialists a little beyond the maximum recommended for the Class I Senior scale. We, accordingly, recommend a scale of Rs. 1050-1800 for the Specialists' Grade.

11. A special feature of the Central Health Service which has been brought to our notice by the Association of Central Health Service Specialists is that, though the Central Health Service has been constituted as an organised service, it does not conform to the tests of a single service, namely, common qualifications, common gradation list and complete interchangeability of appointments held by its members. In particular, the prevalence of a number of well-defined specialisms within medicine and surgery restricts upward progression of an individual in his own specialism. We understand that there are about 27 clinical specialities included in the Central Health Service, none of which is interchangeable. As a result, in clinical posts, promotions to Supertime Grade II have necessarily to be made speciality-wise and related to specific qualifications and experience regardless of the seniority of an individual. For instance, if there is a vacancy of a Cancer Surgeon in Supertime Grade II and the senior most Specialist due for promotion is an Anaesthetist, he cannot obviously be promoted to the post of Cancer Surgeon. A further complicating factor seems to be the classification of the posts in Specialists Grade and Supertime Grade II into teaching, hospital specialists and administrative posts. While the Specialists on the teaching side can hold posts of hospital specialists, the latter cannot be promoted to teaching posts because of lack of teaching experience. This restricts the channel of promotion of hospital specialists even further.

The proportion of teaching posts in Supertime Grade II is also higher than that of the hospital specialists' posts as shown below :—

TABLE IV

Grade	Administrative posts	Hospital Specialists posts	Teaching posts	Total
1	2	3	4	5
Specialists	28	296	327	651
Supertime Grade II	56	14	94	164

12. It was suggested by an eminent medical witness that to overcome these difficulties, which are very real in this service because of the heterogeneous nature of the posts included in it, the Specialists' Grade should be amalgamated with the Supertime Grade II. While this proposal may doubtless solve this particular problem, we are unable to recommend it as the Specialists' Grade and the Supertime Grade II represent distinct and clearly differentiated levels of responsibility. There is also at present 50% direct recruitment to posts in Supertime Grade II which practice is in the public interest and is essential for the maintenance of efficiency as explained earlier. Further, the Supertime Grade II serves as a promotion avenue to GDO grade I also. We have accordingly not found it possible to recommend the merger of the Specialists' grade with the Supertime Grade II. At the same time we appreciate the present difficulties in promotion of Specialists to Supertime Grade II. It seems to us that a structural reorganisation of the cadre is necessary to get over these difficulties and to ensure that the GDOs Grade I, Hospital Specialists and Teaching Specialists have reasonable promotion opportunities in their respective fields. For this purpose we recommend the following steps:—

- The administrative posts in Supertime Grade II should be reserved for GDOs Grade I except where GDOs Grade I with the required specialist qualifications are not available. The posts which cannot be filled by GDOs Grade I should be filled by direct recruitment through the Union Public Service Commission and it would be open to the Specialists' grade officers to compete for such posts. These posts should not be filled by hospital Specialists or teaching Specialists by promotion in the normal course. The Supertime Grade II will thus consist only of administrative posts in future for which the revised scale will be Rs. 1500-2000.
- The teaching posts (Professors) and hospital specialists' posts (comprising other than administrative and teaching posts) at present included in Supertime Grade II should be placed in the revised scale of Rs. 1800-2250. This new grade may be called Specialists'

Grade I and the existing Specialists' Grade may be called Specialists' Grade II. 50% of the vacancies in the new grade (*i.e.*, Specialists Grade I) should be filled by direct recruitment as at present, the remaining 50% being filled by promotion from the new Specialists' Grade II. There could be interchange between hospital Specialists and Professors in the higher grade subject to the candidates satisfying the prescribed qualifications. We notice that at present out of 27 clinical specialities only a few have posts in Supertime Grade II. We would suggest that there should be at least one post in the higher grade of Rs. 1800-2250 for every speciality. The proportion of hospital specialists' posts in the new grade should not exceed 20% of the number of hospital specialists' posts in the lower grade (Specialists Grade II) and additional number of posts as may be necessary to make up the 20% may be created.

In view of the improved grade recommended by us for Specialists (*viz.* Rs. 1800-2250), we do not propose a Selection Grade for them as for the Central Class I technical Services.

13. As regards Supertime Grade I, it has been put to us that it should be combined with Supertime Grade II. The Supertime Grade I consists of posts of Directors of various institutes under the Ministry of Health, Medical Superintendents of Hospitals, Principals of Medical Colleges and Senior Consultants, while Supertime Grade II consists of posts of Professors in Medical Colleges and Senior Physicians and Surgeons. These posts represent clearly distinguishable levels of responsibility and it would not be desirable to merge them as proposed. The Supertime Grade I corresponds to the level of Heads of departments in the organised Class I technical and non-technical Services. For this level in these Services we have recommended a two-tier system in the scales of Rs. 2250-2500 and Rs. 2500-2750. We recommend that the posts in Supertime Grade I in the Central Health Service should also be distributed between these grades, the more important and difficult charges being placed in the higher scale and the rest in the lower scale. The proportion of posts in the two grades should be as prescribed for the Central Services.

14. The posts of Additional Director General, Health Services and Commissioner of Family Planning are on a fixed pay of Rs. 2250. The posts of Director General, Health Services is on a fixed pay of Rs. 2750. These posts carry in addition a fixed non-practising allowance of Rs. 600 per month. We find that all these posts are of an administrative and advisory nature. We recommend that the posts on Rs. 2250 (fixed) should be given the revised pay of Rs. 3000 (fixed) and the post on Rs. 2750 (fixed) the revised pay of Rs. 3500 (fixed) without addition of non-practising allowance. In suggesting a lower level of total emoluments for the posts of Additional Director General of Health Services and Commissioner

of Family Planning, as compared to the total remuneration suggested for the posts in the Supertime Grade I at the maximum of the scale, our approach is that the administrative posts in the Service should not be made so attractive as to induce Specialists and senior medical officers to leave their specialities or field posts for the reward of higher pay. We also think that it is not correct to attach non-practising allowance to administrative posts at these levels. The post of Commissioner (Rural Health Service and Mobile Hospitals) is in the scale of Rs. 2500-2750 and carries non-practising allowance of Rs. 600 per month. We recommend for this post also the consolidated pay of Rs. 3000 as for the Additional Director General of Health Services.

15. On the lines of our recommendations for Scientific Services, we recommend a scheme of special merit promotion for the medical service also. We make the following suggestions in this behalf:—

- (a) Doctors in Specialists' Grade I in the revised grade of Rs. 1800-2250 and Supertime Grade II (Rs. 1500-2000) who have outstanding performance to their credit, deserving of recognition, may be promoted to Supertime Grade I scale, while continuing in their original posts, without having to wait until a vacancy arises in the Supertime Grade I. Such upgradation of the posts consequent upon merit promotions will be personal to the individuals concerned.
- (b) Eminent specialists and doctors in Supertime Grade I should be considered for merit promotion to the grade of Rs. 3000-3500. There will be no non-practising allowance in addition.

The total number of beneficiaries under (a) should not exceed 5% of the strength in the respective cadres (*i.e.* Supertime Grade II and Specialists Grade I). Similarly, the number of beneficiaries under (b) should be limited to 5% of the number of posts in Supertime Grade I. Necessary safeguards should be adopted to ensure that only the truly deserving are given these exceptional benefits. Professional performance of an outstanding nature should be adjudged by a Committee with which should be associated outside experts and the Chairman or Members of the Union Public Service Commission.

III. Railway Medical Service

16. The Railway Medical Service provides comprehensive medical and health care for the railway employees, their families and their dependents through a large number of hospitals (97), health units (554) and various other clinics (386) spread over the entire railway system. The Service covers preventive, curative, family planning and other promotional

aspects. The grade structure of the Railway Medical Service is as follows:—

TABLE V

Designation	Scale of Pay Rs.	No. of posts
1	2	3
Director (Health) Railway Board	1800-100-2000-125-2250† Special pay Rs. 250	1
Chief Medical Officer(CMO)	1800-100-2000-125-2250	9
Senior Medical Superintendent	1600-100-1800	4
Junior Medical Superintendent	1300-60-1600	13
Specialist Surgeon	1300-60-1600	4
Divisional Medical Officer (DMO)	700-40-1100-50/2-1300	116
Asstt. Medical Officer(AMO)	350-900	2112
	Total	2259

The Director (Health) in the Railway Board is the administrative head of the Service. In each Zonal Railway there is a Chief Medical Officer who is assisted by Medical Superintendents in charge of the Zonal Railway Headquarters hospitals, Divisional Medical Officers (DMOs) in charge of each division and a number of Assistant Medical Officers.

17. There is 100% direct recruitment to the posts of Assistant Medical Officer (both Generalists and Specialists). Medical graduates below the age limit of 30 who have completed their internship are eligible for the posts of Assistant Medical Officer (General). Post-graduate qualifications are, however, essential for the post of the Assistant Medical Officer (Specialists). Fifty per cent of the vacancies of Divisional Medical Officers are also filled by direct recruitment from medical graduates with post-graduate qualification in medicine and 7 years' standing in the profession, of which at least 5 years should be in the concerned speciality after post-graduation. The remaining fifty per cent of the vacancies are filled by promotion of Assistant Medical Officers with 5 years' service in the grade. The age limit for direct recruitment is 42 years. The posts of Surgeon Specialists are filled by direct recruitment, the requisite qualifications being a post-graduate degree plus 12 years' standing in the speciality. The remaining posts are filled by promotion of suitable persons in the lower grades.

18. The Railway Medical Service has certain features which distinguish it both from the Central Health Service and from the other Railway Services. Unlike the Central Health Service, the Railway Medical Service does not have any grades corresponding to either GDO Grade I or the Specialists grade. In comparison with the other Railway Services, there is no Class I junior scale and direct recruitment is to Class II only. There is direct recruitment at two higher levels also. The principal demand of the Service Associations representing the

Railway Medical Officers is for extension of the Central Health Service scales of pay and conditions of service to the Railways. Failing this, they have asked for parity of treatment with the other Railway sister Services.

19. We think that the Central Health Service structure will not be entirely suitable for the Railway Medical Service. For one thing, the Central Health Service has to provide services of Specialists covering a wide range of professional disciplines for teaching, hospital, research and administrative work. Further, it has to provide senior consultant, medical superintendents for large hospitals and Principals for various medical, research and training institutions. On the other hand, the Railway Medical Service does not require Specialists to the same extent nor does it need teaching or research staff to man posts in medical colleges and research institutes, as in the case of Ministry of Health.

20. There are, however, certain functions which are peculiar only to the Railway Medical Service. For instance, the Railway medical department is responsible for medical examination of all employees joining Railway Service as well as for periodical medical examination of certain categories of railway staff who are directly in charge of operation, movement and running of trains (e.g. drivers, guards, station masters etc.), for whom standards of physical fitness and visual tests have been prescribed. At the same time, parity with the other Railway Services is also not feasible due to the very large number of medical officers at the lowest level. Consequently, on the reorganisation of the Central Health Service, the Railways decided to upgrade *en masse* all posts of Assistant Surgeons Grade I (Rs. 335-650) to Assistant Medical Officers Class II (Rs. 350-900). This resulted in enlargement of the base from 417 posts in Class II to nearly 2000 posts. Because of this the Railway Medical Service presents a sharp pyramidal structure as compared to either the Central Health Service or the other Railway Services. In designing a pay structure for the Railway Medical Service these differences, as compared to Central Health Service on the one hand and the Railway Services on the other, have to be kept in view.

21. The Service associations have complained about their meagre careers prospects. We understand that the average length of time taken for an Assistant Medical Officer to be promoted as Divisional Medical Officers is 13 to 15 years as against 6 to 7 years taken by a GDO II for promotion to GDO Grade I and about 5 to 6 years taken by a Class I junior scale officer for promotion to the senior scale in the Central Services. Again, while an Assistant Medical Officer normally takes about 25 to 30 years for promotion to the Junior Administrative Grade, the corresponding period in the Central Health Service and in the other Railway departments varies from 20 to 22 years and 12 to 17 years respectively.

22. Another grievance of the Railway Medical Officers is the absence of a separate Specialist Grade in the Railways as a result of which the Assistant

Medical Officer Specialist may have to shift from their speciality when their turn for promotion comes. There are about 960 Assistant Medical Officer (Specialists) whereas the number of Specialists in the Divisional Medical Officers' grade is only about 68. Further, the Assistant Medical Officer (Specialists) have a common seniority with the Assistant Medical Officer generalists and their chances for promotion to Divisional Medical Officers' grade are considerably reduced on this account.

23. The official witnesses have proposed reorganisation of the Service, the main features of which are: (a) retention of Assistant Medical Officers Grade, Class II, with a reduced strength, (b) creation of a new grade of Assistant Divisional Medical Officers (ADMOs) in Class I Junior scale to be filled by the promotion of Assistant Medical Officers (AMOs), (c) reduction in the percentage of direct recruitment to Divisional Medical Officers' grade from 50% to 25%, and (d) increase in the number of posts of Divisional Medical Officers and Medical Superintendents on the basis of reappraisal of their job content.

24. We think that the considerations which weighed with us in recommending abolition of Class II service in the Central Health Service apply with no less force in the case of the Railways also. We understand that there is considerable recruitment difficulty for the posts of Assistant Medical Officer, particularly those of specialists. According to some statistics furnished to us, during the period 1966—70, as many as 281 Assistant Medical Officers had resigned from service. Further, during the same period the Union Public Service Commission could not select candidates for more than 40% of the posts of Assistant Medical Officer (Specialists). Out of the selected candidates only about 40% actually joined. The latest position on the Railways seems to be that nearly 250 posts of Assistant Medical Officer (Specialists) have had to be filled in in an *ad hoc* manner due to recruitment or retention difficulties. In these circumstances, we feel that the retention of Class II Service in the Railways is likely to aggravate the position still further. We have, therefore, come to the conclusion that the interests of the Railway Medical Service would not be served by the retention of Class service.

25. The next question for consideration is whether the junior-scale and the senior scale pattern which we have recommended for the Central Health Service would be suitable for the Railway Medical Service also. We find that while the GDO Grade I posts are 47% of the GDO Grade II posts, the corresponding proportion of Assistant Divisional Medical Officers to Assistant Medical Officers in the case of the Railway Medical Service even after the proposed re-organisation would be 34% only. The complements would thus not permit promotion from junior scale to senior scale within a reasonable period of time. We, therefore, recommend* a combined junior and senior scale of Rs. 700—1600 which may be called Assistant Divisional Medical Officers' grade (ADMOs

Grade). The existing Assistant Medical Officers may be brought on to this new grade after due screening by a duly constituted Selection Board. As in the Central Health Service, such of the Assistant Medical Officers who are not initially absorbed in the Assistant Divisional Medical Officers grade should continue in Class II and their cases may be reviewed annually. Future recruitment should be in the new grade only.

26. Since the conditions of recruitment and qualifications and the existing pay scales of Divisional Medical Officers are more or less similar to those of Specialists in the Central Health Service we recommend for the Divisional Medical Officers the same new scale as for the Specialists in the Central Health Service *viz.*, Rs. 1050—1800.

27. We recommend that the Government should consider the feasibility of combining the two grades of the Medical Superintendents (Rs. 1300—1600 and Rs. 1600—1800) in which case the new scale for them would be the same as for Supertime Grade II *viz.*, Rs. 1500—2000. If the Government decide to continue with the two grades, these should be Rs. 1500—1800 and Rs. 1800—2000.

28. The Chief Medical Officers are at present in the scale of Rs. 1800—2250 which corresponds to the Supertime Grade I of the Central Health Service. The Chief Medical Officer is treated as a minor Head of department. In accordance with the general pattern of a two-tier pay structure suggested by us for the Heads of departments in the Central Services Class I and for Supertime Grade I posts in the Central Health Service, we recommend that the C.M.Os. also should be placed in two grades *viz.*, Rs. 2250—2500 and Rs. 2500—2750, the proportion of posts in the two grades being determined in the same manner as for the other Railway Services. This will place the Chief Medical Officers at par with the Supertime Grade I officers of the Central Health Service and with the Heads of departments in the Railways.

29. As for the Director (Health) in the Railway Board, we recommend that he should be given a pay of Rs. 3000 (fixed) as for Additional Members, Railway Board. He will be entitled to a non-practising allowance of Rs. 500 per month in addition. The total emoluments (including non-practising allowance) will thus amount to Rs. 3500, same as for the Director General of Health Services.

IV. Non-Practising Allowance

30. At present doctors who are in the wholetime employment of the Central Government are not permitted private practice. Instead they are entitled to non-practising allowance (NPA). The Railway Medical Officers are permitted restricted private practice among family members and dependent relatives of railway employees or passengers who take ill while travelling and outsiders who may be admitted to the Railway hospitals. They are entitled to non-practising allowance at somewhat reduced rates.

*Member-Secretary has dissented from the view *vide* his note of Dissent.

31. Some Associations representing non-medical services have contended that it is discriminatory to grant the facility of non-practising allowance or private practice to doctors only while denying it to others, as doctors also, like other Central Government servants, are wholtime Government servants. This line of argument ignores certain basic facts concerning the medical service. Doctors in Government service have traditionally enjoyed the privilege of 'private practice' or non-practising allowance in lieu. We understand that their emoluments were deliberately kept low and they were allowed to make good the loss by 'private practice'. Secondly, there are certain special features of the medical service which have to be kept in view. Because of the longer duration of the basic medical course and the consequent delayed age of entry, the doctors have shorter effective service. Further, because of intermediate direct recruitment, their promotion prospects are less than those of officers of other organised services. Having regard to these various considerations, we think that it is necessary to continue the grant of non-practising allowance to doctors.

32. A question to be considered is whether the existing system of non-practising allowance in lieu of private practice should be allowed to continue or whether Government doctors should be permitted private practice. Yet another alternative would be to permit private practice for some posts but to ban it for others and grant non-practising allowance in lieu. Some of the Associations have demanded an option to choose either private practice or non-practising allowance.

33. The main arguments in favour of permitting private practice are : it would serve as an incentive to the doctors to acquire greater professional competence; it would be in the public interest to allow the Government doctors to practise, especially in areas where medical facilities are inadequate; and it would help attract the better type of doctors to Government service.

34. On the other hand, the volume of opinion against private practice is quite considerable. It is alleged that in hospitals where private practice is permitted, the hospital work suffers as the doctors tend to devote more time and energy towards private practice and that Medical Officers, particularly those with post-graduate qualifications, are reluctant to be posted to remote and difficult areas where the scope for private practice may be negligible. It is also argued that private practice interferes with teaching and research work, and makes preventive medicine less attractive financially, though it has great social importance. We find that while some States have banned private practice completely, others have allowed private practice either partially or wholly. Thus, some State Governments grant non-practising allowance only to medical teachers working in non-clinical departments of the medical colleges and to medical officers of public health departments. Other medical officers are allowed private practice. The weight of opinion of various Commissions and Committees

which have gone into this matter seems to be overwhelmingly in support of the prohibition of private practice and grant of non-practising allowance instead. An analysis of the replies to the questionnaire and the evidence also indicates majority support for the continuance of the ban on private practice, coupled with the grant of a non-practising allowance to doctors. The Secretary, Ministry of Health also, in the course of his evidence, expressed himself against the system of private practice. Having regard to all aspects we are of the view that the best interests of both the Government and the employees would be served by the continuance of the existing prohibition of private practice by the Government doctors.

35. We next consider the question whether the doctors should be given a basic scale of pay, with a non-practising allowance attached to it as a distinct element, or a consolidated scale of pay. The argument for a consolidated scale of pay is that with non-practising allowance being treated as pay practically for all purposes, it would be better to have all-inclusive scales of pay. We, however, feel that consolidated pay scales would militate against the existing relativities within the Government service and would thus distort the pay structure. We accordingly recommend that the present arrangement in which the pay and the non-practising allowance are separate and distinct elements should continue.

36. In the Central Health Service the rate of non-practising allowance is 50% subject to a maximum of Rs. 600 per month for officers appointed to GDO Grade I, Specialists Grade and Supertime Grades I & II and 33½% subject to a minimum of Rs. 150 per month for officers appointed to GDO Grade II. On the Railways, the rates of non-practising allowance are as follows :—

Assistant Medical Officers.	33½% subject to a minimum of Rs. 150 per month.
Division Medical Officers.	35% subject to a maximum of Rs. 400 per month.
Medical Superintendents/ Specialist Surgeons	35% subject to a maximum of Rs. 500 per month.
Chief Medical Officers of Zonal Railways and Director (Health) Railway Board.	Rs. 500 per month.

While the Assistant Medical Officers and Divisional Medical Officers are permitted restricted private practice, the officers in higher grades are not allowed the benefit of private practice.

37. The Associations of Medical Officers have asked for non-practising allowance at the rate of 50% of pay for all grades with the maximum amount varying between Rs. 600 and Rs. 1000 per month. We find that in the States the usual rate of non-practising allowance is 25% subject to a maximum of Rs. 400 per month except in Haryana and the Punjab where the rate is 33½% for some posts and 50% limited to Rs. 600 per month for certain other posts. There is thus already a certain amount of disparity in the rates of non-practising allowance between the State Governments and the Central Government. We feel that any revision of non-practising allowance which

would tilt the balance further in favour of the Central Government doctors would be difficult to justify, particularly in view of the fact that the Central Government doctors belonging to the Central Health Service and the Railway Medical Service have an edge over their counterparts in the State Governments in respect of basic pay scales also. In fact even at the existing percentage rates there would be unconscionable increase in the total emoluments of doctors in view of the substantial increase in the pay scales of medical officers being suggested by us. We, therefore, think that it would be equitable if the medical officers are assured of more or less the same order of increase in their total emoluments including non-practising allowance as would become available to officers of the corresponding grades in other Services. For this purpose, we find it necessary to adopt the slab system of non-practising allowance. The use of slab rates is widespread in the State Governments and has much to commend it. It is simple and direct and does not involve any calculations. It is more rational and flexible and can be adjusted to suit various grades of pay, and the actual pay depending upon the length of service. We accordingly recommend non-practising allowance at the following slabs for the officers of the Central Health Service and the Railway Medical Service :—

Central Health Service

GDOs Grade II

1 to 5 stages in the revised scale	Rs. 150 per month
6 to 10 stages in the revised scale	Rs. 200 per month
11th stage onwards	Rs. 250 per month

GDOs Grade I

1 to 5 stages in the revised scale	Rs. 250 per month
6 to 10 stages in the revised scale	Rs. 300 per month
11th stage onwards	Rs. 350 per month

Specialists Grade II

1 to 5 stages in the revised scale	Rs. 300 per month
6 to 10 stages in the revised scale	Rs. 350 per month
11th stage onwards	Rs. 400 per month

Supertime Grades II & I and Specialists Grade I (Rs. 1800—2250) Rs. 600 per month

Railway Medical Service

ADMOs Grade

1 to 5 stages in the revised integrated scale	Rs. 150 per month
6 to 10 stages in the revised integrated scale	Rs. 200 per month
11 to 15 stages in the revised integrated scale	Rs. 250 per month
16th stage onwards	Rs. 300 per month

DMOs Grade

1 to 10 stages in the revised scale	Rs. 300 per month
11th stage onwards	Rs. 350 per month
Medical Superintendents, Specialist Surgeons, Chief Medical Officers and Director (Health), Railway Board	Rs. 500 per month

For the sake of convenience, the amounts of non-practising allowance that will be admissible at each stage of pay in the scales of GDO Grade II, GDO Grade I and Specialists Grade II of the Central Health Service and ADMOs and DMOs Grade of the Railway Medical Service have been indicated in the Appendix.

V. Miscellaneous

38. At present, four advance increments are granted to the GDOs Gr. II & I possessing a post-graduate degree and two advance increments for those possessing a post-graduate diploma *before* entering the Central Health Service. In the Railways, advance increments are granted to the AMOs irrespective of whether the qualifications were acquired before entering the railway service or after. It has been represented to us that there is no justification for denying these increments to those who acquire the post-graduate qualification *after* entering the Central Health Service. We feel that the acquisition of these qualifications is in the interest of the Government also as they enhance the usefulness of an officer. In this view of the matter we do not think that any distinction should henceforth be made as to whether these qualifications are acquired while in service or earlier. As a precaution, however, the post-graduate degrees/diplomas which may qualify for this concession may be stipulated.

39. As regards the quantum of the post-graduate qualification allowance it seems to us that the number of advance increments granted at present is too liberal. We are of the view that it would be more rational to grant a fixed amount as qualification pay than to grant advance increments which may vary depending on the rate of increment which a particular person happens to draw at the time of acquiring the qualification. We, therefore, recommend that the qualification pay for a post-graduate degree should be Rs. 100 per month and for a post-graduate diploma Rs. 50 per month. This allowance should be confined to the proposed junior and senior scales in the Central Health Service and to the proposed integrated scale in the Railway Medical Service. On promotion to the Supertime Grade II in the Central Health Service and to the DMOs grade in the Railways, no qualification pay should be allowed but the pay may be so fixed that the promotees do not suffer a loss in their emoluments. In such cases, personal pay should be allowed, where necessary, to be absorbed in future increments. This concession should also be admissible to the medical posts outside the Central Health Service and the Railway Medical Service for recruitment to which the minimum qualification is a medical degree (MBBS).

40. A special pay of Rs. 100 per month is at present admissible to Readers/Assistant Professors and Rs. 200 per month to Associate Professors belonging to the Specialist Grade of the Central Health Service for teaching duties. A number of associations have demanded enhancement of the existing rates of allowance as well as its extension to professors and lecturers. It has been argued that in addition to their teaching duties, the teaching staff have to perform their professional duties as well. We do not think there is any

justification either for enhancement of the existing rates of special pay or for its extension to lecturers and professors. Any improvement in the emoluments of teaching staff would widen the disparity between them and the hospital specialists and would disturb the existing relativities within and outside the Central Government.

41. Demands have been made for the grant of various other allowances such as specialists' allowance, technical or professional allowance to enable the medical officers to keep themselves abreast of the latest developments in their field and administrative allowance for the Medical Superintendents for doing administrative duties. We do not find any substance in these demands.

42. Some Associations have suggested that credit should be given in the form of "ante-dating" for experience gained prior to entry in Government service. Their demand is for the grant of advance increments and ante-dating upto a maximum of 7 years which should count for varying purposes such as pay, promotion, seniority and pensionary benefits. The grounds advanced in support of the proposal are that these concessions would help neutralise partially the adverse effects of joining Government service late as compared to other officers of Central Services Class I.

43. We observe that the Working Group of Administrative Reforms Commission on Medical and Public Health Administration has recommended the grant of such ante-date which should not exceed 18 months and should count for promotion, seniority and pensionary benefits. We also understand that the doctors in the United Kingdom with a post-graduate degree are eligible to count civil practice rendered by them prior to entry into Government service for ante-date upto a maximum of 7 years for the purpose of pay. We do not recommend the grant of any ante-date as we feel that the improvements we have recommended for the Medical Services are quite adequate to off-set the disadvantages of late entry. Further, there is already a convention that the recommendations of the Union Public Service Commission for the appointment of a candidate on a higher initial pay than the minimum of the post should ordinarily be accepted by the Government.

44. The Government have sanctioned a special compensatory allowance of Rs. 150 per month and Rs. 100 per month to the Central Health Service officers who are posted to difficult and remote stations classified as category 'D' and 'C' stations. These stations are considered to be unpopular and the allowance is intended to compensate doctors for the hardships which they have to face due to the lack of civic amenities, educational facilities etc. Several associations have demanded that the allowance be increased and that in addition free housing and educational allowance for children who have to be kept in boarding institutions should also be given. The special allowance of Rs. 100 per month for category 'C' stations and Rs. 150 per month for category 'D' stations has been sanctioned recently. It would thus be somewhat premature

for us to suggest any change therein at this stage. We understand that the Government have also decided to reserve some accommodation in Delhi for the families of Central Health Service doctors who are posted to category 'C' and 'D' stations and who cannot take their families there on account of personal reasons. The department also seems to have evolved a "transfer pattern" which would ensure that no officer is detained at category 'C' and 'D' stations beyond a prescribed period. These various measures should, we think, have the desired effect in overcoming the reluctance of Central Health Service officers in accepting transfers to the "difficult" stations.

VI. Class I & II Medical posts not included in the Central Health Service

45. There are a fairly large number of Class I and Class II medical posts under some Ministries of the Central Government which are not included in the two regularly constituted Services viz., the Central Health Service and the Railway Medical Service. Most of these posts are under the Ministries of Defence and Home Affairs and the Department of Atomic Energy. The distribution of these posts among the various Ministries and pay scales is given in the table below :—

TABLE VI

Pay Scale	No. of Posts				Total
	De- fence	Home Af- fairs (BSF)*	At- mic Ener- gy	Others	
1600-100-2000	1	1
1400-70-1750-100-1950	1	..	1
1300-60-1600-100-1800	..	3	..	..	3
1300-60-1600	1	3	4
1100-50-1200-60-1500	8	..	8
1100-60-1400	1	..	1
1100-50-1400	2	2
975-1475 (State Government scale)	1	1
900-50-1250	1	1
750-60-1050	1	..	1
700-50-1250	24	..	24
700-40-1100-50-1250	3	..	3
700-40-1100-50/2-1250	..	1	..	3	4
675-35-850-40-1050-50-1300	1	1
675-358-50-40-1050-50-1150	..	30	..	1	31
600-40-1000-50-1300	..	13	4	15	32
450-30-660-40-1100-50-1250	..	13	..	..	13
450-30-600-35-950 (State Go- vernment scale)	5	5
425-25-450-30-600-35-950	..	49	..	5	54
400-40-800-50-950	34	..	34
350-25-500-30-830-35-900	..	215	72	1	288
350-900-350-600	..	58	..	..	58
350-25-500-30-800	181	181
325-25-500-30-830-35-900	32	32
325-25-500-30-800	..	28	2	58	88
TOTAL	397	89	75	310	871

*Border Security Force.

46. It will be noticed that 871 posts are distributed over 25 scales of which five are in Class II and the rest are in Class I. In marked contrast to this diversity of pay scales there are only 5 scales of pay in the organised medical Services. A similar lack of uniformity exists in regard to the rates of non-practising allowance also. In some cases, the same rates of non-practising allowance as in Central Health Service have been adopted. In some others, a lower rate of non-practising allowance has been adopted viz., 25% of pay subject to a minimum of Rs. 150 per month and a maximum of Rs. 400 per month. There are instances where even in the same Ministry, different rates of non-practising allowance are in vogue for similar posts.

47. We have given careful thought to the question whether the medical posts outside the Central Health

Service and the Railway Medical Service should be given the corresponding Central Health Service scales of pay and non-practising allowance or whether the existing disparities should be allowed to continue. It seems to us that the most satisfactory course might be to include as many of these posts in the Central Health Service as can be done without much administrative or practical difficulty. The largest number (397) of these posts are in the Ministry of Defence chiefly in four organisations namely; the General Reserve Engineer Force (GREF), the Armed Forces Medical College, Poona (DG AFMS*), the Family Planning Organisation and the Directorate General of Ordnance Factories (DGOF). We discuss below the posts in each of these organisations.

48. The posts in the General Reserve Engineer Force are as follows :—

TABLE VII

Designation	Pay Scale Rs.	No. of Posts	Method of recruitment	Qualifications and experience for direct recruits
Medical Officers Grade I	675—1150	30	50% direct 50% by promotion of Medical Officers Grade II with 5 years' experience.	M.B.B.S. and 5 years' experience.
Medical Officers Grade II	425—950	49	80% direct 20% by promotion of Medical Officers Grade III with 5 years' experience.	M.B.B.S.
Medical Officers Grade III	325—800	28	Direct/deputation	Licentiate with 3 years' ex- perience.
		107		

NOTE.—Non-practising allowance at the rate of 25% of pay subject to a minimum of Rs. 150 and a maximum of Rs. 400 per month is admissible in the above posts.

We understand that these posts were initially not included in the Central Health Service because of the general shortage of medical graduates which caused difficulty in recruitment for the Ministry of Health. The position has since improved and we understand that there would be no administrative or other difficulty in the inclusion of these posts in the Central Health Service. Thus the posts of Medical Officers Grade I and Grade II may be included in the GDO Grade I and GDO Grade II respectively of the Central Health Service. We also suggest that Medical Officers Grade III (i.e., those with licentiate qualifications) having 10 years' service may be considered for promotion to the GDO Grade II of the Central Health Service against the 25% promotion quota reserved for licentiates. Till they are absorbed in the Central Health Service the posts of medical officers

Grade I and Grade II should be allotted the normal replacement scales of Rs. 1050—1600 and Rs. 700—1300 respectively. As regards the Medical Officers Grade III, they should be placed on the standard Class II scale of Rs. 650—1200.

49. In the Armed Forces Medical College, Poona there are three posts of Professors (Rs. 1300—1800) and 9 posts of Readers (Rs. 600—1300). All these posts carry the Central Health Service scales of pay and rates of non-practising allowance except that Readers are not entitled to the special pay of Rs. 100 per month admissible to Readers/Assistant Professors belonging to the Central Health Service. The department does not, however, favour inclusion of these posts in the Central Health Service. We suggest that

*Directorate General of Armed Forces Medical Services.

these posts be given the scales of Rs. 1800-2250 and Rs. 1050-1800 respectively.

50. In the Family Planning Organisation of the Ministry of Defence the following posts exist:—

TABLE VIII

Designation	Scale of Pay (Rs.)	No. of posts	Rate of N.P.A.	Qualifications and method of recruitment
Medical Officers	600—1300 or 450—1250	4	25% of pay	Direct recruitment MBBS with post-graduate qualification. MBBS without post-graduate qualification.
Lady Medical Officers	350—900 or 350—600	58	25% of pay	Direct recruitment Medical graduates Medical licentiates

The Ministry of Defence has suggested the inclusion of these posts in the Central Health Service. We recommend accordingly. Until then, all these posts should be allotted the corresponding replacement scales as shown below

Existing scale Rs.	Proposed scale Rs.
600—1300	1050—1600
450—1250	700—1600
350—900	650—1200
350—600	650—960

51. In the organisation of Director General, Ordnance Factories (DGO) there are 138 posts of Assistant Surgeons, Grade I (Rs. 350—900) and one post of Deputy Assistant Director General (Rs. 700—1250), which are held by civilian medical officers. There are another 21 posts which are in higher grades and are held by the officers belonging to the Army Medical Corps (AMC). There is thus only one higher post in Rs. 700—1250 available for 138 Assistant Surgeons Grade I who are all recruited direct. There are in addition 77 posts of Assistant Surgeon Grade I (Rs. 350—900) scattered over the other units of the Ministry of Defence which are held by civilian medical officers and which have no promotional outlet. Non-practising allowance at Central Health Service rates is attached to all these posts.

The Assistant Surgeons in the Directorate General of Ordnance Factories have complained of lack of promotional opportunities. The Director General of Ordnance Factories has suggested that all the Medical posts in his organisation should be held by civilian doctors and that they should be allowed the same scales as for the officers of the Indian Ordnance Factories Service on grounds of maintaining internal parity. We are unable to endorse the proposal for parity of pay scales with the Indian Ordnance Factories Service Officers as the posts are dissimilar, and the duties and responsibilities are entirely different. We understand that three alternative courses are under consideration of the Government viz. (a) manning by civilian doctors of the higher medical posts in the Directorate General of Ordnance Factories now held by Army Medical Corps Officers, or (b) militarisation of the entire medical cadre, or (c) inclusion of the posts in the Central Health Service. We feel that the present situation is not a satisfactory one and the Government should take an early decision in the matter. In the event of all the posts in the Directorate General of Ordnance Factories being held by civilian doctors they may be placed in the corresponding revised scales viz. Rs. 650—1200 and Rs. 1050—1600 in lieu of Rs. 350—900 and Rs. 700—1250 respectively. For the remaining 77 posts of Assistant Surgeon Grade I (Rs. 350—900) in the other units of the Ministry of Defence also we recommend the substitute revised scale of Rs. 650—1200.

52. The number of medical posts in the Border Security Force and their scales of pay are as follows:—

TABLE IX

Designation	Scale of Pay	No. of Posts	Non-Practising Allowance
Chief Medical Officer	600—1300	2	25% subject to a minimum of Rs. 150 and a maximum of Rs. 400 per month.
Sr. Medical Officer	600—1300	2	50% subject to a maximum of Rs. 600 per month.
GDO Grade I	450—1250	13	25% subject to a minimum of Rs. 150 per month.
GDO Grade II	350—900	70	25% subject to a minimum of Rs. 150 per month.
Lady Medical Officer	350—900	2	33½% subject to a minimum of Rs. 150 per month.
		89	

The posts of Chief Medical Officer and Senior Medical Officer require post-graduate qualification. All the posts except those of GDO Grade I are filled either by deputation or by re-employment of ex-army medical officers or by direct recruitment. The posts of GDO Grade I are filled by promotion from GDO Grade II. While the Central Health Service pay scales and designations have been adopted for these posts, the Central Health Service rates of non-practising allowance have been followed only in some cases but not in others. We understand that the Ministry of Home Affairs is not in favour of inclusion of these posts in the Central Health Service. We recommend that the medical posts in the Border Security Force should be fitted into the appropriate replacement scales as follows:—

Existing Scale	Proposed Scale
Rs.	Rs.
600-1300	1050-1600
450-1250	700-1600
350-900	650-1200

53. The strength and composition of the medical posts in the Department of Atomic Energy are shown in Table VI. The Department has extended the scales of pay applicable to their scientific and engineering posts to the medical posts also on grounds of maintaining internal relativity. There are two sets of scales in this department—one set of normal scales and another set of higher scales for rewarding the more competent by putting them on a faster track. The rates of non-practising allowance are also different from those in force in the Central Health Service. Posts in the Class I Senior scale and above have non-practising allowance at the rate of 40% subject to a maximum of Rs. 600 per month, while posts in the Class I junior scale have non-practising allowance at the rate of 25% subject to a minimum of Rs. 150 per month for the first 7 years and 30% from the 8th year. The Class II posts carry non-practising allowance at the rate of 25%. Post-graduate qualifications are compulsory for all posts in Class I senior scale and above. For the posts in the lower grades the minimum prescribed qualification is M.B.B.S. with some experience. For posts in the scale of Rs. 400-950 the rules provide for the grant of four advance increments for those with a post-graduate degree and two advance increments for those with a post-graduate diploma.

We understand that the department does not favour the inclusion of these posts in the Central Health Service. The only question to be decided is whether the pay scales for the medical posts in this department should be fixed on considerations of internal relativity with the scientific and engineering posts in the department or whether external relativity with comparable medical posts outside should be the criterion. We understand that some of the medical posts are research-oriented and the doctors work along with scientific personnel as members of

multi-functional research teams having an inter-disciplinary approach. The bulk of the posts are, however, clinical posts. In our opinion, doctors who are engaged on research work could be given the scientific scales while those engaged on clinical work could be given the Central Health Service scales of pay. In the event, however, of any administrative difficulty in segregating research and clinical posts we would suggest as a less preferred alternative that all the posts be allotted the scientific/engineering pay scales as shown below:—

Existing Scale	Proposed Scale
Rs.	Rs.
400-950	700-1300
700-50-1250	1100-1600
700-40-1200-50-1250	1050-1600
1100-1500	1500-2000

The posts in the faster track are at present in the following scales of pay viz. Rs. 750-1050, Rs. 1100-1400, Rs. 1300-1600 and Rs. 1400-1950. The revised scales for these posts may be decided by Government having regard to all relevant factors. The posts in the scale of Rs. 325-800 should be placed in the scale of Rs. 650-1200.

In case it is decided by Government that Central Health Service scales of pay should be allotted, the existing posts may be fitted into the revised Central Health Service scales of pay in the manner shown below:—

Existing Scale	Proposed Scale
Rs.	Rs.
400-950	700-1300
750-1050	1100-1400
700-1250	1050-1800
1100-1400	
1100-1500	
1300-1600	
1300-1800	1800-2250
1400-1950	

54. The posts of doctors in the Department of Labour and Employment are as follows:—

TABLE X

Designation	Scale of Pay	No. of Posts	Rate of NPA	Qualifications and method of recruitment
	Rs.			
1. Deputy Director	1100-1400	1	25%	By promotion from Assistant Director with 7 years' experience.
2. Assistant Director	700-1250	2	25%	Direct recruitment, MBBS with 5 years' experience.

TABLE X—Contd.

Designation	Scale of pay	No. of posts	Rate of NPA	Qualifications and method of recruitment
	Rs.			
3. Deputy Director, Mines Safety (Industrial Hygiene)	900-1250	1		Included in Central Health Service
4. Junior Medical Officer	350-800	1		Included in Central Health Service
5. Assistant Director/Medical Officer	325-800	14		Included in Central Health Service

We understand that the posts at items 1 and 2 in the above table have not been included in the Central Health Service due to the specialised nature of duties attaching to these posts. We recommend that these posts may be given the revised scales of Rs. 1300-1700 and Rs. 1050-1600 respectively.

55. The Department of Rehabilitation employs a number of Medical Officers primarily in the Dandakarnya Project and in the Mana group of Transit Centres. The details of the posts are shown below:—

TABLE XI

Designation	Scale of Pay	No. of posts	Remarks
	Rs.		
Chief Medical Officer	675-1300	1	Included or proposed to be included in Central Health Service
Specialist Medical Officer	425-950	5	Do.
Medical Officer	325-900	31	Do.
Medical Officer	325-800	29	Do.

Since the above posts have either been included or are proposed to be included in the Central Health Service we do not consider it necessary to recommend the revised pay scales for any temporary *ad hoc* appointments made to these posts pending posting of regular Central Health Service officers.

56. The following posts of doctors exist in the Planning Commission:—

TABLE XII

Designation	Scale of Pay	No. of posts	Remarks
	Rs.		
Chief of Division	1600-2000	1	
Joint Director	1100-1400	1	
Senior Research Officer	700-1250	1	Included in the Specialists' Grade of Central Health Service.

The posts of Chief of Division and Joint Director are filled by transfer on deputation of officers of the Central/State Governments, Universities, recognised research institutions of Public Undertakings having adequate experience of public health programmes. While no non-practising allowance is attached to these posts, Central Health Service/State Government officers are allowed on appointment to retain the non-practising allowance admissible to them in the parent cadre. We suggest that the Chief of Division and Joint Director may be fixed in the scales of Rs. 2000-2250 and Rs. 1300-1700 respectively on the lines of our recommendation for similar posts in the Planning Commission.

57. There is one post each of Assistant Director General of Health Services (Blood Transfusion) and Director (Civil Defence) in the scale of Rs. 1300-1600 in the Ministry of Health. We understand that the former post is proposed to be included in the Super-time Grade II of the Central Health Service. We suggest that the post may be placed in the revised scale of Rs. 1500-1800 pending its inclusion in the Central Health Service. Thereafter, it should be allotted the scale for Supertime Grade II or any other grade as may be decided by Government.

The post of Director (Civil Defence) is filled by transfer on deputation of suitable Army/Central/State Government officers, the qualifications being a post-graduate degree with 12 years' standing in the medical profession. This post is not being included in the Central Health Service in view of the need to induct army officers and the varied nature of duties. We recommend that this post may be given the scale of Rs. 1500-1800.

58. There are a few posts of doctors in the Farraka Barrage Project and Trisuli Hydel Project under the Ministry of Irrigation and Power. As the posts in the Farraka Project are on West Bengal scales of pay, we do not make any recommendations in this regard. As for the post of Assistant Surgeon (Rs. 325-800) in the Trisuli Project, this may be given the scale of Rs. 650-1200.

59. There are 3 posts in the President's Secretariat in the scales of Rs. 1300-1600, Rs. 675-1150 and Rs. 325-800. No non-practising allowance is at present attached to these posts. All these posts are "personal staff" posts and appointments thereto are discretionary. They should be given the scales of Rs. 1500-1800, Rs. 1050-1600 and Rs. 650-1200 respectively.

60. As regards grant of non-practising allowance to the Class I and II medical posts outside the Central Health Service and the Railway Medical Service, we consider that these posts (except those referred to in paragraph 61 *infra*) should be granted the same rates of non-practising allowance as we have recommended for corresponding posts in the Central Health Service subject to a minimum of Rs. 150 per month and a maximum of Rs. 400 per month. We accor-

dingly recommend that these posts may get non-practising allowance as follows:—

Pay Scale	Non-practising Allowance
Rs. 650—960 650—1200 700—1300	As recommended for GDOs Grade II of the Central Health Service at corresponding pay levels.
1050—1600 1300—1700	As recommended for GDOs Grade I or Specialists Grade II of the Central Health Service depending upon whether post-graduate qualifications are required or not.
700—1600 (Corresponding to the existing scale of Rs. 450—1250 outside CHS)	As recommended for GDOs Grade II and GDOs Grade I of the Central Health Service.
1050—1800 (Readers in Armed Forces Medical College, Poona)	As recommended for Specialists Grade II of the Central Health Service.
1500—1800 and above	Rs. 400 per month (fixed)

The non-practising allowance which would be admissible at each pay stage in the revised scales is indicated in the Appendix.

61. The medical posts in the Planning Commission do not have any non-practising allowance attached to them but Central Health Service/State Government Officers are allowed, on appointment, to retain the non-practising allowance allowed to them in their parent cadre. Similarly no non-practising allowance is attached to the posts in the President's Secretariat. We do not recommend any non-practising allowance for these posts except that the existing practice in the Planning Commission may continue. In regard to the Department of Atomic Energy, we recommend that the posts which are allotted Central Health Service scales may also get non-practising allowance at the corresponding Central Health Service rates. Medical posts in the Department which are allotted scientific scales of pay should also get non-practising allowance at the same rates as we have recommended for corresponding Central Health Service posts.

VII. Class II (non-gazetted) and Class III Medical posts

62. In this Section we examine the scales of pay for the categories of Registrars, Demonstrators and a few other Class II (non-gazetted) and class III medical posts in the hospitals and medical colleges. The details of these posts are as follows:—

TABLE XIII

Designation	Scale of Pay	Health Def- Atomic Total ence Energy
Demonstrator	Rs. 325—15—475—20— 575+NPA @ 25% subject to a minimum of Rs. 75 per month	10 — — 10

TABLE XIII—Contd.

Designation	Scale of Pay	Health Def- Atomic Total ence Energy
Demonstrator	Rs. 335—15—425+ NPA @ 25% of pay subject to a minimum of Rs. 150 per month	43 28 — 71
Assistant Clinical Pathologist	Do.	1 — — 1
Medical Officer/ Research Assistant/ Field Instruction/ Assistants Bacteriologist, etc.	325—15—475—20— 575+NPA @ 25% of pay subject to a minimum of Rs. 75 per month	13 — — 13
Junior Research Officer	350—25—57+ NPA @ 25% subject to a minimum of Rs. 150 per month	1 — — 1
Registrar	375—25—425 350—25—400 375—25—475	88 — — 88 79 — — 79 1 — — 1
Resident Medical Officer	375 (fixed)	— — 4 4
		236 28 4 268

63. All the above posts are filled by direct recruitment, the minimum qualification being a medical degree with one year's experience in some cases. The duties of Demonstrators are to conduct practical classes for the post-graduate and under-graduate students and take regular teaching classes for them. Further, they assist the professors and assistant professors in their work. The posts in the scale of Rs. 325—575 are in the All India Institute of Hygiene and Public Health and those in the scale of Rs. 335—425 are in the Jawaharlal Institute of Post-Graduate Medical Education & Research and the Armed Forces Medical College, Poona.

Before the formation of the Central Health Service, Demonstrators could look forward to promotion as Lecturers in the medical colleges. With the inclusion of the teaching posts in the Central Health Service, the Demonstrators now have no promotion outlet. The Demonstrators of the All India Institute of Hygiene & Public Health, Calcutta have represented that their designation and pay scale should be upgraded to those of Lecturers as they are performing identical duties, there being no posts of Lecturers in the Institute. The Director of the Institute has also suggested that some of the posts of Demonstrators and allied categories in the Institute in the scale of Rs. 325—575 may be designated as Lecturers in the Specialists' Grade of the Central Health Service and others included in GDO Grade II of the Central Health Service. The minimum qualification for a Lecturer in the Central Health

Service is a post-graduate degree or diploma with 3 to 5 years' experience. On the other hand, the qualification prescribed for the Demonstrators is only a Medical Degree. We, therefore, cannot support the proposal for equating Demonstrators with the Lecturers. Considering, however, that there are no avenues of promotion open to the Demonstrators and the medical course is of a longer duration as compared to other professional courses, we would suggest the scale of Rs. 650—960 for the Demonstrators.

64. The posts of Medical Officer/Research Assistant/Field Instructor/Assistant Bacteriologist etc.—all in the scale of Rs. 325—575—are located in the All India Institute of Hygiene & Public Health. The posts of Assistant Clinical Pathologist (Rs. 335—425) and Junior Research Officer (Rs. 350—575) are in the Jawaharlal Institute of Post-Graduate Medical Education and Research. Since the qualifications, method of recruitment and duties of these posts are similar to those of Demonstrators, we suggest that these posts also should be placed in the scale of Rs. 650—960.

65. We also recommend that Demonstrators and other categories mentioned above should be paid the special pay for post-graduate qualifications as in the case of the Registrars.

66. The posts of Registrars are filled for a limited tenure of 3 years. These are basically training posts inasmuch as Registrars gain useful clinical experience which enable them to qualify for the higher posts or to complete their post-graduate studies while working as Registrars. The duties of Registrars are to supervise the work of the House Surgeons and Physicians working under them and assist the Doctors in the O.P.D. *They also take teaching classes for the House Surgeons/Physicians. While the Registrars in the Willingdon and Safdarjang hospitals are in the scale of Rs. 375—25—425, those in the Jawaharlal Institute of Post-Graduate Medical Education and Research are in the scale of Rs. 350—25—400. No non-practising allowance is attached to these posts. However, a special pay of Rs. 100 per month is admissible to those having a post-graduate degree and Rs. 50 per month to those having a post-graduate diploma. Having regard to the fact that only a three-year scale is necessary for Registrars, we recommend that they may be granted the scale of Rs. 650—710 corresponding to the first 3 stages of the standard Class II scale. There are also 4 posts of Resident Medical Officers in the Department of Atomic Energy on a fixed pay of Rs. 375. As these posts are analogous to those of Registrars in the hospitals, we recommend the same scale for them. For the post of Registrar (Rs. 375—475) in the All India Institute of Physical Medicine and Rehabilitation (Ministry of Health), however, we recommend the lower segment of Class II viz. Rs. 659-960 as we understand that it is not a tenure post. Special pay for post-graduate qualifications to the Registrars may continue as at present.

*Out Patients Department.

67. There are a few Class III medical posts for which the minimum qualification is a Licentiate in Medicine and Surgery. These posts which number only 10 are in the scale of Rs. 150-380. Five of these posts are in the Ministry of Works & Housing, 3 in the Ministry of Finance and one each in the Ministries of Health and Labour & Employment. Non-practising allowance at the rate of 25% of pay subject to a minimum of Rs. 75 per month is attached to most of these posts. This is a residual category as the licentiate training course was discontinued in 1963 and there has been no recruitment to this cadre since then. Under the Central Health Service rules, all licentiate doctors in the organisations participating in the Central Health Service who were appointed before 15th May, 1963 and who have rendered 10 years' continuous service in a Class II or Class III medical or public health post are eligible to be appointed to the GDO Grade II cadre of the Central Health Service (Rs. 350—900) against 25% of the vacancies in that grade reserved for them. We are of the opinion that the scale of Rs. 150—380 for licentiate doctors is inadequate considering that this scale was abolished in the Railways as far back as 1959, as there was difficulty in recruitment on this low remuneration and in the Central Health Services rules the scale of pay of licentiate officers has been specified as Rs. 350—600. There are also some posts of licentiates in the Ministry of Defence in the scales of Rs. 325—800 and Rs. 350-600. Giving the weight to all factors, we recommend for these posts the scale of Rs. 650—960.

We recommend non-practising allowance at the following rates for the medical posts on the scale of Rs. 650-960. There would be no non-practising allowance for the Registrar however.

1 to 8 stages	Rs. 150 per month
9th stage onwards	Rs. 200 per month

VIII Dental Surgeons

68. The strength and composition of the cadre of Dental Surgeons and Dentists and its distribution among the various departments are shown in the following table:—

TABLE XIV

Designation	Scale of Pay	Number of posts			Total
		Health	Labour & Employment	Railways	
	Rs.				
Professor	1100—1400	1	—	—	1
Staff Surgeon (Dental)	700—1250	1	—	—	1
Dental Surgeon	700—1150	—	1	—	1
Dental Surgeon	375—900	1	—	—	1
Dentist		2	—	—	2

TABLE XIV—Contd.

Designation	Scale of Pay	Number of Posts			Total
		Health	Labour & Employment	Railways	
	Rs.1				
Junior Staff Surgeon (Dental)		2	—	—	2
Assistant Medical Officers (Dental)/ Dental Surgeon	350-900	—	—	21	21
Dental Surgeon	350-800	3	—	—	3
Dental Surgeon/ Assistant Dental Surgeon, Grade I	325-800	3	3	—	6
TOTAL:		13	4	21	38

With the exception of the posts of Staff Surgeon (Dental) and Junior Staff Surgeon (Dental) all the above posts are filled by direct recruitment. While the post of Staff Surgeon (Dental) is filled by promotion from the grade of Junior Staff Surgeon (Dental), the latter is filled by direct recruitment and by promotion in equal proportion. The minimum qualification for recruitment to posts in the grades of Rs. 325-800 & Rs. 350-800/900 is a degree in Dental Surgery (BDS) with post-graduate training in some cases. For posts in the scale of Rs. 375-900 and above post-graduate qualification or training is essential.

69. The main demand of the Indian Dental Association, and other bodies representing the Dental Surgeons is for parity with the Central Health Service in regard to scales of pay and non-practising allowance. The Associations have argued that prior to the constitution of the Central Health Service there was identity in regard to pay scales and non-practising allowance between the medical officers and dentists and that in several State Governments, dentists and medical officers are treated alike. The departmental witnesses were, however, not in favour of any such parity.

We have examined the matter carefully. The B.D.S. Course is of four years' duration whereas the M.B.B.S. Course is of 5½ years' duration (including one year's internship). On the other hand, unlike the GDO Grade II, the Dentists are required to possess three years' experience with preferably post-graduate qualification or training, which would off-set the shorter period of their training as compared to M.B.B.S. doctors. The scope and content of the M.B.B.S. Course is, however, of a higher standard and also covers a much wider range. The duties and responsibilities of M.B.B.S. doctors are also much more

onerous than those of Dental Surgeons. These considerations would justify a differentiation in pay scales and non-practising allowance between M.B.B.S. doctors and Dentists. On the other hand, most of the State Governments and Public Sector Undertakings do not make any distinction between these two categories. In the Armed Forces the pay of officers of the Army Dental Corps is lower as compared to that of the Army Medical Corps Officers. Our overall assessment is that a differential in the level of remuneration between dentists and M.B.B.S. doctors would be justified.

70. We recommend that dentists under the Ministry of Health and the Department of Labour and Employment in the scales of Rs. 375-900, Rs. 350-900, Rs. 350-800 and Rs. 325-800 may be given the scale of Rs. 650-1200. For the two posts of Junior Staff Surgeon (Rs. 375-900) which are partly filled by promotion and for the post of Staff Surgeon (Dental) in the scale of Rs. 700-1250 we would recommend improved scales of Rs. 900-1400 and Rs. 1300-1700 respectively, as the dentists should have some posts at these levels also. The post of Dental Surgeon (Rs. 700-1150) may be equated to GDO Grade I and granted the scale of Rs. 1050-1600. There is a post of Professor of Dentistry in Jawaharlal Institute of Post-Graduate Medical Education and Research (Ministry of Health) which is filled by direct recruitment from candidates possessing first class post-graduate degree and 6 years' teaching and clinical experience. In conformity with our recommendation in another Section that non-medical professors should be placed in the scale of Rs. 1500-2000, we suggest that the post of Professor of Dentistry may also be similarly dealt with.

71. The Dental Surgeons on the Railways formed part of a common cadre of Medical Officers till 1.1.1966. Subsequently, when the pay scale of Medical Officers (Assistant Surgeons Grade I) was revised to Rs. 350-900 and they were designated as AMOs following the reorganisation of the Central Health Service, a similar revision was not effected in the case of dentists. Some of the Dental Surgeons who felt aggrieved by this discrimination took the matter to the High Courts which upheld their contention that they should be treated on the same footing as AMOs. In view of this decision, we understand that all Dental Surgeons have now been brought on the same scale as AMOs viz. Rs. 350-900, but that future recruitment will be in the scale of Rs. 325-800. For the Dental Surgeons in the Railways also we recommend the scale of Rs. 650-1200 with 10% of the posts on a Selection Grade of Rs. 900-1400.

72. The Dental Surgeons have complained that they have no avenue of promotion and that most of them would have to retire in the recruitment grade itself. On this ground they have asked for formation of a separate dental cadre. The Department of Health has explained that it is not possible to form a viable cadre for dentists due to the small number of posts and the distribution of the existing posts among different establishments. We understand that the department is, however, considering the question of

provision of consultants and specialists in dentistry so as to provide an avenue of promotion. This would meet the demand for promotion outlets to some extent.

73. We find that there is no uniform practice in regard to the rate of non-practising allowance admissible to Dentists in various departments. On the Railways, non-practising allowance is granted to the Dentists at the rate of 33½% subject to a minimum of Rs. 150/- per month, whereas in the Ministry of Health, the rate of non-practising allowance is 25% subject to a minimum of Rs. 150/- per month. In the Ministry of Labour & Employment also the rate is 25% except for one post, which has been given non-practising allowance at 33½%. The non-practising allowance admissible to Army Dental Corps (ADC) officers is 25% for the first seven years and 33½% thereafter subject to a minimum of Rs. 150 per month and a maximum of Rs 400 per month as against 25% for the first seven years, 33½% for the next eight years and 50% thereafter subject to a maximum of Rs. 600/- per month admissible to Army Medical Corps. We consider that Dental Surgeons should be granted non-practising allowance at the same rates as admissible to officers of the corresponding grades of the Central Health Service but subject to a maximum of Rs. 400. per month. We accordingly recommend the following rates of non-

practising allowance for Dental Surgeons:—

Pay Scale	Rate of non-practising allowance
Rs. 650-1200	Rs. 150 per month
1 to 8 stages	200 per month
9 to 13 stages	250 per month
14th stage onwards	200 per month
Rs. 900-1400	250 per month
1 to 5 stages	300 per month
6 to 10 stages	300 per month
11th stage onwards	350 per month
Rs. 1050-1600	250 per month
1 to 5 stages	300 per month
6 to 10 stages	350 per month
11th stage onwards	300 per month
Rs. 1300-1700	350 per month
1 to 5 stages	350 per month
6th stage onwards	400 per month (fixed)
Rs. 1500-2000	

For the sake of convenience, non-practising allowance that would be admissible at various pay stages in the above pay scales has been indicated in the Appendix.

74. We recommend that, as in the case of Central Health Service, the Dental Surgeons in the scales of Rs. 650-1200, Rs. 900-1400 and Rs. 1050-1600 should be granted a qualification pay of Rs. 50/- per month for possessing a post-graduate diploma and Rs. 100/- per month for possessing a post-graduate degree, whether acquired before entry into Government service or subsequently provided such a qualification in not stipulated as an essential qualification for employment in the post concerned.

IX. Physicians of Indigenous Systems of Medicine and Homeopaths

75. While the bulk of the Medical Officers employed under the Government of India belong to the Allopathic System of Medicine, there are a few belonging to the Indigenous Systems of Medicine (ISM) and Homeopathy. Their number and scales of pay are as follows:—

TABLE XV

Designation	Scale of pay	Ministry	Ayurveda	Homeopathy	Unani	Sidha	Total
	Rs.						
Adviser (Indigenous Systems of Medicine)	1300-1600 with Special pay of Rs. 200 per month	Health	1	—	—	—	1
Senior Research Officer	700-40-1100-50/2-1250	Health	2	—	1	—	3
Research Officer	350-680	Health	2	1	3	1	7
Research Assistant	210-425	Health	3	1	2	—	6
Physician (Central Government Health Scheme)	325-800+NPA @ 25% subject to a minimum of Rs. 150 per month	Health	13	5	—	—	18
Vaid Superintendent	Do.	Labour & Employment	1	—	—	—	1
Senior Ayurvedic Vaid/Ayurvedic Manager	250-10-290-15-530	Labour & Employment	2	—	—	—	2
Ayurvedic Vaid	168-8-280-10-300+NPA @ 25% of pay subject to a minimum of Rs. 75/- per month	Labour & Employment	59	—	—	—	59
TOTAL			83	7	6	1	97

76. We understand that there are two types of training courses in Ayurveda viz. a Degree Course and a Diploma Course. The minimum qualification for admission to both the courses is Matric but the Degree Course is 5 to 5½ years' duration while the Diploma Course is of 3 to 4 years' duration. The

period of training for the post-graduate degree Course is 3 years and for the post-graduate diploma 2 years. No. compulsory period of internships, following the degree or diploma Course seems to have been prescribed. The lowest training course is that of Sahayak Vaid for which the minimum

qualification is Middle Pass and the period of training is 2 years. This corresponds to the Pharmacists' Course under the Allopathic System of Medicines.

77. *Research Staff*; The Adviser (Indigenous Systems of Medicine) advises the Government of India on policy matters relating to the proper development of the indigenous systems of medicine. The qualifications prescribed for the post of Adviser are Ayurvedacharya or a medical qualification included in the Indian Medical Council Act, 1956 and a post-graduate degree or diploma in Ayurveda with good knowledge of Sanskrit and English and 15 years' professional, administrative or teaching experience in Ayurveda. According to the Department of Health the duties of the Adviser have undergone a basic change in that he has become the executive head of a small department in addition to his advisory role. He is also functioning as the ex-officio Director of the Central Council for Research in Indian Medicine and Homoeopathy which consists of 5 Directors (Rs. 1300-1600) and 6 Deputy Directors (Rs. 1100-1400). Giving due weight to all factors we recommend that the pay scale of the Adviser (ISM) be revised to Rs. 1800-2250. No special pay or non-practising allowance will be given in addition.

78. Below the Adviser (ISM) there are 3 posts of Senior Research Officers which are filled by promotion of Research Officers, failing which by direct recruitment. Qualifications for direct recruits to the posts of Senior Research Officer (Ayurveda) are a degree or diploma in Ayurveda plus a post-graduate qualification and 5 years' research experience. For promotees 5 years' service as Research Officer is necessary. For the post of Senior Research Officer (Unani) a minimum of 7 years' experience is necessary in addition to a degree or a diploma in Unani Tibb. No post-graduate qualification is required for this post. We recommend these posts be allotted the scale of Rs. 1050-1600.

79. The posts of Research Officers (Ayurveda/Unani) are filled to the extent of 60% and 50% respectively by promotion of Research Assistants (Rs. 210-425) with 3 years' service. The remaining vacancies are filled by direct recruitment. While a post-graduate degree or diploma with 3 years' research experience is essential for the post of Research Officer (Ayurveda), a degree or diploma with 3 years' experience is considered adequate for the post of Research Officer (Unani). The post of Research Officer (Homeo) is filled by direct recruitment from among degree or diploma holders in homoeopathy with 5 years' teaching experience. The post of Research Officer (Sidha) is also filled direct, the qualifications being a licentiate in Indian Medicine or a graduate of the College of Indian Medicine with Sidha as the main group and two years' experience. We find that the qualifications of Research Officers (Unani/Sidha) are not comparable to those of Research Officer (Ayurveda) for which post-graduate qualification is necessary or Research Officer (Homeo) for which a minimum experience of 5 years is necessary. We consider that it would be desirable to provide for a post-graduate degree or diploma as an essential qualification for the posts of Research Officers in all the branches of medicine for direct recruitment as well as for promotion. In case this is not found feasible, a minimum

of 5 years' experience in addition to a degree or diploma in the relevant system may be prescribed for this category of posts. We recommend the scale of Rs. 650-1200 for Research Officers. The Research Assistants are recruited direct from diploma or degree holders in the concerned system. For them we recommend the scale of Rs. 425-700.

80. *Clinical Staff*; There are a few posts of Ayurvedic and Homeopathic Physicians in the Central Government Health Scheme dispensaries and in the Ministry of Labour & Employment. These are in the scale of Rs. 325-800. The posts in Central Government Health Scheme are filled by direct recruitment, the qualifications required being a diploma with 5 years' experience. For the post of Vaid Superintendent in the Ministry of Labour & Employment, the prescribed qualification is a degree. In our opinion the qualifications for posts in the Central Government Health Scheme are not commensurate with the scale of pay of the posts.

The Ayurvedic and Homeopathic Physicians have asked for parity with the practitioners of Allopathic System of Medicine in regard to pay scales as well as non-practising allowance. Secretary, Ministry of Health also supported this demand during his oral evidence and stressed the need for giving equal treatment to both the indigenous systems of medicine and the allopathic system. We find it difficult to accept this proposal in view of the differences in qualifications, period of training and conditions of service of the practitioners of the two systems of medicine. Taking into consideration all the factors, we suggest that the physicians in Central Government Health Scheme dispensaries and the Vaid Superintendent in the Ministry of Labour & Employment be allotted the scale of Rs. 650-1200. At present, the Central Government Health Scheme physicians are eligible for appointment as Senior Research Officers only on deputation basis. We recommend that they should be provided an avenue of promotion to the posts of Senior Research Officers in the Department of Health.

81. In the Ministry of Labour & Employment below the grade of Vaid Superintendent, there are a few posts of Senior Ayurvedic Vaid (Rs. 250-530) and Ayurvedic Vaid (Rs. 168-300). The posts of Senior Vaid are filled by promotion of Vaid. Some posts of Vaid are filled by promotion of Ayurvedic Compounders (Rs. 95-155) and some by direct recruitment from amongst diploma holders in Ayurveda. The minimum qualifications for Ayurvedic Compounders is a two-year diploma in Ayurveda (Sahayak Vaid). For the Senior Ayurvedic Vaid and the Ayurvedic Vaid respectively, we suggest the scale of Rs. 550-900 and Rs. 425-640.

82. We find that no uniform practice is being followed in regard to the grant of non-practising allowance to the physicians of indigenous medicine. While no non-practising allowance is attached to the post of Adviser (ISM) and the research staff in the Department of Health, the Central Government Health Scheme physicians and Vaid Superintendent are getting non-practising allowance at the rate of

25% of pay subject to a minimum of Rs. 150 per month. Ayurvedic Vaidas are also entitled to non-practising allowance at the rate of 25% of pay subject to a minimum of Rs. 75 per month. No non-practising allowance is, however, attached to the post of Senior Ayurvedic Vaid/Ayurvedic Manager (Rs. 250-530).

83. There is no rational basis for the existing diversity of practice in regard to the grant of non-practising allowance. We understand that the Central Council for Research in Indian Medicine & Homeopathy which is an autonomous body deriving its funds from Central Government has granted non-practising allowance at a uniform rate of 25% subject to a minimum of Rs. 150 and a maximum of Rs. 400 for all its employees holding qualifications in the Indigenous Systems of Medicine. For Research Assistants (Rs. 210-425) the rate of non-practising allowance is 25% subject to a minimum of Rs. 75 and a maximum of Rs. 100 per month. In the case of Allopathic Doctors, having regard to various considerations, we have recommended that private practice should be prohibited and that instead they should be granted non-practising allowance. We do not think that the same considerations apply or apply with equal force in the case of practitioners of indigenous systems of medicine. The scope for abuse of the facility of private practice by them also appears to be limited. Besides, since the Government is trying to popularise and encourage the indigenous systems of medicine, prohibition of private practice may not further this objective. We, therefore, recommend that no non-practising allowance should be attached to the posts belonging to the indigenous systems of medicine and homeopathy. Non-practising allowance, wherever admissible at present, should also be withdrawn. Instead, all the staff practising or specialising in indigenous systems of medicine and homeopathy should be allowed the facility of private practice subject to the condition that such private practice would not be permitted during office hours or duty hours if on emergency duty, or in Government dispensaries/hospitals. Such private practice should not also interfere in any other way with the due performance of their official duties.

84. We recommend that, as in the case of allopathic doctors and dental surgeons, officers belonging to the indigenous systems of medicine and homeopathy in the scale of Rs. 650-1200 may be granted a qualification pay of Rs. 50 per month for possessing a post-graduate diploma and Rs. 100 per month for possessing a post-graduate degree whether acquired before entry into Government service or subsequently provided such a qualification has not been prescribed as an essential qualification for appointment to the post.

X. Para Medical Categories

85. We discuss in this Section the para-medical categories of Nursing Staff, Health Visitors, Physio and Occupational Therapists, Pharmacists, X-Ray Staff, Dressers and Health and Sanitary Inspectors. The Laboratory Technicians and Assistants have been dealt with, along with the scientific assistants, in a separate chapter*. The total strength of the

para-medical categories (Class III posts) is 10,797 as compared to 4,186 at the time of the Second Pay Commission.

86. Health is basically a State subject and the number of medical and para-medical staff employed by the State Governments is much larger than the number under the Central Government. In making our recommendations, we have kept in view the existing disparities in the standards of remuneration in the Central Government and the State Governments and the possible repercussions of their increase on the State Governments.

(a) Nursing Staff

87. The number and scales of pay of the nursing staff employed in various departments are shown in the table below :—

TABLE XVI

	Rail- way	Health	Def- ence	La- bour & Emp- loy- ment	Others	Total
Matrons (Rs. 590-30-830-35-900)	—	5	—	—	—	5
Matrons (Rs. 450-25-575)	13	—	—	2	1	16
Matron/Tutor (Rs. 370-20-450-25-475)	24	6	3	—	—	33
Matron/Assistant Matron/Tutor/Sister- in-charge (Rs. 250-10-290-15-380)	134	36	44	55	9	278
Nursing Sisters/Public Health Nurse (Rs. 210-10-290-15-320)	466	238	93	—	69	866
Staff Nurses (Rs. 150-5-175-6-205-7-240-8-280)	1864	855	71	243	184	3217
(Rs. 150-5-175-6-205)	—	3	158	—	1	162
Non-Resident Nurses (Rs. 125-3-131-4-155)	—	28	—	—	18	46
Auxiliary Nurses/Mid- wives (Rs. 110-3-131-4-155)	527	54	78	84	99	842
Dais (Rs. 105-155)	5	—	—	—	—	5
Dais (Rs. 80-1-85-2-95-3-110)	—	14	—	—	—	14
Others	—	8	5	22	36	71
TOTAL	3033	1247	452	406	417	5555

88. Direct recruitment is generally made in the grade of Rs. 150-280 as Staff Nurses. The minimum qualification is Matriculation with Nursing 'A' Certificate. The period of training is 3 1/2 years. The posts in the higher grades are usually filled by promotion except that 50% of the posts of Public Health Nurses and Tutors are filled by direct recruitment from amongst registered nurses possessing a certificate in Public Health Nursing or training in Tutor's Course. The posts of Auxiliary Nurses/Mid-

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wives are also filled by direct recruitment, the qualification being education up to Middle School standard and two years' training.

89. The duties of nursing staff include proper nursing and care of patients, their pre-operative and post-operative care and assistance to medical officers in clinical tests and medical procedures, etc. A Staff Nurse may be having 6 to 20 beds to look after. Nursing Sisters are usually placed in charge of a ward with 5 to 6 Staff Nurses under them. Matrons supervise the work of nurses, dressers, hospital attendants and other subordinate staff and are responsible for the overall efficiency of nursing facilities and cleanliness of the hospital.

90. Nursing staff attached to hospitals are paid messing allowance at varying rates. However, auxiliary nurses, midwives, non-resident nurses, nurses working in Central Government Health Scheme dispensaries and health visitors are not entitled to this allowance. In the Ministry of Health the rate of messing allowance is Rs. 60 per month with Dearness Allowance and City Compensatory Allowance at 80% of the full rates. In the Railways, the rate is Rs. 45 per month for Staff Nurses and Nursing Sisters and Rs. 50 per month for Matrons and Sisters-in-charge with full Dearness Allowance and City Compensatory Allowance. In the Defence Ministry, in some of the organisations, civilian nurses get Rs. 30 per month messing allowance with half Dearness Allowance. The rationale for payment of a separate messing allowance to nurses is stated to be two-fold. It is intended to be an incentive to attract candidates to the profession. It is also intended to subsidise the cost of extra nourishment needed by nurses who are exposed to health hazards. Both these grounds can be questioned. The incentive character of the allowance will continue even if the allowance as such is abolished after making a corresponding addition to the pay. As regards the messing allowance being intended to provide better nourishment against health hazards, a counter argument is that other para-medical categories also are exposed to health hazards but they are not granted similar compensation. The Tamil Nadu Pay Commission which examined this matter at some length observed that there was no logic behind the payment of a separate allowance for meeting expenditure on food. Some of the State Governments *viz.* Orissa, West Bengal, Kerala, Bihar and Jammu and Kashmir are not paying a messing allowance. Considering all factors we recommend that messing allowance should not be continued as a separate allowance in future but should be merged in the pay scales and dearness allowance and city compensatory allowance (wherever admissible) should be paid to the nursing staff in full at the same rates as applicable to other employees. Merger of the messing allowance with pay would have the advantage of showing the true value of the post. Besides, there would be certain indirect advantages so far as the employees are concerned *e.g.* this would normally result in higher entitlement to pensionary benefits, city compensatory allowance, house rent allowance and travelling allowance. Further dearness allowance will be admissible on the component of pay also should an increase in the cost of living necessitate a revival of the dearness allowance.

91. The Associations of nursing staff have contended that the existing pay scales are not commensurate with their educational qualifications, professional training, workload and responsibilities, the physical and mental strain and health hazards involved. They have suggested that on account of the meagre promotion prospects available to this category, there should be a selection grade for Staff Nurses to the extent of 25% to which promotion should be automatic after a service of 5 to 8 years. The Railway Nurses Association has referred to the non-availability of gazetted posts unlike in the Ministry of Health and has suggested creation of a post of Chief Nurse in each Railway and in the Railway Board.

92. According to information furnished to us, 12.1% of the total number of nurses under the Ministry of Health resigned during the five-year period 1966-70. This, we understand, was partly due to marriage and partly due to opportunities for employment abroad on much better terms. However, we are convinced that dissatisfaction with pay and prospects in hospital nursing has also contributed to the departure of the staff and that there is need to attract and retain better quality of nurses. We have, therefore, considered it necessary to improve the pay scales of nursing staff in all the grades so as to make the profession more attractive. In particular, we have kept in view the need to make pay at the point of entry into the nursing profession sufficiently attractive.

93. In the Railways, there is no hospital with a bed strength of 400 or more. Hospitals with 200 or more beds have Matrons in the scale of Rs. 450-575. Those with 100 to 200 beds and central hospitals of zonal Railways are in the charge of Matrons in the scale of Rs. 370-475. In hospitals with less than 100 beds, Matrons are in the scale of Rs. 250-380. We consider the Railway yardstick for allocation of pay scales for Matrons according to the strength of hospital beds suitable for adoption generally.

In the Central Government hospitals which have 400 or more beds, Matrons-in-Charge are in the scale of Rs. 590-900. The posts of Matrons-in-Charge are usually filled by promotion of Assistant Matrons in the scale of Rs. 250-380. Considering the wide range of their duties and responsibilities and also the fact that some of these hospitals have a bed strength of between 700 to 1200, we think that an improvement in their scale is justified. We accordingly recommend that these posts should be given Class I Junior Scale *viz.*, Rs. 700-1300. A minimum increase in pay of Rs. 150 per month should be provided on promotion as Matron-in-Charge from the grade of Assistant Matrons in the existing scale of Rs. 250-380.

94. We are not satisfied that there is need for a Selection Grade for the Staff Nurses, as in the major departments *viz.*, Railways and Health, the proportion of posts of Nursing Sisters is about 25% of the number of posts of Staff Nurses. As regards the demand for gazetted posts of Matrons in the Railways, this is being taken care of by our recommendation for upgradation of the posts of Matrons in the scale of Rs. 450-575 to Class II standard scale.

95. Having regard to all the relevant factors mentioned in the preceding paragraphs we recommend the following scales of pay for the Nursing Staff. :-

Existing Scale	Proposed Scale
Rs. 590-900	Rs. 700-1300
450-575	650-1200
370-475	700-900
250-380	550-750
210-320	455-700
150-280	425-640
150-205	

96. There is a category of Non-resident Nurses who are in the pay scale of Rs. 125-155. They possess the same qualifications as Staff Nurses, but unlike Staff Nurses, they work only for six hours during the day in the OPDS* and dispensaries without any liability for night duty or for work on Sundays and holidays. They are not entitled to messing allowance though they get uniform and washing allowances. Considering their qualifications, we recommend for them an improved scale of Rs. 330-480. For the Auxiliary Nurses/Midwives who are of Middle School standard with 2 years' experience we suggest the scale of Rs. 260-350.

97. *Dais* (Rs. 80-110) : The duties of *Dais* are to conduct normal deliveries and maintain relevant records. They are usually appointed direct, the prescribed qualifications being middle pass with some experience in maternity work. No formal training course is insisted upon. This is a vestigial category, and is being replaced by Auxiliary Nurses/Midwives. We recommend that these posts should be placed in the scale of Rs. 200-260. For the 5 posts of *Dais* in the Railways (Rs. 105-155), for which the qualification is a diploma in Nursing/*Dai's* Course, we recommend the scale of Rs. 260-350.

98. There are also 71 posts distributed in 14 non-standard scales. Of these, 20 posts are in the Farakka Barrage Project and are manned by staff obtained on deputation from the Government of West Bengal. In view of the temporary character of these posts, the existing arrangements might continue. The distribution of the remaining 51 posts along with the revised scales recommended by us is given below :-

TABLE XVII

Designation	Department	Scale of pay	No. of posts	Proposed scale
		Rs.		Rs.
Senior Nurse Public Health	Health	350-575	1	650-960
Senior Nursing Supervisor, Public Health	Health	350-525	1	650-960
Junior Nursing Supervisor, Public Health	Health	335-425	1	700-900
Nursing Supervisor, Public Health	Health	325-430	2	
Sister-Tutor	Labour & Employment	300-380	2	455-700
Nurse, Public Health	Health	210-425	3	
Nurse, Public Health	Defence	210-380	1	

*Out Patients Departments.

Designation	Department	Scale of Pay	No. of posts	Proposed scale
		Rs.		Rs.
Nursing Sister	Rehabilitation	150-300	6	425-640
Staff Nurse	Labour & Employment	150-300	6	
Senior Nurse	Defence	150-240	4	260-350
Matron	Social Welfare	130-300	1	
Assistant Matron Nurse	P&T	105-135	1	190-240
	Labour & Employment	70-85	4	
Dai	Social Welfare	70-85	3	190-240
	President's Secretariat	70-95	3	
Midwife	Home Affairs	70-85	2	190-240
Dai	Labour & Employment	70-85	10	
TOTAL				51

99. A suggestion has been made that nurses attached to operation theatres and intensive care units etc. should be given a special pay as their duties are more arduous and responsible than those of other nurses. We recommend a special pay of Rs. 30 per month for nurses working in these special positions. Government may devise suitable criteria for the application of this recommendation.

100. In the Railways, nursing staff possessing B. Sc. (Nursing) degree are granted two advance increments. During evidence, the Secretary, Ministry of Health, expressed himself in favour of providing incentive to nurses to acquire higher qualifications. In fact, he was of the view that the minimum qualification for recruitment as staff nurses should be raised to B. Sc. (Nursing) and the level of remuneration also revised suitably. We recommend that nursing staff who possess at the time of recruitment or acquire subsequently a degree in Nursing should be granted two advanced increments provided they are not required to possess it as a condition of their employment.

101. Some employees have demanded that nurses working in infectious diseases wards, mental wards or those coming in contact with radium and X-ray equipment should be granted a risk allowance due to the hazards faced by them. The very profession of nurses involves their coming into contact with patients suffering from infectious and contagious diseases. We do not think nurses are exposed to a greater risk of infection or injury than other paramedical categories. We, therefore, do not see any justification for the grant of risk allowance to the nursing staff.

102. A point of difference between the Railways and other Ministries is that in the Railways nursing staff are entitled to night duty allowance. Since night duty is inherent in their profession, we have kept this consideration in view in recommending scales of pay for various categories of nurses. We, therefore, consider that nursing staff should not be granted any night duty allowance.

Occupational Therapists treat patients of these conditions to achieve joint range, muscle strength etc. through various activities such as wood work, leather work, weaving, basketry, smithy etc.

112. There is a wide variation in the method of recruitment in different departments. In the Railways there is direct recruitment in the grade of Rs. 250-380 as well as Rs. 325-575. In the Health and Defence Ministries while the posts in the scale of Rs. 250-380 are usually filled by direct recruitment, practice varies in regard to the higher grades. In the All India Institute of Physical Medicine and Rehabilitation, Bombay, there is direct recruitment only in the initial grade of Rs. 250-380, the higher grades being filled entirely by promotion. On the other hand, in Safdarjang Hospital there is direct recruitment to the posts of Lecturers in the scale of Rs. 350-575. We are of the view that direct recruitment need be resorted to only if the incumbents in the lower grade are not found suitable.

113. The Physiotherapists and Occupational Therapists have contended that their pay scales should be improved as their duties and responsibilities are comparable to those of Medical and Dental Practitioners. Further, they have demanded that as there is no recognisable difference in the qualifications and nature of duties of posts in the scales of Rs. 250-380 and Rs. 325-575, these should be combined into a single scale.

114. The claim for broad parity with doctors is not tenable as the period of training of doctors is much longer and their responsibilities and range of duties are much greater. The proposal for merger of the scales of Rs. 250-380 and Rs. 325-575 is also not acceptable, as we are advised that the posts in the higher grade are of greater responsibility and in some cases require previous experience. We, therefore, recommend the following scales of pay for these categories.

Designation	Department	Existing	Proposed
		Scale	Scale
		Rs.	Rs.
Chief, Physiotherapy Department	AIIPM&R*, Bombay	375-900	840-1200
Senior Physiotherapist	Safdarjang hospital	375-900	Do.
Do.	Willingdon Hospital	350-900	Do.
Do.	JIPMER**	375-900	650-1200
Do.	DGAMFS@	375-800	Do.
Lecturer in Physiotherapy	AIIPM&R, Bombay/Safdarjang hospital	350-575	650-960
Senior Physiotherapist	Railways	325-575	
Additional Lecturer, Physiotherapy	AIIPM&R, Bombay	270-475	550-750
Physiotherapist		250-380 250-470	455-700
Chief, Occupational Therapy Department	AIIPM&R	375-900	840-1200

Designation	Department	Existing	Proposed
		Scale	Scale
Senior Occupational Therapist	JIPMER	350-900	650-1200
Lecturer in Occupational Therapy	AIIPM&R Bombay/Safdarjang hospital	350-575	650-960
Additional Lecturer in Occupational Therapy	AIIPM&R, Bombay	270-475	550-750
Occupational Therapist		250-380 210-425	455-700

*All India Institute of Physical Medicine and Rehabilitation.
**Jawaharlal Institute of Post-Graduate Medical Education and Research.
@Directorate General of Armed Forces Medical Services.

(d) Health/Sanitary Inspectors and Malaria Inspectors

115. The number and scales of pay of this group are given in the table below :—

TABLE XX

Designation/Scale of Pay	Railways	Health	Defence	Labour & Employment	Others	Total
Chief Health Inspectors/Senior Health Superintendent (Rs. 335-15-425)	30(5%)	—	6	—	—	36
Health Inspector Grade I (Rs. 250-10-290-15-380)	127(20%)	—	—	—	—	127
Health/Sanitary Inspector (Rs. 210-10-290-15-380)	—	67	—	—	—	67
Health Inspector Grade II/Senior Malaria Inspectors (Rs. 205-7-240-8-280)	226(35%)	9	5	2	3	245
Health/Sanitary Inspector/Malaria Inspector (Rs. 150-5-175-6-205-7-240)	—	44	54	66	26	190
Health Inspector Grade III/Malaria Inspector (Rs. 130-5-175-6-205-7-212)	304(40%)	2	14	1	27	348
Malaria Sub-Inspector (Rs. 110-3-131-4-155)	—	—	—	20	—	20
Others	—	12	—	—	14	26
TOTAL	687	68	146	89	71	1061

NOTE :— Figures in brackets under the column "Railways" indicate the gradewise percentage distribution of posts.

116. The basic recruitment grade in the Railways is Rs. 130-212 while in the Health and Defence Ministries it is generally in the scale of Rs. 150-240 with a small number recruited in Rs. 130-212 also. The minimum qualification is Matriculation with a Certificate in Sanitation or Malariology after a period of training of one year. Posts in higher grades are usually filled by promotion. There is no avenue of promotion beyond the grade of Rs. 210-380 in the Health Ministry (only 1 post) and Rs. 335-425 in the Railways and Defence.

117. The bulk of the Health Inspectors are employed on the Railways. They are responsible for efficient maintenance of environmental sanitation at stations and Railway colonies. They have also been declared as Food Inspectors under the Prevention of Food Adulteration Act, 1954. The duties of Malaria Inspectors relate to initiation and supervision of malaria control measures.

118. It has been represented on behalf of the Health Inspectors in the Railways that their scales should correspond to those of other Inspectorial categories and that they too should have a promotional avenue to Class II grade like other Railway Inspectors. However, considering the minimum educational requirements as also the nature of duties of Health Inspectors we are unable to accept the claim for parity of Health Inspectors with other Railway Inspectors.

119. We are of the view that two scales for direct recruitment (Rs. 130-212 and Rs. 150-240) as existing at present are not necessary and could with advantage be combined into a single scale along with the scale of Rs. 205-280. Besides, there are 20 posts in four non-standard scales viz. Rs. 175-240, Rs. 150-290, Rs. 150-280 and Rs. 110-180. Since the qualifications and nature of duties are the same as those prescribed for posts in the standard scales of Rs. 130-212 and Rs. 150-240, these posts could also appropriately be fitted into the same revised scale. The next two higher grades viz. Rs. 210-380 and Rs. 250-380 could also be amalgamated into a single scale. Except in the Railways and the Ministry of Defence, the promotion prospects of Health Inspectors are inadequate as will be seen from Table XX. There is also no selection grade for this category. We consider that in other than the Railways and the Ministry of Defence 20% of the posts in the lowest scale may be placed in a Selection Grade.

120. Having regard to the qualifications and method of recruitment, we recommend for all these posts the following scales of pay

Existing Scale	Proposed Scale
Rs. 335-425	Rs. 550-750
250-380 } 210-380 }	425-640

Existing Scale	Proposed Scale
Rs. 110-180 } 130-212 } 150-240 } 175-240 } 150-280 } 150-290 } 205-280 }	Rs. 330-560 With 20% of the posts in a selection grade of Rs. 425-640 except in the Railways and in the Ministry of Defence.
110-155 (20 posts in Ministry of Labour & Employment)	260-400
105-135	225-308
80-110	200-260

(e) Pharmacists

121. The number and scales of pay of Pharmacists (including compounders and dispensers) are given in the table below:—

TABLE XXI

	Railways	Defence	Health	Labour & Employment	Others	Total
Senior/Selection Grade Pharmacists (Rs. 205-7-240-8-280)	143	12	20	3	1	179
Pharmacist-cum-Clerks (Rs. 130-5-160-8-280-10-300)	—	—	21	—	—	21
Pharmacist/Compounder/Dispenser (Rs. 130-5-175-6-205-7-240) (Fully qualified)	1396	410	386	123	702	3017
Rs. 110-155/80-110 (Not fully qualified)						
Others						
Rs. 150-5-250 (State scale)	—	—	—	—	4	4
(ii) 125-200 (State scale)	—	—	—	—	2	2
(iii) 131-4-175-5-180	—	—	—	—	8	8
(iv) 110-180	—	—	—	—	1	1
(v) 110-155	—	2	—	—	—	2
(vi) 95-155	—	—	—	58	—	58
(vii) 80-110	—	29	—	4	3	36
TOTAL	1539	453	427	188	721	3328

122. Recruitment is from candidates who are Matriculates and have a diploma/certificate in Pharmacy for which the period of training is usually two years followed by an internship of 4 months. In the Railways 80% of the posts are filled by direct

recruitment and the remaining 20% by promotion of Class IV medical categories provided they are registered pharmacists. Those with lower qualifications *i.e.* non-matriculantes or those registered on the basis of experience only are allotted a lower scale of Rs. 80-110/110-155. The Pharmacists have no avenue of promotion beyond the Selection Grade.

123. The duties of Pharmacists relate to dispensing of medicines on the prescription of a medical officer, preparation of mixtures, ointments, lotions and safe custody and maintenance of accounts of stocks of medicines in their charge.

124. The Associations representing this category have demanded substantial improvement in their pay scales on various grounds; for instance, their job requires constant care and alertness in correctly reading and dispensing prescriptions, they have to handle drugs and chemicals involving health hazards and their promotional outlets are extremely limited. It has been suggested that the percentage of Selection Grade posts should be increased from 10% to 20%. The official witnesses have supported the demand for improvement in pay scales and promotion prospects of Pharmacists. It appears that there is stagnation in the Selection Grade of Pharmacists.

125. Having regard to all the relevant factors, we consider that it would be appropriate to have four grades for Pharmacists *viz.*, Rs. 330-560 for 'fully qualified' Pharmacists, Rs. 330-480 and Rs. 260-350 for 'unqualified' Pharmacists and a 10% Selection Grade of Rs. 425-640. By "fully qualified" we mean those persons possessing the qualifications mentioned in Sections 31 and 32 of the Pharmacy Act, 1948, but excluding those covered by Clause (d) of Section 31 *ibid.* which lays down only 5 years' experience, without requiring the persons either to have passed the matriculation examination or any examination approved for this professional category by the Government of India or recognised as adequate by the State Government. The unqualified Pharmacists *i.e.* those who are registered or have registerable qualifications under clause (d) of Section 31 of the Pharmacy Act for whom we have recommended the scale of Rs. 330-480 may be considered eligible for the scale of Rs. 330-560 meant for fully qualified Pharmacists after 10 years' service. We accordingly recommend the following scales for Pharmacists:

Existing Scale Rs.	Proposed Scale Rs.
205-280 (Selection Grade)	425-640 (Selection Grade)
(a) 130-300 (Pharmacist-cum-Clerk)	(i) 330-560 for fully qualified Pharmacists <i>i.e.</i> those possessing qualifications mentioned in Sections 31 and 32 of the Pharmacy Act, 1948, but excluding those covered by Clause (d) of Section 31 <i>ibid.</i>
(b) 130-240	(ii) 330-480 for unqualified Pharmacists <i>i.e.</i> those covered by Clause (d) of Section 31 of the Pharmacy Act or possessing registerable qualifications under this Clause provided they are in the existing scales of (a) to (d).
(c) 131-180	(iii) 260-350 for unqualified Pharmacists who are in the scales of (e) to (g).
(d) 110-180	
(e) 110-155	
(f) 95-155	
(g) 80-110	

We may reiterate that a fully qualified Pharmacist, irrespective of his existing scale, should be allotted the scale of Rs. 330-560.

126. There are a few posts in the State Government scales of Rs. 150-250 and Rs. 125-200 applicable to Pharmacists in the Farraka Barrage Project. They may continue in these scales.

(f) X-Ray Staff.

127. The number of X-Ray staff and their scales of pay are given in the table below:—

TABLE XXII

	Rail-ways	Health	Labour & Employment	Def-ence	Oth-ers	Total
Senior X-Ray Technicians (Rs. 210-10-390-15-425)		2				2
X-Ray Technicians (Rs. 205-7-240-8-280)		17			6	23
X-Ray Technicians/X-Ray Technician Grade I (Rs. 150-5-160-8-280-10-300/130-5-160-8-280-10-300)/150-5-175-6-205-7-240-8-280-10-300	42		28			70
X-Ray Technicians (Rs. 130-5-175-6-205-7-212)		14				14
X-Ray Technicians Grade II (Rs. 110-4-170-5-200)	25					25
X-Ray Assistants (Rs. 110-3-131-4-155)		3			1	4
Senior Radiographers/Radiographers Grade I/Radiographers (Rs. 150-5-160-8-280-10-300/Rs. 150-5-175-6-205-7-240-8-280-10-300/Rs. 130-5-160-8-280-10-300)	25	28	2	16	4	75
Radiographers (Rs. 150-240)				1		1
Radiographers Grade II (Rs. 110-4-170-5-200)	17					17
Junior Radiographers (Rs. 110-3-131-4-155)		9				9
X-Ray Attendants (Rs. 80-1-85-2-95-3-110)	95					95
X-Ray Attendants (Rs. 75-1-85-2-95)	29		6			35
TOTAL	233	73	36	17	11	370

128. Direct recruitment is in the grades of Rs. 110-155/200, the minimum educational requirement being Matriculation with a diploma or certificate in Radiography. In the Ministry of Health 20% of these posts are filled by promotion of Class IV employees. Recruitment to the grade of Rs. 130/150-300 is either by promotion or direct recruitment. In the latter case, in addition to the qualification prescribed for the lower post, one year's experience is also necessary. The duties of Radiographers are taking radiographs of patients.

129. The general demand of this category is that the grades of Senior and Junior Radiographers (Rs. 150-300 and 110-200) should be merged on the ground that their qualifications and duties are almost identical. It has also been represented that Radiographers have no promotion outlets. We find that depending on the size of the institution and the type of work, the nature of responsibility varies. We therefore, consider it necessary to have two scales of Radiographers/X-Ray Technicians at this level.

130. The 2 posts of Senior X-Ray Technicians are in the Jawaharlal Institute of Post-Graduate Medical Education and Research, Pondicherry, under the Ministry of Health. These are filled by promotion of X-Ray Technicians/Radiographers in the scale of Rs. 130-212/110-155. Their duties are to take X-Ray of the patients and to assist medical officers for screening purposes. Of the 23 posts of X-Ray Technicians in the scale of Rs. 205-280, 14 are in the National Tuberculosis Institute, Bangalore, 3 in the All India Institute of Hygiene & Public Health under the Ministry of Health and 6 in the Dandakaranya Project under the Department of Rehabilitation. All these posts are filled by direct recruitment. We consider that these two scales may be replaced by a single scale viz. Rs. 425-640. We also recommend a 20% Selection Grade in the scale of Rs. 425-640.

131. To sum up we recommend the following scales for Radiographers/X-Ray Technicians:

Existing Scale	Proposed Scale
Rs. 210-425	Rs. 425-640
205-280	330-560 with 20% of the posts in a Selection Grade of Rs. 425-640.
150-300	
130-300	
150-240	
130-212	
110-200	260-430
110-155	200-260
80-110	
75-95		190-240

132. A demand voiced by almost all the Associations is that the Radiographers are exposed to X-Ray radiation and their duties are, therefore, hazardous for which they should be paid a risk allowance on the analogy of similar allowance paid by some State Governments. In support of the demand, mention has been made of the extra premium charged by the LIC* for insurance of the lives of the employees working in the X-Ray Department. We have dealt with such demands in another Chapter** of this Report.

*Life Insurance Corporation.

**Chapter 56.

(g) Dressers.

133. The distribution of posts of Dressers in various pay scales and Ministries is shown in the table below:—

TABLE XXIII

(Rs.)	Railways	Defence	Health	Others	Total
110-3-125 (S.G.)	..	32	18	..	50
105-3-135 (Grade I)	243	..	..	..	243
80-1-85-2-95-3-110	958	532	181	96	1,767
75-110	..	..	..	26	26
TOTAL	1201	564	199	122	2086

134. There is no uniformity in the method of recruitment in different establishments. In the Railways the posts are usually filled by promotion of Hospital/Laboratory/X-Ray Attendants in the scale of Rs. 75-95 subject to their successful completion of training for 3 months in hospitals. On some Railways, however, there is direct recruitment of candidates who have passed the Middle School Examination. They are given six months' training.

135. In the Ministries of Defence and Health direct recruitment is made from candidates of Middle School Standard who should also have passed the Dressers' Examination from a recognised institution or should have adequate knowledge of First Aid and dressing of wounds with two to three years' experience in some hospital or dispensary. Dressers are eligible to be promoted to the Selection Grade after completion of 10 years' service in the ordinary grade. They are also eligible for promotion as Pharmacists subject to their possessing the requisite qualifications.

136. The duties of Dressers involve dressing of wounds, preparation of lotions and ointments, sterilisation of instruments and dressing material, etc. In Railway hospitals, Dressers Grade I are usually posted to operation theatres, post operation wards and intensive care units where their duties include preparation of cases for operations under the supervision of a nurse, cleaning and disinfection of operation theatre, furniture and equipment and preparation of splints, plaster, bandages, etc.

137. The main demand of this category is that it should be treated as 'skilled' and remunerated accordingly. It has been claimed that Dressers are required to possess knowledge of the operation of high pressure sterilisation. They should also be capable of doing catheterisation and part preparation of surgical cases, etc. It appears that Dressers Grade I in the Railways perform duties which are normally carried out by Operation Theatre Assistants (Rs. 110-155) and Operation Theatre Technician (Rs. 130-300) in the Civil Hospitals. The qualification prescribed for these posts in the Civil Hospitals is Matriculation with Operation Theatres

training or one year's experience. Alternatively, non-matric with some experience are also eligible. The departmental witnesses admitted that Dressers Grade I in the Railways are being utilised as Operation Theatre Assistants though much of the responsibility for sterilisation etc. rests with the nursing staff and Dressers are subject to supervision. We therefore, recommend that Dressers Grade I in the Railways, who are utilised as Operation Theatre Assistants and possess the requisite qualifications prescribed for this category in other departments (namely Matric or Middle Pass with some experience) may be reclassified and allotted the revised scale of Rs. 260-350 corresponding to the existing scale of Rs. 110-155. We also recommend that 20% of the posts in the ordinary grade of Dressers should be in a Selection Grade of Rs. 225-308 except in the Railways where the number of posts in Dressers Grade I is more than 20% of the posts in the lower grade.

138. To sum up, we recommend the following scales of pay:—

	Existing Scale Rs.	Proposed Scale Rs.
Dressers Grade I	105-135	225-308
Dressers Selection Grade	110-125	
Dressers Ordinary Grade	80-110	200-260
	75-110	

(h) Miscellaneous Para Medical Categories

139. In addition to the major categories discussed above, there are a large number of miscellaneous posts comprised in the para-medical group. Of these, the following categories call for specific comments:—

(i) **Operation Theatre Assistants:—** There are four different scales for posts in this category viz. Rs. 110-200 (Railways), Rs. 110-180 (Def.) Rs. 110-155 (Health, Department of Atomic Energy and Department of Economic Affairs) and Rs. 150-280 (Department of Rehabilitation). The prescribed qualifications differ according to the scales or even for posts in the same scale. The usual qualification for the posts in the scale of Rs. 110-155 is Middle Pass with one or two years' experience. They have an avenue of promotion to the grade of Theatre Technician in Rs. 130/150-300. For posts in the scales of Rs. 110-180/200, the qualification prescribed is Matric with one year's experience. We recommend that the posts requiring Matriculation without experience or Middle Pass with experience should be placed in the scale of Rs. 260-350 and those requiring Matriculation either with a certificate of operation theatre training or previous experience should be placed in the scale of Rs. 260-400. There are four posts in the Rehabilitation Department in the scale of Rs. 150-280 which are filled by promotion from Pharmacists. This is a somewhat unusual arrangement and needs further looking into by the Department. For the present incumbents we recommend the scale of Rs. 330-560.

(ii) **Orthoptist/Refractionists:—** The qualification prescribed for Orthoptist (Rs. 210-425) is Matric with a two-year diploma in Orthoptics. We do not consider the present scale of pay to be commensurate

with the qualifications. Generally, we have recommended the scale of Rs. 425-700 for posts for which a B.Sc. degree or a post-matric diploma of 3 years' duration is the prescribed qualification. We suggest the scale of Rs. 380-640 for this post. The qualifications for the posts of Refractionists (Rs. 150-300) are similar to those of Orthoptist and the posts should, therefore, be placed in the same scale.

(iii) **Leading Hand Nursing (Rs. 130-205):—** The qualification is Matric with First Aid Course or two years' experience as a Nursing Assistant. Promotion is made from the category of Nursing Assistant in the scale of Rs. 80-110. We recommend that the post should be in the scale of Rs. 260-430.

(iv) **Malaria Technician (Rs. 205-240):—** As this post is filled by promotion of Malaria Inspector in the scale of Rs. 150-240, we consider, the scale of Rs. 380-560 as suitable for this post.

(v) **Dental Hygienist/Technician/Mechanic:—** They are in diverse scales of pay. The standard qualification is matric with registration as a Dental Hygienist which involves 2 years' training. There is one post each in Jawaharlal Institute of Post-Graduate Medical Education and Research and in the Ministry of Labour and Employment in the scales of Rs. 110-155 and Rs. 130-300 respectively though the qualifications are the same in both the cases. Similarly posts with similar qualifications in Willingdon and Safdarjang Hospitals are in the scale of Rs. 150-205. We suggest that the scale of Rs. 330-560 would be appropriate for all these posts.

140. We do not consider it necessary to discuss separately the remaining categories which are shown in the table below. Having regard to the recruitment qualifications and nature of duties we have come to the conclusion that there should be no change in the relative position of these categories. The replacement scales recommended by us are shown in column 5 of the table.

TABLE XXIV

Designation	Existing Scale Rs.	Ministry	No. of posts	Proposed Scale Rs.
(1)	(2)	(3)	(4)	(5)
Senior Technician Blood Bank	210-425	Health	2	425-700
Blood Transfusion Assistant	110-180	Defence	4	260-400
Technician Res- piratory	130-300	Health	1	330-560
Theatre Technician	150-300	Health	1	330-560
	130-300	Health	15	330-560
	210-425	Health	2	425-700
Physiotherapy Tech- nician/Occupa- tional Therapy Technician	130-300	Health	2	330-560
Audiometer Tech- nician	210-425	Health	2	425-700
ECG Technician	210-425	Health	3	
	130-300	Health	2	330-560

(1)	(2)	(3)	(4)	(5)
Technician Electro-Convulsive Therapy	210-425	Health	1	425-700
Speech Therapist	270-485	Defence	1	470-750
Recreational Therapist	210-425	Health	1	425-700
Ward Assistant	110-155	Health	16	260-350
Sanitary Superintendent	325-710	President's Secretariat	1	650-960
Ward Master	110-180	Defence	7	260-400
Vaccinator	85-110	Health	2	
Vaccinator	80-110	Railways	24	200-260
Nursing Assistant	80-110	Defence	216	
	85-110	Defence	4	
	80-110	Rehabilitation.	58	
Dispensary Assistant	75-110	Finance (Department of Economic Affairs)	2	
Technician E.E.G.	210-425	Health	2	425-700
Technician for Operating pump for Cardiac Surgery	210-425	Health	1	
Technician for Cardiac Catheterisation	210-425	Health	1	
Technician in Central Sterilisation Room	130-300	Health	3	330-560
Technician Sterilization	130-300	Health	9	

APPENDIX

Rates of non-practising allowance recommended for medical posts

Stage	(i) Scale of Pay Rs. 650-960		(ii) Scale of Pay Rs. 650-1200	
	Pay Rs.	N.P.A. Rs.	Pay Rs.	N.P.A. Rs.
1	650	150	650	150
2	680	150	680	150
3	710	150	710	150
4	740	150	740	150
5	775	150	775	150
6	810	150	810	150
7	845	150	845	150
8	880	150	880	150
9	920	200	920	200
10	960	200	960	200
11			1000	200
12			1040	200
13			1080	200
14			1120	250
15			1160	250
16			1200	250

Stage	(iii) Scale of pay Rs. 700-1300		(iv) Scale of Pay Rs. 900-1400	
	Pay Rs.	N.P.A. Rs.	Pay Rs.	N.P.A. Rs.
1	700	150	900	200
2	740	150	940	200
3	780	150	980	200
4	820	150	1020	200
5	860	150	1060	200
6	900	200	1100	250
7	940	200	1150	250
8	980	200	1200	250
9	1020	200	1250	250
10	1060	200	1300	250
11	1100	250	1350	300
12	1150	250	1400	300
13	1200	250		
14	1250	250		
15	1300	250		

Stage (v) Scale of pay
Rs. 1050-1600 (vi) Scale of Pay
Rs. 700-1600 for the Assistant Divisional Medical Officers Grade of the Railway Medical Service

Stage	Pay		Pay	
	Rs.	N.P.A. Rs.	Rs.	N.P.A. Rs.
		Posts with post-graduate qualifications		
1	1050	300	250	700
2	1100	300	250	740
3	1150	300	250	780
4	1200	300	250	820
5	1250	300	250	860
6	1300	350	300	900
7	1350	350	300	940
8	1400	350	300	980
9	1450	350	300	1020
10	1500	350	300	1060
11	1550	400	350	1100
12	1600	400	350	1150
13				1200
14				1250
15				1300
16				1350
17				1400
18				1450
19				1500
20				1550
21				1600

Stage	Rs.		Rs.		Stage	(ix) Scale of Pay Rs. 1050-1800 (for the Divisional Medical Officers' Grade of the Railway Medical Service)		(x) Scale of Pay Rs. 1300-1700		
	(vii) Scale of Pay Rs. 700-1600 (for the existing scale of Rs. 450-1250 outside C.H.S.)		(viii) Scale of Pay Rs. 1050-1800 (for Specialists Grade II of the C.H.S.)			Pay	N.P.A.	Pay	N.P.A.	
	Pay	N.P.A.	Pay	N.P.A.		Pay	N.P.A.	Post with post-graduate qualifications	Other posts	
1	700	150	1050	300						
2	740	150	1100	300						
3	780	150	1150	300						
4	820	150	1200	300						
5	860	150	1250	300						
6	900	200	1300	350						
7	940	200	1350	350						
8	980	200	1400	350						
9	1020	200	1450	350	1	1050	300	1300	350	300
10	1060	250	1500	350	2	1100	300	1350	350	300
11	1100	250	1560	400	3	1150	300	1400	350	300
12	1150	250	1620	400	4	1200	300	1450	350	300
13	1200	250	1680	400	5	1250	300	1500	350	300
14	1250	250	1740	400	6	1300	300	1550	400	350
15	1300	300	1800	400	7	1350	300	1600	400	350
16	1350	300			8	1400	300	1650	400	350
17	1400	300			9	1450	300	1700	400	350
18	1450	300			10	1500	300			
19	1500	300			11	1560	350			
20	1550	350			12	1620	350			
21	1600	350			13	1680	350			
					14	1740	350			
					15	1800	350			

CHAPTER 17

ECONOMISTS AND STATISTICIANS

I. General

Since the time of the Second Pay Commission there has been a significant increase in the occupational group, comprising economists and statisticians under the Government. The table below gives the comparative picture :

TABLE I		Number of posts at the time of the Second Pay Commission	Number of posts as on 1-1-1971
1	2	3	4
Class I	226	1,271	
Class II	429	1,187	
Class III	892	9,780	
Total	1,547	12,238	

2. The Ministries and Departments accounting for the bulk of the above posts are the Ministry of Agriculture, Department of Statistics, Planning Commission, Department of Labour and Employment, Ministry of Home Affairs (Registrar General of India) and the Ministry of Finance. At the Class I level a little over half the total number of these posts have been included in the cadres of two organised services, viz., the Indian Economic Service and the Indian Statistical Service.

II. Indian Economic Service and Indian Statistical Service

3. In 1961, two Class I services were constituted, the Indian Economic Service (IES) for the economists and the Indian Statistical Service (ISS) for the statisticians. The cadre strength of the two services as on

1-1-1972 is given in the table below :

	I.E.S.		I.S.S.	
	Authorised cadre strength	Percentage	Authorised cadre strength	Percentage
1	2	3	4	5
Grade I (Rs. 1300-1800)	18	3.4	10	2.8
Grade II (Rs. 1100-1400)	26	5.0	16	4.5
Grade III (Rs. 700-1250)	112	21.5	77	21.8
Grade IV (Rs. 400-950)	366*	70.1	251*	70.9
Total	522	100.0	354	100.0

*Includes deputation, leave and training reserves (111 in IES and 73 in ISS.)

4. There is provision for direct recruitment to each of the four grades to the extent indicated in the table below :

	Quota for		Qualifying service (in the feeder grade) for promotion
	Direct recruitment	Promotion	
	(%age)	(%age)	
1	2	3	4
Grade IV	75	25	4 years
Grade III	25	75	4 years
Grade II	50	50	6 years
Grade I	25	75	3 years

Direct recruitment to Grade IV is through a competitive examination conducted by the UPSC. The candidates are required to write four compulsory papers, and two optional papers set at the standard of the Master's Degree although the prescribed minimum qualification is a Degree with statistics or economics (or mathematics in case of ISS only) as a subject. Promotion to Grade IV is confined to personnel having at least four years' approved service on designated feeder posts. These feeder posts are generally on the scale of Rs. 325—575.

5. The qualifications prescribed for direct recruitment to higher grades of the IES/ISS are as follows :

	Educational Qualifications		Experience	Age
	Essential	Desirable		
1	2	3	4	5
Grade III	IES 2nd Class Master's degree in Economics or Statistics or Agricultural Economics or Commerce ISS 2nd Class Master's degree in Statistics or Mathematics or Economics. OR Degree with Mathematics or Statistics as a subject plus a recognised diploma obtained after at least 2 years' post-graduate training in Statistics.	Doctorate or other research degree in subjects mentioned in the previous column for the respective services.	5 years	26-34 years
Grade II	-do-	(i) Same as above (ii) Administrative experience	8 years	Below 45 years
Grade I	-do-	-do-	10 years	Below 50 years

6. The position with regard to direct recruitment made to Grade IV of the two services is brought out in the table below:—

TABLE IV

Year of Examination	Number of vacancies reported			Number of candidates appeared in IES/ISS		Number appearing per vacancy		Number recommended by UPSC	
	IES	ISS	Total	Total	1st Class*	Total	1st Class	IES	ISS
1	2	3	4	5	6	7	8	9	10
1967	33	21	54	2,386	144	44.2	2.7	33	12
1969	33	31	64	1,892	120	29.6	1.9	33	15
1970	20	10	30	606	43	20.3	1.4	20	8
1971	20	10	30	572	39	19.1	1.3	20	4

*Based on the highest degree obtained.

The above data show that there is a decline in the number of candidates appearing at the competitive examination and that the number of candidates with first classes per vacancy has come down from 2.7 for the 1967 Examination to 1.3 for the 1971 Examination. The above figures also bring out the relative

unpopularity of the ISS.

7. The break-up by class of division at the graduate level of the candidates selected to Grade IV of these two services through the competitive examination is given below:

TABLE V

Year of Exam.	I.E.S.				%age of 1st Class to total	I.S.S.				%age of 1st Class to total
	1st Class	2nd Class	3rd Class	Total		1st Class	2nd Class	3rd Class	Total	
	1	2	3	4	5	6	7	8	9	10
1967	3	20	9	32	9.4%	7	4	—	11	63.6%
1969	6	18	7	31	19.4%	3	9	3	15	20.0%
1970	2	14	4	20	10.0%	4	2	1	7	57.1%
1971	1	13	6	20	5.0%	—	4	—	4	—

The lower percentage of I class candidates selected for the IES compared to the ISS may be partly due to the fact that the percentage of candidates securing a first class in Humanities is less than in Statistics and Mathematics. But the significant fact brought out by this table is the declining trend in the number of I class candidates recruited to these services, which can

be taken as an indication that these services are becoming less and less attractive.

8. According to the associations representing the officers of the IES and the ISS the existing grade and pay structures are not attractive enough to draw persons of high calibre into these services. They have

emphasised in particular the poor promotion prospects arising from the broad base and the small number of posts in Grade I and Grade II, available for promotion, as also the fact that the grade of Rs. 1100—1400 above the grade of Rs. 700—1250 puts them at a relative disadvantage *vis-a-vis* the members of most other organised Central Class I Services. They have also pointed out that the highest grade in these Services is only Rs. 1300—1800. The IES Association has suggested a unified grade from Rs. 750 to Rs. 2250 with a selection grade of Rs. 2300—2500 and super-time scales thereafter going up to Rs. 4000. The ISS Association has suggested the replacement of the existing four grades by two grades; a junior scale of Rs. 700—1800 and a senior scale of Rs. 1600—2500.

9. Our analysis of the grade structure and the promotion prospects of these services shows that there is considerable need for rationalisation. We find that at the initial constitution of these two services, a number of Class II posts were upgraded and included in Grade IV with the result that both these services lack a regular Class II component on the standard scale of Rs. 350—900. Because of the large-scale accretion of posts into Grade IV, a number of these posts are still being held on an *ad hoc* basis. We feel that the first step that has to be taken to improve the cadre structure of IES and the ISS is to reduce the strength of Grade IV by converting a substantial number of grade IV posts which are today in Class I, into Class II posts. We realise that the existing incumbents who are holding these posts on an *ad hoc* basis only, would suffer the disadvantage of having to leave a Class I post for a Class II post on a marginally inferior scale, but there would be a compensating advantage in that they would be enabled to hold the latter post on a regular basis and so avoid the risk of reversion to a post on the scale of Rs. 325—575. In future, persons holding posts on Rs. 325—575 will have greater opportunities for reaching the level of Rs. 350—900 earlier, since we do not envisage any direct recruitment to the Class II level in these services. We understand that a similar recommendation was made in October, 1969, by a departmental committee consisting of the Chief Economic Adviser, the Director of the Central Statistical Organisation, and the Joint Secretary in charge of these services, but it has not been implemented. We further recommend that the strength of Grade IV and Grade III of these services should be so adjusted that a direct recruit to Grade IV should have a reasonable prospect of moving into Grade II in about the sixth year of his service as is the case with the other organised Central Class I services.

10. As regards the pay scales for Grade IV and Grade III, we feel that these should be the same as the junior scale and senior scale respectively of the other Central Class I Services. We recommend for the Grade IV of the IES, and the ISS the scale of Rs. 700—1300 and for Grade III the scale of Rs. 1050 (6th year or under)—1600.

1. In the case of Grade II of these services for which the scale prescribed is Rs. 1100—1400, we note that there are only a few services which have been given this grade. The Grade II posts are generally at the level of Joint Director or Assistant Economic Adviser, where officers have to supervise the work of a number of subordinate staff under them and are

also required to initiate and develop the framework of new studies. In certain organisations, the highest economic or statistical post is only in Grade II. Further, it is at the level of Grade II that the greatest likelihood exists for attracting suitable talent from the universities. In view of these factors a substantial improvement in the scale prescribed for Grade II would be justified. We recommend for Grade II of the IES and the ISS the scale of Rs. 1500—1800.

12. In the context of the improved Grade II scale recommended by us, an improvement would also be necessary in the Grade I scale and this is also justifiable on the basis of duties and responsibilities. We recommend for Grade I of the IES and the ISS, the scale of Rs. 1800—2000.

13. We would also suggest a review of the direct recruitment quotas prescribed for the higher grades of the services. We feel that the quota of direct recruitment to the higher grades is on the high side. These provisions have blurred the prospects of promotion of entrants to the IES and ISS and made the services unpopular. We are of the view that direct recruitment to two successive grades should be avoided as far as possible in all services. As the new entrants into these services are recruited to Grade IV, we recommend that direct recruitment to Grade III be abolished. At the level of Grade II, the 50 per cent proportion of direct recruitment now prescribed seems to us to be excessive; it may be reduced* from 50 per cent to about 25 per cent. As there is provision for direct recruitment to posts of Economists and Statisticians beyond Grade I, direct recruitment to Grade I of these services seems to us to be unnecessary.

14. We feel that certain other steps should also be taken to improve the career prospects of members of the IES and the ISS. We have been informed that a number of posts which seem to qualify for inclusion in Grade I or Grade II of these services have not been encadred because of reluctance on the part of the Ministries concerned. We suggest that the position in this respect should be reviewed so as to augment the strength of Grade I and Grade II which would tend to improve the promotion prospects and the balance between the various grades of these services. We also suggest that the strength of Grade I and Grade II in the services should be so fixed as to avoid the possibility of the officers in Grade II stagnating at the maximum of the scale for more than two years.

15. As regards the proposal for a grade above Grade I in the IES and the ISS, we feel that this can only follow the inclusion of senior posts in the two services. It appears that the Ministries concerned wish to retain the flexibility available to them at present which would be lost if the posts came to be included in the IES or the ISS. We also find that members of the IES and the ISS are occupying most of these posts on an ex-cadre basis and instances are few where an economist or a statistician has been inducted from outside. While we do not recommend any 'super-time' scale above Grade I in the absence of any posts at this level included in the cadres of these services, we would suggest for the consideration of Government the desirability of encadring a certain number of posts above Grade I

*Prof. Das Gupta is in favour of retaining the present ratio of 50% for the IES *vide* his Minute of Dissent.

carrying economic or statistical functions, in these services. Further all these posts should be filled after considering the eligible officers of the IES and ISS.

16. At present, although there are opportunities available to Grade I officers for holding higher posts on an ex-cadre basis, their prospects are very uncertain. This is mainly due to the fact that different ministries frequently require different specialisations to suit their requirements. The senior-most person in Grade I, or for that matter, the most competent person may not have the particular specialisation required and he may thus be unacceptable to the Ministry concerned. A long run remedy to this problem is to give the new direct recruit in Grade IV opportunities for serving in two or three ministries so that he would gain experience in diverse fields.

17. In the existing state of affairs when most of the members of these services have gained experience only in the Department to which they are attached, the prospect of a promotion block at the maximum of Grade I for many members of these services is a real one. In the circumstances, we feel that a selection grade above Grade I should be provided, as has been done for example in the Engineering Service. We find that the departmental committee to which we have referred in paragraph 9 had made a similar recommendation which was also approved by the IES and ISS boards in 1969. We therefore recommend* that a selection grade above Grade I should be provided in the IES and the ISS on the scale of Rs. 2000—2250. The strength of this Grade may be fixed by the Government keeping in view the recommendation of the departmental committee.

III. Other Class I Posts

18. Some of the highest posts in this occupational group are borne on the standard scale equivalent to that of Additional Secretary in the case of the Chief Economic Adviser, Ministry of Finance, and Chairman, Agricultural Prices Commission and Joint Secretary in the case of Economic Advisers in the Ministries of Finance, Commerce, Industrial Development and Planning Commission and the Director of Central Statistical Organisation, Member-Secretary, Agricultural Prices Commission and the Chief Executive Officer, National Sample Survey Organisation. In our opinion, the top posts in these specialisations should be given scales which enable a person to reach the level of maximum salary under the Government without having to leave the field of his specialisation. In the group of economists, the post of Chief Economic Adviser, Ministry of Finance, stands out in importance and we recommend for this post the scale of Rs. 3000—3500. We also recommend this scale for the post of Director, Central Statistical Organisation provided the post is filled by open direct recruitment and a person eminent in the field of statistics or econometrics is appointed

to it. In case, the post is filled by deputation, the fixed pay of Rs. 3000 would be adequate for this post. We recommend no change in the scale of the post of the Chairman, Agricultural Prices Commission. For Advisers at the next level, the scale of Rs. 2500—3000 would be adequate and we recommend† this scale for the post of Economic Adviser in the Ministries of Finance, Commerce and Industrial Development. The post of Economic Adviser in the Ministry of Steel and Mines is on the scale of Rs. 2000—100—2500 and in the Ministry of Railways on the scale of Rs. 1800—100—2000—125—2250. We recommend for both these posts the scale of Rs. 2500—2750. The posts of Member-Secretary, Agricultural Prices Commission and Chief Executive Officer, National Sample Survey Organisation should also continue to be on this scale. For the posts of Adviser in the Planning Commission, our recommendation is contained in the Chapter on the Ministry of Planning.

19. At the level next below, the advisory posts on economics and statistics side have been given the scale of Rs. 1800—100—2000 or Rs. 1600—100—2000; 5 posts being borne on the former and 9 on the latter (including 6 posts of Chiefs in the Planning Commission). These posts are generally filled by transfer deputation of members of the IES or the ISS and only seldom from outside. For the Grade I of the IES and the ISS, we have recommended the scale of Rs. 1800—2000. Since posts on the scale of Rs. 1600—100—2000 are quite often held by senior Grade I officers of the IES and the ISS, we recommend for these posts the scale of Rs. 2000—2250. We recommend the same scale for the post of the one full-time member of the Agricultural Prices Commission which carries the fixed pay of Rs. 2000 at present.

20. The post of Director General, Commercial Intelligence and Statistics at Calcutta under the Ministry of Commerce has been given the scale of Rs. 1600—100—1800 temporarily by keeping the Grade I ISS cadre post (scale: Rs. 1300—1800) in abeyance. As the incumbent of this post has a large complement of staff under him and is required to function relatively independently, being away from the headquarters of the Ministry, it would be appropriate to treat this post as carrying a higher level of responsibility and difficulty than the normal run of Grade I ISS posts. Similar considerations (except proximity to headquarters in some cases) apply to the posts of Director, Labour Bureau, Simla (Rs. 1300—1800), Director, National Sample Survey (Rs. 1600—2000), Director, Programme Evaluation Organisation, Planning Commission and Director, Army Statistical Organisation. We recommend for all these posts the scale of Rs. 2000—2250.

21. The distribution of Class I posts which are borne on scales equivalent to or lower than the scale of

*Member-Secretary is not in agreement with this recommendation *vide* his Minute of Dissent.

†Member-Secretary disagrees with this recommendation for reasons contained in his Minute of Dissent.

Grade I of the IES and the ISS is given in the table below :—

TABLE VI

	Statistics	Finance	Food & Agr.	Lab. & Emp.	Home	Plg. Commn.	Others	Total
1	2	3	4	5	6	7	8	9
Rs. 1300-1800	5	4	6	1	1	16	16	49
Rs. 1300-1600	—	—	5	—	—	—	5	10
Rs. 1100-1600	—	—	1	—	—	—	2	3
Rs. 1100-1400	8	9	20	2	3	19	16	77
Rs. 900-40-1100-50/2-1250	—	—	—	—	—	—	1	1
Rs. 700-50-1250	—	—	3	—	—	—	—	3
Rs. 700-40-1100-50/2-1250	38	34	37	23	144	66	86	428
Rs. 700-40-1100-50/2-1150	—	—	—	1	—	—	2	3
Rs. 400-400-450-30-600-35-950	83	42	80	66	80	127	182	660
Rs. 400-40-800-50-950	—	—	1	—	—	—	1	2
Total	134	89	153	93	228	228	311	1,236

22. The above table includes the cadre posts of the IES and ISS which we have already discussed in the preceding Section. As regards posts not included in the IES and the ISS, we feel that such of these posts as are on scales corresponding to the scales prescribed for these two Services, should be given the appropriate scales recommended by us for the IES and the ISS. There are 10 posts on the scale of Rs. 1300—1600 in five Ministries of which three Ministries are participating in the IES/ISS Scheme. We recommend that these ten posts should also be given the scale recommended by us for Grade I of the IES and the ISS.

23. There are two posts in the Ministry of Education, one of Economist and the other of Statistician, and another post in the Department of Community Development and Cooperation, on the scale of Rs. 1100—1600. We recommend for these posts the same scale as that recommended for Grade II of the IES and the ISS, viz., Rs. 1500—1800.

24. There are a few posts on scales which differ marginally from the existing standard scale of Rs. 700-40-1100-50/2-1250. One such post is on Rs. 900-40-1100-50/2-1250, three on Rs. 700-50-1250 and three on Rs. 700-40-1100-50/2-1150. We recommend for all these posts the scale suggested for Grade III of the IES and ISS, viz., Rs. 1050—1600.

IV. Class II and Class III Posts

25. The number of Class II posts on pay scales the maximum of which goes up to Rs. 900 or even Rs. 800 is very small because most of the Class II posts on pay scales going up to Rs. 800 or Rs. 900 were upgraded to Class I and included in the cadres of the IES and ISS at their initial constitution. The Ministry-wise distribution of such posts and the scales on which they are borne today are as follows:—

TABLE VII

	Food & Agr.	Com-merce	Lab. & Emp.	Others	Total
	1	2	3	4	5
Rs. 740-30-830-35-900	—	6	—	—	6
Rs. 620-30-830-35-900	—	—	—	2	2

	1	2	3	4	5
Rs. 400-25-500-30-830-35-900	2	1	2	6	11
Rs. 400-25-500-30-800	—	7	—	—	7
Rs. 350-25-500-30-830-35-900	14	3	1	41	59
Rs. 350-25-500-30-800	4	—	—	5	9
Total					94

26. The 6 posts on Rs. 740—900 are those of Senior Export Promotion Officers in the Ministry of Commerce. For direct recruitment, the qualification prescribed is a Degree in Economics or Commerce with 7 years' experience and promotion is made from among Junior Export Promotion Officers on the scale of Rs. 400—800. Surprisingly, the qualifications for direct recruitment at the level of Junior Export Promotion Officer is a Master's Degree in Economics or Commerce with 5 years' experience in supervisory posts. We feel that considering the qualifications and the importance of economic and statistical studies in the field of export promotion, the post of Junior Export Promotion Officer should be placed on the scale of Rs. 650—1200. As for the posts of Senior Export Promotion Officer, we recommend that these posts should be given the scale of Rs. 700—1300.

27. The 2 posts on Rs. 620—900 are those of Superintendent (Hollerith) in the UPSC and Superintendent (Mechanical Tabulation) in the Institute of Secretariat Training and Management (Department of Personnel). Both these posts are filled by promotion of Assistant Superintendents on the scale of Rs. 350-25-575. We recommend that these posts should be given the upper segment of the standard Class II scale viz., Rs. 840—1200.

28. As for the remaining posts which are borne on the scale of Rs. 400—900, Rs. 350—900 and Rs. 350—800, we find that the qualifications prescribed for direct recruitment is a Master's Degree with some experience, and promotion to these posts is made from among persons borne on the scale of Rs. 325—575. We recommend that all these posts should be placed on the scale of Rs. 650—1200.

29. In our view, the same scale of Rs. 650—1200 should also be given to the 9 posts borne on the scale of Rs. 400-25-500-30-680 in the Ministries of Commerce, Industrial Development and Education. These posts are generally filled by promotion of persons in the grade of Rs. 325—575 which is also the scale applicable to the bulk of feeder posts to the IES and the

ISS. It would be fair, therefore, to prescribe the Class II standard scale for these posts and we recommend accordingly.

30. The distribution of the remaining Class II posts and posts in Class III in the various Ministries/Departments is shown in the table below:—

TABLE VIII

	Food & Agr.	Home	Com-merce	Lab. & Emp.	Plg. Commn.	Statistics	Others	Total
1	2	3	4	5	6	7	8	9
Rs.								
350-25-500-30-590*	—	6	—	—	—	—	—	6
350-25-575*	—	—	—	—	—	—	21	21
350-20-450-25-575*	—	—	—	—	—	—	24	24
325-15-475-25-575*	—	1	—	—	—	—	—	1
325-15-475-20-575*	114	64	70	80	87	199	418	1032
270-15-435-20-575	—	—	12	—	—	—	—	12
350-475	—	165	2	—	—	—	—	167
320-15-530	2	—	—	12	—	—	—	14
325-15-475	3	—	—	—	—	—	24	27
210-530	—	2	—	2	—	—	9	13
200-250-10-290-15-530	—	—	—	—	—	—	116	116
210-425	266	459	226	188	122	774	556	2591
210-380	—	—	—	—	—	—	3	3
180-380	—	—	—	—	—	—	1	1
150-10-290-15-380	—	—	—	—	—	—	92	92
168-8-280-10-300	7	—	—	—	—	—	4	11
150-300	115	976	—	1	36	945	166	2239
130-300	20	—	4	2	—	—	211	237
130-280	2	—	—	—	—	—	75	77
150-240	—	—	—	—	2	—	5	7
130-4-170-5-225	—	—	—	142	—	—	—	142
130-5-175-6-205	—	—	—	—	—	—	2	2
110-4-170-5-225	—	—	—	—	—	—	3	3
110-4-170-5-200	145	—	—	—	28	—	19	192
110-180-110-200	—	—	—	—	—	—	46	46
110-4-170-5-180	—	—	—	—	—	—	2	2
110-180	73	2599	35	97	28	86	865	3783
110-139	—	—	—	—	—	—	2	2
110-131	—	—	—	—	—	—	1	1

*These are Class II scales.

On an examination of the qualification requirements, the method of recruitment and the duties generally assigned, we feel that the posts in the following scales could be placed in the pay-scales, as given below:—

Existing Scale (Rs.)	No. of posts	Proposed scale (Rs.)
1	2	3
350-25-500-30-590	6	650-960
350-25-575	21	
350-20-450-25-575	24	550-900
325-15-475-20-575	1,032	
325-15-475-25-575	1	
270-15-435-20-575	12	
320-15-530	14	
350-20-450-25-475	167	
325-15-475	7	

We find that the qualifications prescribed for direct recruitment to the posts on Rs. 270—575, Rs. 320—530, Rs. 350—475 and Rs. 325—475 are comparable to those prescribed for posts on the more common scale of Rs. 325—575. Further, where promotion is made to the posts on these four scales, it is from among persons holding posts on the scale of Rs. 210—425. In that respect too, the posts on these four scales are at par with those on the scale of

Rs. 325—575. Posts on these scales are of Senior Technical Assistants in different organisations and their duties are also comparable with those of Economic and Statistical Investigators on the scale of Rs. 325—575. For these reasons, we have considered this up-gradation to be necessary and desirable.

31. The most common Class III scale found in most Ministries, accounting for 2591 posts, is that of Rs. 210-10-290-15-425. There are three posts of Statistician in the Department of Rehabilitation on a segment of this scale, viz., Rs. 210—380. We recommend that all these posts should be given the scale of Rs. 425—700. At this level, there are certain posts of Technical Assistants under the Defence Ministry which are on the odd pay scale of Rs. 200-250-10-290-15-530. This scale is in vogue in the Ministry of Defence (Joint Cipher Bureau) and the Ministry of External Affairs for certain posts involving cipher work. It appears that under the Defence Ministry the posts of Technical Assistants are found in the Joint Cipher Bureau, the Air Headquarters and the Army Headquarters. We have examined the qualifications prescribed and the duties attached to these posts and find that while a Master's Degree is required in the case of these posts in the Joint Cipher Bureau, only a Degree is necessary in the case of the posts in Air

and Army Headquarters. As to duties, we had a special study undertaken and found that the functions assigned to the Technical Assistants in the Joint Cipher Bureau called for greater initiative and original work. In fact, the posts of Technical Assistants in the Air and Army Headquarters are comparable in terms of qualifications and duties with similar posts in the UPSC where these are borne on the scale of Rs. 210—425. We would recommend that the posts of Technical Assistant on Rs. 200—530 in the Joint Cipher Bureau and 13 posts on the scale of Rs. 210—530 in other Ministries should be given the scale that we have suggested for the Assistants of the CSS, and the posts in the Air and Army Headquarters should be placed on the scale of Rs. 425—700. However, the existing incumbents may be allowed to be fixed in the scale suggested for the CSS Assistants till such time as they retire or get promoted to higher grades.

32. For posts of Senior Computer, the odd pay scale of Rs. 150-10-290-15-380 is in vogue in the Ministry of Irrigation and Power and for one post in the Ministry of Transport and Shipping. Since these posts are filled by promotion of Junior Computers on the scale of Rs. 110—180 with a machine allowance of Rs. 15 p.m., a more appropriate scale would be the scale of Rs. 150—300 considering also that the next promotion level is to posts on the scale of Rs. 210—425. We do not see any reason for continuing this odd scale for these about 92 posts and our suggestion is that the bulk of these posts should be placed on the scale of Rs. 330—560 and a few on the scale of Rs. 425—700. The solitary post of Head Comptist under the Ministry of Defence on the scale of Rs. 180—380 should also be placed on Rs. 330—560 as the next promotion level carries the scale applicable to the Assistants of the CSS. The existing incumbent may be fixed on the scale of Rs. 380—640.

33. At the level next below, we find that the scale recommended for the clerks in the upper division would be suitable for a large number of posts. These posts are on the following scales:—

Scales	No. of posts
Rs. 168-8-280-10-300	11
Rs. 150-5-160-8-280-10-300	2,239
Rs. 130-5-160-8-280-10-300	237
Rs. 130-5-160-8-280	77
Rs. 150-5-175-6-205-7-240	7

We recommend for the above posts the scale of Rs. 330—560.

34. A number of posts in the various Ministries designated as Computers, Junior Computers, Operators etc., are filled by persons, who are matriculates with experience of operating calculating machines. The scales attached to such posts vary from Ministry to Ministry. At the lowest level in this group, the bulk of the posts are borne on the LDC's scale of Rs. 110—180 and a few on the slightly higher scales of Rs. 110-4-170-5-180 and Rs. 110-4-170-5-200/225. Generally, matriculation is the only prescribed qualification, but in some cases a second class in the

matriculation examination or proficiency in handling electrically-operated calculating machines is also prescribed. Oddly, two posts of Punch Operators in the Department of Health have been given the scale of Rs. 110—139 only, although the qualification prescribed is matriculation with certificate in operating punching and verifying machines, and in the Ministry of Industrial Development, one post of Comptometer Operator has been given the scale of Rs. 110—131. We feel that at the lowest level these variations are not justifiable and that it would be appropriate to place all these posts on the scale of Rs. 260—400.

35. Many of the posts on these scales carry a machine allowance or special pay in addition. The position regarding the different rates of machine allowance or special pay attached to such posts is indicated below:—

Scale of Pay Rs.	Number of posts carrying special Pay/machine allowance at the rate of				
	Rs. 40	Rs. 30	Rs. 20	Rs. 15	Rs. 10
110-180 (LDC's scale)	6	9	44	282	95
110-4-170-5-180.	—	—	—	3	—
110-4-170-5-200.	2	—	—	148	—

Of the above, the posts to which special pay has been attached at the rate of Rs. 40 or at the rate of Rs. 30 carry supervisory duties and are generally designated as Punch Supervisor, Punch-Card Supervisor or Punch-Room Supervisor. We feel that a better arrangement would be to give these supervisory posts a regular scale of pay and we recommend that these should be given the scale of Rs. 330—480.

36. As regards the posts on the LDC's scale or the scales of Rs. 110—4—170—5—180/200, which carry a special pay or machine allowance of Rs. 10 to Rs. 20, we believe that the special pay or machine allowance has been allowed in view of the skill acquired by the persons holding these posts in operating the calculating machines. However, this practice is not a uniform one. The present arrangement allows a measure of flexibility in deploying Assistant Computers, Junior Computers, etc. on various posts, only some of which might require handling of calculating machines. We would, therefore, recommend that Assistant Computer, Junior Computer, Key Punch Operator, etc. should be given a special pay in addition to their grade pay that we recommend and that the rate of special pay should be Rs. 20 p.m. uniformly for all and not at different rates as at present. Posts on the scale of Rs. 130—205 and Rs. 130—225 should be brought to the level of the other Assistant Computers and Junior Computers and a special pay of Rs. 20 attached to them. However, before sanctioning the special pay on such posts, it should be examined that operating the machines provided to such staff actually requires extra skill and it would not be justified to grant extra remuneration where the machine provided is a simple one merely facilitating the person to dispose of his work more conveniently and quickly. Further, the special pay should be allowed only to persons actually required to handle these machines and it should not be attached to all posts irrespective of the fact whether the incumbent is actually operating the machine or not.

CHAPTER 18
CLASS IV STAFF

1. The total strength of Class IV staff under the Central Government, including those employed in the workshops, increased from 9.78 lakhs in 1957 to 13.46 lakhs in 1971. The Second Pay Commission had recommended 9 scales of pay for the Class IV staff as against the then existing 36 scales of pay.

In 1971, Class IV staff were distributed in 19 scales of pay. There were also some posts on State Government scales of pay, fixed pays, etc. The table below indicates the distribution of the Class IV posts in the main scales of pay and under the major employing departments:—

TABLE I

Scale of pay	Railways	Post and Telegraphs	Defence	Other Departments	Total
1	2	3	4	5	6
Rs.					
55-1-60	—	651	467	—	1118
55-1-70	—	—	34811	—	34811
70-1-85	561971	72109	199325	89418	922823
75-1-85-2-89	43710	—	—	633	44343
75-1-85-2-95	56550	1297	79702	14475	152024
75-1-85-2-95-3-110	72972	2272	2359	3376	80979
80-1-85-2-95	22765	38	898	85	23786
80-1-85-2-95-3-110	41185	2138	5345	2641	51309
85-2-95	—	—	—	61	61
85-2-95-3-110	112	13	24218	2925	27268
95-3-110	400	—	3422	167	3989
Other scales of pay	74	1	4	4002	4081
Grand Total	799739	78519	350551	117783	1346592*

* Includes 9078 unclassified posts on some of the scales of pay in column 1.

It would be seen that of the total number of Class IV posts, 99.67 per cent are accounted for by 11 scales of pay and the remaining scales account for 4081 posts only.

2. The scales of pay indicated above are applicable both to the Class IV staff in the workshops as well as such staff outside the workshops. The Class IV artisan staff in the workshops have been discussed in Chapter 19. In the non-workshop group there are certain categories of Class IV staff which are peculiar to certain departments. For example, Gangmen, Pointsmen, Cabinmen, Keymen, Rakshaks, etc. are peculiar to the Railways and Letter Box Peons, Mails Peons and Jamadars (post offices), etc. are peculiar to the Posts and Telegraphs Department. The pay scale of Rs. 55—1—60 was recommended by the Second Pay Commission for underage employees like Boy Messenger and Peon in the Posts and Telegraphs Department and similar posts in the ordnance factories. The scale of Rs. 55—1—70 is applicable to Peons, Sweepers, etc. in the Border Roads Organisation only. All such posts have been discussed in the Chapters dealing with the concerned departments. Here we propose to deal with only such categories of Class IV staff as are common to most of the departments.

3. The Second Pay Commission recommended the following three scales of pay for the common categories of Class IV staff indicated in the table below:—

TABLE II

Pay Scale	Posts
Rs.	
70-1-80-EB-1-85	Peon, Sweeper, Chowkidar, Mali, Watchman, Farash, Mazdoor, Khalasi, Cleaner, etc.
75-1-85-EB-2-95	Jamadar, Daftry, Cook, Barber, etc.
80-1-85-2-95-EB-3-110	Daftry (selection grade), Gestetner Operator, Record Sorter, etc.

The total strength of the above categories of Class IV personnel common to various departments is 3.31 lakhs and they are now on 13 scales of pay. However, 98.8 per cent of the staff are in the above three scales of pay and the remaining scales account for 4810 posts only.

4. For all practical purposes, the lowest scale of pay applicable to unskilled staff is Rs. 70—85 for which we have recommended the scale of Rs. 185—220 in Chapter No. 6. This scale would thus apply

to the following common categories of posts in the various departments in the existing scale of Rs. 70—85.

TABLE III

S. No.	Designation of post	Number of posts
1.	Peon/Call Boy, etc.	70,869
2.	Mazdoor/Lascar, etc.	1,31,430
*3.	Sweeper	27,965
4.	Chowkidar/Watchman	40,073
5.	Waterman/Water Carrier/Bishti	12,251
6.	Mali/Gardner/Garden Attendant, etc.	4,976
7.	Farash	2,006
8.	Ayah	1,095
†9.	Packer	232
‡10.	Khalasi	3,794
§11.	Cleaner	1,680
Total		2,96,371

* Does not include Safaiwalas in Railways.

† Does not include Packers in Posts and Telegraphs.

‡ Does not include Khalasis in Posts and Telegraphs Department and Railways.

§ Does not include Cleaners in the Posts and Telegraphs Department and Railways.

These are all direct entry posts filled from amongst candidates sponsored by the Employment Exchange. In some organisations, the posts of Peon are filled by transfer from Sweepers, Farash, etc. also. While in the case of Peons, a middle pass has generally been prescribed as an essential entry qualification, for other posts either no qualifications have been prescribed for direct recruitment or in some cases the candidate is required to have passed out of Fourth class. In the Railways, while no educational qualification has been prescribed for entry at this level, preference is given to literate candidates. For some other posts like those of Mali, while no educational qualifications have been prescribed, experience in the job is considered necessary.

5. We also find that there are posts of Peon, Chowkidar, Farash, Packer, etc. in some departments which, though filled by direct recruitment, are in the scales of Rs. 75—1—85 and Rs. 75—1—95. In the absence of complete details in regard to the qualifications, previous experience required and the duties and responsibilities, of these posts we are not in a position to determine whether a higher pay scale for them is justified. We would recommend that the posts carrying the above designations in the existing scales of Rs. 75—85 and Rs. 75—95 should also be placed in the scale of Rs. 185—220, if they are direct recruitment posts with comparable qualifications. However, in organisations where these are promotional posts for Class IV employees in the existing scale of Rs. 70—85, they may be placed in the next higher Class IV scale recommended by us, the designation of the posts being simultaneously modified as considered appropriate.

6. There are 337 posts of Selection Grade Sweeper, Jamadar, Head Mali, Cook, etc. in the Railways in the scale of Rs. 75—1—85—EB—2—89. We recommend that these posts should be brought over on the pay scale of Rs. 190—232.

7. The table below indicates the common categories of Class IV posts in the scale of Rs. 75—1—85—EB—2—95:—

TABLE IV

S. No.	Designation of post	Number of posts
1.	Daftry	9,479
2.	Jamadar	1,546
3.	Cook	9,945
4.	Ayah	306
5.	Barber	1,600
6.	Dhobi/Washerman, etc.	3,150
7.	Head Mali	242
8.	Head Chowkidar/Senior Chowkidar, etc.	120
9.	Head Sweeper	804
10.	Head Peon	30
11.	Khalasi (excluding posts of Khalasi in Posts and Telegraphs and Railways).	210
Total		27,450

These posts are partly filled by promotion from persons in the lower grade of Rs. 70—85 and partly by direct recruitment. The posts of Daftry and Jamadar are filled by promotion from amongst Peon. The posts of Head Mali/Head Chowkidar/Head Sweeper/Head Peon are also promotional posts from the respective grades. The posts of Cook, Barber, Dhobi/Washerman and Ayah are filled by direct recruitment from amongst persons having experience in the line. There are also posts of Khalasi in this scale who, we assume, have supervisory duties as the bulk of Khalasis are in the lower scale of Rs. 70—85. For all these posts in the existing scale of Rs. 75—95, we recommend the scale of Rs. 190—240. We recommend the same scale for the few posts of Head Chowkidar, Daftry, Head Sweeper, Head Security Guard, etc. in the existing scales of Rs. 70—1—85—2—95, Rs. 80—1—85—2—91, Rs. 80-1-85-2-95 and Rs. 85-2-95.

8. Prior to 1st February, 1972 the Daftries in the stores department of the Railways were in the scale of Rs. 80—1—85—2—95—EB—3—110 whereas Daftries in other departments in the Railways were in the scale of Rs. 75—1—85—EB—2—95 which is also applicable to Daftries in the various other Departments of the Government. The Board of Arbitration under the Joint Consultative Machinery gave an Award in March, 1972, that the Daftries in departments other than stores in the Railways should also be placed in the scale of Rs. 80—110. Accordingly, while Daftries in the Railways are in the scale of Rs. 80—110, their compeers in other departments of the Government are in the scale of Rs. 75—95. The Daftries in various Government Departments are generally responsible for the proper upkeep of records, stitching of files, mending and pasting of registers found torn, etc. The Daftries in the Railways are also required to attend to similar type of work. Both in the Railways and other Government departments the posts of Daftries are promotional posts for the Class IV staff in the lower grade. Having regard to the method of recruitment and the nature of work, we consider that Daftries in the Railways including those in the stores department

in the existing scale of Rs. 80—110 and Daftries in other Government departments in the existing scale of Rs. 75—95 should all be placed in the revised scale of Rs. 190—240 recommended above.

9. There are 33 posts of Barber, 744 posts of Cook and 37 posts of Dhobi/Washerman in the scale of Rs. 70—85. The Second Pay Commission had recommended that Barbers and Cooks should be treated as semi-skilled and placed in the scale of Rs. 75—95. We would also recommend that all Cooks, Barbers and Dhobis, as distinct from their helpers, should be placed in the scale of Rs. 190—240. The Helpers should continue in the lower scale of Rs. 185—220.

10. The next higher scale applicable to the common categories of Class IV staff is the scale of Rs. 80—1—85—2—95—EB—3—110. The table below indicates the distribution of posts in this scale:—

TABLE V

(i) Gestetner Operator/Roneo Operator, etc.	891
(ii) Record Sorter/Record Lifter/Record Keeper/ Record Supplier, etc.	1975
(iii) Selection Grade Daftry/Senior Daftry	477
Total	3343

The posts of Gestetner Operator are generally filled by promotion from Daftries/Jamadars who have proficiency in operating and maintaining gestetner machines. The posts of Record Sorter, etc. are filled by promotion from Daftries. The posts of Selection

Grade Daftry are filled by promotion from Daftries and the number of posts in this grade is 15 per cent of the permanent sanctioned strength of Daftries in an office. For posts in the existing scale of Rs. 80—1—85—2—95—EB—3—110, we recommended the scale of Rs. 200—260.

11. There are a few posts of Record Keeper and Gestetner Operator in the scale of Rs. 85—2—95—3—110 which are promotional posts from the scale of Rs. 75—95. There are also a few posts of Jamadar, Selection Grade Daftry, Head Sweeper, Cook, Packer, etc. in the scales of Rs. 75—1—85—EB—2—95—EB—3—110, Rs. 85—2—95—3—110 and Rs. 95—3—110 which are also filled by promotion only. We do not see any justification for the slight differentiation in the pay scales of these posts from the other posts in the scale of Rs. 80—110 and recommend that posts on these scales should also be brought on to the scale of Rs. 200—260.

12. While the posts of Jamadar in most of the Government departments are in the scale of Rs. 75—95, those in the various operative offices under the Posts and Telegraphs Department are in the scale of Rs. 80—110. While the Jamadars in the Posts and Telegraphs operative offices have supervisory responsibilities over the Class IV staff under them, the Jamadars in other Ministries/Departments are generally attached with senior officers and do not have any supervisory function as such. The existing differentiation between the pay scales of Jamadars in the Posts and Telegraphs and other Government departments, which is based on differences in their functions, may continue.

CHAPTER 19

WORKSHOP STAFF

(Including Workshop Supervisory Staff)

I. Workshop Staff

Workshop staff is a generic term which we have applied to manipulative grades employed in the Central Government's workshops, production units or departmentally run establishments which are factories as defined in the Factories Act, 1948. This category, numbering a little more than 5 lakhs, accounts for about 17 per cent of the total number of Central Government civilian employees. The term "artisan staff" is also commonly used to describe the workshop staff. There is, however, a distinction between these terms in that "artisan staff" has a wider connotation and includes workshop categories working outside workshop premises such as Carriage and Wagon Depots and Loco Running Sheds on

the Railways and in other premises which are not subject to the Factories Act. In this section we discuss the workshop staff employed in establishments governed by the Factories Act as also the staff employed in loco sheds and carriage and wagon depots in the Railways and all staff categories as industrial workers in the Defence establishments. The workshop technical supervisory staff (Mistries, Charge-men and Foremen) are dealt within later sections of this Chapter.

2. The total number of workshop staff and their distribution in various pay scales and among various departments are shown in the table below:

TABLE I

Scales (Rs.)	Span	Railways	P & T	Defence	Others	Total
	2	3	4	5	6	7
UNSKILLED						
1. 70-1-85	16	59,174	1,211	84,837	2,389	1,47,611
SEMI-SKILLED/UNSKILLED SUPERVISORY						
2. 75-1-85-2-95	16	—	—	41,266	747	42,013
3. 75-1-85-2-95-3-110	21	57,334	1,889	751	2,639	62,613
4. 80-1-85-2-95-3-110	16	—	—	—	120	120
5. 85-2-95-3-110	11	—	—	22,897	717	23,614
6. 5-3-110	6	—	—	3,297	1	3,298
7. 85-2-95-5-128	17	—	37	13,804	300	13,421
SKILLED						
8. 100-3-130	11	—	—	2,202	9	2,211
9. 100-3-142	15	—	—	301	—	301
10. 110-3-131	8	—	—	15	1,077	1,092
11. 110-3-131-4-139	10	—	—	—	13	13
12. 110-3-131-4-143	11	—	—	6,839	957	7,796
13. 110-3-131-4-155	14	—	—	6,506	3,022	9,528
14. 125-3-131-4-155	9	—	—	5,621	1,463	7,084
15. 110-3-131-4-175-5-180	20	1,36,077	2,078	482	2,238	1,40,875
16. 125-3-131-4-175-180	15	—	—	—	182	182
17. 130-5-175	10	—	—	—	911	911
18. 140-5-175	8	—	—	—	542	542
19. 140-5-180	9	—	—	3,555	—	3,555
20. 150-5-180	7	—	—	1,486	438	1,924
21. 130-5-185	12	—	—	324	—	324
22. 130-5-175-6-205	15	—	—	—	8	8
HIGHLY SKILLED						
23. 130-5-175-6-205-7-212	16	21,297	—	—	47	21,344
24. 150-5-175-6-205	11	—	—	1,098	1,440	2,538
25. 150-5-175-6-205-7-240	16	—	326	2,853	1,312	4,491
26. 175-6-205-7-240	11	8,130	—	777	753	9,660
27. 205-7-240	6	—	—	—	158	158
TOTAL		2,82,012	5,541	1,98,191	21,483	5,07,227

It will be observed that the two major departments employing large bodies of these staff are the Railways and the Ministry of Defence. The other departments employ only a small number, the Posts and Telegraphs, the Government Presses, the Government Mints and the India Security Press being the more important among them. The workshop staff are at

present on 27 scales of pay as against 21 scales recommended by the Second Pay Commission. The following table shows the number of scales existing at present in the various departments as compared to the number recommended by the Second Pay Commission.

TABLE II
Number of existing pay scales

Category	Number of scales recommended by 2nd P.C.	Railways	P & T.	Defence	Defence Establishments							
					NAVY	OF	EME	AOC	R&D	MES	AIR FORCE	
1	2	3	4	5	6	7	8	9	10	11	12	13
Unskilled	1	1	1	1	1	1	1	1	1	1	1	1
Semiskilled	4	1	1	5	2	2	2	3	3	3	3	3
Skilled	11	1	2	10	6	5	3	5	3	8	10	10
Highly Skilled	5	2	2	3	2	1	1	2	2	1	1	1
TOTAL	21	5	6	19	11	9	7	11	9	13	15	15

OF : Ordnance Factories
EME : Electrical and Mechanical Engineers
AOC : Army Ordnance Corps
R & D : Research and Development
MES : Military Engineers Service

3. It will be noticed from the above table that the Railways have the fewest number of scales viz. five and Defence the largest viz. 19. For the unskilled category, there is only one scale throughout in all the departments. For the semi-skilled category, the number of scales vary from two to five. The largest number of scales, however, occurs in the "skilled" grade. Though the existing number of scales is 27, the concentration occurs in the following 13 scales only:—

	Rs.
Unskilled	70-85
Semi-skilled	75-95
	75-110
	85-110
	85-128
Skilled	110-143
	110-155
	125-155
	110-180
	140-180
Highly Skilled	130-212
	150-240
	175-240

4. Most of the employees' organisations have suggested a reduction in the existing number of scales. The number of scales suggested varies, but broadly stated a single scale has been suggested for unskilled and one or two each for the semi-skilled, skilled and highly skilled workers. The departmental witnesses also have expressed their preference for fewer scales. The minimum wage to be paid to the unskilled worker even in a workshop or factory has to be fixed on considerations similar to those outlined in our chapter on 'Minimum Remuneration'. On the other hand, the maximum wage that can be paid to workshop staff has to be determined in the light of certain existing relativities, and though some modifications may

be possible, we do not consider it justified to make any violent changes in these relativities. The wages paid by the Government for these categories should not differ too greatly from wages prevailing in public sector undertakings or even in private industry, if the Government establishments are to have fairly contented work force, and to avoid any serious depletion of their skilled manpower. We think that in devising a rational pay structure for the workshop categories we should operate within the total wage span covered by the minimum and maximum limits resulting from the considerations mentioned above. The total wage span can also be expressed as a ratio between the minimum of the unskilled grade and the maximum of the highly skilled grade. This ratio has diminished from approximately 1:6 at the time of the First Pay Commission to 1:3.4 as a result of the recommendations of the Second Pay Commission. It has been further reduced to 1:2.6 on the basis of existing total emoluments. The gradual reduction in this ratio has come about partly as a result of the rationalisation of the wage structure, and partly owing to price increases and their unequal neutralisation by dearness allowance. However, the reduction of this ratio is a factor which has to be taken into account, and necessarily requires a reduction in the number of different levels if adequate incentives are to be maintained between one level and another for a worker to continuously strive to improve his technical knowledge and skill. In determining the different levels we have taken a broad view of the duties and responsibilities, and expert knowledge required, as also the difficulty and the complexity of the task that has been assigned. We have borne in mind the criticism by some of the employees' organisations that the existing differentials between unskilled on the one hand, and the semi-skilled and the skilled on the other are too narrow and should be widened. We have not, however, considered it appropriate to proceed on the basis of any pre-determined ratios between the wages of these categories.

5. It would be convenient to discuss here the criticism levelled by some of the Unions regarding the present classification of workshop staff into unskilled, semi-skilled, skilled and highly skilled. The objections have mainly centred round the semi-skilled and highly skilled grades. For instance, the National Federation of Indian Railwaymen (NFIR) has argued that there should be no such category as a semi-skilled worker and that a person is either skilled or unskilled. The P&T Industrial Workers Union also does not seem to favour the semi-skilled classification. Opinion is also divided on the classification of the highly skilled. While the NFIR has suggested one scale for the highly skilled, the All India Railwaymen's Federation (AIRF) has not suggested a separate scale for this category. The latter body has proposed a long scale applicable to the entire range starting from those who have just made the skilled grade and going on to the most highly skilled craftsman. Similar demands were considered by the two previous Pay Commissions also and after detailed consideration they came to the conclusion that the distinction between semi-skilled, skilled and highly skilled should be continued. No fresh grounds have been adduced and we are of the opinion that the existing classification does not appear to call for any basic revision. We, however, feel that instead of classifying the categories by the levels of skill it would be more satisfactory to classify them numerically (e.g. Grade I, II, III etc.).

6. As mentioned earlier, all the unskilled staff in the workshops are on a single scale (Rs. 70—85). Outside the Central Government also, with minor exceptions, there is only one scale for this category. There has also been no demand from any union or Federation for more than one scale. The AIRF has suggested three scales but with automatic promotion from one scale to the other as soon as a person reaches the maximum of the lower scale. The proposal thus really amounts to a single scale.

7. The Second Pay Commission recommended four semi-skilled scales viz. Rs. 75—95, 75—110, 85—110 and 95—110 for adoption by different establishments according to their respective requirements. The Commission had recommended Rs. 85—110 both for semi-skilled and skilled workers and the scale of Rs. 85—128 was recommended for skilled staff. We prefer to treat the Rs. 85—110 and Rs. 85—128 scales as essentially semi-skilled scales as we find them working often in the same establishment at broadly comparable levels. The bulk of the posts on Rs. 75—95 scale are in the Defence establishments where it is occupied not only by artisan categories but also by non-artisan staff. We understand that the Ordnance Factories are already engaged in the process of identifying the really semi-skilled trades and jobs and upgrading them to Rs. 85—110 and the grade of Rs. 75—95 is, therefore, expected to disappear fairly early. The number of posts in Rs. 80—110 and Rs. 95—110 are relatively small. This leaves only the scales of Rs. 75—110 in the Railways and the P&T and Rs. 85—110 and Rs. 85—128 in the Defence Establishments. We do not consider it practicable to recommend more than one level for the semi-skilled category within the pay range available.

8. At the skilled level while the Railways and the P & T department have a single long scale (Rs. 110—180), the Defence Establishments have as many as three to ten scales which are segments of the long scales. Most of these are overlapping scales which are disliked by the unions. It has been pointed out that too many scales involve fine gradations which it is not easy to identify and to administer. For instance, it would be extremely difficult to decide whether a particular job should be allotted a scale of Rs. 110—155 or Rs. 110—140 or Rs. 110—131. On the other hand, it would be relatively easier to decide whether in a particular case Rs. 110—155 should be given or Rs. 140—180. All evidence submitted to us points to the conclusion that one long scale or two short scales (which are segments of the long scale) should be sufficient to meet all reasonable demands.

9. In regard to the highly skilled category, out of the five scales recommended by the Second Pay Commission only three are of real importance, viz. Rs. 130-212, Rs. 150-240 and Rs. 175-240. We have considered whether a single scale or two scales should be provided for the highly skilled staff. It is our opinion that with the growing and rapid advancement in technology and increasing sophistication of equipment the need for highly skilled grades will increase rather than diminish. Provision of two scales in this category would enable workers to retain their keenness and efficiency and also serve as an incentive for those in the lower highly skilled grades to improve their skills and to strive for promotion by displaying improved performance.

10. On an overall consideration of theoretical principles and practical needs, we therefore, think that the following number of scales would be appropriate :

Unskilled	1 scale
Semi-skilled	1 scale
Skilled	1 long scale and 2 short scales as segments of the long scale.
Highly Skilled	2 scales.

11. We now proceed to formulate the pay scales for these various levels.

As the unskilled staff in the workshops are on par with the other lowest grade of Class IV staff, it would be appropriate to recommend the same scale for unskilled workshop staff as for the other Class IV staff. We accordingly recommend the scale of Rs. 185-220.

12. Coming to the semi-skilled level, we have kept in view the demand of the NFIR that in the revised pay structure the maximum of the semi-skilled scale should not be restricted to the minimum of the skilled scale. It has been argued by them that there is no similar restriction on the maximum of the unskilled or skilled grades. Further, outside the workshop, the operating and other categories corresponding to the semi-skilled grades in workshops have avenues of promotion to higher grades which reach beyond the equivalent of the minimum of the skilled scale. On the considerations set out above, we recommend one

scale to replace the present six semi-skilled scales as shown below :—

Existing Scale Rs.	Proposed Scale Rs.
75-95 } 75-110 } 80-110 } 85-110 } 95-110 } 85-128 }	200-280

The employees on the existing scale of Rs. 75-95 in Defence Establishment and in other departments should be allowed to proceed beyond the maximum of Rs. 240, applicable to non-workshop staff in the scale of Rs. 75-95, only subject to their passing the prescribed trade tests of the standard applicable for getting into the existing workshop scale of Rs. 85-110 on the corresponding grade. We further recommend that in view of the complaint of the Defence Employees' Organisations that some of the workers borne on the scales of Rs. 85-110 and Rs. 85-128 are doing work which is regarded as "Skilled" in other departments, the posts on these scales should, where necessary, be re-classified after proper evaluation so as to fit these posts into the semi-skilled or lower skilled categories, as the case may be.

13. It has also been urged before us that the pay scale of a skilled artisan should be comparable to that of a Lower Division Clerk (LDC). Such an equivalence has already become well-established in organisations which have only one scale at this level. We, therefore, recommend the following revised scales in replacement of the existing scales :—

Existing Scale Rs.	Proposed Scale Rs.
110-131 } 110-139 } 110-143 } 110-155 } 125-155 }	260-350
130-185 } 140-175 } 140-180 } 150-180 }	320-400
110-180 } 125-180 } 130-175 } 130-205 }	260-400

The posts which are on the existing scales (Rs. 100-130 and Rs. 100-142) should be suitably re-classified into semi-skilled or lower skilled grades after a reassessment of the jobs. Pending such re-classification they should be allotted the scale of Rs. 225-308. Similarly posts in the scale of Rs. 130-205 should also be properly classified either into the upper skilled grade or into highly skilled grade II. Pending this, they should be fixed as shown above.

14. We have considered it necessary to improve the scales of the highly skilled category for two reasons. Firstly, the highly skilled grade marks the apex grade for skilled workmen and it should thus be comparable to the grade of Upper Division Clerk. Secondly, we have recommended an improved scale for the Ministries in workshops and if a corresponding improvement is not made for highly skilled staff, there would be a tendency to gravitate to supervisory posts. This might result in losing a highly skilled worker and getting an indifferent supervisor. We accordingly propose the following scales to replace the existing rules :—

Existing Scale Rs.	Proposed Scale Rs.
130-212 } 150-205 }	330-480
150-240 } 175-240 } 205-240 }	380-560

15. It has been suggested to us by some technical experts that new trades and processes requiring higher skills and new equipment with high degree of precision and sophistication have been developed and introduced in the field of electronics, instrumentation, automatic cutting tools etc. during the last decade or so. These developments call for a much higher level of operative skill and technical knowledge than before. Further, much of the new equipment, being highly sophisticated is also expensive and required to be handled with care, as defective operation can cause heavy damage. For efficient use the machines have to be fully utilised during working hours, and this adds to the work-load and responsibility of the operator. The pay structure should reflect these additional requirements. Other considerations advanced in support of the proposal are that the creation of a new grade of Master Craftsman would be an incentive to the highly skilled artisans to remain in their own line and not try to become Supervisors where their special skills cannot be productively utilised in operational jobs. It would also help the Government to retain the highly skilled staff in many critical trades for which there is considerable demand outside.

16. We accept the force of these arguments and recommend the creation of a new grade of Master Craftsman in the scale of Rs. 425-640. In order to avoid the new scale suggested by us for the Master Craftsman becoming a normal promotion level, we suggest the following criteria for allotment of this grade :—

- (i) trades where this grade would be useful should be identified in advance. Even in these trades the posts in this grade should be allowed only as personal to the incumbent who is adjudged to possess the requisite skill;
- (ii) work norms and standards of precision and operative skill should be laid down for the Master Craftsman's grade and these should, of course, be higher than for the highly skilled Grade I; and

- (iii) elevation to Master Craftsman's grade should be subject to the passing of the trade test to ensure that criterion at (ii) above is satisfied.

We further suggest that in order to ensure a uniform approach and standards in this matter an inter-departmental committee should work out further detailed criteria for the allotment of this grade.

17. Some employees' organisations including the Indian National Defence Workers' Federation (INDWF) and the All India Defence Employees' Federation (AIDEF) have asked for the appointment of a Classification Tribunal for the purpose of classifying various trades on the basis of the job content and fitting the employees into the scales recommended by us. They apprehend that if the work of classification is not carried out in a systematic manner, the existing anomalies will get perpetuated as the workers will get fitted into the new scales primarily on the basis of their existing scales which, according to them, do not correctly reflect the skills, duties, responsibilities and difficulties involved in the job. Both the Secretary, Defence Production, and the Director General of Ordnance Factories also emphasised the need for reviewing the existing categorisation of workshop staff. We observe that the Second Pay Commission had recommended the constitution of expert bodies consisting of a technical expert conversant with the content and responsibilities of the various jobs in a workshop, a person with experience of wage problems and a neutral chairman with experience in wage adjudication for the purpose of allocating workshop jobs to the scales recommended by the Commission. It had further suggested that the recommendations made by the various bodies should be coordinated by a common chairman, or a joint meeting of the chairmen of all the bodies. We understand that the Government did not accept this recommendation and decided that expert bodies need be constituted only when disputes arose in respect of fitment of workshop staff in the new pay scales recommended by the Second Pay Commission. Subsequently, however, departmental committees were set up in the P. & T., the Railways and Defence Establishments (Civilian) to look into the classification of trades.

18. We appreciated the force of the arguments urged in support of the demand for proper classification of workshop jobs, which reinforced our own conclusions based on our examination of the matter and our first hand impressions of visits to some workshops. We, however, realised that it would not be possible for us to undertake job evaluation, as we had neither the time nor the experience for such work. We, therefore, suggested that Government might consider the desirability of setting up expert bodies under various Ministries to go into the question of reviewing the existing categorisation of workshop staff serving under them. We also suggested the need for installing a coordinating machinery simultaneously with the setting up of the expert bodies, so that a uniform approach is adopted by the various classification bodies. We have been informed by Government that with the exception of the Railways, all the major employing ministries have agreed to

take steps to set up expert committees for reviewing the existing categorisation of workshop staff. In the case of Railways, a one-man Committee was appointed in 1969 to review the existing classification of all categories of artisan staff in the workshops and for prescribing standard trade tests. This Committee does not seem to have carried out job evaluation/classification in the strict sense of the term. It appears that a Joint Committee consisting of the representatives of the Railways and the workers' organisations has been set up to study the report of the one-man Committee and arrive at agreed conclusions before final decisions can be taken. Government has also agreed to set up an inter-departmental coordination machinery for ensuring a reasonable measure of uniformity of standards in the process of recategorisation.

19. We have recommended the number of levels and the pay scales considered suitable by us and we have also suggested the correspondence between the existing scales and the revised scales. The initial allotment of revised scales to these categories should be on the basis of correspondence suggested by us. Eventually, however, fitment of the categories into the proposed scales should be made on the basis of the recommendations of the expert bodies. We have recommended the cautious adoption of job evaluation techniques over a limited sphere, particularly for industrial and fairly standardised jobs, as an experimental measure*. We would only add here that the concerned authorities may consider the feasibility of trying out these methods on a selective basis to assist them in re-categorising the posts in the industrial establishments.

20. It would be appropriate to discuss here the incentive schemes in the various departments. Under the incentive scheme in force in the Railway production units and workshops, the basic wages are guaranteed to all the workers. Time is the yardstick for measuring work and a standard time is fixed for a given job on the basis of a time and motion study for an average worker. Different percentages are added for gauging, handling, fatigue and personal allowances etc. A production and bonus allowance of 33-1/3% is also added to the standard time. The scheme is based on the concept that an average operative when working under non-incentive conditions is assumed to be working at a rating of 60 units. The same average operative when working under incentive conditions could be expected to improve his rating to 80 units i.e. 33-1/3% more. Hence, an allowance of 33-1/3% is added as a production and bonus allowance. It is expected that an average operative would complete an operation in 3/4th of the allowed time. The time saved/lost on the time 'allowed' in each operation is calculated separately for each worker and the loss/gain is balanced for each wage period. The ceiling limit on "profit" is fixed at 50% of the time taken in each of the operations.

21. The hourly rates of pay for the purpose of calculating rates for incentive bonus are based on the weighted mean of the pay scales allotted to the cate-

gories eligible for the incentive bonus. Only basic pay is taken into account excluding dearness allowance, house rent allowance, etc.

22. The scheme covers supervisors up to the level of Chargemen in the Rs. 335—425 grade but does not cover Foremen nor the staff in the production control, inspection, mill-wright, tool room and yard organisations. Chargemen and essential indirect workers are eligible for incentive bonus at 80% of the average percentage of the bonus earned by the direct workers supervised and/or assisted by them. Mistries, however, get 100% of the average percentage of profits earned by the direct workers under their control. The staff who are put on incentive working are not normally required to work on overtime.

23. We are informed that roughly 60% of the staff in the repair and maintenance workshops has been brought under the incentive scheme. The percentage of coverage in the production units is a little higher. According to the figures furnished to us, it appears that as a result of the incentive schemes there has been an overall increase in productivity of 53.8% since 1957-58.

24. The main demands regarding the incentive scheme on the Railways are that the hourly rate should be calculated on actual pay instead of on the mean of the scale; that dearness allowance should not be excluded for the purpose of calculating hourly rates for incentive bonus; that incentive bonus should be treated as pay on the analogy of a percentage or running allowance being treated as pay for certain purposes; and that the incentive scheme should be extended to staff in the production control, inspection, mill-wright and tool room sections.

25. We have examined these demands carefully. We are not persuaded that there is a case for inclusion of dearness allowance for the calculation of hourly rates under the incentive bonus scheme as the incentive payment is made for work during the normal duty period in addition to basic pay and allowances. Further, the basis of any incentive scheme is an equitable sharing of the increased productivity on an agreed basis between the employer and the employees. Various components are involved in calculation of the incentive rate and if one component is sought to be varied, it will involve corresponding adjustment in the other components so that the net effect is the same. As for calculation of hourly rates on actual pay, it would, in our opinion, add to clerical work all round without conferring a commensurate advantage. In fact we feel that with the improvement in pay scales we have recommended, Government should consider either revising the standards for earning incentive bonus or calculating it on the minimum of the scale instead of the weighted mean. The demand for treatment of incentive bonus as pay on the analogy of running allowance is apparently based on a misconception. In the case of running staff part of their emoluments is given in the form of running allowance and is, therefore, reckoned as pay. Part of the running allowance is also intended to cover travelling allowance. The allowance has been in existence for long and is taken into account when determining the pay scales of the running staff.

These considerations do not apply to the incentive bonus. On the other hand, incentive bonus is paid in addition to basic wages for putting in extra effort during normal hours of work. It is more in the nature of an additional financial payment for the extra productivity of the worker and does not have the characteristics of pay for determining pension, leave salary etc. In the private and public sectors also, it appears that it is not customary to treat incentive bonus as pay. We accordingly reject the demand. The maintenance and service shops have been generally excluded from the incentive scheme, as we understand that the jobbing and repair operations are not susceptible to measurement with the requisite precision. The Railways are, however, understood to be examining the feasibility of extending the scheme to those staff and sections of service shops where the operations are amenable to fairly precise work measurement.

26. In the Ordnance Factories, about 70 per cent of the total staff are said to be covered under the incentive scheme which is based on the principle that an efficient worker putting in normal effort should be able to get an additional 25 per cent of his wages as incentive profit. The estimates of standard time rates include this 25 per cent allowance. The hourly rate for a job is calculated by dividing the mean of the pay scales of the relevant grade by the average man hours per month viz. 195. The incentive scheme is applicable to either individual piece-work or gang piece-work. In the latter system the total incentive payment arrived at is divided proportionately among the various categories of workers in proportion to their actual pay. The semi-skilled and skilled workers engaged on the maintenance of machines are given a flat incentive equal to 50 per cent of the average profit of the shop to which they are attached and the skilled maintenance workers not attached to any particular shop but working for the factory as a whole are given 50 per cent of the profit earned by the factory. Unlike in the Railway incentive scheme, there is no ceiling on the profits in the Ordnance Factories. Another peculiar feature is that piece-rate workers, if required to work overtime, are paid for each hour of overtime an additional allowance calculated on the aggregate of monthly basic pay plus all allowances.

27. The major grievance of the staff in regard to the incentive scheme is that it does not guarantee the basic time wage for the period worked. This question was considered by the Second Pay Commission who recommended that the basic time wage should be guaranteed, whatever the earnings may be on the basis of piece-rates. We would reaffirm this recommendation as it is somewhat anomalous that a piece-rate worker should earn less than his basic pay while idle time wages equal to basic wages are allowed on occasions when adequate work is not provided or when there is break-down of machinery etc. It is also a little odd that the guaranteed pay for skilled workers should be the same as for semi-skilled workers. We are not in favour of incentive workers being put on overtime and we would suggest discontinuance of this practice except when it is absolutely unavoidable in special circumstances.

28. In the P & T Department, an incentive scheme has been introduced in telecommunication factories

and covers nearly 90 per cent of the staff. The hourly rates for incentive bonus are calculated as 75 per cent of the basic hourly wages at the minimum of the scales for direct workers and as 37½ for indirect workers. Dearness allowance as in force in 1964 is also added to the minimum of the pay to arrive at incentive rates. The incentive staff are not being required to work overtime.

29. The workers in the Government of India presses had been on a piece-rate system since long but it has been withdrawn for the last few years and a new scheme recommended by the National Productivity Council has not yet been implemented, because of the apprehensions of the workers that if the scheme implemented they would earn less than what they are getting with overtime. We understand that the earlier piece-rate system had produced very good results and while it may not be feasible to go back to the piece-rate system, Government should introduce a well-conceived bonus scheme as early as possible to maintain efficiency and productivity in the Government of India presses. We have reason to believe that over-

time is being abused in the Presses, and that production per man shift could be greatly improved.

II. Technical Supervisors in Railway Workshops

30. We now turn to consider Technical Supervisors in the Railway, Defence and P & T Workshops. The Railways have a large number of workshops for carrying out repair and maintenance of rolling stock (locomotives, coaches and wagons), electrical and signalling equipment, plant and machinery and other items. These shops, though primarily intended for carrying out regular and periodical repairs and maintenance of rolling stock and other assets, are also partly used to manufacture components and even rolling stock. In addition, there are three main production units, namely, Chittaranjan Locomotive Works (CLW), Diesel Locomotive Works (DLW) and Integral Coach Factory (ICF) for the manufacture of electric and diesel locomotives and passenger coaches respectively.

31. The supervisory staff in the workshops comprise Mistries, Chargemen and Foremen. The table below gives their number and scales of pay:—

TABLE III

Designation	Scale of pay	Number of Posts in each Department				
	Rs.	Mechanical	Electrical	Civil-Engg.	Signal & Telecom.	Total
1	2	3	4	5	6	7
Shop Superintendent	450-575+ Rs. 150 Spl. Pay	760	358	24	22	1164
Foreman 'A'/Assistant Shop Superintendent	450-575					
Foreman 'B'	370-475	781	274	—	26	1081
Foreman 'B' (Civil Engg.)	335-485	—	—	64	—	64
Foreman 'C'	335-425	2130	624	—	28	2782
Chargeman 'A'						
Chargeman 'B'	250-380	2385	732	79	60	3256
Chargeman 'C'	205-280	3079	1814	155	85	5133
Mistry Grade I	150-240	6013	1398	738	130	8279
Mistry Grade II	130-212	459	154	268	56	937
TOTAL		15607	5354	1328	407	22696

The posts of Chargemen in Mechanical Workshops are distributed on Percentage basis:

Chargeman 'A'	28%
Chargeman 'B'	35%
Chargeman 'C'	37%

32. **Mistries:** This category constitutes the base of the supervisory grade. The posts of Mistries are filled by promotion of the artisan staff in the skilled or highly skilled Grade II. The Mistries are in turn eligible for promotion, along with artisans in highly skilled Grade I, to 20 per cent of the vacancies of Chargemen 'C'. The Mistries are in charge of sub-section and are responsible for supervision and guidance of the artisan staff working under them, for allocation of duties to them, for distribution of work and for proper out-turn.

33. The main grievance of this category is that their grade (Rs. 150-240) is lower than that of the highly skilled worker Grade I (Rs. 175-240) whom they supervise. During the course of oral evidence, the Railway Board conceded that the Mistries had often to allocate work to the highly skilled staff and also to coordinate flow of material to them. In the circumstances we recommend for the Mistries the same scale as recommended for highly skilled workers Grade I viz. Rs. 380-560. We wish to emphasize here that wherever the post of a Master Craftsman is created it should be ensured that the Mistries do not supervise their work in any manner.

34. We are informed that there are some Mistries in the scale of Rs. 130-212 who are skilled artisans and in addition are responsible for supervising a certain number of staff. They are, however, classified as 'supervisory' but are treated as skilled artisan staff for the purpose of eligibility of overtime under

the Factories Act and other matters, unlike the Mistries in Rs. 150-240 grade who are treated as wholly supervisory. Since the Mistries in the lower grade do not obviously supervise the work of highly skilled grade I workmen, we consider that the scale of Rs. 330-480 would be appropriate for them.

35. **Chargemen:** Chargemen are in three grades. There is direct recruitment to the lowest grade to the extent of 50 per cent from candidates who are diploma-holders and are below 30 years. They are trained for a period of two years. 25 per cent of the vacancies are reserved for skilled artisans who are already in service and fulfil the educational qualification of matriculation and are below 33 years. The remaining 25 per cent of the vacancies are filled by promotion of Mistries and highly skilled artisans Grade I. The Chargemen in the lowest grade have promotional avenues to the higher grades of Chargemen for Foremen. There is provision for 25 per cent direct recruitment of engineering graduates to the grade of Chargemen 'A' (Rs. 335-425).

36. The Chargemen are responsible for the efficient working of the sections under their control, and have a special responsibility in incentive shops for the maintenance of production at the required level by proper distribution of work and supply of materials, tools, drawings, etc., in time.

37. **Foremen:** In the repair & maintenance shops where the incentive schemes are in force there are at present two grades of Foremen, namely, Foremen 'B' (Rs. 370-475) and Foreman 'A' (Rs. 450-575). In the three production units, however, the scale of Assistant Superintendents has been revised from Rs. 370-475 to Rs. 450-575. Shop Superintendents are also in the same scale (Rs. 450-575) but they are entitled to a special pay of Rs. 150 per month. In the Civil Engineering Workshops Foremen 'B' are in the grade of Rs. 335-485.

38. The duties of Foremen are similar to those of Chargemen except that they have a wider jurisdiction and have overall responsibility for the efficient operation of the Shop as a whole. They are also responsible for stores accounting and for ancillary establishment matters.

39. Above the Mistry level there are thus at present five levels—three for Chargemen and two for Foremen. Both the Railway federations have suggested two grades of Chargemen and two grades of Foremen. The Association representing technical supervisors has suggested three levels, namely, Chargemen, Assistant Superintendents and Superintendents. During evidence, the official witnesses told us that two grades of Chargemen and two grades of Foremen were necessary. Having regard to all relevant factors, we consider that four levels, two each for Chargemen and Foremen, should suffice for meeting the present supervisory needs.

40. The Technical Supervisors' Association has claimed higher rates of remuneration on the grounds of increase in the range of their functions due to modernisation of rolling stock, increased sophistication and range of equipment and introduction of incentive schemes. It has also referred to the unsatisfied demand in the engineering industry for the services of experienced and capable workshop supervisors, and in support has given statistics of supervisors who have

left the Railways for more lucrative employment in the private and public sectors. We understand that 102 workshop supervisors had left the Railways during the period 1966-71. Further the Association has drawn attention to the recommendations of the various Accident Inquiry Committees (Kunzru and Wanchoo Committees) regarding the need for improving the pay scales and status of all supervisory categories on the Railways.

41. Before we proceed to recommend the pay scales for this group, it appears desirable to discuss a related matter. The Second Pay Commission had recommended that in production workshops, as distinguished from repair workshops, the maximum of the scale of the Foreman should be raised to Rs. 650 with an efficiency bar at Rs. 575. In their opinion the Foreman's vital role in production units and the fact that there was considerable demand outside for the services of experienced and competent technical supervisors justified the higher maximum they were recommending. The Railway Board did not accept the recommendation for a higher scale of pay in the interest of preserving a uniform pattern of pay scales for all the Railway departments. Instead, they decided to grant a special pay of Rs. 150 which was already in force in the Chittaranjan Locomotive Works. They also decided to upgrade the pay scale of Assistant Shop Superintendents in production units from Rs. 370-475 to Rs. 450-575. Both the National Federation of Indian Railwaymen (NFIR) and the Technical Supervisors' Association have pressed the claim of Foremen 'A' and 'B' in repair shops for grant of special pay on the ground that the work done in the repair shops is no less important or arduous than in the production units. Further, it has been urged that most of the repair shops in the Railways are also engaged in manufacture of components and some of them are also producing wagons, tower cars, cranes, etc., which used to be procured from outside in the past.

42. We find that the grant of special pay to Foremen in the repair shops had been raised by the NFIR before the Miabhoy Tribunal. The Tribunal's findings are that the work and responsibility of Foremen 'A' and 'B' in repair shops do not materially differ from the work and responsibility of their counterparts in the production units who are designated as Shop Superintendents and Assistant Shop Superintendents. The Tribunal has accordingly recommended that Foremen 'A' in Railway workshops should also be granted a special pay of Rs. 150 per month and that the Foremen 'B' should be given a higher grade of Rs. 450-575 on the analogy of similar treatment accorded to the Assistant Shop Superintendents in production units. This recommendation has since been accepted by Government.

43. Apart from the question of parity in pay scales or emoluments between the Foremen in the repair shops and the production units, our attention has been drawn to another aspect which is also causing difficulties. The exclusion of the Foremen from the incentive scheme introduced in the production units and in workshops has led to distortion in the pay structure. Supervisors up to the level of Chargemen 'A' are entitled to incentive earnings as well as overtime and as a consequence their total emoluments generally exceed those of Foremen 'B' by Rs. 80 to Rs. 100 per month

and sometimes even those of Foremen 'A'. Improvements in the pay scales of Foremen or the lines decided by the Tribunal will help in rectifying this imbalance to some extent. If a more satisfactory solution is considered administratively essential, it may be necessary also to modify the incentive scheme and the hourly rates within the framework of the revised pay structure. Official witnesses in the course of the evidence agreed in general with the need for improving the emoluments of the Foremen in view of the introduction of the incentive scheme but they preferred a scheme of special pay to higher scales of pay. We, however, would prefer a higher scale of pay to special pay, as the addition to work or responsibilities in these posts is of a permanent nature which would justify placing them in a higher grade. Further, the incumbents of these posts are not normally liable to transfer to non-workshop posts. Yet another reason is that the system of special pay generally works out to be more and not less expensive than a higher scale of pay.

44. Taking into account the demands and suggestions of the Federations and Associations, the views of the official witnesses and the verdict of the Miabhoy Tribunal, we recommend the following scales of pay for the technical supervisors both in the repair workshops and the production units:—

Designation	Existing scale Rs.	Proposed Scale Rs.
Chargemen 'C'	205-280	425-700
Chargemen 'B'	250-380	
Chargemen 'A'	335-425	550-750
Foremen 'C'	335-425	
Foremen 'B'	335-485	700-900
(Civil Engineering)	370-475	
Foremen 'B'	370-475	
Assistant Shop Superintendents (Production units)	450-575	840-1040
Foremen 'A'	450-575	
Shop Superintendents (Production Units)	450-575 + Spl. Pay Rs. 150	

It would be necessary to redistribute the posts in the Civil Engineering workshops in the revised scales shown above. This is a matter which can best be decided by the Railway administration.

45. Above Foreman 'A' we recommend a special grade of Principal Foreman for whom the upper segment of Class II scale viz. Rs. 840—1200 will be suitable. In recommending the introduction of this special grade we have taken into account the high level of emoluments which are available to the highest grade of Foreman outside Government service. Moreover, there are likely to be Foremen who though excellent in their own line on the shop floor might be found unsuitable for promotion as officers in the administrative or managerial lines. We are not conceiving of a specified number of posts being created in this grade. On the other hand, the posts in this grade should be created on a personal basis as reward for specially meritorious work and proven efficiency in improving out-turn and maintaining discipline. Safeguards should be introduced to ensure that these posts do not degenerate into normal promotional posts but are reserved for a select band of outstanding Foremen.

46. The Technical Supervisors who are in charge of repair and maintenance of locomotives in the loco sheds may be dealt with on the same lines as recommended above, as their method of recruitment, qualifications and duties are similar to those of their counterparts in the workshops. We understand that the differences such as exist between the loco sheds and the workshops are generally unfavourable to the former.

III—Technical Supervisors in Defence Workshops

47. The supervisory staff in the Defence Workshops are distributed over 9 scales of pay. A wide variety of nomenclature exists for posts involving the same duties and responsibilities. The categories comprised in this group, their number and scales of pay are given in the table below:—

TABLE IV

S. No.	Scale of pay Rs.	DGOF	EME	AOC	NAVY	AIR FORCE	GRAF	R & D	DGI	TOTAL
1.	450-25-650	612	—	—	97	—	—	—	389	1098
2.	450-25-575	—	—	6	76	—	—	207	—	289
3.	370-20-450-25-500	1129	—	—	—	—	—	213	556	1898
4.	335-15-485	997	141	22	70	6	76	99	307	1718
5.	250-10-290-15-380	1977	405	—	91	277	36	186	606	3578
6.	205-7-240-8-280	6414	—	45	638	1	82	159	950	8289
7.	150-5-160-8-280-10-300	—	305	—	—	—	—	—	—	305
8.	150-5-175-6-205-7-240/175-6-205-7-240	29	—	—	—	—	—	196	1861	2086
9.	150-5-175-6-205-7-240	115	—	91	16	—	281	—	—	503
Total		11273	851	164	284	988	475	1060	4669	19764

DGOF : Director General Ordnance Factories.
 EME : Electrical & Mechanical Engineers
 AOC : Army Ordnance Corps.
 GRAF : General Reserve Engineer Force
 R & D : Research & Development
 DGI : Director General Inspection

48. The duties of these categories of staff are generally the same as those of the corresponding categories in the Railway and other workshops.

49. The posts in Rs. 150—240 grade are invariably filled by promotion of tradesmen. The next grade of Rs. 175—240 is also usually filled by promotion except that in the R&D and DGI Establishments, seventy five per cent of the vacancies in this grade are filled by direct recruitment of Science Graduates or Diploma holders. The next higher grade of Rs. 205—280 is also generally a promotional grade, except that in the DGI one third of the vacancies occurring in this grade are again filled by direct recruitment of Science Graduates or Diploma holders. On the recommendation of a departmental committee (Devnath Committee) the scale of Rs. 150—300 has been introduced with effect from 1-1-1971 in the EME in lieu of the existing scales of Rs. 150—240 and Rs. 205—280, and is in process of being introduced in the AOC, Navy and Air Force also.

50. The Chargemen who constitute the middle supervisory level are in two grades viz. Rs. 250—380 and Rs. 335—485. 20% of the posts in the Rs. 250—380 grade in the Ordnance Factories and 33-1/3% of such posts in the R&D and DGI are filled by direct recruitment of diploma holders/engineering graduates in the Ordnance Factories and of Science graduates/Diploma holders or matriculates with 3 years' supervisory experience, in the other two. In the EME direct recruitment is usually made to 25% of posts in Rs. 250—380, the remaining being filled by promotion of 'A' grade tradesmen with not less than 8 years' total service. As regards the grade of Rs. 335—485 there is direct recruitment to 33-1/3% of the vacancies in the R&D and DGI and to 50% in the AOC from amongst engineering graduates or diploma holders with 3 years' experience. At the next three higher levels also there is direct recruitment to the extent of 33-1/3% in either the R&D or DGI or in both the establishments. The need for such direct recruitment at successive levels in the R&D and DGI establishments of persons possessing more or less similar qualifications may be reviewed by the Government. It seems to us that direct recruitment could be confined to the grades of Rs. 175—240, Rs. 250—380 and Rs. 335—485, the qualifications for the last one being an engineering degree and for others a science degree or a diploma respectively.

51. The Indian National Defence Workers Federation has proposed five grades in all, viz. two grades of Supervisors, two grades of Chargemen and one grade of Foremen. The Indian Ordnance Factories Supervisors Association has suggested three grades viz. one for Supervisor, one for Assistant Foreman and one for Foreman. During evidence, the Secretary, Defence Production was of the view that two levels of Chargemen and two levels of Foremen should be adequate. The Director-General, Ordnance Factories also was in favour of four grades, two each for Chargemen and Foremen. In addition, he suggested that there should be one level of Supervisor below the Chargemen.

52. The existing classification of the supervisory posts in the Defence Workshops (except in the DGOF)

into Part I and Part II cadres is based on the classification of the trades. Certain trades considered to require greater skill have been grouped in Part I and allotted higher pay scales not only for the supervisory staff but for the artisan staff also. Even for the artisan staff we have not recommended different sets of pay scales based on trade classification. We feel that a differentiation in the pay scales of supervisory staff on the basis of nature of skills required by the artisan staff supervised would be even less justified.

53. There are at present four different scales for the posts at the lowest supervisory level. We consider that for these posts the scale of Rs. 380—560 would be appropriate. We suggest that most of these posts should be filled by promotion from the lower grade of skilled artisans.

54. For Chargeman 'B' in the scale of Rs. 250—380 we recommend the scale of Rs. 425—700. At least 33-1/3 per cent of the posts in this grade should be filled by direct recruitment from amongst diploma-holders in engineering or science graduates with a minimum of 55 per cent marks. Should it become necessary to recruit diploma-holders with experience, they may be given a higher start upto Rs. 470 in the proposed scale. The next higher level is that of Chargemen 'A' (Rs. 335—485) for whom we recommend the scale of Rs. 550—750. A proportion of these posts (not less than 25 per cent) should also be filled by direct recruitment of engineering graduates.

55. We recommend that above the Chargemen there should be two levels of Foremen, as against the existing one grade of Assistant Foreman (Rs. 370—500) and two grades of Foremen (Rs. 450—575 and Rs. 450—650). The number of posts in the scale of Rs. 370—500 is greater than that in the lower grade of Chargeman 'A' on Rs. 335—485. Government should have the complements in this grade re-examined. Similarly, there is need for a review of the complements in the grade of Rs. 450—650 particularly in the DGI and the Navy. We understand that on the recommendation of the Devnath Committee, Government will be revising the grade structure in certain organisations (viz. EME, AOC, Navy and Air Force). It appears that the intention is to have the higher grades of Rs. 450—575 and Rs. 450—650 in these organisations where they do not exist at present.

56. We recommend that the posts in the scale of Rs. 370—500 in the DGOF should be given the improved scale of Rs. 700—900 corresponding to the existing scale of Rs. 450—575. In respect of the posts in the R&D and DGI in the scale of Rs. 370—500 a view may be taken by Government as to whether they should all be taken to Rs. 700—900 or only a proportion of the posts should be upgraded to Rs. 700—900 and the rest placed in the scale of Rs. 550—750. We have earlier referred to the need for a review of the developments in these two organisations. As regards the posts in Rs. 450—575 and Rs. 450—650 in conformity with our recommendations in the case of Railway Workshops, these posts should be placed in the scale of Rs. 840—1040. It is not, however, clear whether the grade of Rs. 450—575 has been introduced in the AOC and Navy as a result of the recommendations

of the Devnath Committee by upgrading posts in the scale of Rs. 335—485. If so, a further upgradation would not be called for and such posts may be given only the replacement scale of Rs. 700—900. In regard to the posts in this grade (Rs. 450—575) in the R&D, Government may decide whether all these posts or a proportion should be upgraded to Rs. 840—1040. We further recommend that the current distinction between production shops and repair shops need not be maintained in future and the revised scale recommended by us for the existing scale of Rs. 450—650 be made applicable to the Foremen in all shops alike.

57. Above the Foremen, we recommend the introduction of a special grade of Principal Foreman for whom the upper segment of Class II scale viz. Rs. 840—1200 will be suitable. This grade is recommended for those Foremen who are excellent as heads of the shops but are not considered suitable for promotion as officers. These posts should be created on a personal basis as reward for meritorious work and proven efficiency in improving out-turn and maintaining discipline on the shop floor.

58. To sum up, our recommendations are as follows:—

	Existing scale Rs.	Proposed Scale Rs.
1	2	3
Level I	150-240 175-240 150-300 205-280	380-560
Level II	250-380	425-700
Level III	335-435	550-750
Level IV	370-500 450-575	700-900
Level V	450-575 450-650	840-1040
Special Grade Principal Foreman		840-1200

59. With the introduction of the new pay scales recommended above; we suggest the withdrawal of certain concessions enjoyed by the Technical Supervisors in the Defence Workshops. One is that even Assistant Foremen and Foremen are at present entitled to overtime allowance. Secondly, the Technical Supervisors in the Ordnance Factories and Base Establishments are continuing to enjoy the facility of rent-free accommodation despite the recommendations of the Second Pay Commission that such facility should be discontinued. In our opinion, there is no justification for the retention of these benefits by this class of staff especially after the substantial improve-

ments made in their pay scales. The practice elsewhere does not also support continuance of these concessions.

IV. Supervisory staff in the P&T Workshops

60. The designations, numbers and scales of pay of the supervisory staff in the three telecommunication factories of the P&T Department are shown below:—

TABLE V

Designation	Scale Rs.	No. of posts
1	2	3
Technical Assistants	210-380	96
Incentive Supervisor	205-280	1
Leading Hand	175-240	1
Chargemen	150-240	213

61. The Chargemen correspond to the Ministries of the Railway Workshops and represent the lowest supervisory level. Their duties also are more or less comparable to those of Ministries and similar categories elsewhere. The posts are filled by promotion of skilled and highly skilled workers on the basis of trade tests. We recommend for them the same scale as for corresponding level of posts in the Railway and Defence Workshops viz. Rs. 380—560. This scale would be suitable for the Leading Hand (Rs. 175—240) also.

62. There is a post of Incentive Supervisor which we understand has been created on an experimental basis for promotion of incentive scheme in the telecommunication factories. Recruitment to this post is from Chargemen with at least five years' service in the grade. For this post we recommend the scale of Rs. 425—640.

63. The Technical Assistants constitute the highest non-gazetted supervisory grade at the shop floor level. Their duties are to assist the Assistant Engineers in technical and production matters. 50 per cent of the vacancies are filled by direct recruitment, the minimum qualification being a post-matriculation diploma in engineering of three years' duration. The remaining 50 per cent of the vacancies are filled by promotion, through test of skilled and highly skilled workers, and certain other categories of staff who are matriculates and have put in at least five years' service. The Technical Assistants are eligible for promotion as Assistant Engineer subject to their passing a departmental examination. We suggest for them the scale of Rs. 425—700.

64. Unlike in the Railway and Defence Workshops, there are no intermediate supervisory grades between the Technical Assistant and the Assistant Engineers. Government may examine the desirability and feasibility of introducing such levels.

CHAPTER 20

COMMON CATEGORIES

I. Teachers and other Educational Staff

We consider in this section the pay scales of the teachers and other staff working in primary, middle, high and higher secondary schools maintained by the Ministries of the Government of India as well as those working in similar schools under the Delhi Administration. The total number of the teaching staff is 16,576 of whom over ten thousand teachers and other school staff are working under the Delhi Admi-

nistration. The bulk of the teaching staff under the Government of India proper are employed under the Ministries of Defence and Railways, who run regular schools for the wards of their employees. The rest are employed in the following other Departments viz., Atomic Energy, Labour & Rehabilitation, Social Welfare, Health and Irrigation & Power.

The teachers are on 52 different scales under the Government of India alone. The concentration is however, in 12 scales as given in the table below:—

TABLE showing the distribution of teachers and other educational staff

Designation	Pay Scale Rs.	Railways	Defence	Other Ministries	Delhi Administration	Total
1	2	3	4	5	6	7
1. Principal, Higher Secondary School	(i) 700-40-1100-50/2-1250 (ii) 700-40-980-EB-40-1100 400-30-640-EB-40-800	16	5	289	27	310
2. Headmaster, High School and Vice-Principal, Higher Secondary School		26	4	27		57
3. Post Graduate Teacher	(i) 350-25-400-30-700 (ii) 300-25-600-300-25-600	289	15	2377	2377	639
4. Headmaster, Middle School			8	327		
5. Trained Graduate Teacher	(i) 250-20-450-EB-15-550 (ii) 220-10-280-15-400-EB-20-500	972	147	15	6913	6913
6. Headmaster, Primary School	(i) 220-15-310-20-430 (ii) 220-10-280-EB-15-400	154	26	446	446	180
7. Primary School Teacher	(i) 165-10-215-15-275-EB-15-350 (ii) 135-5-160-8-200-EB-10-290-EB-15-320 (iii) 125-5-160-8-200-EB-10-290-EB-15-320	1806	259	781	781	2065
Total from 1 to 7		3264	464	15	11160	14903
8. Other scales		150	343	1180		1673
Grand Total		3414	807	1195	1116	16576

- N.B. (i) The figures given above include other categories of staff such as Physical Training Instructors, Craft & Art Teachers, Drawing Teachers, etc. who happen to be on the same scales.
 (ii) 15% of the permanent posts in the undermentioned categories of teachers in Delhi Administration are in the following selection grades:—
 (a) Primary School Teacher—Rs. 340-20-400; (b) Headmaster Primary School Rs. 400-25-500.
 (c) Trained Graduate Teacher—Rs 550-30-700; (d) Post Graduate Teacher—Rs. 600-40-800 (e) Headmaster, Middle School—Rs. 600-30-630-40-750.

2. The scales of pay of teachers are related to the qualifications required for the posts. The minimum qualifications prescribed are as follows:—

- (1) Primary School Teachers. Matriculation or Higher Secondary followed by the prescribed training course in teaching.
- (2) Teachers in Middle Schools and High Schools. A Degree followed by a Diploma or Degree in Education.
- (3) Teachers in Higher Secondary Schools who have to take Class XI. A Post-graduate Degree with a Diploma or Degree in Education.

In the case of Head Masters of High Schools and Principals of Higher Secondary Schools the pay scales are related to the qualifications and the nature of duties of the incumbents as well as the status of the schools.

3. The pay scales of the Teachers, Head Masters etc., in the schools under the Delhi Administration were revised thrice since the report of the Second Pay Commission. The first revision was carried out in December, 1967, the Second in May, 1970, and the third in September 1971. It is understood that the revised scales of September 1971 were given

retrospective effect from May, 1970. The scales as revised in May 1970 in the Delhi Administration have been applied to the teachers in the Ministry of Railways and in the Ministry of Defence. The September, 1971 scales for the teachers under the Delhi Administration have not, however, been adopted in the Ministries of Railways and Defence nor have the other Ministries uniformly adopted even the May, 1970 scales of the Delhi Administration.

4. A new feature that was introduced while revising the scales of teachers under the Delhi Administration in September, 1971 was the provision of Selection Grades for all the categories of teaching staff except for the Head Masters of High Schools and Vice-Principals and Principals of Higher Secondary schools. As compared to the scales which the Education Commission had in view, we note that the revised scales adopted in September, 1971 are generally more favourable and further, the scales that have now been adopted have a shorter span than the twenty years which that Commission had envisaged.

5. The association of Railway School Teachers has demanded considerable improvement in their scales, in addition to the provision of a senior grade in each category of teacher, in which 20 per cent of the posts in the main grade should be placed. The associations of teachers in the schools run by the Directorate General Ordnance Factories have demanded that their scales should be higher than those of teachers working elsewhere in view of their liability to be transferred throughout the country. These teachers as well as the Railway teachers have demanded that the qualifications of a teacher should determine the emoluments rather than the classes which he teaches. The teachers under the Delhi Administration have proposed scales which are higher than what were sanctioned to them in the revision carried out in September, 1971. They have also desired that the selection grade should be 25 per cent of the respective category of teachers. Headmasters of the middle schools under the Delhi Administration have contended that their pay scale was not revised in the revision made in September, 1971, while that of the Post Graduate Teacher who was on a par with them was revised upwards. They say that the selection grade given to the Trained Graduate Teacher (Rs. 550—700) is higher than the main

grade of the middle school headmaster (Rs. 300—600) and in this they apprehend an anomaly since a selection grade trained graduate teacher would on promotion as headmaster of the middle school be placed in a lower scale. The Head Masters of the Middle Schools have asked for a scale higher than the Post-Graduate Teacher.

6. We have carefully considered these demands. To base the remuneration only on the qualifications of the incumbents and not on the duties actually performed is not an acceptable proposition. There is, however, substance in the complaint of the Middle School Head Masters of the Delhi Administration. We think the parity which was established between this category and the Post Graduate Teacher in May, 1970 should be restored. The revision of the pay scales for the teachers under the Delhi Administration in September 1971, were, however, subject to the outcome of our enquiry and we have accordingly reconsidered the matter. Having regard to the increases that have taken place at frequent intervals in the last five years in the pay scales of teachers under the Delhi Administration, we have come to the conclusion that while the existing total emoluments should be broadly protected, no further increases are called for in these scales. We have, however, satisfied ourselves that the scales that we are recommending on this basis do not result in lower increases over the total emoluments available before the September, 1971 revision, than the increases that we have suggested for corresponding scales in respect of other categories generally. We have also felt that the time span and the incremental steps of the pay scales of the teachers and those of the other categories should more or less conform to the same pattern. As regards selection, grades, our approach has been that these should generally be provided only where promotion avenues are manifestly inadequate. We have not made an assessment of the actual avenues of promotion available to the Delhi teachers; nevertheless, since selection grades have been granted to them we do not wish to disturb the arrangement, and we would recommend that similar selection grades should also be provided for teachers in the other schools run by the Ministries of the Government of India. Based on these considerations we prescribe the following revised pay scales for the various grades of the teaching staff:—

TABLE

Designation	Existing scale of pay		Proposed scale of pay	Proposed Selection *Grade
	Delhi Administration	Railways & Defence		
1	2	3	4	5
	Rs.	Rs.	Rs.	Rs.
Primary Schools Trained Teacher	—	125-320 (Matric Trained)	290-560	530-620
	165-350	135-320 (Higher Secondary Trained)	330-560	530-620

*15% of the permanent posts on these scales will be on the Selection Grade indicated against each.

1	2	3	4	5
Headmaster	220-430	220-400	425-640	600-750
Middle Schools				
Trained Graduate Teacher	250-550	220-500	440-750	740-880
Headmaster	300-600	300-600	550-900	775-1000
High Schools and Higher Secondary Schools				
Post Graduate Teacher	350-700	300-600	550-900	775-1000
Headmaster of High School and Vice-Principal of Higher Secondary School	400-800	400-800	650-1200	There will be no Selection Grade for these categories.
Principal of Higher Secondary School	700-1100	700-1100 700-1250	1050-1600	-do-

7. For the other school staff like physical education teachers, art and craft teachers and librarians working in the schools, suitable revised scales should be fixed after taking the existing relativities or parities into account. Laboratory Assistants are now on the scale of Rs. 125-10-195-EB-15-300 with a Selection Grade of Rs. 275-20-375. The revised scales, of Rs. 290-500 for the main grade and of Rs. 470-580 for the Selection grade, would be appropriate.

8. In the Ministry of Defence there are three categories of teachers which are peculiar to that Ministry. They are :

- (i) The Civilian Educational Instructors employed in the Navy and the Air Force;
- (ii) The Civilian school Masters employed in Electrical and Mechanical Engineering, Military Engineer Service, and the Navy; and
- (iii) Assistant Masters, Masters and Principals in the Military Schools.

The Civilian Educational Instructors conduct Hindi classes for officers and teach Hindi and other subjects to Airmen, etc. They are in the scale of Rs. 170-380 in the Navy and on Rs. 170-280 in the Air Force. The qualification prescribed for recruitment is a Degree with B.T. or L.T. and a sound knowledge of Hindi. These Instructors should be on par with similar categories in the Hindi Teaching Scheme of the Government. We recommend the following revised scales :—

Civilian Educational Instructors,

Navy — Rs. 425-640

Civilian Educational Instructors;

Air Force — Rs. 330-560

9. The Civilian School Masters are in two scales of pay, viz. Rs. 130-300, for graduates and Rs. 110-180 for non-graduates. These school masters are engaged in teaching recruits upto the Army Third Class Certificate which is considered equivalent to Class IV on the civilian side. These duties are also carried out partly by combatants. 25 per cent of such staff in the non-static units and 50 per cent

in the static units are said to be drawn from among combatants. No particular professional training in education has been prescribed for the Civilian School Masters, and accordingly we recommend the scale of Rs. 260-400 for the non-graduate and the scale of Rs. 330-560 for the graduate.

10. In the Military Schools, there are 54 posts of Assistant Masters and 61 posts of Masters who are on the scales of Rs. 250-425 and Rs. 325-680, respectively. The posts of Assistant Masters are to be filled normally by transfer of surplus staff, failing which there is direct recruitment from among graduates trained in teaching. We recommend for these posts the revised scale of Rs. 440-750 (as for Trained Graduate Teacher) with a Selection Grade of Rs. 740-880. Masters are promoted from among Assistant Masters with five years' service in the grade. The scale of Rs. 550-900 (as for Headmasters of Middle Schools) with a Selection Grade of Rs. 775-1000, would be appropriate.

11. Teaching staff in other Departments :—The pay scales and distribution of these posts are given in the Table below :—

TABLE

Pay Scales (Rs.)	No. of Posts				
	La- bour & Reha- bilita- tion	Social Wel- fare	At- omic Ene- rgy	Hea- lth	Irri- gation & Power
	(1)	(2)	(3)	(4)	(5)
1. 275-275-300-15405-EB-20-425-25-550-EB-25-700	1	—	—	—	—
2. 275-10-295-15-490-20-550	—	—	6	—	—
3. 250-10-290-15-470	—	—	1	—	—
4. 250-10-290-15-350-EB-20-450	18	—	—	—	—
5. 250-15-295-20-375-EB-25-425	2	—	—	—	—
6. 220-10-280-15-400-EB-20-500	—	5	—	—	—
7. 210-10-290-EB-15-395	1	—	—	—	—
8. 170-10-290-EB-15-380	43	10	6	—	—

No. of Parts

Pay Scales Rs.	La- bour & Reha- bili- tation	So- cial Wel- fare	At- omic Ener- gy	Hea- lth	Irri- gation & Power
	(1)	(2)	(3)	(4)	(5)
9. 160-8-256-EB-8-280-10-300	3	11	—	—	—
10. 150-150-5-160-6-190-EB-6 220-10-240-240-EB-12½-290	20	—	—	—	—
11. 150-5-160-8-240	—	—	—	3	—
12. 130-5-160-8-280-10-300	—	5	—	—	—
13. 126-4-150-5-160-8-240-10- 270	—	—	16	—	—
14. 118-4-170-5-200-EB-5-225	30	—	—	—	—
15. 115-5-130-6-16-EB-10-190- 15-220	79	—	—	—	—
15. 115-5-130-6-160-EB-10-180	2	—	—	—	—
17. 110-4-150-5-225	—	—	—	—	1
18. 110-3-131-4-155-EB-4-175 5-180	10	4	—	—	—
19. 100-4-120-5-130-EB-5-155	15	—	—	—	—
20. *100-3-130-EB-3-142	13	—	—	—	—
21. 100-3-130	48	—	—	—	—
22. 90-2½-100-EB-4-140-EB- 5-170	327	—	—	—	—
23. 85-2½-100-EB-4-140	370	—	—	—	—
24. 80-1-85-2-95-EB-3-110	16	—	—	—	—
25. 80-1-85-2-95	18	—	—	—	—
TOTAL :	1016	35	29	3	1

*Special pay of Rs. 5/- for 2 posts; special pay of Rs. 2/- for 4 posts.

12. There are differences in the qualifications prescribed for these posts as also in the nature of duties. In some cases we have been informed that the recruitment rules have not been finalised, and in some others, that the rules of the relevant State Governments have been applied. In the Department of Social Welfare, some of the posts are in the vocational training centres and the incumbents perform functions which are ancillary to the main task of vocational training. In these circumstances, we have found it difficult to suggest specific revised scales for the posts individually. We recommend that for posts for which the recruitment qualifications are the same as for similar categories in the Ministry of Railways and Defence, and where the duties performed are also comparable, the appropriate revised scales and selection grades prescribed earlier for such categories should be adopted. In other cases suitable substitutes may be decided upon, keeping in view the revised scales that we have recommended for other comparable categories in each of the organisations in which the teaching posts exist.

II-Storekeeping Staff

13. There are a number of Class III posts or storekeepers in various Ministries, which can be conveniently discussed as a common category. The number of such posts is now 18,558 (as against 10,396 at the time of the Second Pay Commission), the break-up of which, scale-wise, is given in the Table below :

TABLE

Pay scales Rs.	De- fence	Rail- ways	Mines & Me- tals	Hea- lth	Oth- ers	To- tal
	2	3	4	5	6	7
110-3-131-4-17½-180	6254	—	77	92	1134	7557
110-4-170-5-200/225	—	—	—	—	39	39
130-5-160-8-200	304	—	—	—	—	304
130-5-175-6-205/212	4	—	—	—	1	5
130-5-160-8-216	703	—	—	—	206	909
130-5-160-8-272	—	—	—	—	20	20
130-5-160-8-280/300	15	372	198	109	342	1036
150-5-175-6-205/240	273	—	—	—	54	327
150-5-250	—	—	—	—	1	1
150-5-160-8-280-10-300	2231	—	—	—	3	2234
150-300/200-300	913	—	—	—	43	956
168-8-280-10-300	—	—	—	—	7	7
175-6-205	1	—	—	—	—	1
180-10-290-15-380	—	—	—	—	9	9
200-10-290-15-365/380	29	—	—	—	1	30
205-7-240-8-280/300	—	—	—	—	103	103
210-10-290-15-320	—	1175	114	—	33	1322
210-10-290-15-335	481	—	—	—	6	487
210-10-290-15-380/425	7	—	1	46	133	187
210-10-270-15-450-20- 530	—	—	—	2	—	2
240-8-280-10-300	—	—	—	—	1	1
250-10-290-15-380	716	—	—	—	2	718
270-10-290-15-350/380	240	438	—	16	16	710
270-10-290-15-485	577	—	—	—	125	702
270-15-435-20-575	—	—	—	1	—	1
320-15-530	—	—	—	—	6	6
325-15-475	—	—	—	—	1	1
325-15-475-20-575	2	—	—	—	3	5
335-15-425	549	—	—	—	1	550
335-15-485	—	135	—	—	3	138
335-15-425-25-575	—	—	—	—	1	1
350-20-450-25-475	—	—	22	—	6	28
370-20-450-25-550	74	—	—	—	—	—
450-25-575	—	76	—	—	3	79
350-25-575	—	—	—	—	8	8
	13373	2196	412	266	2311	18558

14. As can be seen from the above table, about 72 per cent of these posts are under the Ministry of Defence, and 11 per cent are under the Ministry of

Railways. The distribution of these posts in the various organisations under the Ministry of Defence is as follows :—

TABLE

Pay Scale Rs.	Navy	Air Force	Ordnance Factories	A.O.C.	R.&D. & DGI	E.M.E.	M.E.S.	Others	Total
110-180	540	—	1238	2456	359	244	1205	212	6254
130-200*	—	—	—	284	—	20	—	—	304
130-212	—	—	—	—	—	—	—	4	4
130-216	—	—	—	—	—	—	703	—	703
130-300	—	—	—	—	—	—	—	15	15
150-240	1	—	—	—	167	58	—	47	273
175-205	—	—	—	—	—	—	—	1	1
150-300	349	723	—	1158	1	—	—	—	2231
150/200-300	—	—	—	—	140	—	643	130	913
200-365	—	—	—	—	—	29	—	—	29
210-335	—	481	—	—	—	—	—	—	481
210-425	—	—	—	—	—	—	—	7	7
250-380	159	—	—	443	89	—	—	25	716
270-380	—	240	—	—	—	—	—	—	240
270-485	—	—	—	—	—	—	577	—	577
325-575	—	—	—	—	—	—	—	2	2
335-425	50	160	116	133	41	—	—	49	549
370-550	13	—	61	—	—	—	—	—	74
	1112	1604	1415	4474	797	351	3128	492	13373

*Wasting category of selection grade storekeepers in A.O.C. and E.M.E.

15. We find that there is little uniformity in the designation, pay scales and method of recruitment in regard to these posts even though they belong to a single occupational group. Our analysis of the data pertaining to such posts in the different departments shows that there is considerable scope for reducing the existing multiplicity of pay scales and levels. In view of the concentration of these posts in the organisations under the Ministry of Defence and the Ministry of Railways, we have attempted to rationalise the existing grades of storekeepers on the basis of the structure, method of recruitment and allocation of work between the different grades pertaining to posts under these two Ministries. Owing to the relatively fewer posts under the other Ministries and Departments, we think it should be possible for them to adopt the pattern of scales recommended by us.

16. The duties of the storekeeping staff relate primarily to the procurement, receipt, proper storage, distribution and accounting of stores of various kinds. The type and range of stores carried by the various stores depots differ widely, ranging from spare parts and items required for production and maintenance workshops, medicines and medical equipment to MT spare parts and spares for aircraft and ships, chemicals and clothing. Above a certain level, the storekeeping staff share the responsibility for the safe custody of the stores and for this purpose they are also generally required to furnish security for amounts ranging from Rs. 500 to Rs. 1,500.

2 M of Fin./73—15.

17. Storekeepers' posts at the lowest level are borne on the scale of Rs. 110—180 prescribed also for the Lower Division Clerks. These posts are generally filled by direct recruitment for which matriculation is the prescribed qualification, but in some organisations they are also filled by the promotion of Class IV staff like packers. In this connection, the associations representing the storekeepers have demanded that their equation with the clerical category is not fair because of a larger range of duties, and the responsibility that they have for the safe custody of stores. This demand was made before the Second Pay Commission also but was not accepted. We find that the storekeepers on Rs. 110—180 work under immediate supervision and they are entrusted with the maintenance and checking of simple records and other routine work of a clerical nature, such as preparation of lists, posting entries in registers, etc. In our view the sum total of duties discharged by storekeepers on Rs. 110—180 does not add up to a job larger in size than that of the Lower Division Clerks in most offices. Further, it is our impression that promotion prospects in the storekeepers' stream are greater than in the clerical stream. This is also borne out by the fact there is normally no dearth of volunteers among the clerical staff for entry into the storekeepers' stream. On the Defence side, some establishments follow the practice of prescribing fixed ratios between the different grades of storekeepers which have been reviewed and improved on occasions. We, therefore, recommend that posts of storekeepers on Rs. 110—180 should be placed on the scale of Rs. 260—400.

18. We find that storekeeping posts at the level of Rs. 110—180 exist in all the organisations under the Ministry of Defence except in the Air Force where the lowest level of storekeepers (Grade IV), are in the scale of Rs. 150—300. The posts are filled by direct recruitment for which a Degree is the prescribed qualification. In our view, there is bound to be a certain number of posts having routine duties (in the Air Force) which can be held by matriculate storekeepers without impairing efficiency. A similar view, we find, was expressed by a Departmental Committee which recently went into the grade structure of storekeepers in the various Defence establishments. We would, therefore, suggest that the position in the Air Force should be re-examined and a proportion of the posts of Storekeepers Grade IV falling vacant in the future should be down-graded to the existing level of Rs. 110—180 and placed on the revised scale of Rs. 260—400 recommended by us for posts at that level.

19. At the next level above, the most common scales of pay, e.g., Rs. 130—216 in the Military in the Defence establishments. This scale which is slightly higher than that prescribed for the Upper Division Clerks was recommended by the Second Pay Commission in consideration of the fact that the qualification prescribed for direct recruitment was a Degree as compared to Intermediate or lower in the case of the Upper Division Clerks. We have already mentioned that a Degree is now the prescribed qualification for direct recruitment to the grade of Upper Division Clerks. On that ground *inter alia* we have recommended a higher starting salary for the Upper Division Clerks. In our view, there is no need for making any distinction between the Storekeepers at this level and the Upper Division Clerks. We, therefore, recommend for the Storekeepers at this level the scale of Rs. 330-560. We recommend the same scale for the post of Store Delivery Clerks in the Railways which are today on Rs. 130—280.

20. We find that in certain organisations, the Storekeepers at the above level have been allowed lower scales of pay, e.g., Rs. 130—216 in the Military Engineer Services (MES) and Rs. 150—240 in the Research and Development, Electrical and Mechanical Engineering (EME) and Directorate General of Inspection (all under the Ministry of Defence). Generally, all these posts are filled by promotion of Storekeepers borne on the Lower Division Clerk's scale of pay. In these organisations, the next level of posts of Storekeepers is on the scale of Rs. 200-8-280-10-300 and these are also filled by promotion. In the case of Military Engineer Services, however, the scale of Rs. 200—300 is applicable only to the promotees and the direct recruits are given the scale of Rs. 150—300. We feel that the posts on the scale of Rs. 130—216 and Rs. 150—240 can along with the grade of Rs. 200—300 be fitted into a single integrated grade without causing any administrative difficulty. Such a step was taken in 1961 in the Army Ordnance Corps where the Storekeepers' grades of Rs. 150—240 and Rs. 200—300 were merged into a single grade of Rs. 150—300. We, therefore, recommend that all the posts in the grades of Rs. 130—216, Rs. 150—240,

Rs. 150—300 and Rs. 200—300 should be given the grade of Rs. 330—560. In the Directorate General, Armed Forces Medical Services, one-third of the posts on Rs. 200—300 are filled by direct recruitment. We recommend that these posts should also be placed on the scale of Rs. 330—560 and the direct recruits, who besides being graduates possess some experience of handling medical stores, can be given up to five advance increments on this scale depending on the length of experience required.

21. At the next higher level, there are posts of Storekeeper, Grade III in the Air Force on the scale of Rs. 210—335 and of Wardkeepers in the Railways on the scale of Rs. 210—320. For these we recommend the scale of Rs. 425—600. Posts at this level are not available in the other organisations under the Ministry of Defence. We recommend that a proportion—not exceeding 1/3rd—of the posts which are today on Rs. 200—300 should be upgraded and given this scale. In the case of Army Ordnance Corps where the grades of Rs. 150—240 and Rs. 200—300 were combined earlier, a similar proportion of posts which would have continued on Rs. 200—300 but for the merger in 1961 should also be similarly upgraded. In the Navy where also this level is missing, we would recommend that a small proportion of the posts which are today on Rs. 150—300 should be upgraded to this level as that would bring about a uniform pattern in the various organisations under the Ministry of Defence. This proportion can be determined having regard to the complements in the various depots at lower levels, and the proportions adopted in other branches for the various grades.

22. At the next higher level of storekeepers, the usual scale in the organisations under the Ministry of Defence is Rs. 250—330 except in the Air Force where the slightly higher scale of Rs. 270—380 is in vogue. In the Railways, the scale of Rs. 270—380 applies to the posts of Assistant Storekeepers. All these posts are promotion posts. We recommend that all these posts should be accommodated in the scale of Rs. 455—700.

23. In the Electrical and Mechanical Engineering organisation under the Ministry of Defence 29 posts of Storekeepers, Grade III are on the scale of Rs. 200-10-290-15-365. Thus at present there are no posts corresponding to those which we have placed in level III and level IV. On behalf of the Storekeepers in the EME, it has been represented that there is no justification for giving them lower scales as compared to the storekeepers at corresponding levels in the Army Ordnance Corps. We find that the repair and maintenance work was taken out of the Army Ordnance Corps in 1943-44 and organised separately under the newly-created EME. At that time, the role envisaged for the storekeepers in the EME was a modest one since the Ordnance Stores Sections attached to the EME Base Workshops were to be staffed by the storekeepers of the Army Ordnance Corps. We understand that the position has changed considerably in recent years with the expansion in the role of the EME Base Workshops and the disbanding of the Ordnance Stores Section attached thereto, with the

result that now the entire stores work in EME has been entrusted to the EME storekeepers. In these circumstances, we recommend that the 29 posts of storekeepers on Rs. 200—365 should be suitably allocated between the scales of Rs. 425—600 and Rs. 455—700.

24. The next higher category posts of storekeepers in most organisations under the Ministry of Defence are on the scale of Rs. 335—425. Except in the Ordnance Factories and the Navy, this is the highest level of posts at the Class III level in these organisations. In the Railways, the posts at the corresponding level are those of Depot Storekeepers on the scale of Rs. 335—485. All these posts are filled by promotion from the grade next below. Considering the broad comparability in duties and responsibilities of the posts at this level in all these organisations under the Ministry of Defence and as between the Ministry of Defence and the Ministry of Railways, we recommend that the posts on Rs. 335—425 under the Ministry of Defence and posts on Rs. 335—485 in the Railways should be given the scale of Rs. 550—750.

25. In the Military Engineer Services, the position at this level is different from the other organisations in that the post of Supervisor (Barracks and Stores) Grade I has been placed on the long scale of Rs. 270—485 which spans the range covered by the two scales of Rs. 270—425 and Rs. 335—485. Considering the special requirements of the MES, we recommend for this post the scale of Rs. 470—750. We notice that in the General Reserve Engineer Force (Border Road Development Board), the pattern of scales adopted for posts of storekeepers is the same as in the Military Engineer Services and we recommend that this similarity should be maintained in bringing the storekeepers' posts in this organisation also over to the revised scales recommended by us for the storekeeping posts in the MES.

26. The highest Class III posts in the Railways in the storekeepers' group are those of the Depot Storekeeper, Grade I, on the scale of Rs. 450-25-575. On the Defence side the posts of Storeholders in the Ordnance Factories and Senior Foremen of Stores in the Navy at this level are on the scale of Rs. 370-20-450-25-550. We recommend that all these posts, 76 in the Railways and 74 in Defence, should be placed on the scale of Rs. 700—900.

27. Our recommendations for posts of Storekeepers in Class III in the various organisations under the Ministry of Defence and in the Railways may be summarised as follows:—

	Proposed scales (Rs. p.m.)
Level I	260-400
Level II	330-560
Level III	425-600
Level IV	455-700
Level V	550-750
Level VI	700-900

In the MES and GREF, there will be one grade, combining level IV and level V, on the scale of Rs. 470—750.

28. In the establishments under the Ministries other than those of Defence and Railways, most of the posts of storekeepers can be given the revised scales according to the pattern recommended above. There are, however, a few posts in the storekeeping group in the other Ministries which are borne on the standard scales provided for the clerical staff. Considering the small number of such posts as also the fact that these are generally filled by the transfer or promotion of staff in the clerical grades, we recommend that these posts should be given the appropriate revised scales recommended by us for the corresponding clerical categories. For the remaining posts indicated below which are borne on odd scales of pay, we recommend appropriate Storekeepers' scales as shown against each.

TABLE

No. of posts	Existing scale Rs.	Proposed scale Rs.
20	130-5-160-8-200-EB-8-256-EB-8-272	330-560
2	150-5-175-6-205	330-560
52	150-5-175-6-205-7-240	330-560
7	168-8-280-10-300	330-560
1	200-10-290-15-380	425-600
99	205-7-240-8-280	330-560
4	205-7-240-8-280-10-300	425-600
1	240-8-280-10-300	425-600
8	270-10-290-15-350	425-600
1	210-10-270-15-450-20-530	470-750
6	320-15-530	550-750
28	350-20-450-25-475	550-750

For the residuary posts, for which we have not recommended any equivalent scales, the administrative departments may fit them into either the storekeepers' scales, or any other appropriate standard scale.

29. There are 3320 Class IV employees who are specifically employed on duties connected with the Storekeeping functions. These are distributed on 7 scales as shown below:

Rs.	
95-110	13
85-110	21
80-110	1,165
80-95	6
75-110	7
75-95	569
75-98	1,539
	<u>3,320</u>

It would be seen that the most populous scales are Rs. 80—110, Rs. 75—95 and Rs. 75—89. We do not think that the variety of jobs at this level would justify seven scales. We recommend that posts on the scales of Rs. 95—110, Rs. 85—110, Rs. 80—110 and Rs. 75—110 should be given the scale of Rs. 200—260; posts on the scales of Rs. 80—95 and Rs. 75—95, the scale of Rs. 190—240; and posts on Rs. 75—89, the scale of Rs. 190—232.

III. Fire Service Staff

30. The main departments which employ fire service staff in sizable numbers are Defence, Civil Aviation, Atomic Energy and Railways. So far as the Railways are concerned, we have covered these posts along with the personnel of the Railway Protection Force since the fire service staff constitute a wing of that Force. We discuss in this section as a common category the Class III and Class IV posts of the fire fighting staff employed in the Ministries of Defence, Civil Aviation, and Atomic Energy. The number of the posts in this group in other departments is very small and they can be given the revised scales in the light of the scales recommended by us in this section.

31. The lowest category of Class IV Fire Service Staff *viz.*, Fireman Grade II are generally placed in the scale of Rs. 75—95. They can get promoted to the post of Fireman Grade I which is in the scale of Rs. 80—110. We suggest that posts in these scales may be brought on the revised scales of Rs. 190—240 and Rs. 200—260 respectively.

32. The table below gives the department-wise position with regard to the number of Class III posts and pay scales :—

TABLE

Pay Scale Rs.	De- fence	Civil Ato- Avia. mic tion Ener- gy	Others	Total
210-10-290-EB-15-320-EB-15 425.	..	..	10	10
250-10-290-15-380	6	..	..	2 8
205-7-240-8-280	46	23	..	7 76
150-5-175-6-205-EB-7-240	124	182	..	3 309
130-5-175-6-181	140	..	..	9 149
131-4-155-EB-4-175-5-180	..	5	36	.. 41
110-3-131-4-175-5-180	..	829	..	13 842
110-3-131-4-139	..	..	76	12 88
105-3-135*	2,429	..	..	42 2471
TOTAL	2,745	1,039	122	88 3,994

*Of this number, the posts of Fire Engine Drivers on the scale of Rs. 105-3-135 in Defence have been upgraded to Rs. 110-3-131-4-155 this scale being allowed to those holding a M.T. driving licence.

33. As can be seen from the above table, there are significant differences in the pay scales and structures adopted for this category in the different depart-

ments. We have examined the qualifications prescribed for these posts in the different departments and also the duties and responsibilities entrusted to this group of employees in the above departments. In our view, the existing dissimilarities are not justified and there is scope for rationalisation. A suggestion to this effect has also been made by the National Fire Service College, Nagpur.

34. The federations and associations representing fire service staff have asked for substantial increases in pay scales because of the risks and hazards involved in their work and the operational requirement of remaining in a state of alert most of the time. The associations have also highlighted the existing disparities in pay scales as between the different departments and the higher emoluments admissible to the personnel of the Delhi Fire Service.

35. Although the revised scales suggested by the associations are very much on the high side, we feel there is substance in the points urged by the staff manning important fire stations at the airports, atomic energy installations, ordnance factories, ammunition dumps, etc. The fire service staff have to constantly remain alert and efficient so that they can operate the fire-fighting equipment effectively whenever there is an emergency, and often they have to function under very difficult conditions. The staff have also to be well versed in first-aid techniques and rescue operations. With improvement in fire-fighting techniques, the level of skill and knowledge required by the fire service staff is likely to rise in the future and we learn that some departments are already considering an enhancement in the qualifications prescribed for direct recruits.

36. While we are inclined on these considerations to improve the scale for the fire service staff, we are unable to agree that there should be parity generally with the pay scales given to, say, the Delhi Fire Service personnel. The frequency of fire alarms and actual outbreaks of fire are much greater in congested cities like Delhi than in the Government-run establishments where safety precautions are better observed and fire hazards are generally less. In metropolitan cities, besides normal hazards such as fires in over-full warehouses containing inflammable materials, the fire-brigade has to deal with arson, and may have to face mob-fury. Further, for certain organisations under the Government, the functions may be specialised and entirely different from those of a normal fire service.

37. The lowest Class III scale for fire service personnel is Rs. 105-3-135 prescribed for the post of Leading Hand (Fire) in the Defence establishments. Posts of Drivers on this scale have already been upgraded to Rs. 110-155 and this scale has been allowed to those possessing a driving licence. Promotion to the post of Leading Hand (Fire) is made from among Fireman, Grade I on the scale of Rs. 80—110. It has been pointed out to us that Leading Hands (Fire) have often to supervise drivers of fire engines on the scale of Rs. 110—155, which is not reasonable. We recommend that all posts of Leading Hand (Fire) should be given the scale of Rs. 260—350. The same scale should be given to posts of Fire Engine Drivers in the Defence organisations at present on Rs. 105—135 and to Firemen in the Department of Atomic

Energy and Fire Engine Drivers in the Survey of India, who are today on the scale of Rs. 110-3-131-4-139.

38. While generally the posts of the lowest grade of Fire Operator are on the scale of Rs. 75—95, those in the Department of Civil Aviation are on the scale of Rs. 110-180. These posts are filled by direct recruitment with a promotion quota of 20 per cent for suitable Class IV personnel. The qualification prescribed is Middle Pass but the standards of physical fitness are quite stringent. The Department of Civil Aviation has informed us that a proposal to raise the qualification to matriculation is under consideration. Considering the importance of fire services at airports etc., and the special equipment handled, we recommend that the comparatively higher scale allowed to Fire Operators in this Department should be continued. We recommend for these posts the scale of Rs. 260—400. Some posts at this level in the departments of Civil Aviation and Atomic Energy, which require some supervisory responsibilities in addition, are on the scale of Rs. 131-4-175-5-180. We recommend for these posts the scale of Rs. 320—400. With a view to ensuring a broad uniformity at this level between the departments of Defence and Civil Aviation, we further recommend that a certain proportion, say one-third, of the posts of Leading Hand (Fire) in the Defence establishments should be placed on the Selection Grade of Rs. 320—400. The Selection Grade Leading Hands should be selected after a trade test for promotion to this level.

39. While the supervisory post of Fire Foreman in the Department of Civil Aviation is on the scale of Rs. 150—240, the pattern in the Department of Defence is to have two grades of supervisors on the scales of Rs. 130—181 and Rs. 150—240. In our view, having two grades of Supervisors at this level in the Department of Defence is not necessary particularly in view of our recommendation that one-third of the posts of Leading Hand should be admitted to a higher scale. We would, therefore, recommend the merger of the posts of Supervisors (Fire) Grade I and Grade II. For this combined grade of Supervisors in the Defence establishments and of Fire Foremen in the Department of Civil Aviation, we recommend the scale of Rs. 330—480.

40. At the next supervisory level, the scale of Rs. 205—280 has been provided for the posts of Civilian Assistant Fire Master/Assistant Superintendent (Fire) in Defence and Senior Fire Foreman in Civil Aviation. Posts at this level also exist in certain other departments, e.g., Sub-Inspector (Fire), Grade I in the Railways and Assistant Fire Superintendent in the Border Roads Organisation. Recruitment to this post is made by promotion as also directly for which the qualification prescribed is matriculation with diploma in fire-fighting and some experience. We recommend for these posts the scale of Rs. 380—560. In the Survey of India, there is no post at this supervisory level and we suggest that a suitable proportion of posts on the existing scale of Rs. 110—180 may be brought over to this level viz. Rs. 380—560.

41. Five posts in the Research and Development Organisation of the Ministry of Defence and one in the Navy are on the scale of Rs. 250-10-290-15-380. While the post of Deputy Assistant Fire Officer under

Naval Headquarters is filled by promotion of Civilian Assistant Fire Master on the scale of Rs. 205—280, the five posts of Junior Instructor (Fire) in the R. & D. Organisation are filled by direct recruitment for which qualifications prescribed are matriculation and diploma in fire-fighting from a recognised institution. We recommend for these posts in the Navy and in the R. & D. Organisation of the Ministry of Defence the scale of Rs. 425—700.

42. In the Department of Atomic Energy, there are 10 posts of Sub-Officers (Fire) on the scale of Rs. 210—425 for which the qualifications prescribed are comparable to those prescribed for posts on Rs. 250—380 in Defence. It would be noticed that in the Department of Atomic Energy, two intermediate supervisory levels which exist in the Departments of Civil Aviation and Defence are missing. We would recommend that half the posts of Sub-Officers (Fire) in the Department of Atomic Energy should be at the level of Senior Fire Foreman in the Department of Civil Aviation and Assistant Superintendent (Fire) in the Department of Defence. The rest should be given the scale of Rs. 425—700. Necessary transitional arrangements can be introduced to safeguard the interests of the existing incumbents of the posts so that they do not suffer any immediate loss of emoluments.

IV. Drivers of Motor Vehicles

43. In this section we propose to consider the pay scales appropriate for drives of motor vehicles operating on roads and drivers of tractors etc., normally operating in fields, construction projects and on open roads. We have not considered here the cases of drivers of vehicles operating normally in factories, enclosed spaces or on rail or trolley lines, as these specialised categories have been dealt with along with other posts.

44. The number of drivers of motor vehicles in the employ of the Central Government has risen from about 8,300 at the time of Second Pay Commission to about 24,000 in 1971. In the Central Police formations there are another about 3,800 drivers in various police ranks whose scales of pay will be discussed along with other police personnel. The number of motor drivers in various scales of pay are indicated in the Table below :—

TABLE

Sl. No.	Scale of pay	Drivers of light/medium/heavy vehicles including staff cars	Tractor Drivers	Despatch Rider/Motor Cycle/Scooter Driver	Total
1	2	3	4	5	6
	Rs.				
1.	335-15-485	1	..	..	1
2.	205-7-240-8-280	2	..	..	2
3.	175-6-205-7-240	63	..	..	63
4.	150-5-175-6-205-7-240	37	..	..	37

TABLE—contd.

Sl. No.	Scale of pay	Drivers of light/medium/heavy vehicles including staff cars	Tractor Drivers	Despatch Rider/Motor Cycle/Scooter Driver	Total
1	2	3	4	5	6
	Rs.				
5.	130-5-175-6-205-7-212	38	..	..	38
6.	150-5-175-6-205	2	23	..	25
7.	140-5-180	..	172	..	172
8.	139-4-175-5-180	4	..	..	4
9.	131-4-175-5-180	4,106	..	..	4,106
10.	125-3-131-4-155-5-180	3	..	..	3
11.	110-3-131-4-175-5-180	4,466	103	4	4,573
12.	140-5-175	2	392	..	394
13.	125-3-131-4-155/140-5-175	23	..	..	23
14.	135-4-155	..	..	3	3
15.	125-3-131-4-155	1	..	..	1
16.	110-3-131-4-155	28	..	..	28
17.	105-3-135-4-155	9	..	..	9
18.	110-3-131-4-143	13	3	..	16
19.	110-3-131-4-139	14,001	61	217	14,279
20.	110-3-131	1	..	2	3
21.	105-3-135	77	3	..	8
	TOTAL	22,877	757	226	23,860

45. Although there are 21 scales of pay for drivers, 96 per cent of these posts are in the scales of Rs. 110—139, Rs. 110—180 and Rs. 131—180. The Table below indicates the distribution of posts in the above scales of pay in the major employing Ministries:—

TABLE

Scale of pay	Railways	P&T	Defence	Mines & Metals	Other Departments	Total
1	2	3	4	5	6	7
Rs.						
110-139	..	88	10,037	1,099	3,085	14,279
110-180	1,641	1,443	6	282	1,202	4,574
131-180	..	..	3,879	..	227	4,106
Other scales	114	100	195	32	473	914
	1,755	1,601	14,117	1,413	4,987	23,873

46. Drivers are normally appointed from amongst candidates (including serving Class IV employees) who possess a valid driving licence for light, heavy duty vehicles and some experience in driving and maintenance of such vehicles. The Second Pay Commission recommended the following two scales of pay for the drivers of motor vehicles:—

(i) Rs. 110-3-131-4-139

For drivers of light motor vehicles such as motor cars and jeeps, and of medium transport and goods vehicles.

(ii) Rs. 110-3-131-4-155-EB-4 175-5-180

For drivers of heavy vehicles.

47. There have been some changes in the pay scales of drivers of motor vehicles after the report of the Second Pay Commission. The Grade II and Grade I drivers under the Ministry of Defence were initially placed in the scales of Rs. 110—139 and Rs. 110—180 respectively. However, in consideration of the fact that in most of the Defence organisations Grade I drivers were appointed by promotion from the Grade II drivers with 5 years' service and that on such promotions they did not get any financial benefit as both the scales run parallel for about 10 years, the Grade I scale was revised to Rs. 131—180 with effect from 1st May, 1962.

All staff car drivers were also initially placed in the scale of Rs. 110—139. However in 1964, the pay scale of the staff car drivers working in the Central Secretariat was revised to Rs. 110—180 on the ground that they had to observe longer hours regularly and their duties were considered to be more arduous as compared to staff car drivers in non-Secretariat offices.

In the Civil Aviation Department, the motor drivers were given the scale of Rs. 110—180 with 25 per cent of the posts being placed in a Selection Grade of Rs. 139—180. On the matter being referred to them, the Board of Arbitration has ruled that at stations where the Government keeps a composite fleet of heavy, medium and light vehicles, all drivers should be placed in the higher scale of Rs. 110—180. Accordingly, drivers in the Civil Aviation Department posted at stations where Government maintained a composite fleet were placed in the scale of Rs. 110—180 with effect from 1st March, 1970.

Similarly, in terms of the award given by the Board of Arbitration, the despatch riders in the Central Secretariat and attached offices who were in the scale of Rs. 100—130 have, with effect from 1st March, 1970, been placed in the scale of Rs. 110—139, as applicable to the despatch riders in the P & T Department.

Later, with effect from 1st February, 1972, the posts of scooter driver and motor cycle driver in the Central Secretariat and Attached Offices were also redesignated as despatch rider and given the same scale of pay.

48. Under the Motor Vehicles Act, 1939, a distinction is made between heavy and light motor vehicles on the basis of their laden and unladen weights. In most Government offices, however, the various motor

vehicles have not been classified as heavy or light for purposes of allotment of the appropriate pay scales to their drivers. It is only in the subordinate organisations under the Ministry of Defence that the vehicles of 3 tonne capacity and above are classified as heavy vehicles. In many of the organisations the recruitment qualifications provide for experience of driving a light, medium or heavy vehicle and the posts with such qualifications are in the scale of Rs. 110—139 in some organisations and in the scale of Rs. 110—180 in others.

49. The distinction between the pay scales for drivers of light vehicles and heavy vehicles has been continuing under the Central Government for a long time. A similar differentiation is being made by most of the State Governments also. It seems to us that such a distinction is necessary owing to the greater strain and concentration required in driving a heavy vehicle and the faster reactions and responses expected of a heavy vehicle driver. Manoeuvring a heavy vehicle also calls for a higher degree of skill. The responsibility involved in driving a heavy vehicle is thus generally greater than that involved in driving a light vehicle. However, it may not always be feasible to maintain this distinction in organisations where there is a large composite fleet consisting of various types of vehicles and the duties of the various drivers are interchangeable. In such organisations it may be necessary to place all the drivers in a single scale of pay only. Drivers of staff cars in Secretariat offices have to face difficult working conditions, e.g., long and inconvenient hours, exposure to security risks and generally heavier responsibilities. Having regard to all these considerations we recommend the following scales of pay for drivers of motor vehicles :—

	Existing scale of pay Rs.	Proposed scale of pay Rs.
(1) Drivers of light motor vehicles/Despatch Riders/Scooter and Motor-cycle drivers.	110-139	260-350
(2) Drivers <i>exclusively</i> employed on driving heavy vehicles as defined in the Motor Vehicles Act and the promotional grade for Drivers promoted from the existing scale of Rs. 110-139.	110-180 & 131-180	320-400
(3) Drivers employed in organisations where there is a large fleet composed of various types of vehicles and the duties of drivers are interchangeable.	110-180	Either 260-350 and 320-400 or 260-400
(4) Staff car drivers in the Ministries/Attached Offices.	110-180	260-400

50. We further recommend that—

(a) posts in the existing scales of Rs. 105—135, Rs. 110—131, Rs. 110—143, Rs. 105—155 and Rs. 110—155 be placed in the scale of Rs. 260—350; and

(b) posts in the existing scales of Rs. 125—155, Rs. 135—155, Rs. 125—180, Rs. 140—175 and Rs. 139—180 be placed in the scale of Rs. 320—400.

51. At the supervisory level, there are posts of Mechanical Transport Supervisor and Head Mechanical Transport Supervisor in the scales of Rs. 150—240 and Rs. 205—280 respectively. There is also a post of Foreman of Transport under the Defence Ministry in the scale of Rs. 335—485. In the P & T Department, there are posts of selection grade motor/lorry drivers in the scale of Rs. 175—240. In the Railways, there are posts of Driver-in-charge in the scale of Rs. 130—212. There is a post of Driver-cum-Mechanic in the scale of Rs. 150—205 in the Agriculture Ministry for which the recruitment rules have not been finalised. We recommend that (a) posts in the existing scales of Rs. 150—205, Rs. 130—212, Rs. 150—240 and Rs. 175—240 be placed in the scale of Rs. 330—480, and (b) posts in the scale of Rs. 205—280 and Rs. 335—485 be placed in the scales of Rs. 380—560 and Rs. 550—750 respectively.

52. We would like to clarify that while indicating the revised scales for some of the existing scales we have proceeded on the basis of a very broad assessment of the duties and responsibilities of the drivers. We recommend that the following factors should *inter alia* be taken into account by the concerned authorities for determining the grade for posts which might be created in future:—

- (1) Licence held and validity to drive heavy vehicles etc.
- (2) Nature of vehicle driven, whether heavy vehicle or a passenger vehicle.
- (3) Responsibilities of driver.
- (4) Arduousness of the work and the hours on the road.
- (5) Non-availability of adequate promotional avenues.

53. In the Defence Organisations, Railways and P & T there are established cadres of drivers. In most of the other organisations there are no established cadres and the avenues of promotion are, therefore, limited. We would suggest that Government might consider linking up such organisations with the main department or with another major organisation under a Ministry/Department for purposes of providing promotional avenues by placing some posts in a selection grade in the scale of Rs. 320—400. The number of posts in the selection grade should be determined after taking into account the number of drivers employed in all the organisations so grouped and other relevant considerations.

54. There is at present no uniformity in regard to the pay scales of Tractor Drivers in the various Government departments. The table below indicates the

pay scales of tractor drivers under the different Departments:—

TABLE

Scale of pay Rs.	Agricul- ture	De- fence	Re- habi- lita- tion	Mines & Me- tals	Rail- ways	Oth- ers	Total
1	2	3	4	5	6	7	8
150-205	23	..	..	..	..	..	23
140-180 . . . . .	..	172	..	..	..	..	172
110-180	8	..	30	..	63	2	103
140-175	1	..	359	32	..	..	392
110-143 . . . . .	..	3	..	..	..	..	3
110-139 . . . . .	..	9	48	..	..	4	61
105-135 . . . . .	..	..	..	..	3	..	3
	32	184	437	32	66	6	757

55. The scale of Rs. 150—205 is applicable to Tractor Drivers and Trainer Operators who possess a certificate in Mechanical Engineering with experience in the operation, maintenance and minor repairs of tractors. They are employed in the Tractor Training and Testing Centres under the Department of Agriculture and are required to test the tractors. Having regard to their qualifications and the nature of their work, we recommend the scale of Rs. 330—480 for these posts:

The posts of tractor driver in the scale of Rs. 140—180 in the Military Farms and the Remount and Veterinary Departments under the Ministry of Defence are partly filled by promotion and partly by direct recruitment and transfer from amongst persons possessing a civil licence for driving tractors. The drivers in the Geological Survey of India in the scale of Rs. 140—175 are Middle pass with a driving licence for tractors and light and heavy vehicles and at least 6 years' experience. They are required to operate crawler tractors equipped with hydraulic dozer attachments. The tractor drivers in the same scale in the Rehabilitation Reclamation Organisation under the Department of Rehabilitation are also required to operate heavy crawler type tractors fitted with attachments like anchor chain equipment, tree dozer attachment, root cutter, stumper, harrow etc. These tractors are diesel driven with horse power ranging between 80 to 300.

For the drivers in the scales of Rs. 140—175 and Rs. 140—180, who have mostly to operate heavy crawler tractors, we recommend the scale of Rs. 320—400.

While some posts of tractor drivers in the scale of Rs. 110—180 under the Department of Agriculture are filled by direct recruitment from amongst persons having professional skill in driving with knowledge of motor mechanics and experience in driving vehicles/tractors, some other posts of tractor driver are filled by promotion from Class IV employees and despatch riders. There are also posts in this scale under the Chief Development-cum-Rehabilitation Commissioner Andaman & Nicobar Islands, where wheeled type tractors of 25 HP are operated with attachments such as

disc ploughs and harrows. We recommend the scale of Rs. 260—400 for all the posts of tractor driver in the existing scale of Rs. 110—180.

56. The Tractor Drivers in the scale of Rs. 110—139 in the Rehabilitation Reclamation Organisation are required to drive wheeled type tractors with horse power ranging between 35 to 55. These tractors are fitted with attachments like trailers, water tankers, single disc plough etc. There are other tractor drivers in the same scale in the Mana Group under the Department of Rehabilitation who are required to operate wheeled type tractors with horse power of 34.5 with a two-wheel trailer wherever required. For posts of tractor driver in the existing scales of Rs. 110—143, Rs. 110—139 and Rs. 105—135 who are mostly required to operate light or wheeled type tractors, the scale of Rs. 260—350 would be appropriate.

57. We have also come across a few posts of Tractor Driver-cum-Mechanic. Qualified tractor mechanics with experience in the maintenance and repair of tractors are generally appointed to these posts. In line with our recommendations for artisan categories, we recommend the following scales of pay for these posts:—

Sl. No.	Existing scale of pay	Number of posts	Proposed scale
1.	Rs. 150-240	2	Rs. 380-560
2.	Rs. 150-205	10	Rs. 330-480
3.	Rs. 110-180	1	Rs. 260-400

V. Librarians and other Library Staff

58. The Library staff of all categories except those employed in Government schools, number 1118. They are distributed in 36 departments and over 38 scales of pay. The class-wise break-up is given in the table below:—

TABLE

	Educa- tion	Defence	I&B	Mines	Health
Class I	6	Nil	Nil	Nil	Nil
Class II	56	14	Nil	4	5
Class III	306	173	109	58	34
Class IV	13	24	2	Nil	4
	381	211	111	62	43

	Railways	Labour and Employ- ment	Others	Total
Class I	Nil	Nil	7	13
Class II	3	3	34	119
Class III	33	33	177	922
Class IV	Nil	9	15	67
	36	44	233	1,121

The bulk of the posts are distributed in the following nine scales of pay:—

Scales of pay	No.
(i) 75-1-85-EB-2-95	35
(ii) 85-2-95-EB-3-110	28
(iii) 95-3-131-EB-4-155	86
(iv) 110-3-131-4-155-EB-4-175-5-180	27
(v) 130-5-160-8-200-EB-8-256-EB-8-280-10-300	92
(vi) 150-10-250 EB-10-290-15-320	262
(vii) 160-8-256-EB-8-280-10-300	69
(viii) 210-10-290-15-320-EB-15-425	336
(ix) 350-25-500-30-590-EB-30-800-EB-30-830-35-900.	77
TOTAL	1,012

The remaining 109 posts are distributed over another 29 scales of pay.

59. The library staff bear different designations such as Junior Librarian, Assistant Librarian, Library Assistant, Librarian Grade I, Grade II, Grade III etc., Sub-Editor, Technical Assistant (Library), and Superintendent. The designations do not conform in any predictable pattern to the scales of pay. Posts in the scale of Rs. 1800—2000, Rs. 350—900, Rs. 210—425, Rs. 150—320 and Rs. 110—180 bear the same designation of Librarian in different departments. There is no uniformity in the qualifications prescribed for direct recruitment to comparable levels in different departments. While in the range of pay scales from Rs. 110—180 to Rs. 130—280 the requirement is generally matriculation followed by a Certificate in Library Science, in the range from Rs. 130—300 to Rs. 150—380, the prescribed qualification differs among the departments. In some it is Matriculation followed by a Certificate/Diploma in Library Science, and in others it is a Degree followed by a Diploma/Degree in Library Science. For the posts in the scale of Rs. 210—425 which number 336, however, the prescribed qualification is generally that of a Degree followed by a Diploma/Degree in Library Science. Even in this group there are stray instances where the matriculation qualification with a Certificate/Diploma in Library Science has in fact been prescribed. The promotion prospects of the library staff are not satisfactory in view of direct recruitment at almost all levels.

60. The Government of India Libraries Association has urged that uniformity be introduced in respect of the pay scales as well as designations. It has suggested* that the non-professional level comprising of the library attendants, senior library attendants etc., should be in the scale of Rs. 110—180 and the semi-professional level should be in the scale of Rs. 210—425. For the professional level it has suggested four grades of Librarian, Grade I, II, III and IV for which

*All these scales proposed by the Association are in existing terms.

the pay scales proposed are Rs. 700—1250, Rs. 450—1000, Rs. 400—900, and Rs. 300—650 with a Selection Grade of Rs. 350—800, respectively. Above Grade I it has suggested the grade of Chief Librarian in the scale of Rs. 1100—1600. The National Library Employees Association has made a similar proposal involving a reduction of the existing number of scales. Both the associations have also complained of the lack of adequate promotional prospects.

61. There are practical difficulties involved in our proceeding to reclassify all the library personnel as proposed by the Association. The size and other characteristics of different government libraries vary and their classification on some acceptable criteria would require a very detailed study. Therefore we have, in prescribing the revised scales, generally proceeded on the basis of the existing pay scales of the different posts as well as qualification requirements.

62. **Class I posts:**—The Class I posts are on five scales of pay as given in the Table below:—

TABLE

Designation	No. of posts	Pay scales
(i) Librarian National Library, Calcutta.	1	1800-100-2000
(ii) Chief Librarians Ministry of External Affairs and Planning Commission	2	820-40-1100-50/2-1150
(iii) Librarian (Library Documentation and Text Book Library) (Ministry of Education)	2	700-40-1100-50/2-1250
(iv) Librarian and Deputy Librarian (Ministry of Education); Chief Librarian (Ministry of Industrial Development)	4	700-40-1100-50/2-1150
(v) Research Officer (Indexing and Documents—Directorate of Economics & Statistics); Documentation Officer (Ministry of Home Affairs); Chief Librarian (Directorate of Marketing & Inspection); Research Officer (Documentation—Directorate General of Tourism).	4	400-400-450-30-600-35-670-EB-35-950

The Government has recently upgraded the post of Librarian, National Library, Calcutta, to that of Director in the grade of Rs. 2500 (fixed). The post has not been filled; but when it is filled, the post of Librarian is to be abolished. We recommend the revised scale of Rs. 2500—2750 for the Director. Till such time as the post of Librarian continues, it should be in the scale of Rs. 2000—2250. The Librarians and Deputy Librarians, under the Ministry of Education, who are on the scale of Rs. 700—1250, and

Rs. 700—1150, are promoted from the grade of Assistant Librarian (Rs. 350—900). There is direct recruitment for the other posts. The qualification requirements are a Master's Degree followed by a Degree in Library Science and 7 to 10 years of experience. Our recommendations in respect of these posts are as follows:—

Existing scale	Proposed scale
Rs.	Rs.
(i) 820-1150	1050-1600
(ii) 700-1250	1050-1600
(iii) 700-1150	1050-1600
(iv) 400-950	700-1300

63. **Class II posts:**—The distribution of Class II posts in the different scales of pay is given in the Table below:—

TABLE

Pay Scale	No. of Posts
Rs.	
700-900	1
680-900	1
350-900	77
350-800	5
350-680	1
370-575	5
350-575	19
325-575	10
TOTAL	119

There is direct recruitment as well as promotion to these grades. The qualification prescribed for direct recruitment is a Master's Degree with a Degree or Diploma in Library Science and in some cases a graduate Degree with a Degree or Diploma in Library Science. It is also usual to prescribe various periods of experience. Our recommendations in respect of these posts are as follows:—

(i) Posts on the scales of Rs. 700—900, and Rs. 680—900 should be in the revised scale of Rs. 840—1200.

(ii) Posts in the scale of Rs. 350—900 should be in the revised scale of Rs. 650—1200.

(iii) There are 5 posts in the Ministry of Defence in the scale of Rs. 350—800 for which recruitment is from among graduates with a Degree/Diploma in Library Science and 5 years' experience. These posts should also be in the revised scale of Rs. 650—1200.

(iv) For the post of Librarian in the Department of Atomic Energy now in the scale of Rs. 350—680, the revised scale of Rs. 650—960 would be suitable.

(v) Other posts which are now in the scale of Rs. 370—575, Rs. 350—575 and Rs. 325—575 may be brought on to the revised scale of Rs. 550—900.

64. **Class III posts:**—The Class III posts show a variety of designations and widely different qualification requirements. These are on 22 scales of pay as shown in the Table below:—

TABLE

Pay Scale	No. of posts
Rs.	
1. 95-155	86
2. 110-180	27
3. 110-190	1
4. 110-200	5
5. 130-212	1
6. 130-240	1
7. 130-280	4
8. 130-300	92
9. 150-320	262
10. 150-250	1
11. 150-300	7
12. 150-380	1
13. 160-300	69
14. 168-300	1
15. 170-380	8
16. 175-325	1
17. 210-320	2
18. 210-380	10
19. 210-425	336
20. 320-530	5
21. 325-475	1
22. 350-475	1

Based on a scrutiny of the details of the qualifications prescribed for direct recruitment, the posts in these scales can be placed under four groups as follows:—

Group I:—Posts for which no formal training in Library Science has been prescribed. These are in the scale of Rs. 95—155.

Group II:—Posts for which the qualifications required is generally matriculation followed by a Certificate or Diploma in Library Science or experience in library work. The applicable scales are; (i) Rs. 110—180, (ii) Rs. 110—190, (iii) Rs. 110—200, (iv) Rs. 130—212, (v) Rs. 130—240, (vi) Rs. 130—280, (vii) Rs. 150—250, and (viii) Rs. 150—380.

Group III:—Posts for which the requirement is either (i) matriculation with a Certificate or Diploma in Library Science, or (ii) Degree followed by a Diploma/Certificate in Library Science, with or without experience. These posts are in the scale of Rs. 130—300, and Rs. 150—320.

Group IV:—Posts for which the qualification required is generally a Degree followed by a Degree/Diploma in Library Science, with or without experience. These posts are in as many as eleven scales viz., Rs. 150—300, Rs. 160—300, Rs. 168—300, Rs. 170—380, Rs. 175—325, Rs. 210—320,

Rs. 210—380, Rs. 210—425, Rs. 320—530, Rs. 325—475, and Rs. 350—475.

With 845 out of the 922 class III posts being in 5 scales only and the recruitment requirements being what they are, we do not think that such a large number of pay scales as now exists, is justified at the operative level in the government libraries. We do, however, recognise that the needs of different libraries vary not only in regard to the qualifications required of their personnel but also the duties that they are required to perform. We are also informed that at present there is no uniformity in the nomenclature or the duration of the courses in Library Science leading to specialised qualifications in that subject. Certificate courses which are available to matriculates have a duration of 4 months to one year; the Diploma course which is also open to matriculates is of two years' duration and the Degree course in Library Science, which is open only to graduates, is of one year's duration. At least one university calls this course a Diploma course. In prescribing the qualifications, very often the requirements are noted as Certificate/Diploma or Degree/Diploma. We feel that it is desirable to adopt uniform and precise qualification criteria for all future recruitment to the different grades and recommend the following scales in respect of posts requiring different qualifications:—

	Scale proposed Rs.
Level I	
(1) Where the work is of a simple clerical nature and Matriculation without any formal library qualification is required for direct recruitment or where all the posts are filled by promotion only.	260-400
Level II	
(2) For Matriculates with a Certificate (one year's course after matriculation).	260-430
Level III	
(3) For Matriculates with a Diploma in Library Science (two years' course after matriculation) and for promotees from (1) and (2) above.	330-560
Level IV (A&B)	
(4) For Graduates with Degree or Diploma in Library science (one year's course after graduation) or its equivalent and for promotees from (3) above.	380-640 Or 425-700
	Depending on the level of the duties and responsibilities attaching to the post of Graduate Librarians.
Level V	
(5) This should normally be a promotion grade for (4) above; where direct recruitment is to be made, a Degree followed by Diploma in Library Science (one year's course after graduation) or its equivalent, and by four year's experience or MA/MSc followed by a Diploma in Library Science or its equivalent without experience may be prescribed.	550-900

Based on these general criteria and having regard to the existing qualification requirements and scales of pay, we recommend the following revised scales:—

(i) **Rs. 95—155:**—Posts in this scale should be on the revised scale of Rs. 260—350.

(ii) **Rs. 110—180, Rs. 110—190 and Rs. 110—200:**—Posts for which only matriculation has been prescribed or which are filled by promotion only should be in the scale of Rs. 260—400. Posts for which direct recruitment is from among matriculates with one year's Certificate in Library Science should be in the scale of Rs. 260—430.

(iii) **Rs. 130—212 and Rs. 130—240:**—Posts in these scales should be allotted the revised scale of Rs. 260—430, unless the qualifications prescribed for direct recruitment or the level of posts from which promotion is made to the posts in these scales would justify the revised scale of Rs. 330—560.

(iv) **Rs. 130—280, Rs. 130—300 and Rs. 150—250:**—The posts in these scales should be allotted the revised scale of Rs. 330—560. There are, however, three posts in the Ministries of Education and Health in the scale of Rs. 130—300 for which the qualification prescribed for direct recruitment is graduation with a Diploma in Library Science. These three posts should be placed in the scale of Rs. 380—640, if on an assessment of the worth of charge the existing qualifications are found to be appropriate, otherwise the qualifications should be revised as for posts in Level III in which case the scale of Rs. 330—560 would be appropriate.

(v) **Rs. 150—320, Rs. 150—380, Rs. 160—300, Rs. 168—300, Rs. 170—380 and Rs. 175—325:**—Posts in these scales are mostly filled by direct recruitment of graduates with a Degree or Diploma in Library Science or by promotion from posts in the scales of Rs. 130—280, Rs. 130—300, Rs. 150—250, and Rs. 150—300. We recommend for these posts the scale of Rs. 380—640. However, a number of posts in the scale of Rs. 150—320, Rs. 150—380 etc., are being filled either by direct recruitment of matriculates with Diploma or Certificate in Library Science or by promotions from posts in grades of Rs. 95—155, Rs. 110—180 and Rs. 110—200. While the existing incumbents of these posts should also be placed in the revised scale of Rs. 380—640, we suggest that a review be made of the job contents of such posts to determine whether in future these posts could be placed in the scale of Rs. 330—560.

(vi) **Rs. 210—320, Rs. 210—380, Rs. 210—425:**—Posts on these scales should be in the revised scale of Rs. 425—700.

(vii) **Rs. 320—530, Rs. 325—475, Rs. 350—475:**—Posts on these scales should be on the revised scale of Rs. 550—900.

65. Class IV posts: Posts which are now in the scale of Rs. 75—95 should be in the revised scale of Rs. 190—240. The scales of Rs. 80—110, and Rs. 85—110 should be merged into a single scale of Rs. 200—280.

Librarians in Schools under the Delhi Administration etc.

66. As we have mentioned while dealing with the common category of teaching and other educational staff, the pay scales of such Librarians should be fixed after taking into account the existing parity or relativity with the teaching staff in whose proximity the Librarians function.

VI. Telephone/Teleprinter/Telex Operators

67. In this Section we discuss the Telephone Operators employed in various departments of the Central Government other than in the P&T Department. The method of recruitment, duties and responsibilities, conditions of work etc. of these Telephone Operators differ considerably from those of the Telephone Operators of the P&T Department, as the former are employed mainly to operate their internal telephone systems. The numbers and scales of pay of the Telephone Operators, Ministry-wise, are given below:—

Scale	Rail-ways	Def-ence	At-omic En-ergy	Min-ies & Me-tals	Tou-rism & Civil Aviation	In-for-mation & Broad-casting	Other Dep-tts./Offices	Total
Rs.								
210-380	47	..	..	..	..	..	..	47
150-240	..	..	..	..	..	..	1	1
130-300	323	..	..	..	..	..	..	323
130-280	3	..	..	..	..	..	..	3
110-240	..	174	..	..	68	..	14	256
110-225	..	97	..	79	..	..	17	193
110-220	..	..	..	..	..	..	3	3
110-180	551	390*	84	5	8	69	199	1306
	924	661	84	84	76	69	234	2132

*Some of these posts are in scale of Rs. 110—240.

68. It will be noticed that though the category is distributed in 8 scales of pay, the concentration is on 4 scales only viz. Rs. 110—180, Rs. 110—225, Rs. 110—240 and Rs. 130—300. Except in the Railways and some organisations under the Ministry of Defence, the Telephone Operators are generally drawn from the cadre of Lower Division Clerks for a limited tenure of two years and are promoted as Upper Division Clerks in the normal course. During their tenure as Telephone Operators they are granted a special Pay of 10 per cent of grade pay subject to a minimum of Rs. 15/- per month. Special cadres exist under the Ministry of Defence etc. and Telephone Operators are recruited to any of the three scales viz. Rs. 110—180, 110—225 and Rs. 110—240. The qualification prescribed is Matriculation with some training or experience as desirable in certain organisations. In the Railways, there is a separate cadre of Telephone Operators on the LDC scale of Rs. 110—180 with a promotional outlet to two higher grades of

Rs. 130—300 and Rs. 210—380. The posts in the lowest scale of Rs. 110—180 are, however, filled not by direct recruitment as Telephone Operators but by transfer of suitable LDCs who opt for the Telephone Operators' line. While remaining in the Telephone Operator's cadre, those in receipt of a basic pay upto Rs. 320 are entitled to a special pay at 10 per cent of their basic pay, subject to a minimum of Rs. 15/- per month.

69. On a consideration of the qualifications and nature of duties and responsibilities, we are of the opinion that outside the P&T Department, the Telephone Operators should be on the same scale as recommended by us for the LDC. We do not see much justification for the higher scales of Rs. 110—200, Rs. 110—225 and Rs. 110—240, as adopted by some organisations for the Telephone Operators. We recommend accordingly. We further recommend that where the Telephone Operators are drawn on tenure basis from the general clerical cadre they should be given special pay at the following rates:—

- Rs. 20 per month in the case of Telephone Operators drawn from LDCs; and
- Rs. 30 per month in cases where they are drawn from UDCs for manning certain supervisory posts.

70. We do not favour these departments having a separate cadre for Telephone Operators, as we do not see any justification for, or advantage in, such an arrangement. We accordingly recommend that outside the P&T Department, Telephone Operators may not be retained as a separate cadre but should be merged in the general clerical cadre. In case the retention of a separate cadre is considered necessary by any department for administrative or other reasons, we would suggest that direct recruitment should be made to the cadre in which case no special pay will be admissible.

Teleprinters/Telex Operators

71. The numbers and scales of pay of this category in the Railways, Defence and other Ministries are given below:—

Scale	Rail-ways	De-fence	P&T	Tou-rism & Civil Aviation	Labo-ur & Em-ploy-ment	Other Dep-tts./Offices	Total
Rs.							
205-280	2	..	..	..	..	..	2
150-240	12	..	..	..	..	..	12
110-240	..	..	..	..	..	1	1
110-225	..	..	..	31	..	..	31
110-200	27	..	..	..	..	..	27
110-180	..	19	5	..	7	17	48
	41	19	5	31	7	18	121

72. It will be observed that though there are 6 scales applicable to this category, 3 scales account for nearly 8% of the total strength.

The method of recruitment varies in different departments. For instance, in the Railways the Signallers are generally drafted to work on teleprinters and are granted a special pay of Rs. 15 per month. In some other organisations they are drawn from the cadre of Lower Division Clerks and granted a special pay of Rs. 15 or Rs. 20 per month. In a few cases the posts are filled by direct recruitment as Teleprinters/Telex Operators, the minimum qualification being matriculation with ability to type at a prescribed speed.

73. This category is similar to the Telephone operators and our recommendations in regard to the latter category should be applicable to the Teleprinters/Telex Operators also.

VII. Marine Staff

74. The Class I and Class II (Gazetted) posts requiring marine engineering qualifications have been discussed alongwith other posts under the concerned Ministries and Departments. Here, we propose to discuss the Class III and Class IV marine posts and the allied II (Non-gazetted) posts in the various Ministries/Departments. The marine staff are mostly employed under the Ministries of Agriculture, Railways, Defence, Shipping and Transport and the Customs and Excise Department. The marine staff in the fisheries organisations under the Department of Agriculture work on the departmental fishing vessels engaged in exploratory fishing. While under the Railways they are employed largely on the riverine services operated by the Railways, under the Ministry of Defence they operate the Yard Craft Services of the Naval Dockyard, Bombay. Such staff are also employed in the Department of Lighthouses and Lightships and in a few other organisations under the Ministry of Shipping and Transport. In the Customs and Excise Department they operate the departmental launches used for anti-smuggling activities.

75. The marine staff broadly fall into two categories, namely, executive staff like Masters, Mates and Serangs who hold charge of a ship, vessel or launch and engineering staff comprising Engineers and Marine Engine Drivers. There are also supporting staff like Tindals, Deck Hand, Seamen, etc. The table below indicates the strength of Class II and IV posts in the different Ministries/Departments:—

TABLE I

S. No.	Name of Ministry/Department	Number of Class III and Class IV marine posts
1.	Agriculture	165
2.	Railways	1194
3.	Defence	1007
4.	Shipping and Transport	308
5.	Customs and Central Excise	556
6.	Others	41
	TOTAL	3271

In addition, there are 79 Class II (non-gazetted) posts in the fisheries organisations under the Department of Agriculture.

76. There are statutory provisions in the Merchant Shipping Act, 1958 and the Inland Steam Vessels Act, 1917, prescribing the different grades of marine staff to be employed on various types of vessels/ships, depending upon the horse power of the engine and the tonnage of the vessel. These enactments also contain provisions regarding the training and experience required from the marine staff before they become eligible for the Certificate of Competency. The qualifying examinations for these Certificates are conducted by the Ministry of Shipping and Transport. The marine staff under most of the departments are required to be certified under the provisions of the Inland Steam Vessels Act. The certification requirements differ in the case of the staff in the fisheries organisations who are required to operate on the high seas. The Certificates of Competency issued under the Inland Steam Vessels Act are as follows:—

- | | |
|--|------------------------|
| (i) First Class Masters Certificate | } Executive category |
| (ii) Second Class Masters Certificate | |
| (iii) Serang Certificate | |
| (iv) Engineers Certificate | } Engineering category |
| (v) First Class Engine Drivers Certificate | |
| (vi) Second Class Engine Drivers Certificate | |

77. Although possession of the above mentioned Certificates of Competency is a statutory requirement and is also generally incorporated in the relevant recruitment rules for these posts, there is no uniformity between the various departments in regard to the pay scales and designations of the posts requiring these qualifications. We feel that the various categories of the marine staff for which the recruitment qualifications are comparable in the different departments should generally carry the same pay scales, except where differentiations might be necessary having regard to the type and size of the vessel. We would accordingly recommend that the pay scales of the executive and engineering categories of the marine staff who are required to possess Certificates of Competency under the Inland Steam Vessels Act, should be related to the following three levels:

LEVEL I: First Class Masters Certificate/Engineers Certificate.

LEVEL II: Second Class Masters Certificate/First Class Engine Drivers Certificate.

LEVEL III: Serang Certificate/Second Class Engine Drivers Certificate.

78. Keeping in view the classification in the preceding paragraph, we recommend the following scales of pay for the posts in the various

departments in replacement of the existing scales indicated against each in the table below:—

TABLE

S. No.	Posts	Existing pay scale	Name of Department	Number of posts	Proposed pay scale		
1	2	3	4	5	6		
I. Posts for which First Class Master Certificate/Engineers Certificate of Competency is prescribed or are promotional posts for the posts at level II.		Rs. 250-10-290 15-380.	Defence	12	Rs. 425-700		
		205-7-240- 8-280-EB- 10-290-15- 425.	Customs and Central Excise	1			
		210-10-290- 15-320.	Shipping and Transport	6			
		270-10-290 15-380	Shipping and Transport	1			
		290-15-425	Defence	6			
	II. Posts for which Second Class Masters Certificate/First Class Engine Drivers Certificate is prescribed or are promotional posts for the posts at level		175-6-205- 7-240	Customs and Central Excise		7	380-560
			210-10-290	Shipping and Transport		2	
			210-10-290	Defence		23	
			210-10-290	Customs and Central Excise		20	
	III. Posts for which Serangs Certificate/Second Class Engine Drivers Certificate is prescribed or are promotional posts		15-320	Shipping and Transport		8	330-480
		205-7-240- 8-280	Defence	44			
		130-5-175- EB-6-205- 7-212.	Shipping and Transport	11			
		130-4-170- EB-5-200- EB-5-225	Customs and Central Excise	39			
		134-4-150- 5-200	Shipping and Transport	1			
		140-5-210	Shipping and Transport	5			
		150-5-175- 6-205	Shipping and Transport	3			
		150-5-175- 6-205	Shipping and Transport	2			
		150-5-175- 6-205-7- 212.	Shipping and Transport	2			
		175-6-205	Defence	64			

A suitable higher start may be given in the above scales of pay to the direct recruits depending upon their experience, etc. We would also recommend that, in future, while prescribing pay scales for the marine posts the criteria suggested in para 77 above may be kept in view.

79. When the certificated staff is not available, the departments have to secure necessary relaxations

from the Mercantile Marine Department. In such cases the uncertificated staff generally known as permit holders are employed and are placed in a lower scale of pay as compared to the certificate staff. Thus, there are posts of Serangs in the scales of Rs. 110-3-131, Rs. 105-3-135, Rs. 110-3-125 and posts of Masters Class III in the pay scale of Rs. 116-3-140. Similarly, there are posts of Engine Drivers in the pay scales of Rs. 110-3-125, Rs. 110-3-131, Rs. 125-155, etc. For these uncertificated categories of Serangs, Engine Drivers, etc., we recommend the revised scales shown in the table below:—

TABLE

S. No.	Existing pay scale	Proposed pay scale
	Rs.	Rs.
1.	75-1-85-EB-2-95-EB-3-110	200-260
2.	80-1-85-2-95-3-110	
3.	110-3-125	260-350
4.	110-3-131	
5.	105-3-135	
6.	110-3-131-4-135	
7.	125-3-131-4-155	320-400
8.	116-3-140	
9.	140-5-175	
10.	150-5-180	

80. There are a few of the marine posts which are on higher scales in some of the departments, presumably having regard to the type of vessels used, special nature of operations and the conditions under which the operations are carried. The revised scales of pay for these posts are indicated against each in the table below:

TABLE

S. No.	Name of post	Number of posts	Name of Department	Existing pay scale	Proposed Pay scale
				Rs	Rs
1.	Mate (Master)	1	Andaman and Laccadive Harbour Works	475-15-685	650-960
2.	Master (Oil Tanker)	8	Defence	335-15-485	550-750
3.	Master	1	Andaman and Laccadive Harbour Works	325-15-475	550-750
4.	Serang-cum-Navigating Officer	1	Senior Marine Surveyor's Office	335-15-425	550-750
5.	Serang-cum-Navigator	1	Andaman and Laccadive Harbour Works.	335-15-425	550-750
6.	Master	1	Directorate General Lighthouses and Lightships	335-15-425	550-750
7.	Assistant Engineer (Mechanic)	1	Customs and Central Excise	175-5-205-7-240-8-280-10-320	380-560
8.	Launch (Mechanic)	1	Customs and Central Excise	175-5-205-7-240-8-280-10-320	380-560

81. There is a post of Engineer (Mechanic) in the pay scale of Rs. 350-20-450-25-525 in the Customs and Excise Department for which the required qualification is a Certificate of Competency as an Engineer of an Inland Vessel. The Engineer (Mechanic) attends to the maintenance, operation, repair, etc. of the engine of the vessel and the ancillaries in the engine room under the overall supervision of the Master who is himself in the pay scale of Rs. 205-7-240-8-280-EB-10-290-15-425. Having regard to the prescribed qualifications for Engineer (Mechanic) we do not see any justification for a higher scale for this post in relation to that of the Master of the Vessel and would, therefore, recommend that the post should carry the same pay scale as the latter post. However, so long as the post is held by the present incumbent, it should be placed in the revised scale of Rs. 550-800.

82. There is a post of Chief Engine Driver-cum-Mechanic in the pay scale of Rs. 350-20-450-25-525 in the Andaman Laccadive Harbour Works under the Ministry of Shipping and Transport for which the recruitment rules have not been finalised. If the qualifications, duties and responsibilities of this post justify a higher scale, this post should also be placed in the scale of Rs. 550-800.

83. In the Railways, the grade structure of the marine posts is as indicated in the table below:—

TABLE

S. No.	Name of post	Existing pay scale
		Rs.
1.	Ferry Superintendent Grade I/ Marine Engineer Grade I	450-25-575
2.	Ferry Superintendent Grade II/Ferry Inspector Grade I/Marine Engineer Grade II	370-20-450-25-475
3.	Ferry Superintendent Grade III/ Ferry Inspector Grade II/Marine Engineer Grade III	335-15-425
4.	Ferry Superintendent Grade IV/ Ferry Inspector Grade III/ Marine Engineer Grade IV	250-10-290-15-380
5.	Licensed Driver	210-10-290-15-335
6.	1st Class Master	210-10-290-15-320- EB-15-380.
7.	2nd Class Master	175-6-205-7-240-8- 280.
8.	3rd Class Master/Serang	150-5-175-6-205-7- 240.
9.	1st Class Driver	175-6-205-7-240
10.	2nd Class Driver	130-4-170-EB 5- 200-EB-5-225.
11.	Serang (Shore)	130-5-175-EB-6- 205-7-212.

In line with the recommendations contained in para 78 we recommend the pay scale of Rs. 330-480 for posts in the existing scales of Rs. 150-5-175-6-205-7-240, Rs. 130-5-175-EB-6-205-7-212 and Rs. 130-4-170-EB-5-200-EB-5-225. For posts in the scales of Rs. 175-6-

205-7-240-8-280 and Rs. 175-6-205-7-240 the scale of Rs. 380-560 should be adopted. The posts of 1st Class Master in the scale of Rs. 210-10-290-15-320-EB-15-380, of Licensed Drivers in the scale of Rs. 210-10-290-15-335 and of Ferry Superintendent Grade IV/Ferry Inspector Grade III/Marine Engineer Grade IV in the pay scale of Rs. 250-10-290-15-380, should be placed in the scale of Rs. 425-700. For the posts in the higher grades, the revised scales should be the same as recommended by us for the other operational posts in the Railways in Chapter No. 36 viz., Rs. 700-900 for the posts at Serial No. 1 and Rs. 550-750 for the posts at Serial Nos. 2 and 3 above.

84. The staff employed in the fishing vessels are required to be certificated under the Merchant Shipping Act, 1958. The Ministry of Shipping and Transport awards the following Certificates of Competency in respect of the marine staff employed on the fishing vessels:—

Executive Category

- (i) Skipper of Fishing Vessel.
- (ii) Second Hand of Fishing Vessel.

Engineering Category

- (i) Engineer of Fishing Vessel.
- (ii) Engine Driver of Fishing Vessel.

85. While the Merchant Shipping Act mentions only these categories of staff as being employed on fishing vessels, in actual practice, other categories of staff such as Mate Grade I, Bosun, etc. are also employed in some of the fishing vessels. The details of the marine staff employed in the fishing organisations under the Department of Agriculture are given in the table below:—

TABLE

S. No.	Name of post	No. of posts	Existing pay scale
			Rs.
1.	Skipper	23	725-25-900
2.	Mate Grade I	4	475-15-685
3.	Mate Grade II	5	400-15-640
4.	Fishing Second Hand	1	400-15-640
5.	Bosun (Certified)	24	300-10-350
6.	Bosun (Certified)	1	350-15-425
7.	Bosun (Uncertified)	12	200-10-300
8.	Chief Engineer/Chief Engine Driver	12	450-15-600
9.	Engine Driver (Class I)	12	250-10-350
10.	Engine Driver (Class I)	1	250-10-300
11.	Engine Driver (Class II)	19	200-10-300
12.	Assistant Engine Driver	2	150-10-250
13.	Assistant Engine Driver	1	200-10-290-15- 320

There are some variations in regard to pay scales of comparable posts under the different fishing organisations. While the post of Bosun (Certified) generally carries the pay scale of Rs. 300-10-350, it is in the scale of Rs. 350-15-425 in the Sunderbans Project. Similarly, while the post of Assistant Engine Driver is in the pay scale of Rs. 150-10-250 in the Deep Sea Fishing Organisation, it is in the scale of Rs. 200-10-290-15-320 in the Sunderbans Project. We have been informed by the Department that variations in pay scales are due to the fact that the Sunderbans Project was not previously under the control of the Department of Agriculture.

86. An examination of the duties and responsibilities of the various marine posts on fishing - vessels indicates that while the Skipper is in overall charge of a fishing vessel and is responsible for conducting exploratory fishing operations, the Chief Engineer is in charge of the engine room and is responsible for maintenance and repairs. Personnel like Mates Grade I & Grade II, Bosun (Certified), assist the Skipper, and Engine Drivers assist the Chief Engineer/Chief Engine Driver. In some cases Bosuns are in charge of small fishing craft.

87. The Skipper and Mate Grade I are required to possess the Certificate of Competency as 'Skipper'. Mate Grade II, Fishing Second Hand and Bosun (Certified) are required to have Certificates of Competency as 'Second Hand of Fishing Vessel'. Similarly, Certificates of Competency as Engineer and as Engine Driver are, respectively required from the Engineer and Engine Driver. Assistant Engine Driver and Bosun (Uncertified) are not required to possess any of the prescribed Certificates.

88. The Department of Agriculture has intimated that serious difficulty is being faced by all the fisheries organizations in recruiting qualified marine staff, particularly for the posts of Chief Engineer and Engine Drivers. It has been reported that 3 out of 23 posts of Skippers, 5 out of 13 posts of Engine Drivers, 7 out of 12 posts of Chief Engineer and 10 out of 24 posts of Bosun (Certified) are lying vacant. The main reason is stated to be the lower pay scales as compared to the scales offered by the fishing industry, the rigours of life afloat fishing vessels are also reported to be a contributory factor.

89. Having regard to the method of recruitment, the difficulties in recruitment and the conditions of work, we recommend the following scales of pay for the various posts in the fisheries organisations :—

S. No.	Name of post	Existing pay scale	Proposed pay scale
		Rs.	Rs.
1.	Skipper	725-15-900	1050-1600
2.	Mate Grade I (Certified)	475-15-685	840-1200
3.	Mate Grade II Fishing Second Hand	400-15-640	650-960
4.	Bosun Certified	350-15-425	550-750
	Bosun Certified	300-10-350	
5.	Chief Engineer	450-15-600	840-1200
	Chief Engine Driver		
6.	Engine Driver Class I	250-10-350	455-700
		250-10-300	
7.	Engine Driver Class II	200-10-300	425-600
8.	Assistant Engine Driver	200-10-290-15-320	380-560
		150-10-250	
9.	Bosun (Uncertified)	200-10-300	425-600

90. Apart from the certified categories of the floating staff on inland steam vessels and the fisheries vessels discussed above, there are other categories of personnel for whom Certificates of Competency under the Merchant Shipping Act or under the Inland Steam Vessels Act have not been prescribed. These posts do not require any special technical qualifications connected with the marine operations. The revised pay scales for these posts in vessels other than the fishing vessels are indicated against each in the following table :—

TABLE

S. No.	Name of post	Existing pay Scale	Proposed pay scale	
		Rs.	Rs.	
1.	Bhandari	70-1-80-EB-1-85	185-220	
2.	Laskar			
3.	Boatman			
4.	Cook's Mate			
5.	Topass			
6.	Steward			
7.	Sukhani			
8.	Greaser			
9.	Seamen			
10.	Laskar	75-1-85-EB-2-89	190-232	
11.	Coal Trimmer			
12.	Seacunny	76-1-85-2-89		
13.	Greaser			
14.	Laskar	75-1-85-EB-2-95	190-240	
15.	Petty Officer			
16.	Manjhi			
17.	Bhandari			
18.	Tindal (Clal)			
19.	Greaser			
20.	Tindal			
21.	Deck Hand			
22.	Leading Seaman			
23.	Laskar			80-1-75-EB-2-95	do
24.	Cassab			
25.	Greaser	80-1-85-2-95-2-110	200-260	
				85-2-95-3-110
26.	Steamer Fireman			80-1-85-2-95-3-110
27.	Tindal	85-2-95-3-110	200-260	
		75-1-85-EB-2-95-EB-3-110		
		80-1-85-2-95-3-110	200-260	
		95-3-110		
28.	Coalman	80-1-85-2-95-3-110	200-260	
29.	Cook	80-1-85-2-95-3-110		
		85-2-95-3-110	200-260	
30.	Sukhani/Seacunny	85-2-95-3-110		
31.	Seamen/Leading Seamen	85-2-95-3-110	200-260	
		80-1-85-2-95-3-110		
		95-3-110	200-260	
32.	Pilot	85-2-95-3-110		
33.	Quartermaster	85-2-95-3-110	225-308	
34.	Cassab	100-3-130		
35.	Tindal	100-3-130	260-350	
36.	Cook	110-3-131		
37.	Sukhani/Seacunny	110-3-131	260-350	
38.	Quartermaster	110-3-131		
39.	Seamen	110-3-131-3-139	330-480	
40.	Chief Steward	150-5-175-6-205		

91. Similar categories of the uncertificated staff on the fishing vessels carry relatively higher scales of pay for the reason that the fishing vessels have to operate on the high seas and the personnel have to

remain away for longer periods. We recommend the following scales of pay for the categories of staff on the fishing vessels shown in the table below :—

TABLE

S. No.	Name of post	Existing pay scale	Proposed pay scale
		Rs.	Rs.
1.	Chief Steward	160-10-200	330-480
2.	Senior Deck Hand/Senior Deck Hand-cum-Cook/Senior Deck Hand-cum-Greaser	120-5-150	290-400
3.	Cook	100-5-130	225-308
4.	Deck Hand/Junior Deck Hand-cum-Greaser/Fishing Hand	100-3-130	
5.	Topass	100-5-130	
6.	Assistant Cook	75-1-85-EB-2-95	190-240
7.	Deck Hand	75-1-85-EB-2-95	
8.	Topass	70-1-85-2-95	
9.	Laskar	70-1-85-2-95	

92. The Merchant Shipping Act, 1958 contains statutory provisions under which reasonable arrangements are required to be made for the boarding requirements of the crew when they are on board. The Department of Agriculture have informed us that it is one of the accepted international maritime conventions that crew on the ship are given either free food or an allowance in lieu thereof. Accordingly, the marine staff on fishing and marine research vessels of the Department have been sanctioned messing allowance. In the Deep Sea Fishing Organisation and in the Indo Norwegian Project, the rate of messing allowance is Rs. 60/- and Rs. 120 per mensem for the crew and officers, respectively. In Sunderbans Project, the rate of messing allowance is Rs. 75/- for

Bosun, Rs. 50/- for Assistant Engine Driver and Rs. 30/- for the Deck Hand and Serang. Such of marine staff who are in receipt of messing allowance are entitled to receive only 80% the dearness allowance and 50 per cent the compensatory (city) allowance admissible to other categories of Central Government employees.

93. The Department of Agriculture has informed us that there has been a demand for increasing the present rate of messing allowance which were fixed as far back as 1954.

Since messing allowance is paid to the marine staff employed on fishing vessels in lieu of free food, we recommend continuance of the same. We, however, do not see any justification for paying messing allowance on a monthly basis and think that it should be paid for the periods when these personnel are required to be on board. This seems to be the practice in the non-Government sectors also. We, accordingly, recommend that messing allowance should be paid at the rate of Rs. 10/- per day to the officers and Rs. 5/- per day to the crew of the fishing vessels for the days they remain on board. We also recommend that such of the marine staff who receive messing allowance on a per diem basis should be entitled to receive full dearness allowance and full compensatory (city) allowance at the same rates as applicable to other categories of Central Government employees.

94. The Government should consider whether any messing allowance should be given to the marine staff in the customs and Excise and other Departments also having regard to all the relevant circumstances.

VIII—Other Common Categories

Artists

95. There are 296 non-gazetted posts of Artist, Commercial Artist, Poster Artist, Art Designer and other similar posts in different departments. These posts are spread over 25 different scales of pay as indicated in the table below :—

TABLE
Distribution of the posts of Artists

S. No.	Existing Scale of pay	Railways	P&T	Defence	Agriculture	I&B	Education	Foreign Trade (now Commerce)	Ind. Deve.	Health and F.P.	Home Affairs	Labour & Stat. Empl.	Deptt. of Welfare	Social Welfare	Planning Commission	Petroleum & Chemical	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
1.	Rs. 370-20-450-25-575	—	—	—	6	—	1	—	—	3	—	—	—	—	—	—	10
2.	Rs. 325-15-475-20-575	—	—	—	—	—	4	4	1	—	—	—	—	—	—	—	9
3.	Rs. 320-15-530	—	—	—	—	—	—	31	—	—	—	—	—	—	—	—	31
4.	Rs. 270-15-450-20-530	—	—	3	—	—	—	—	—	—	—	—	—	—	—	—	3
5.	Rs. 335-15-485	—	—	1	—	—	—	—	—	—	—	—	—	—	—	—	1
6.	Rs. 370-15-475	—	—	—	—	—	—	—	1	—	—	—	—	—	—	—	1
7.	Rs. 370-20-450-25-475	—	—	—	—	—	3	—	—	—	1	—	4	—	1	—	9
8.	Rs. 335-15-425	—	2	13	—	—	—	—	—	—	—	—	—	—	—	—	15
9.	Rs. 210-10-290-15-425	—	—	—	7	—	6	2	1	2	1	2	—	—	4	—	25
10.	Rs. 250-10-290-15-380	—	—	—	—	—	2	—	—	3	9	—	6	2	1	1	24

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18
11. Rs. 210-10-290-15-380		7	—	3	—	—	—	—	—	—	—	—	—	—	—	—	10
12. Rs. 210-10-290-15-320		—	—	—	—	—	1	—	—	—	—	—	—	—	—	—	1
13. Rs. 150-5-160-8-280-10-320		—	—	—	—	—	14	—	—	—	—	—	—	—	—	—	14
14. Rs. 150-5-160-8-280-10-300		—	—	—	—	—	14	—	—	—	—	—	—	—	—	—	14
15. Rs. 130-5-160-8-280-10-300		—	—	2	—	—	—	—	1	—	—	1	—	—	—	—	4
16. Rs. 205-7-240-8-280		—	—	26	—	2	—	1	—	2	—	1	—	—	—	—	32
17. Rs. 175-6-205-7-240-8-280		1	—	—	—	—	—	—	—	—	—	—	—	—	—	—	1
18. Rs. 150-5-175-6-205-7-240		—	—	4	1	—	—	—	—	—	3	—	—	—	—	—	8
19. Rs. 150-5-160-8-240		—	—	19	—	—	—	—	—	—	—	—	—	—	—	—	19
20. Rs. 150-5-175-6-205		—	—	—	—	—	—	—	—	3	—	—	—	—	—	—	3
21. Rs. 130-5-160-8-280		—	—	—	1	—	—	—	—	—	—	—	—	—	—	—	1
22. Rs. 110-4-170-5-200		—	—	1	1	—	—	—	—	—	1	—	—	—	—	—	3
23. Rs. 110-3-131-4-175-5-180		—	—	—	—	—	1	—	—	—	—	—	—	—	—	—	1
24. Rs. 110-3-131-4-155		—	—	48	—	—	—	—	—	—	—	—	—	—	—	—	48
25. Rs. 85-2-95-3-110		—	—	9	—	—	—	—	—	—	—	—	—	—	—	—	9
TOTAL		8	2	129	16	2	46	38	4	13	15	4	10	2	6	1	296

96. Artists are generally employed for preparing illustrations, graphs, charts and designs for printed publicity matter brought out by the different departments. The Artists under the Ministry of Information and Broadcasting are, however, required to plan the layout, setting, etc. for the films, documentaries and news reels produced by the Films Division. As the duties of these posts are different these have not been considered here. Similarly there are posts of Artists-Engraver, Artist-cum-Photographer, Technician/Research Assistant (Artist) which have also been discussed under the concerned departments.

97. The recruitment rules for the various posts of artists generally provide for the Matriculation qualification with a Certificate or Degree/Diploma in Fine Art/Commercial Art and experience in the line ranging from 2 to 5 years. In some cases Diploma in Draftsmanship is also considered adequate. The posts at different levels are filled both by direct recruitment and by promotion.

98. The qualifications and duties and responsibilities of the various categories of artists being comparable we do not find justification for the existing 25 scales of pay and accordingly recommend that these posts should be brought over on the revised pay scales indicated in the table below :—

TABLE

S.No.	Existing scale of pay	Proposed scale of pay
1	2	3
	Rs.	Rs.
1.	370-20-450-25-575	550-900
2.	325-15-475-20-575	

1	2	3	
	Rs.	Rs.	
3.	370-20-450-25-475	550-750	
4.	370-15-475		
5.	335-15-485		
6.	335-15-425		
7.	270-15-450-20-530		
8.	320-15-530		
9.	250-10-290-15-380		425-700
10.	210-10-290-15-425		
11.	210-10-290-15-380	380-640	
12.	210-10-290-15-320		
13.	150-5-160-8-280-10-320		
14.	205-7-240-8-280	330-560	
15.	175-6-205-7-240-8-280		
16.	150-5-160-8-280-10-300		
17.	130-5-160-8-280-10-300		
18.	130-5-160-8-280		
19.	150-5-175-6-205-7-240	330-480	
20.	150-5-160-8-240		
21.	150-5-175-6-205		
22.	110-4-170-5-200	260-400	
23.	110-3-131-4-175-5-180		
24.	110-3-131-4-155		
25.	85-2-95-3-110	200-260	

99. We would also recommend that upto three advance increments may be given in the proposed scales to the direct recruits in the organisations where there is at present direct recruitment in the scales of Rs. 370-575 and Rs. 250-380.

Cashiers

100. We have dealt with the Cashiers in the Railways, P&T and the Customs and Central Exise in Chapters 36, 23 and 27 respectively. Here we discuss the posts of Cashier in other offices. As on 1-1-1971, there were 630 posts of Cashier on the following 10 scales of pay :—

Existing Scale Rs.	No. of Posts
110-180	222
130-280	21
130-300	347
150-240	2
180-380	2
210-320	6
210-380	6
210-425	14
210-530	9
270-575	1

Some of the posts carry special pay ranging from Rs. 5 to Rs. 40 per month depending on the average amount of monthly cash disbursed.

101. We find that Cashiers are appointed either by direct recruitment on prescribed scales with or without special pay or by selection from LDCs, UDCs and Assistants on grade pay or on a higher scale, both with or without special pay. Further, in some cases, special pay of Rs. 10, Rs. 20, Rs. 30 or Rs. 45 has been allowed whereas the orders* on the subject prescribe the rates of Rs. 5, Rs. 15, Rs. 25, Rs. 35 and Rs. 40.

102. We recommend that :—

- Where there is direct recruitment to any post of Cashier, then the scale should be prescribed taking into consideration its responsibilities and amount of average monthly cash disbursement. There should be no special pay in such cases. Further where there are sufficient numbers of cashiers in various grades to constitute a viable cadre in a Department/Organisation, then the posts of Cashiers should not carry any special pay.
- Where the arrangements for cash handling are entrusted to an individual belonging to the clerical cadre, a decision should be taken as regards the level of ministerial grade officer (e.g., LDC, UDC or Assistant) who will be given this task. This decision should be taken having regard to a number of factors—the Chief ones being the amount of cash disbursed, the number of transactions, whether dealing with public is involved, staff supervised etc. For various levels, a range of special pays should be prescribed. Normally a special pay in addition to their grade pay should be granted to LDCs, UDCs or Assistants only.

103. Our recommendations for the revised scales to replace existing scales of pay for the Cashiers, are given below :—

Existing Scale (Rs.)	Proposed Scale Rs.
110-180	260-400
150-240	330-480
130-280 } 130-300 }	330-560
180-380 } 210-320 } 210-380 }	425-640
210-425	425-700
210-530	425-800

These scales may be applied generally, except where we have specifically recommended other scales after detailed consideration of the matter elsewhere in the report.

104. In the Delhi Milk Scheme under the Ministry of Agriculture, there are 157 posts of Cash Clerk and Cash Counter Clerk on the scale of Rs. 110-180 carrying a special pay of Rs. 15 per month. This number would justify a separate cadre. We recommend that these posts should either belong to the clerical cadre as at present and be given a special pay or should be given the scale of Rs. 290-400. The post of Cashier (Scale : Rs. 210-425) in the same organisation should be given the scale of Rs. 425-700. The post is at present filled by promotion of Junior Accountants but we feel that Cash Clerks and Cash Counter Clerks should also be eligible for it. The post of Head Cashier, Delhi Milk Scheme, is filled by promotion from Cashiers on the scale of Rs. 210-425. The duties of Head Cashier include supervision over the work of Cashiers and other staff handling cash and working under him. We recommend for this post the scale of pay which we have proposed for the SAS Accountants, viz., Rs. 500-900.

105. We find that the following rates of special pay were fixed in 1962 and have not been revised :

Amount of average monthly cash disbursed	Rate of special pay per month
Upto Rs. 4,000	Rs. 5 (if the official has furnished security)
Rs. 4,001-Rs. 20,000	Rs. 15
Rs. 20,001-Rs. 50,000	Rs. 25
Rs. 50,001-1,00,000	Rs. 35
Over Rs. 1,00,000	Rs. 40

A special pay of Rs. 5 per month for a Cashier who has to furnish security is rather a small amount. We recommend that it should be increased to Rs. 10 per month. Our suggestions are as under :—

Amount of average monthly cash disbursed	Rate of special pay per month
Upto Rs. 4,000	Rs. 10 (if the official has furnished security)
Rs. 4,001-Rs. 20,000	Rs. 20
Rs. 20,001-Rs. 50,000	Rs. 30
Rs. 50,001-Rs. 1,00,000	Rs. 40
Over Rs. 1,00,000	Rs. 50

Cameramen and Photographers

men and Photographers spread over 23 scales of pay as indicated in the table below :

106. There are 371 non-gazetted posts of Camera-

TABLE

Distribution of the posts of Cameramen/Photographers

S. No.	Existing scale of pay	Rail-ways	De-fence	Edu-cation	Mines and Metals	I&B	Eco-nomic Affairs	I&P	Hea-lth and F.P.	Ship-ping and Trans.	Agri-cul-ture	W.H. & U.D.	Fore-ign Trade (now Commerce)	Home Affr.	I&E	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17
	Rs.															
1.	370-20-450-25-575	..	..	..	..	..	..	..	1	..	3	..	..	..	..	4
2.	350-20-450-25-575	9	..	..	..	3	..	1	..	..	..	..	..	..	..	13
3.	325-25-575	..	..	2	..	..	..	..	..	..	..	..	..	..	..	2
4.	320-15-530	..	..	..	..	..	..	..	..	..	..	..	2	..	..	2
5.	335-15-425	..	20	..	..	..	..	..	..	..	..	..	..	..	..	20
6.	325-15-475	..	..	..	1	..	..	..	..	1	..	1	..	..	..	3
7.	250-10-290-15-425	15	..	..	..	..	..	..	..	..	..	..	..	..	..	15
8.	210-10-290-15-425	..	3	17	2	..	1	1	..	1	2	10	..	3	3	43
9.	250-10-290-15-380	2	..	..	..	..	..	..	..	..	..	..	..	..	..	2
10.	210-10-290-15-320-EB-15-380.	..	..	..	6	..	..	..	..	..	..	..	..	..	..	6
11.	180-10-290-15-380	..	..	..	6	..	..	..	..	..	..	..	..	..	..	6
12.	170-10-290-15-380	..	..	..	..	..	..	4	..	..	..	..	..	..	..	4
13.	158-8-280-10-300	..	1	..	..	..	..	..	..	..	..	..	..	..	..	1
14.	150-5-160-8-280-10-300	..	4	10	..	..	..	..	..	..	..	..	..	..	..	14
15.	130-5-160-8-280-10-300	..	34	21	..	..	2	2	1	..	1	..	..	..	..	61
16.	205-7-240-8-280	2	..	..	..	..	..	..	..	..	..	..	..	..	..	2
17.	175-6-205-7-240-8-280	15	..	..	..	..	..	..	..	..	..	..	..	..	..	15
18.	150-5-175-6-205-7-240	3	..	4	25	..	..	..	..	..	..	..	..	..	..	32
19.	130-5-175-6-205-7-212	..	6	..	..	..	..	..	..	..	..	..	..	..	..	6
20.	150-5-175-6-205	..	..	..	..	..	..	..	2	..	..	..	..	..	..	2
21.	150-5-180	..	..	..	..	1	..	..	..	..	..	..	..	..	..	1
22.	110-4-170-5-200	..	..	29	..	..	..	..	..	..	..	..	..	..	..	29
23.	110-3-131-4-155	..	88	..	..	..	..	..	..	..	..	..	..	..	..	88
	/ TOTAL	46	156	83	40	4	3	8	4	2	6	11	2	3	3	371

The above table does not include posts of Cameraman and Photographer engaged on motion picture photography in the Films Division under the Ministry of Information and Broadcasting. Posts where the Photographers, in addition to the normal photography duties, have also to perform duties of Projectionists, artists, etc. have also not been considered here.

107. While generally the qualifications prescribed for recruitment to these posts are Matriculation and/or a Certificate Course in Photography and/or practical experience in various branches of photography, in some of the departments the recruitment rules

provide for special qualifications, for example Micro-photographer in the National Library for whom the qualifications prescribed are M.Sc. in Physics. Such posts have also not been considered here.

108. The duties and responsibilities of the Photographers and Cameramen are comparable in all these departments as most of them are employed on still photography. In some cases the Photographers are responsible for the maintenance of photographic equipment also. In some other cases they are responsible for imparting training in photography. We think that taking an overall view there is no justification for the existing multiplicity of the pay scales and accordingly recommend the following revised

scales of pay for the Photographers and Cameramen employed in the different departments:

TABLE

S. No.	Existing scale of pay	Proposed scale of pay
		Rs.
1.	Rs. 370-20-450-35-575	} 550-900
2.	Rs. 350-20-450-25-575	
3.	Rs. 325-25-575	
4.	Rs. 335-15-425	} 550-750
5.	Rs. 325-15-475	
6.	Rs. 320-15-530	
7.	Rs. 250-10-290-15-425	} 425-700
8.	Rs. 250-10-290-15-380	
9.	Rs. 210-10-290-15-425	
10.	Rs. 210-10-290-15-320-EB-15-380	} 380-640
11.	Rs. 205-7-240-8-280	
12.	Rs. 180-10-290-15-380	
13.	Rs. 170-10-290-15-380	
14.	Rs. 175-6-205-7-240-8-280	} 330-560
15.	Rs. 168-8-280-10-300	
16.	Rs. 150-5-160-8-280-10-300	
17.	Rs. 130-5-160-8-280-10-300	
18.	Rs. 150-5-175-6-205-7-240	} 330-480
19.	Rs. 150-5-175-6-205	
20.	Rs. 130-5-175-6-205-7-212	
21.	Rs. 150-5-180	} 260-400
22.	Rs. 110-4-170-5-200	
23.	Rs. 110-3-131-4-155	

Cooks and Cook Bearers

109. They are on nine different scales of pay but the concentration is in two scales viz. Rs. 105-135 and Rs. 110-180. The majority of them are employed in the Railways and a few are employed in other departments such as Agriculture, External Affairs etc. The posts are generally filled by promotion though there is also direct recruitment in some departments. Differences in the rates of remuneration are in a few cases, but not generally, based on the nature of duties. The Cooks in the higher grades may in some cases have to supervise the work of a number of other Cooks in the lower scales. Having regard to the nature and range of duties, it is not necessary to have more than three pay scales for this category. We accordingly recommend that the existing ten scales may be broad-banded as shown below:—

Existing scale	Proposed scale
Rs.	Rs.
85-128	} 225-308
100-130	
105-135	

Existing scale of pay	Proposed scale of pay
110-131	} 260-350
110-143	
125-143	
120-150	
140-175	} 260-400
110-180	

Caretakers

110. This category numbering 473 is on 23 Class III scales of pay. Nearly one-third of the total number of posts are in the Railways. Though there are 21 scales, the following five scales account for 60 per cent of the total strength.

Rs.
85-128
105-135
110-180
110-200
130-300

Though promotion is the rule, direct recruitment is resorted to in some departments in the higher grades also. The qualifications prescribed vary but it is usually matriculation with diploma in sanitation; in some cases graduates with experience as caretakers or persons with diploma in catering are also preferred. For posts in scales lower than Rs. 110-180 middle school standard is the normal prescribed qualification. We do not think there is justification for the present diversity of pay scales and we would recommend the following six scales to replace the existing 21 scales.

Existing scale	Proposed scale	Qualifications for direct recruitment recommended for the future.
Rs. 85-128	} 225-308	By Promotion or middle pass with three years experience.
105-135		
100-142		
110-131		
130-170	} 260-400	Matriculate
110-180		
110-200		
130-212	} 330-480	No direct recruitment.
150-200		
150-240		
150-250		
130-280	} 330-560	Do.
205-280		
130-300		
150-300		
168-300		
150-320		
150-380	} 380-640	Matriculate with diploma in sanitation or catering with four years' experience.
210-380		
250-380		
210-425	425-700	Matriculate with Engineering diploma.

Cinema Projectionists/Operators

111. A number of Central Government Departments, particularly those entrusted with the responsibility for publicity, employ Cinema Operators/Projectionists for operating the cinema projectors, etc. There are generally two levels of workers employed on the operation of cinema projectors and ancillary equipment, including amplifiers, loud speakers, etc., namely, Operators/Projectionists and Assistant Operators/Assistant Projectionists. There are how-

ever, variations in the designation of these posts in the different departments. In some organisations they are designated as Operator-cum-Driver, Operator-cum-Mechanic, Projectionist-cum-Electrician, telecine, Operator, etc.

112. There are 364 posts of Cinema Projectionist/Operator under the various departments distributed over 23 scales of pay as indicated in the table below:—

TABLE

Distribution of the posts of Projector Operators/Assistant Projector Operators

S. No.	Existing scale of pay	De-fence	L.E. & Reh.	Tour-ism and Civil Avia-tion	W.H. & U.D.	Rail-ways	Social Wel-fare	Per-son-nel	Agri.	Ext. Affr.	Plg. Commn.	I&B	Health and F.P.	Ind. Dev.	Edu-cation	Home Affr.	Ship-ping and Trans.	Total
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16	17	18	19
	Rs.																	
1.	210-10-290-15-425			11									1					12
2.	250-10-290-15-380																	1
3.	210-10-290-15-320											3						3
4.	200-10-290-15-320			5	6		3		3			43						60
5.	150-10-290-15-320												20					20
6.	205-7-240-8-280	2											1					3
7.	175-6-205-7-240-8-280						1											1
8.	150-5-160-8-280-10-300												1					1
9.	150-5-175-6-205-7-240											3	1					4
10.	150-5-160-8-216					1												1
11.	150-5-175-6-205-7-212													1				1
12.	150-5-175-6-205	83	23					1										107
13.	150-5-175															1		1
14.	130-5-160-8-280-10-300				1				4				3					8
15.	130-5-160-8-280					1												1
16.	130-5-175-6-205-7-212						6											6
17.	130-4-170-5-200			1														1
18.	110-3-131-4-175-5-180			3				9	1									13
19.	125-3-131-4-155			3						1		9					1	14
20.	110-3-131-4-155	52																53
21.	110-3-131-4-139														1			1
22.	110-3-131										1							1
23.	75-1-85-2-95	51																51
TOTAL		189	46	7	2	19	1	2	7	1	1	58	27	1	1	1	1	364

113. The recruitment rules for these posts indicate that generally posts on both the levels are filled by direct recruitment although in some cases posts at the Operator's level are also filled by promotion from the next lower grade of Assistant Operator. The academic qualifications prescribed for these posts are Matriculation and in some cases even Middle pass is considered adequate. Such posts where Matriculation is not prescribed as a minimum qualification are, however, generally placed in the lower scales of pay. The technical and professional qualifications required for these posts are Diploma/Certificate of Competency in Cinema Projection awarded by the State Governments. Experience of about 3 years in operating both 35 mm and 16 mm projectors and other sound equipment is also essential for recruitment to some of these posts.

114. Having regard to the duties of the Cinema Projectionist/Operator and the qualification and experience prescribed for recruitment, we recommend that these posts be placed in the scales indicated in the table below:—

S. No.	Existing scale of pay	Proposed scale of pay
1	2	3
		Rs.
1.	Rs. 250-10-290-15-380	425—700
2.	Rs. 210-10-290-15-425	
3.	Rs. 210-10-290-15-320	425—600
4.	Rs. 200-10-290-15-320	
5.	Rs. 205-7-240-8-280	330—560
6.	Rs. 150-10-290-15-320	
7.	Rs. 175-6-205-7-240-8-280	
8.	Rs. 150-5-160-8-280-10-300	
9.	Rs. 130-5-160-8-280-10-300	
10.	Rs. 130-5-160-8-280	

1	2	3
11.	Rs. 150-5-175-6-205-7-240	330—480
12.	Rs. 150-5-175-6-205-7-212	
13.	Rs. 150-5-160-8-216	
14.	Rs. 150-5-175-6-205	
15.	Rs. 130-5-175-6-205-7-212	
16.	Rs. 130-4-170-5-200	260—400
17.	Rs. 150-5-175	
18.	Rs. 110-3-131-4-175-5-180	
19.	Rs. 125-3-131-4-155	260—350
20.	Rs. 110-3-131-4-155	
21.	Rs. 110-3-131-4-139	
22.	Rs. 110-3-131	
23.	Rs. 75-1-85-2-95	200—280

115. There are 52 posts of Assistant Operator in the scale of Rs. 110—155 in the Ministry of Defence which are filled by direct recruitment from among Matriculates with a Certificate/Licence for Cinema Operator or experience varying from one to five years. For these posts, we recommend the pay scale of Rs. 260—400.

116. There is one post of Projectionist-cum-Sound Engineer in the pay scale of Rs. 205-7-240-8-280 in the Department of Family Planning. This post is filled by direct recruitment from Diploma Holder in Cinematography. Having regard to the prescribed qualifications, we recommend for this post the scale of Rs. 425—640.

Editorial Staff and Publication Workers

117. There are various categories of editorial and publication staff who assist in the preparation of publications brought out by the various departments for official and public use. The posts which belong to organised cadres have not been discussed here. The distribution of other posts in these categories, in different scales of pay, which need special mention, is given in the table below:—

Posts in the Department of

Sl. No.	Scale of pay	Department of													TOTAL
		Administrative Reforms	Agriculture	Defence	Education	External Affairs	Health & Family Planning	Commerce	Industrial Devp. & Internal Trade	Irrigation & Power	Mines & Metals	Posts & Telegraphs	Railways	Social Welfare	
1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
1.	Rs. 425-25-500-30-800	—	2	—	—	—	—	—	—	—	—	—	—	—	2
2.	Rs. 350-25-500-30-800	1	3	3	—	2	6	—	3	1	4	—	—	—	23

1	2	3	4	5	6	7	8	9	10	11	12	13	14	15	16
3. Rs. 350-20-450-25-475		—	—	—	1	—	—	—	—	—	1	—	—	—	2
4. Rs. 325-15-475-20-575		—	—	—	1	—	2	2	1	2	—	—	—	—	8
5. Rs. 330-15-435-20-535		—	11	—	—	—	—	—	—	—	—	—	—	—	11
6. Rs. 325-15-475		—	—	—	—	—	—	—	—	1	—	—	—	—	1
7. Rs. 270-10-290-15-485		—	—	32	—	—	—	—	—	—	—	2	—	—	34
8. Rs. 210-10-270-15-450-20-530		—	1	1	—	—	—	—	1	—	—	—	—	—	3
9. Rs. 210-10-290-15-425		—	3	—	—	—	—	—	—	3	6	—	—	1	13
10. Rs. 210-10-290-15-380		—	—	—	—	—	—	—	—	—	—	—	1	—	1
		1	20	36	2	2	8	2	5	6	12	2	1	1	98

118. Posts in the scales of Rs. 425—800 and Rs. 350—800 are filled generally by direct recruitment from amongst degree holders with 3 years' journalistic or editorial experience.

Posts in the scales of Rs. 350—475, Rs. 325—575, Rs. 325—475 and Rs. 330—535 are also filled by direct recruitment of Graduates possessing two to three years' experience in editorial work and processing of publications at various stages. Some of these posts are filled by promotion from the grade of Rs. 210—425.

While the posts of Sub-Editor Rs. (270—485) under the Ministry of Defence are promotional posts for Assistant Journalist (Rs. 210—425), the posts with the same designation in the P & T Department are filled by direct recruitment of Graduates in Hindi with 3 years' experience in editing, translating from English to Hindi and *vice-versa*.

Out of the three posts in the scale of Rs. 210—530 there is one post each under the Ministry of Defence and Ministry of Industrial Development and Internal Trade which are filled by direct recruitment from amongst persons possessing a Master's Degree in English or Sanskrit. The one post of Technical Assistant in the same scale of pay under the Ministry of Agriculture is also filled by direct recruitment from amongst Graduates possessing experience in publication work.

Posts in the scale of Rs. 210—425 are partly filled by promotion from lower grades (Rs. 168—300 or Rs. 150—240) and partly by direct recruitment of Graduates with two years' experience in the line.

119. Having regard to the duties and responsibilities, qualifications and method of recruitment for the various posts in these categories, we recommend the following scales of pay for these posts:—

S. No.	Existing scale of pay	Proposed scale of pay
1	2	3
1.	Rs. 425—800	Rs. 650—1200
2.	Rs. 350—800	
3.	Rs. 325—575	Rs. 550—900
4.	Rs. 330—535	
5.	Rs. 350—475	
6.	Rs. 325—475	

1	2	3
7. Rs. 210—530	}	Rs. 470—750
8. Rs. 270—485		
9. Rs. 210—425	}	Rs. 425—700
10. Rs. 210—380		

Gestetner Operator

120. The posts covered here are known by various designations like Gestetner Operator, Roneo Operator, Duplicator Operator, Addressographer, Senior Addressograph Operator, Office Machine Operator, Gestofix Operator, Rota Print Operator and Barro Machine Operator. As on 1-1-1971 there were 492 posts on the following 10 scales of pay:—

Existing Scale Rs.	No. of posts
100-3-130	2
105-3-135	65
110-3-125	123
110-3-131	215
110-3-131-4-139	2
110-180	63
130-240	2
130-256	4
130-280	2
130-300	14

The posts on Rs. 110—180 are generally filled by the promotion of Operators on the scale of Rs. 80—110, while the posts on the higher scales are generally filled by the promotion of operators on the scales of Rs. 110—125 or Rs. 110—131. Keeping in view the method of recruitment etc., we recommend for these posts the following scales:—

Existing scale (Rs.)	Proposed scale (Rs.)
110—125 100—130 110—131 105—135 110—139	260—350
110—180	260—400
130—240 130—256	330—480
130—280 130—300	330—560

Gardeners and Nursery Workers

121. This category numbering 63 is distributed over 11 scales. The majority of the posts are, however, on the scales of Rs. 150—240 and Rs. 110—131. The posts in the higher grades are generally filled by direct recruitment from graduates in agriculture, Botany or Horticulture. We think the following five scales should meet all reasonable requirements:—

Existing scale (Rs.)	Proposed scale (Rs.)
110—125 110—131	225—308
140—175 110—180	260—400

*Chapter 36 Ministry of Railways.

*Chapter 27 Ministry of Finance.

*Chapter 42 Department of Science & Technology.

*Chapter 40 Ministry of Works & Housing.

Existing Scale (Rs.)	Proposed scale (Rs.)
130—212 150—240 130—256	330—480
150—300 150—320	330—560
180—380 210—425	425—700

Printing Staff

122. We deal in this section with printing staff employed in departments other than the Railways and Economic Affairs, the Chief Controller of Printing and Stationery and in the Survey of India, who have been covered in the respective chapters.* The categories of proof readers and copy holders, who are akin to the reading branch staff under the Chief Controller of Printing and Stationery have also been dealt with under the chapters on the concerned departments. The remaining printing staff numbering 363 are distributed in 13 departments. Of this, 270 posts are in the various offices under the Ministry of Defence. The Departments of Health and Family Planning and of Mines account for 22 and 29 posts, respectively. The remaining 42 posts are distributed in 10 other departments. These posts are borne on as many as 33 scales of pay. In recommending revised scales we have attempted to reduce the number of scales to the extent possible. However, in view of the differences in the size of the Presses maintained by the various departments, and the variation in the skill requirements of different jobs in the printing trade, we have found it necessary to recommend 9 scales.

123. We have scrutinized the recruitment qualifications and the duties performed in these posts and recommend the revised scales given below, in respect of the different Departments.

Designation (Office)	No. of pos (s)	Existing Scale	Proposed Scale				
	2	3	4				
(i) Ministry of Defence :							
		Rs.	Rs.				
Printing Assistant (Technical) (Chief Administrative Officer)	1	210—425	425—700				
Lithographer-cum-Printer (Research & Development Organisation)	2	168—280	380—560				
Xerographist (Chief Administrative Officer)	1	150—240	330—480				
Compositor Grade I (Naval Hqrs)	1	150—205	330—480				
Mono Compositor (Engineer-in-Chief)	1	150—180	380—560				
Litho Machine Operator (Naval Headquarters)	2	130—212	380—560				
Machine Minder (Litho Offset) (Engineer-in-Chief)	1	130—205	380—560				
Machineman (Offset Printing) (Chief Administrative Officer)	1	110—180	260—400				
Compositor Grade II (Naval Headquarters)	2	110—180	260—400				
Type Cutter Grade 'A' (Directorate General of Ordnance Factories)	6	110—143	260—350				
Compositor Grade 'A' (Director General of Ordnance Factories)	25	110—143	260—350				
Machine Minder (Chief Administrative Officer)	4	110—131	260—350				
Compositor (Chief Administrative Officer)	2	100—142	260—350				
Compositor (Air Headquarters)	9						
Compositor (Engineer-in-Chief)	18						
Compositor (Director General of Ordnance Factories)	25						
Compositor (Director General of Inspection)	30						
Compositor (Research & Development Organisation)	42						
Mechanical Caster (Engineer-in-Chief)	(1)						
Machine Minder (Air Headquarters)	(2)						
Machine Minder Cylinder (Engineer-in-Chief)	(4)						
Compositor (Military Training Directorate)	(23)						
Printer (Naval Headquarters)	(5)	7	100—142	260—350			
Machine Minder Platten (Engineer-in-Chief)	(2)	35	100—130	260—350			
Printer Grade IV (Military Training Directorate)	(5)						
Operator Printing Machine Grade 'A' (Directorate General of Ordnance Factories)	(29)						
Printer (Ordnance Services)	(12)				55	85—128	260—350
Printer (Directorate General of Inspection)	(6)						
Printer (Research & Development)	(8)						
(ii) Department of Agriculture							
Plate Mounter and Finisher Printer	(1)	2	140—175	260—350			
	(1)						
Graphotype Operator	1	130—300	290—560				

Designation	No. of posts	Existing Scale	Proposed Scale
1	2	3	4
		Rs.	Rs.
Technical Assistant (Printing) Grade I	1	110—200	330—480
Technical Assistant/Grade II (Compositor)	3	110—180	260—430
(iii) Ministry of Irrigation & Power			
Offset Machine Operator	3	210—425	425—700
(iv) Department of Labour & Employment			
Offset Machine Operator	1	210—425	425—700
Bradma Machine Operator	1	110—180	260—400
Printing Machine Operator	2	110—125	260—350
(v) Department of Rehabilitation			
Compositor/ Printing Machine Operator	(1) } (1) }	110—180	260—350
(vi) Ministry of Education and Social Welfare			
Stereotype Operator (National Centre for the Blind)	6	168—300	380—560
Pressman (National Centre for the Blind)	2	100—130	260—350
(vii) Ministry of Works & Housing			
Printing Assistance (Town and Country Planning Organisation)	1	205—280	330—480
(viii) Ministry of External Affairs			
Lino Operator	1	175—240	380—560
Machine Man (Printing)	1	140—175	260—400
Compositor	1	110—180	260—400
Impositor Printer	(1) } (1) }	100—130	260—350
(ix) Department of Revenue and Insurance			
Offset Machine Operator	1	110—125	260—350
(x) Department of Science & Technology			
Printer (Botanical Survey of India)	3	110—180	260—400

Designation	No. of posts	Existing Scale	Proposed Scale
1	2	3	4
		Rs.	Rs.
(xi) Department of Mines			
Chief Printer	1	325—475	550—750
Printer Grade I	4	175—240	380—560
Printer Grade II	6	150—240	330—480
Multilith Operator	1		
Machineman/Machine Operator (Printing)	1	110—225	260—430
Compositor	16	110—180	260—400
Pressman			
(xii) Department of Health and Family Planning			
Senior Operator Printing Machine	3	210—425	425—700
Senior Graphotype Operator	2	210—380	425—640
Compositor	1	150—205	330—480
Junior Graphotype Operator	8	130—300	290—560
Operator Treadle Machine	1	130—280	330—480
Compositor/Operator Graining Machine	3	110—180	260—400
Feeder (Printing Machine)	4	110—155	260—350
(xiii) Ministry of Home Affairs			
Senior Technical Assistant (Printing)	2	340—475	550—750
Technical Assistant (Printing)	2	210—425	425—700
Hand Press Machine Operator	4	110—180	260—400
Mutligraph Operator			

Publicity, Public Relations and related staff

124. Although the major portion of publicity work, including advertisements, of the Central Government is handled by the media units under the Ministry of Information & Broadcasting, other departments also employ a limited number of publicity, public relations

and related staff to handle publicity work relating to their own fields of activity. These posts carry designation of Publicity Officer, Public Relations Officer, Information Assistant, Publicity Assistant etc., in the various departments. The posts belonging to the organised services/cadres such as those under the Ministry of Information and Broadcasting and the

Railways have been discussed under the concerned Ministry/Department. The table below gives the

distribution of isolated posts of this category in other departments on the various scales of pay:—

TABLE

Sl. No.	Scale of pay	Agriculture	Atomic Energy	Community Devp. & Cooperation	Defence	Education	External Affairs	Commerce	Health & Family Planning	Irrigation & Power	Labour & Employment	Planning Commission	Posts & Telegraphs	Rehabilitation	TOTAL
1	2	3	4	5	6	7	8	9	10	11	12	13	14	14	16
1.	Rs. 590-30-830	—	—	—	—	—	—	—	2	—	—	—	—	—	2
2.	Rs. 350-25-500-30-800	—	—	—	9	—	9	—	1	—	—	2	—	—	21
3.	Rs. 370-20-450-25-575	—	—	—	—	—	—	—	2	—	—	2	—	—	4
4.	Rs. 325-15-475-20-575	5	—	1	—	—	—	—	1	1	—	1	—	—	10
5.	Rs. 320-15-530	—	—	—	—	—	—	3	—	—	—	—	—	—	3
6.	Rs. 210-10-290-15-530	—	—	—	—	—	—	2	1	—	—	—	—	—	3
7.	Rs. 270-10-290-15-485	—	—	1	2	—	—	—	—	—	—	—	—	—	3
8.	Rs. 325-15-475	—	—	—	—	—	—	—	—	—	1	—	—	—	1
9.	Rs. 250-10-290-15-470	—	—	—	—	—	—	—	—	—	—	—	—	—	1
10.	Rs. 335-15-425	—	—	—	—	—	—	—	—	—	—	—	—	—	3
11.	Rs. 210-10-290-15-425	26	5	—	1	1	—	—	2	—	—	—	—	—	35
12.	Rs. 230-10-290-15-380	—	—	—	—	—	—	—	—	—	—	—	—	—	4
TOTAL :		31	5	2	12	1	9	5	9	2	2	5	3	5	90

125. These posts are generally filled by direct recruitment of candidates who possess a degree with journalistic experience or experience in organising exhibitions, or public relations/publicity work. We have taken note of the duties, qualifications and the method of recruitment for these posts and are of the view that these posts should be brought over to a few standard scales of pay. Accordingly, we recommend the following scales of pay for these posts:—

Existing scale of pay	Proposed scale of pay
(Rs.)	(Rs.)
1. Rs. 590—830	840—1200
2. Rs. 350—800	650—1200

Existing scale of pay	Proposed scale of pay
3. Rs. 370—575	550—900
4. Rs. 325—575	
5. Rs. 320—530	470—750
6. Rs. 210—530	
7. Rs. 270—485	
8. Rs. 325—475	
9. Rs. 250—470	
10. Rs. 335—425	
11. Rs. 210—425	425—700
12. Rs. 230—380	

Receptionists

126. As on 1st January, 1971, there were 162 posts of Receptionists on the following 9 scales :—

Existing Scale	No. of posts
Rs.	
110—180	12
130—280	8*

*Includes 2 posts in the External Affairs Hostel carrying Special Pay of Rs. 20 p.m. which in December, 1971, were converted into one post of Reception Officer on the scale of Rs. 210—425.

Existing Scale	No. of posts
Rs.	
130—300	96
150—205	1
150—300	1
150—320	1
210—320	1
210—380	1
210—425	41

127. These posts are known by various designations as Receptionists, Reception Clerk, Assistant Reception Officer, Junior Reception Officer, Senior Reception Officer etc. The majority of the posts are on two scales viz., Rs. 130-300 and Rs. 210-425. Posts on the scale of Rs. 130—300 are filled from LDCs/UDCs or by direct recruitment of persons possessing Matriculation/Higher Secondary as qualification. The posts on Rs. 210—425 are generally filled by promotion of officers on the scale of Rs. 130—300. Only in the Ministries of Tourism and Civil Aviation, Commerce and External Affairs is there direct recruitment to the posts on Rs. 210—425.

128. The Junior Reception Officers (Rs. 130—300) and Senior Reception Officers (Rs. 210—425) have

requested for the merger of the two grades and an upward revision of their pay scale. The official view is that at present officers on the scale of Rs. 130—300 can look forward to promotion to the posts on the scale of Rs. 210—425 and that a merger would take away this prospect of promotion.

129. In the Ministry of Defence, there is one post of Reception Officer on the scale of Rs. 150—320 for which direct recruitment is made from matriculates having good command over English, Hindi and Bengali. This post should be given the scale of Rs. 330—560. In the National Museum, the post of Receptionist carries the scale of Rs. 210—380 and the qualifications prescribed are matriculation or equivalent, proficiency in shorthand and typing, and ability to converse in English and Hindi etc. We recommend that the pay scale of this post should be revised to Rs. 425—600.

130. Keeping in view the method of recruitment and qualifications for direct recruitment etc., our recommendations are given below:—

Existing Scale	Proposed Scale
Rs.	Rs.
110—180	260—400
130—280	330—560
130—300	
150—205	
150—300	
150—320	
210—320	425—600
210—380	425—600
210—425	425—700

Rest House and Rest Room Attendants

131. There are 8 posts with this designation on the Railways in the scale of Rs. 105—135. They are filled by promotion and we recommend for them the revised scale of Rs. 225—308.

Translators/Interpreters

132. We have already* dealt with the posts of Hindi Translators. We discuss here the posts of Translators/Interpreters in other languages. As on 1-1-1971, there were 201 posts on the following 13 scales of pay:—

Existing Scale	Designation	No. of posts	Ministry/Department	
(Rs.)	1	2	3	4
130-5-160-8-280-10-300	Junior Translator	60	Railways	
	Translator	15	Railways	
150-10-290-15-380	Junior Translator (Russian)	6	Defence	
210-10-290-15-320	Library Translator (French)	2	Health	
210-10-290-15-380	Senior Translator	66	Railways	

Existing Scale	Designation	No. of posts	Ministry/Department
Rs.			
210-10-290-15-425	Translator (French)	2	P & T
210-10-270-15-450-20-530.	French Language Translator	3	P & T
250-10-290-15-380	Senior Translator	1	Railways
250-10-300-15-450	Translator/Civilian Interpreter	6	Defence
250-25-500	Junior Translator (Chinese)	1	Defence
270-10-290-15-485	Translator Bengali	1	External Affairs
320-15-530	Senior Translator (Russian)	9	Defence
335-15-425	Head Translator	12	Railways
325-15-475-20-575	Translator (Russian)	7	Defence
	Junior Interpreter	9	External Affairs
	Lecture Translator	1	Health

133. Keeping in view the method of recruitment and qualifications for direct recruitment etc., our recommendations are given below:—

Existing Scale	Proposed Scale
Rs.	Rs.
130—300	330—560
150—380 } 210—320 } 210—380 } 250—380 }	425—640

Existing Scale	Proposed Scale
210—425	425—750
250—450 } 250—500 } 270—485 } 335—425 }	470—750
210—530 } 320—530 }	550—900
325—575	650—960

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