

**MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES AND
PENSIONS
(DEPARTMENT OF PERSONNEL AND TRAINING)**

ESTIMATES AND PERFORMANCE REVIEW OF ALL INDIA SERVICES

**COMMITTEE ON ESTIMATES
(2016-2017)**

TWENTY SIXTH REPORT

(SIXTEENTH LOK SABHA)



**LOK SABHA SECRETARIAT
NEW DELHI**

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COMMITTEE ON ESTIMATES

(2016-2017)

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**MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES AND
PENSIONS**

(DEPARTMENT OF PERSONNEL AND TRAINING)

Presented to Lok Sabha on 21 December, 2017



LOK SABHA SECRETARIAT

NEW DELHI

December, 2017/ Agrahayana, 1939(Saka)

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COMPOSITION OF THE COMMITTEE ON ESTIMATES (2016-17)

Dr. Murli Manohar Joshi – Chairperson

Members

2. Shri Sultan Ahmed
3. Shri A. Arunmozhithevan
4. Shri George Baker
5. Shri Kalyan Banerjee
6. Shri Dushyant Chautala
7. Shri Ashok Shankarrao Chavan
8. Shri Ashwini Kumar Choubey
9. Shri Ram Tahal Choudhary
10. Col. Sonaram Choudhary
11. Shri Ramen Deka
12. Shri Sanjay Dhotre
13. Shri P.C. Gaddigoudar
14. Shri Sudheer Gupta
15. Smt. Kavitha Kalvakuntla
16. Shri P. Kumar
17. Smt. Poonam Mahajan
18. Shri K.H. Muniyappa
19. Shri Rajesh Pandey
20. Shri Ravindra Kumar Pandey
21. Shri Raosaheb Danve Patil
22. Shri Bhagirath Prasad*
23. Shri Konakalla Narayan Rao
24. Shri Md. Salim
25. Shri Arvind Ganpat Sawant
26. Shri Jugal Kishore Sharma
27. Shri Gajendra Singh Shekhawat
28. Shri Anil Shirole
29. Shri Rajesh Verma
30. Shri Jai Prakash Narayan Yadav

*Elected *vide* Lok Sabha Bulletin Part-II No. 3908 dated 28.07.2016 vice Shri Arjun Ram Meghwal appointed as Minister.

COMPOSITION OF THE COMMITTEE ON ESTIMATES (2017-18)

Dr. Murli Manohar Joshi – Chairperson

Members

- % 2. Vacant
3. Shri A. Arunmozhithevan
4. Shri George Baker
5. Shri Kalyan Banerjee
- @ 6. Vacant
7. Shri Dushyant Chautala
8. Shri Ram Tahal Choudhary
9. Col. Sonaram Choudhary
10. Shri Ramen Deka
11. Shri Sanjay Dhotre
12. Shri P.C. Gaddigoudar
13. Shri Prakash B. Hukkeri
14. Smt. Kavitha Kalvakuntala
15. Smt. Raksha Khadse
16. Dr. Sanjay Jaiswal
17. Shri P. Kumar
18. Shri Rajesh Pandey
19. Shri Ravindra Kumar Pandey
- # 20. Vacant
21. Dr. Bhagirath Prasad
22. Smt. Ranjeet Ranjan
23. Shri Konakalla Narayan Rao
24. Shri Y.V. Subba Reddy
25. Shri Arvind Ganpat Sawant
26. Shri Arjun Charan Sethi
27. Shri Janardan Singh Sigriwal
28. Shri Jugal Kishore Sharma
- @ 29. Vacant
30. Shri Jay Prakash Narayan Yadav

% Consequent upon sad demise of Shri Sultan Ahmed, MP on 4th September, 2017 vide Notification No. 21/4(3)/2017/T(B) dated 10 October, 2017.

@ Shri Ashwini Kumar Choubey ceased to be Member of the Committee consequent upon his induction in the Council of Ministers on 3 September, 2017 vide Notification No. 21/1(3)/2017/T(B) dated 14 December, 2017.

Resignation of Shri Nanabhau Falgunrao Patole from Lok Sabha accepted w.e.f. 14 December, 2017 vide Notification No. 21/1(3)/2017/T(B) dated 14 December, 2017.

@ Shri Gajendra Singh Shekhawat ceased to be Member of the Committee consequent upon his induction in the Council of Ministers on 3 September, 2017 vide notification No. 21/1(3)/2017/T(B) dated 14 December, 2017.

SECRETARIAT

- | | | | |
|----|---------------------|---|----------------------|
| 1. | Smt. Sudesh Luthra | - | Additional Secretary |
| 2. | Shri N.C. Gupta | - | Joint Secretary |
| 2. | Shri Vipin Kumar | - | Director |
| 3. | Shri U.C. Bharadwaj | - | Deputy Secretary |
| 4. | Shri Rajesh Jinagal | - | Committee Officer |

(v)

ABBREVIATIONS

ACC - Appointment Committee of Cabinet
ACR - Annual Confidential Report
ADM - Additional District Magistrate
AIS - All India Services
AIS(D&A) - All India Services(Discipline & Appeal)
AIS(DCRB) - All India Services(Death-cum-Retirement Benefits)
AIS(PAR)-All India Services(Performance Appraisal Report)
ARC – Administrative Reforms Commission
ATIs-Administrative Training Institutes
ATP-Annual Training Plan
BPR&D-Bureau of Police Research & Development
BSF-Border Security Force
CAPFs-Central Armed Police Forces
CBI - Central Bureau of Investigation
CCA-Cadre Controlling Authorities
CCS-Central Civil Services
CDG- Consolidated Deputation Guidelines
CDOs-Chief Development Officers
CDR-Central Deputation Reserve
CDTSS-Central Detective Training Schools
CEO-Chief Executive Officer
CI-Counter Insurgency
CMD – Chairman-cum- Managing Director
CRC-Cadre Review Committee
CRPF-Central Reserve Police Force
CSB – Civil Services Board
CSE-Civil Service Examination
CTIs-Central Training Institutes
CTP-Cadre Training Plan
CVC – Central Vigilance Commission
CVO-Chief Vigilance Officer
DARPG-Department of Administrative Reforms and Public Grievances
DFFT- Domestic Funding of Foreign Training
DG-Director-General
DG, ATI- Director-General, Administrative Training Institute
DG, YASHDA- Director-General, Yashwantrao Chavan Academy of Development
Administration
DIG – Deputy Inspector-General
DLCC-District Level Coordination Committee
DM-District Magistrate
DoPT - Department of Personnel & Training
DRDA-District Rural Development Agency
DS-Deputy Secretary
FR-Financial Rules
GDP-Gross Domestic Product
GOI- Government of India
GSR-General Service Rules
GVA- Gross Value Added
HAG-Higher Administrative Grade
IAS – Indian Administrative Service
ICS – Indian Civil Services

IFAS-Indian Frontier Administration Service
IFS/IFoS-Indian Forest Service
IG-Inspector-General
IGNFA-Indira Gandhi National Forest Academy
IPS – Indian Police Service
ISO - International Organisation for Standardization
KCOCA-Karnataka Control of Organised Crime Act
KRA-Key Result Areas
LBSNAA-Lal Bahadur Shastri National Academy of Administration
MCOCA-Maharashtra Control of Organised Crime Act
MCTP-Mid Career Training Programme
MHA- Ministry of Home Affairs
MLALAD-Members of Legislative Assembly Local Area Development
MoEFCC- Ministry of Environment, Forest & Climate Change
MoPPGP – Ministry of Personnel, Public Grievances & Pensions
MoSPI - Ministry of Statistics and Programme Implementation
MPF-Modernisation of Police Force
MSF-Multi Source Feedback
MPLAD-Members of Parliament Local Area Development
NCGG-National Centre for Good Governance
NDC-National Defence College
NDCRTC-National Digital Crime Resources and Training Centre
NEPA-North Eastern Police Academy
NHM-National Health Mission
NIAR-National Institute of Administrative Research
NIC - National Informatics Centre
NOC-No Objection Certificate
Non-SCS-Non-State Civil Services
NPIs-Non Profit Institutions
NTP-National Training Policy
OBC- Other Backward Classes
OM-Office Memorandum
PAR-Performance Appraisal Report
PD-Project Director
PH- Physically Handicapped
PM-Prime Minister
PSUs - Public Sector Undertakings
RE-Revised Estimate
RPF – Railway Protection Force
SAG-Senior Administrative Grade
SAP-State Action Plan
SC- Scheduled Castes
SCS – State Civil Services
SDM-Sub-Divisional Magistrate
SDP-Senior Duty Posts
SHO-Station House Officer
SLCC-State Level Coordination Committee
SNA- System of National Accounts
SP - Superintendent of Police
SPS-State Police Services
SSA-Sarva Shiksha Abhiyan
ST- Scheduled Tribes
STS-Super Time Scale
SVP-Sardar Vallabhbhai Patel
SVPNPA-Sardar Vallabhbhai Patel National Police Academy

UNTOC-United Nations Convention against Transnational Organised Crime
UP-Uttar Pradesh
UPSC – Union Public Service Commission
UR-Un-Reserved
UTs-Union Territories

INTRODUCTION

I, the Chairman of the Committee on Estimates, having been authorized by the Committee to submit the Report on their behalf, do present this 26th Report on the subject 'Estimates and Performance Review of All India Services' pertaining to the Ministry of Personnel, Public Grievances & Pensions (Department of Personnel & Training).

2. The All India Services comprises three services namely, the [Indian Administrative Service](#) (IAS), the [Indian Forest Service](#) (IFS) and the [Indian Police Service](#) (IPS). The members of All India Services are obliged to serve under the State Governments to which they are allocated. They also serve the Central Government when their services are borrowed by the Central Government on deputation. The Ministry of Personnel, Public Grievances and Pensions is the cadre controlling authority for the IAS, for IPS it is the Ministry of Home Affairs while the Ministry of Environment, Forests and Climate Change is the cadre controlling authority for IFS. The All India Services have been a hallmark of governance in India. These services are unique in their conception, particularly in regard to special features of Indian federalism.

3. With a view to see as to whether the All India Services have been able to achieve the objectives for which they were set up, the problems being faced by the officers of the service and steps taken by Government from time to time to improve the functioning, effectiveness and accountability of the services, the Committee on Estimates (2016-17) selected this subject for indepth examination and report to the House. The Committee on Estimates (2017-18) also continued the examination of the subject.

4. In this Report, the Committee have dealt with various issues like recruitment and service conditions, cadre rules, promotions, postings transfer policy, training, deputation, domain expertise, lateral entry, ethics in public service particularly contribution of All India Service officers towards the national GDP. While noting that no efforts on the part of the Government have been made to assess the contribution of these services to GDP and maintain the data with regard to total expenditure incurred on these officers by Centre and State Governments, the Committee have

analysed the issue in detail and made strong observation/recommendation in the report.

5. The Committee on Estimates took oral evidence of the representatives of Ministry of Personnel, Public Grievances & Pensions(Department of Personnel & Training), Ministry of Home Affairs and Ministry of Environment, Forests & Climate Change on 11th July, 2016 and 16th September, 2016 and also heard the views of the experts on the subject on 12th January, 2017 and 01st March, 2017. The draft Report was considered and adopted by the Committee on Estimates (2017-18) at their sitting held on 1st November, 2017.

6. The Committee wish to express their thanks to the representatives of the Ministry of Personnel, Public Grievances & Pensions(Department of Personnel & Training), Ministry of Home Affairs and Ministry of Environment, Forests & Climate Change for furnishing material, written replies to list of points and tendering evidence before them. The Committee also wish to express their thanks to the experts whose views were also heard on the subject.

7. For facility of reference and convenience, the observations/recommendations of the Committee have been printed in Bold in Part-II of the Report.

NEW DELHI;
14 December, 2017
23 Agrahayana, 1939 (saka)

DR. MURLI MANOHAR JOSHI
Chairperson,
Committee on Estimates.

PART-I
REPORT
CHAPTER-I

Introductory

The All India Services comprises three services namely, the [Indian Administrative Service](#) (IAS), the [Indian Forest Service](#) (IFS) and the [Indian Police Service](#) (IPS). A common feature of the All India Services is that the members of these services are recruited through the UPSC but their services are placed under various State cadres unlike the members of Central Services. The members of All India Services are obliged to serve under the State Governments to which they are allocated. They also serve the Central Government when their services are borrowed by the Central Government on deputation. The Ministry of Personnel, Public Grievances and Pensions is the cadre controlling authority for the IAS, for IPS it is the Ministry of Home Affairs while the Ministry of Environment, Forests and Climate Change is the cadre controlling authority for IFS.

1.2 Britishers introduced unified administrative service system in India in the year 1856, in the back drop of Recommendations made by Macaulay Committee Report, 1854. In September 1946, when the interim government was sworn in, the future of the administrative set up in the Centre and the Provinces was an issue that needed to be sorted out. A conference of Provincial Premiers was convened in New Delhi on 21st - 22nd October 1946 to decide on the issue of constituting an All India Service. The conference, except Sind, Punjab and Bengal, broadly agreed that there should be an All India Service on the pattern of the colonial ICS. Another issue discussed was how the recruitment to such service should take place and which Government - Central or State should be the disciplinary authority. Some Provinces such as Bengal, Punjab and Sindh felt that the disciplinary powers should lie with the provinces. However, the Union Home Minister Sardar Patel remained resolute in his stance that the power should vest in the Central Government especially in matters relating to serious punishments. His views eventually prevailed. Two all India services, namely the Indian Administrative Service and the Indian Police Service were created for deployment in the participating provinces leaving out the dissenting provinces of Bengal, Punjab and Sind. The nomenclature of All India Administrative Service was given to the new service before it was renamed as the Indian Administrative Service.

1.3 All India Services have been a hallmark of governance in India. These services are unique in their conception, particularly in regard to special features of Indian federalism. It would be relevant to recall the words of Dr Babasaheb Ambedkar, who while addressing the Constituent Assembly on 4th November 1948 on the civil services stated as under:

“The Indian Federation though a Dual Polity will have a Dual Service but with one exception. It is recognized that in every country there are certain posts in its administrative set up which might be called strategic from the point of view of maintaining the standard of administration. It may not be easy to spot such posts in a large and complicated machinery of administration. But there can be no doubt that the standard of administration depends upon the calibre of the Civil Servants, who are appointed to these strategic posts. Fortunately for us we have inherited from the past system of administration which is common to the whole of the country and we know what these strategic posts are. The Constitution provides that without depriving the States of their right to form their own Civil Services there shall be an All India Service recruited on an All-India basis with common qualifications, with uniform scale of pay and the members of which alone could be appointed to these strategic posts throughout the Union.”

1.4 The IAS Cadre in the States is a combination of officers recruited directly as well as officers from the State Services (State Civil Service and Non State Civil officers) who are inducted into the IAS. There is also a provision for appointment by selection to IAS of outstanding officers from State Government Services other than State Civil Service too (Non-SCS).

1.5 Civil Service Examination for IAS, IPS and Central Services is conducted by UPSC in three stages viz. Preliminary, Mains and Personality Test and then candidates are recommended to DOPT for service allocation. DoPT allocates candidates to various services on the basis of a system of merit cum preference taking into account the availability of vacancies, the requirement of reservation (PH, SC, ST, OBC and UR), medical status. SC – 15%, ST – 7.5%, OBC – 27% and PH – 3 % (1% each for Visual, Hearing and Locomotive impairment).

1.6 Officers are allocated to AIS viz. IAS and IPS distributed among 26 State/joint Cadres on the basis of available vacancies declared by the State Governments. Cadre Allocation is based on various rosters maintained State cadre wise and category wise (SC, ST, OBC and UR), Insider/Outsider vacancies and after

completion of training of IAS probationers, they are posted in the State Governments in field assignments.

Section 34 of `The Rights of Persons with Disabilities Act, 2016 has been made operational w.e.f. 28th December, 2016. Clause 34 of the Bill seeks to provide for the appropriate Government and the local authorities to give incentives to promote employment of persons with benchmark disabilities. Clause 34 provides as under:-

“34. (1) Every appropriate Government shall appoint in every Government establishment, not less than four per cent. of the total number of vacancies in the cadre strength in each group of posts meant to be filled with persons with benchmark disabilities of which, one per cent. each shall be reserved for persons with benchmark disabilities under clauses (a), (b) and (c) and one per cent. for persons with benchmark disabilities under clauses (d) and (e), namely:—

(a) blindness and low vision;

(b) deaf and hard of hearing;

(c) locomotor disability including cerebral palsy, leprosy cured, dwarfism, acid attack victims and muscular dystrophy;

(d) autism, intellectual disability, specific learning disability and mental illness;

(e) multiple disabilities from amongst persons under clauses (a) to (d) including deaf-blindness in the posts identified for each disabilities:

Provided that the reservation in promotion shall be in accordance with such instructions as are issued by the appropriate Government from time to time:

Provided further that the appropriate Government, in consultation with the Chief Commissioner or the State Commissioner, as the case may be, may, having regard to the type of work carried out in any Government establishment, by notification and subject to such conditions, if any, as may be specified in such notifications exempt any Government establishment from the provisions of this section.

(2) Where in any recruitment year any vacancy cannot be filled up due to non availability of a suitable person with benchmark disability or for any other sufficient reasons, such vacancy shall be carried forward in the succeeding recruitment year and if in the succeeding recruitment year also suitable person with benchmark disability is not available, it may first be filled by interchange among the five categories and only when there is no person with disability available for the post in that year, the employer shall fill up the vacancy by appointment of a person, other than a person with disability:

Provided that if the nature of vacancies in an establishment is such that a given category of person cannot be employed, the vacancies may be interchanged among the five categories with the prior approval of the appropriate Government.

(3) The appropriate Government may, by notification, provide for such relaxation of upper age limit for employment of persons with benchmark disability, as it thinks fit.”

In this connection, Clause 33 provides for the manner for identification of posts and manner of recruitment to fill up such vacancies.

1.7 As per Second Administrative Reforms Commission Report there has been no sincere attempt to restructure the civil service although more than six hundred Committees and Commissions have looked into different aspects of public administration in the country.

1.8 With a view to see as to whether the All India Services have been able to achieve the objectives for which they were set up, the problems being faced by the officers of the service and steps taken by Government from time to time to improve the functioning and effectiveness of the service, Estimates Committee took up the subject of All India Services for comprehensive examination. In this Report the Committee have dealt with various issues pertaining to the contribution of All India Services officers in the GDP of the country, recruitment and service conditions, cadre rules, promotions and postings, training, deputation, lateral entry, etc.

Objectives behind creation of All India Services

1.9 As stated by the Department of Personnel and Training(DoPT), the rationale behind the establishment of the All-India Services is to have Administrative Service in which the strength is fixed by the Central Government as per the requirements of the States, with an inherent flexibility to allow the officers to also serve the Centre. They also endeavour to bring a minimum and uniform standard of administration throughout the country. The practical experience gained by officers by working in the States proves quintessential for discharging their duties focussing on policy framing at the Centre. Also, their coming to the Centre gives them a different experience and wider outlook and such experience helps in shedding of regional parochialism. A combination of these two experiences make the Service more efficient and is also invaluable in administration. They also serve as a liaison between the States and the Central Government and introduce certain amount of freshness and vigour in the administration both of the Centre and the States. The following are the objectives of the All India Services:

- i) All India recruitment so as to bring about a minimum and uniform standard of administration throughout the country. It enables induction of best available talent with a pan-India outlook, capable of serving both the Centre and the States.
- ii) The States also are able to draw upon from the cream of human resource to supplement its manpower with requisite strength of a talented and workforce of exemplary calibre for various government functions and development projects.
- iii) The All India composition of the Service also emphasizes unity in diversity and embodies the concept of national integration.
- iv) There is also a system in place which enables systematic deputation of the officers from the States to the Centre and vice versa so as to enable Members of Service to carry with them hands on experience for formulating implementable policies at the Centre and carrying policy making experience to the States to ensure their implementation as per the spirit and intent of policies.
- v) Fair, judicious and just action and independent advice is expected of and forthcoming from the officers of an All-India Service.

Contribution of All India Service vis-a-vis expenditure incurred

1.10 The Department of Personnel & Training (DoPT) in the written reply has stated that Central and State Government Accounts do not give expenditure separately by the categories of service to which employees belong.

In this regard, percentage share of emoluments (Salary, Pension, Allowances) of Government employees at the Centre and in the States in GDP at Current Price as provided by the Central Statistics Office, the Ministry of Statistics and Programme Implementation is as under:-

Percentage share of emoluments (Salary, Pension, Allowances) of Government employees at the Centre and in the States in GDP at Current Price. (Rs. Crore)				
Item	2011-12	2012-13	2013-14	#2014-15 (RE)
(1) GDP	8736039	9951344	11272764	12488205
(2) Emoluments of Govt. Employees	696271	778496	865298	1018200
% share of (2) in GDP	7.97	7.82	7.68	8.15
# RE: Revised estimates				
Source: Statements 101 and 401 of National Accounts Statistics 2016				

1.11 The expenditure incurred on salary and allowances of All India Services during last three years as given in respect of some of the Union Ministries/Departments is as under:-

Name of Ministry/Department	Expenditure incurred on Salary and Allowances for AIS Officers during last three years.		
	2014-15	2015-16	2016-17
DOPT	Rs. 2,37,83,332/-	Rs. 2,19,55,990/-	Rs.2,71,09,470/-
D/o ARPG	Rs. 88.65 lakh	Rs. 96.26 lakh	Rs. 89.78 lakh
Vice President's Secretariat	-	-	-
Cabinet Secretariat	Rs.2,32,83,497/-	Rs.3,13,26,483/-	Rs. 4,09,34,218/-
PMO	Rs. 2,44,02,905/-	Rs. 2,41,56,425/-	Rs. 3,19,43,573/-
MEA	Rs. 57,68,183/-	Rs. 53,22,956/-	Rs. 1,09,05,544/-
CBI	Rs. 13,53,51,371/-	Rs. 12,99,14,552/-	Rs. 14,96,10,985/-
M/o Defence	Rs. 3,11,11,416/-	Rs. 3,59,06,657/-	Rs. 4,38,84,195/-
MOEF (Budgetary provisions for salary of IFS officers)	Rs. 13.11 Crore	Rs. 12.58 Crore	Rs. 13.63 Crore
M/o Corporate Affairs	Rs. 67,81,918/-	Rs. 83,63,829/-	Rs. 86,24,012/-
D/o Chemicals and	Rs. 57,91,219/-	Rs. 70,15,288/-	Rs. 90,29,785/-

Petrochemicals			
UPSC	Rs. 1,68,80,421/-	Rs. 2,41,16,297/-	Rs. 3,13,19,465/-
M/o Culture	Rs. 93,53,074/-	Rs. 1,00,50,960/-	Rs. 99,83,102/-
D/o Industrial Policy & Promotion	Rs. 1,57,77,748/-	Rs. 1,74,25,863/-	Rs. 1,79,74,134/-

1.12 The Committee heard the views of Experts on the subject. A former Cabinet Secretary who appeared before the Committee as an Expert on a query regarding contribution of Civil Service in GDP, during the course of oral evidence stated as under:

“xxx..... I cannot say about this question whether so far the experts of econometrics have carried out any study and in this regard, what is its direct relation. Indirectly, the relation is that who do services and the services increase the economic activity of the people. Due to this, there is progress in the GDP. But, how much the contribution of entrepreneurs and IAS Cadre providing services, no assessment has been done in this regard.”

1.13 When cited that major contribution to GDP is of entrepreneur, the expert stated as under:-

“x... it is right that major contribution is of entrepreneurs. But, it is also right that in some cases, which is the procedure of civil services or the procedure reforms which have not been carried out by us, due to this, there is a difficulty to people. As a result of this, at some points, this can be negative. But, overall if we see entire economy, agriculture sector where there is credit distribution, services sector in which expansion is going on. Seeing all these, my guess is that it is positive.”

1.14 When enquired as to whether any attempt has been made to link the efficiency of AIS with the investment made on them and was there any proposal to develop some parameters to assess their contribution to GDP, DoPT in the written reply stated as under :-

“The Ministry of Statistics and Programme Implementation (MOSPI) was requested for views on devising a methodology to measure contribution of AIS officers in the GDP of the country raised by the

Hon'ble Committee. It has been informed that so far as bureaucracy as a whole is concerned, it is included in the System of National Accounts (SNA) under the institutional classification of 'General Government'. Under SNA, the general Government sector consists mainly of central, state and local government units together with social security funds imposed and controlled by those units. In addition, it includes NPIs engaged in non-market production that are controlled by government units or social security funds. The bureaucracy is thus included in the institutional category of General Government. Accordingly, the contribution of General Government in national accounts can be provided. Further, Gross Value Added (GVA) on account of General Government is substantially accounted for by Compensation of Employees. In other words payment of salary, wages and other allowances to Government employees is the main element of GVA. The methodological aspects of treatment of General Government in national accounts is comprehensively discussed in the publication "Systems of National Accounts 2008."

1.15 DoPT further stated that the data for assessing GVA of Central Government is compiled from the annual accounts of Central Government, State Governments and local bodies as prepared and reported by relevant authorities.

1.16 It has also been stated that the contribution of IAS and All India Services would be their share in the compensation to employees. However, Central and State Government accounts do not give expenditure separately by the categories of service to which employees belong. Therefore, determining the contribution to GDP of IAS and All India Services is not possible within the existing structure of accounting.

Cadre Review of All India Services

1.17 In their background note DoPT informed that there are cadre rules to determine the strength and composition of each of the cadres. The cadre review is carried out every five years by the Central Government in consultation with the State Governments(in case of Joint Cadre) as the case may be to assess the cadre strength and composition of each cadre and new encadrement according to the functional requirements of the State and the cadre strength is notified accordingly.

In a subsequent note, DoPT further stated that the Cadre Review of the AIS is being done in a transparent and judicious manner through the Cadre Review Committee comprising of the Cabinet Secretary, Secretary, DoPT and Secretary, Expenditure along with the Chief Secretary of the State Concerned. Keeping the functional justification, the requirement of the State Govt. and prevailing local conditions, the cadre review of the three All India Services for any specific State is done as uniformly as possible.

Assessment of performance of All India Service Officers

1.18 As per a note furnished by the MoPPGP(DoPT), AIS(PAR) Rules 2007 contains the provisions for assessing the performance of an AIS officer and for this purpose a **Performance Appraisal Report is written every year to assess performance, character, conduct and qualities of AIS officers including** Assessment of workout, personal attributes, functional competency, and achievement of annual work plan. The **Performance Appraisal Reports are taken into consideration for deciding the suitability of AIS officers for** promotion or empanelment at the level of Joint Secretary and above as well as equivalent posts in the Government of India, as the case may be, to the next higher grade.

1.19 The ratings awarded to these officers play a crucial role in their promotion. A bench mark is fixed at each level of promotion against which an officer is considered and anyone not fulfilling the criterion is not considered for promotion. Similarly, at the Centre, the ratings and the remarks against various parameters contained in the Performance Appraisal Reports play an important role while considering the empanelment of these officers at the level of Joint Secretary, Additional Secretary and Secretary to the Government of India. The Performance Appraisal Reports are thus an invaluable tool not only for helping an officer to improve in areas in which he may be deficient, but is also a crucial management tool for measuring performance at the time of career progression of an officer, his placement in various positions under the government and for identification of individual-specific training requirements. By objectively measuring the performance of AIS officers with respect to well defined parameters, the system of recording of Annual Performance Appraisal ensures that accountability is built into the system of recording, measuring and monitoring performance. At present, no rules exist which mandate placing of the

PAR of AIS officer in the public domain. However, the Rules provide disclosure of the complete PAR to the officer reported upon, which acts as a positive correctional and motivational tool by helping an officer to improve in areas in which he may be deficient, if any.

360 Degree Appraisal

1.20 The Government notified the All India Service (Performance Appraisal Report) Rules 2007 on 14th March, 2007 and these rules were made applicable to IAS officers from the year 2007-08 and in the case of Indian Police Service (IPS) and Indian Forest Service (IFoS) from the year 2008-09. To introduce 360 Degree Feedback i.e. also known as Multi Source Feedback (MSF) from all the stakeholders (i.e. Seniors, Peers, Sub-ordinates, customers/beneficiaries etc.) the guidelines were last revised in April, 2016. However, 2nd Administrative Reforms Commission in their 10th Report cautioned the Government as under:-

“In the context of India where strong hierarchal structures exist and for historical and social reasons it may not be possible to introduce this system unless concerns of integrity and transparency are addressed.”

1.21 Responding to the issue of introducing a system of assessing the performance of civil servants periodically after a certain level and promoting them based on such assessment, an expert who deposed before the Committee stated :-

“I think, this suggestion is worth examining and it should be considered. Till now, no Committee has recommended for review after five years. After 20 years, every five years, he should be reviewed. This could be considered.”

1.22 The Committee were further informed that no studies have so far been conducted by DOPT to measure the link between tangible development outcomes of an individual bureaucrat with his/her quality as a part of performance review. It is noted, however, that the developmental policies are shaped and implemented by the bureaucrats as they play a crucial role right from the initial stage of formulation of these policies to the ground level when these policies are actually implemented.

1.23 As stated by DoPT, to motivate the Civil Servants to perform, Department of Administrative Reforms and Public Grievances (DARPG) has in place two Annual Awards Schemes, which are given to Civil Servants, who have excelled in the field of public administration and e-Governance. The Government of India has instituted “Prime Ministers Awards for Excellence in Public Administration” to acknowledge, recognize and reward the extraordinary and innovative work done by officers of the Central & State Governments. All officers of Central and State Governments individually or as a group or as organizations are eligible for consideration. The PM’s Award is granted every year on the Civil Services Day i.e. on 21st April. National Awards on e-Governance are presented every year for exemplary implementation of e-Governance initiatives. The purpose of the e-Governance Award are as follows:-

- (i) Recognize achievements in the area of e-Governance.
- (ii) Disseminate knowledge on effective methods of designing and implementing sustainable e-Governance initiatives.
- (iii) Promote and exchange experiences in solving problems, mitigating risks; resolving issues and planning for success.

1.24 To a Rajya Sabha Starred Question(No.134) enquiring as to whether any exercise has been initiated to examine service records of Government Servants including Group ‘A’ Services to identify non-performers, MoPPGP in their written reply submitted as under :-

“Instructions have been issued to all Cadre Controlling Authorities (CCAs) to review the performance/ service records of government servants of all levels with a view to identifying officials who may not be fit to be retained in government service for various reasons. This is not a new mechanism because the provisions of rules under FR 56 (j), Rule 48 of Central Civil Services (CCS) (Pension) Rules, 1972 and Rule 16(3) of All India Service (Death-cum-Retirement Benefits) Rules, 1958 already provide for such periodic reviews. Government has only reiterated the existing rules and has begun strict monitoring thereof. The monitoring mechanism for reviewing the performance in conformity with the Rule provisions has been strengthened and speeded up by activating Review Committees and Representation Committees for various levels and their work is now closely monitored.”

1.25 The Committee were informed that Rule 16(3) of AIS(DCRB) Rules, 1958 provides for review of the performance of AIS officers to decide their suitability in service after completion of 15 and 25 years of service. Certain bureaucrats have been retired compulsorily in the recent past. The details since July, 2010 are as follows:-

- i) Dr. Desh Deepak, IAS (HP:83) – Not contributing meaningfully to any public good nor carrying out his functions with diligence and involving the State in unnecessary litigation.
- ii) Shri Vijendra Kumar, IAS (HP:87) – Doubtful integrity and lack of devotion to duty.
- iii) Smt. Shalini Vasisht, IAS (TN:87) – Conduct characterized by a behavior bordering on gross insubordination and performance of the officer not improving over a period of time.

As regards review of IPS & IFS, no officer has been retired compulsorily under the said rules.”

Empanelment to Senior level posts

1.26 In a written reply to a query regarding the appointment to senior level posts in Government of India, DoPT submitted as under :-

“The appointment to senior level posts in Government of India requires empanelment of the officer as Joint Secretary/Additional Secretary/ Secretary. This empanelment is done through a rigorous process involving scrutiny of the service records, ACRs / PARs, integrity and performance of the officer. Further, through a process of 360° feedback involving review of the attributes of the officer (professional and personal) by his peers, superiors and subordinates, the process of selection of suitable candidates has become even more rigorous. Thus, while a large numbers of officers are serving in the Central Govt., not all are empanelled to hold the senior level posts. It is not unusual to have officers of junior batches being empanelled before their seniors on the basis of the process mentioned above.”

Violation of Promotion rules by States

1.27 The Committee were informed that AIS Cadre Rules / Pay Rules are sometimes violated by State Governments in the following ways –

- (i) States promote officers in various scales without the concurrence of vacancies by Central Government, which is a mandatory provision.
- (ii) Creation of excess ex-cadre posts / Temporary posts in State Government.
- (iii) Posting of non-cadre officers against cadre posts.

1.28 The Committee have also been apprised that this problem is sought to be tackled by DOPT by continuous monitoring.

1.29 To a question as to how without following certain procedure, States can promote a person to IAS Cadre, the representative of DoPT stated :

“In temporary posts, rules permit that if no officer is available then they can place a person for a period of three months or so. Beyond that, it is not possible without the approval of Central Government. It requires the approval of the UPSC beyond six months.”

In this regard, another representative of DoPT stated :

“To cite one example in Kerala, two retired officers were appointed against the cadre posts. It was brought to our notice. We have written to the Chief Secretary and we have asked them to remove them.”

1.30 Replying to the concern and apprehension of the Committee regarding violation of promotion and disciplinary action rules and a need for uniformity of rules in this regard throughout the country, a representative of DoPT during the course of oral evidence submitted as under :-

“We have been flagging the issue about promotions quite frequently to the State Governments. The problem is wherever you have Accountant General's office which is looking after the accounts of the State Government and issuing pay slips to Officers. We are able to control. When the accounts have been taken over by the State Governments themselves, there is greater degree of violation of this rule about

concurrence. In temporary posts, rules permit that if no officer is available then they can place a person for a period of three months or so. Beyond that, it is not possible without the approval of Central Government. It requires the approval of the UPSC beyond six months.”

1.31 Further, Joint Secretary(DOPT), MoPPGP(DOPT) stated as under :-

“In some States, they are very vigilant and especially in UP, it is not happening but in many States, it is happening. One is taking recourse legally. That is the way you can alert people about the rules.

1.32 With regard to the trend of frivolous complaints which come up just before the promotion of an officer, the Secretary(Personnel), MoPPGP(DOPT) stated as under :-

“This mostly happens in Public Sector Undertakings. As soon as there is recommendation for CMD, Director(Finance) or Director(Marketing) in PSU from PESB, the complaints started coming up. Perhaps, a decision was taken in the year 2014 that there would be no consideration of complaints received before six months. It is also there that an instruction was issued by DoPT in the year 2013 whereby no action is taken on pseudonymous, anonymous and other complaints are first got confirmed. After that, when the complainant confirms, the reaction of the officer is sought. If the officer gives credible reply, the complaint is closed otherwise Department is approached. Till then there is no hinderance in the promotion as the proceedings have not been started.

In the vigilance clearance, there is a involvement of several agencies. The Vigilance clearance is taken from CVC, CBI and the department in which he worked. In all this, the delay occurs and appointment also gets delayed. Last week, I took a meeting with CVC, CBI and Department of Public Enterprise to take vigilance clearance online. We are trying to make it online. We will have to involve CVC, CBI and if it happens then we will be able to expedite vigilance clearance otherwise complaints regarding delay in vigilance clearance continue to come.”

Maintaining Digital System for Cadre and Service records

1.33 Asked as to whether the Ministry have digital system of monitoring to know which cadre post is vacant in which State, the representative of DoPT stated :

“Every year we conduct three or more conferences of the Principal Secretaries of States at the Central level.”

In this regard, another representative of Ministry stated :

“We will take care of it and we will come up with digital monitoring”

All India Service officers on deputation to Central Government

1.34 The Members of the All India Services serve the Central Government on deputation when their services are borrowed by the Central Government.

1.35 In a written note, DoPT while detailing about the career progression and posting of officers submitted that after completion of training, IAS officers are posted in the State Governments in field assignments. In initial years they are posted in cutting edge posts in the districts starting from SDM to ADM/PD DRDA/CDO/CEO, Zilla Parishad and finally as DM/CEO, Municipal Bodies/ Municipal Commissioner. They are also posted in the Secretariat as Director/Special Secretary in State Government or as DS/Director in Government of India. On promotion to Super Time Scale (STS) after completion of 16 years, they are posted in Policy level posts as Commissioner and Secretary of Departments in the State Government and as Joint Secretary (after empanelment) in Government of India. On promotion to Higher Administrative Grade (HAG) after completion of 25 years, they are posted as Principal Secretary in the State Government and as Additional Secretary (after empanelment) in Government of India. On promotion to Apex level after completion of 30 years, they are posted as Chief Secretary in the State Government and as Secretary (after empanelment) in Government of India.

1.36 With regard to deputation of officers under Central Staffing Scheme, DoPT in their written reply submitted as under :-

“The deputation under Central Staffing Scheme is through open advertisement wherein nominations for appointment under the scheme are invited from all State cadres to have a wider pool of officers. The scheme allows fair chance to each officer and any officer willing to work under the Scheme can apply. The applications recommended by the State cadres are considered for retention/posting at Centre. The deputation under Central Staffing Scheme is voluntary. However, while inviting nominations, State cadres are impressed upon to recommend a large number of officers for deputation under Government of India so that every eligible officer has an opportunity to serve at the Centre at least once at the middle management level. Certain incentives are available to officers who have worked for atleast 2 years under the Central Staffing Scheme. Such officers are eligible for applying for foreign and captive posts for Govt. of India abroad. Furthermore, for empanelment as Additional Secretary to Govt. of India, officers should have worked for a minimum period of 3 years at the level of DS and above under the Central Staffing Scheme.”

1.37 Elaborating the deputation rules, Secretary(Personnel), DoPT during deposition before the Committee stated as under :

“Our Central Deputation Reserve is 40%. If there are 200 posts then 40% posts will be for Deputation Reserve. The 25% posts are for State Deputation Reserve. There is a cooling off period. We can be on deputation for a period of 5 years. After that, we have to go back. Under some circumstances, the deputation period can be upto 7 years. The cooling off period does not apply to Secretary. They can continue. However, cooling off period applies to the lower level and you have to go back to State Government. It is not there that I am on deputation to one place and from there, I further proceed on deputation to another place. The Tenure Rules clearly define it. When we are on deputation in Central Government then there is an empanelment process. It is not there that If State Government promote us and we return back to Central Government. There exists an empanelment process. We empanel for Joint Secretary, Additional Secretary, Secretary and there is a criteria. On the basis of that criteria, who are fit, they can only be brought on deputation.”

1.38 About deputation to Public Sector Undertakings, Secretary, DoPT stated as under :

“We can not go on deputation from Central Government to Corporation. I would like to clear here that except on certain posts where ACC gives exemption, you can not go on deputation to PSUs without taking voluntarily retirement. There are only one and two posts where ACC allows otherwise it is not possible to go on deputation to PSUs . I think that there would be only 2-3 posts where ACC has given exemption. There will be no exemption. However, people go on deputation on the post of CVO and their deputation period should be within 7 years and after 7 years, they will have to return to State Government for cooling off which means that they will have to work atleast for three years. If they are lower than Additional Secretary or as Additional Secretary, their cooling off period is one year. So, they do the cooling off and then they again come back to the Centre provided they are empanelled to hold the post of Additional Secretary or Secretary whichever level that person is aspiring to come and the State gives NOC. Without State's NOC, it does not happen. ”

1.39 The MoPPGP(DoPT) were enquired whether the standard terms and conditions for deputation of All India Services officers and the terms and conditions are at par with the standard terms and conditions prevalent for the counterparts in the Central Civil Services. In their written reply, the Ministry of Personnel, Public Grievances & Pensions, Department of Personnel & Training submitted in writing as under :-

“The Consolidated Deputation Guidelines (CDG) issued vide letter No. 14017/33/2005.AIS-II(Pt.I) dated 28/11/2007 deals with Standard Terms and Conditions for Deputation of All India Service officer and the Standard Terms and Conditions for Deputation of members of organised Group-A and the Group-B services of the Central Government is governed by the Consolidated Deputation Guidelines dated 29/02/2008. Thereafter, many provisions were modified/relaxed through various instructions/Office Memorandums issued for organised Group-A and the Group-B services of the Central Government from time to time to elaborate the terms and conditions of deputation. These provisions were thereafter extended/relaxed to bring the Consolidate Deputation Guidelines for All India Services on par with that of the Central Civil Services Counterparts. Currently, CDG for CCS has only one different provision that extension in deputation period may be considered after an

officer receives Proforma promotion in his Cadre as per instructions contained in Para 8.1 to 8.3.2 issued vide letter dated 30.11.2012. There is no such provision for All India Service officers currently for extension in deputation period after receiving of Proforma promotion which is disadvantage to AIS officers. The matter is being considered for extending this provision to All India Service officers on par with Central Civil Service officers.”

1.40 From a note furnished to the Committee, it is noted that various Pay Commissions have recommended following steps which have been considered by Government with reference to deputation of officers and with a view to reinforcing the All India Character of All India Services :

- i) State Civil Service Officers are promoted to AIS by promotion as well. As far as these promotee officers of the AIS are concerned, they normally belong to that very State. They are allotted to the same State Cadre even on their promotion to AIS and because of the age factor, they generally are reluctant to go to the Centre, other States or PSUs on deputation. This comes in the way of developing a broad outlook. It may help if a larger number of them are motivated to come on Central Deputation.
- ii) Further All India Character can be maintained by uniform dispersion of AIS officers across the States at the time of cadre allocation itself and representation of officers from far flung area like North East will also ensure All India Character of the Services.
- iii) While the Central Deputation Reserve (CDR) is 40% of the senior duty post of a State Cadre of the AIS, practically the CDR utilized by the State Cadre is less than 20%. This is even less for certain bigger Cadres where the general tendency is not to send officers on Central Deputation. Mandatory deputation of officers to Central Government from all Cadres will ensure that the experience of ground realities of all parts of the country are available to the Govt. of India and vice versa.”

1.41 On being asked as to why Police Officers are sent on deputation to Railways despite their shortage, in reply, the representative of the MHA during his evidence stated:

“There is some dispute with Ministry of Railways. A Committee under the Chairmanship of Cabinet Secretary was formed to look into this matter and the case is pending in Supreme Court. The Government has to take a view to resolve the matter.”

1.42 The representative further stated :

“Generally, we do not recommend for deputation to officer of SP and DIG levels posts for non core police postings except in special circumstances like appointment with Minister.”

1.43 Replying to the above, the representative of the MoPPGP(DoPT) elaborated as under :

“There is shortage at SP and DIG levels only. This is a matter which is presently pending in the Supreme Court and as per the IPS pay rules, there are posts earmarked for IPS Officers in RPF. Every IPS Officer is on deputation in Government of India. Generally, SP and DIG levels other than police post, we do not recommend unless there is a very special situation like appointment with any Minister because that is a prerogative of Minister. That has to be done. But in such non-policing, SP and DIG level officers are not posted in Central Government and they look after the Police in the State. In normal course, at SP & DIG levels, we post officers only in Security related posts. It is very rare. Only one or two officers are with the Ministers Offices.”

Training of Probationers of All India Services

(i) Training of IAS Probationers

1.44 While giving the background and the details of the existing training for probationers, DoPT in the written note stated as under:-

“After 1947, a training school for the IAS was set up at Metcalfe House at Delhi to train the first batch of war services emergency recruits in March 1947. The ‘war service’ probationers were required to pass an examination on subjects such as economics, language, public administration, civil and criminal law, a course in motor mechanics and map reading before posting them to their respective provinces. However, their training came to an abrupt end in the wake of partition and the widespread rioting that followed. They were posted as Special Magistrates in Punjab and Delhi to tackle the law and order situation and resettlement of refugees under the overall supervision of the local Deputy Commissioner. When the new competitive examination system was introduced for recruitment to the IAS, the first batch of regular recruits was trained at Metcalfe House in 1949. This training of recruits at Metcalfe House continued till 1959 when the training of IAS recruits shifted to the National Academy of Administration being set up at the old

Charleville Hotel in Mussoorie. For a while, in the 1950s, an IAS Staff College also functioned at Shimla over and above the Metcalfe House where there was an acute shortage of space. The National Academy of Administration was renamed as the Lal Bahadur Shastri National Academy of Administration (LBSNAA) in 1972. Presently training of IAS Probationers consists of:-

- Foundation Course – 15 Weeks.
- IAS Professional Course Phase 1-26 Weeks.
- District Training – 54 Weeks.
- IAS Professional Course (Phase II) – 8 Weeks.
- Total 103 Weeks. Likewise, IPS training schedule is of 104 Weeks and IFS if of 80 weeks.
- IAS 2013 batch posted as Assistant Secretary in GOI for 3 months – First time ever initiative.”

1.45 As per the data furnished in Annual Report 2015-16 of the Ministry of Personnel, Public Grievances & Pensions, GOI, the budgetary allocations of Plan Schemes of LBSNAA are as under:-

Sl. No	Name of the Programme/ Scheme	Revenue or Capital	12 th FYP Approved Outlay	Annual Plan 2015-16 (BE)	Revised Estimates 2015-16	Expenditure as on 31 st December, 2015	Annual Plan 2016-17*
1	Improvement of Infrastructure and upgradation of Essential facilities at LBSNAA – Upgradation of LBSNAA to the Centre of Excellence	R	95.46	15.35	14.85	10.55	15.00
		C	196.61	29.8	21.16	16.17	16.00
2	Setting up of National Centre for Good Governance	R	10	4.83	3.83	3.83	5.00
		C	85	0.15	0	0	0.10

(ii) Training of IPS Probationers

1.46 Elaborating about the training programme for IPS Probationers, the Ministry of Home Affairs in the written note stated as under:-

“Training is given for professional development of the Police Officers. For the Indian Police Service (IPS) officers, training are given in different phases of service career and their training needs are

constantly met as they get promoted in the service. An IPS officer has to undergo the following mandatory trainings:-

- i) 104 weeks basic training (including one week foreign component) in two phases after induction into IPS through Civil Service Examination.
- ii) 6 weeks induction training for IPS officers inducted into IPS by promotion through State Police Services (SPS).
- iii) Four weeks Phase-III Mid Career Training Programme for officers of 7 to 9 years of service seniority for promotion from Superintendent of Police to Deputy Inspector General of Police/Inspector General of Police.
- iv) Four weeks Phase-IV Mid Career Training Programme (including one week foreign component) for officers of 14 to 16 years of service seniority for promotion from Deputy Inspector General to Inspector General of Police.
- v) Two weeks Phase-V Mid Career Training Programme for officers of 24-26 years of service seniority for availing annual increment on completion of 28 years."

1.47 The Ministry of Home Affairs(MHA) further submitted that apart from the above mandatory programmes, the Government also facilitates various in-service programmes on various topics to gain domain expertise namely Forensic Science, Cyber Crime, Gender Sensitization, Tactical Course, Vertical Interaction Courses, Counter Terrorism etc. for middle/junior level and senior level police officers. This Ministry attaches very high priorities to the training of members of state and central police forces. In order to improve the quality of trainers, training infrastructure and overall training, medals and trophies are awarded. During the year 2014-15 for the first time, 153 Home Minister's medals for excellence in police training and 6 trophies to Training Institutes at national level and 17 trophies at zonal level have been awarded. The trophy carries a cash prize of Rs. 20.00 lakh at national level and Rs. 2.00 lakh at zonal level.

1.48 The Committee have been apprised during the course of oral evidence that IPS Probationers are given training at National Police Academy, Hyderabad. The training is for two years and has two phases. First of all, it is the phase-I. Then there is District Training. The training of Phase-I is slightly long and it is for 44

weeks. It is called Basic Training in which legal matters are taught. Apart from this, there is much focus on the outdoor.

iii) Training of IFS Probationers

1.49 On the issue relating to the training to IFS Officers, the representative of the Ministry of Environment, Forest & Climate Change stated that the training of the IFS Probationers is of 02 years and it is given in Indira Gandhi National Forest Academy, Dehradun. The 02 years training consists of 3 ½ months foundation course and 16 ½ months training. When they go to State Cadre, there is 04 months on job training.

In their Annual Report 2016-17, Ministry of Environment, Forest & Climate Change stated that during the year so far, IGNFA has conducted the basic professional training for three batches of Indian Forest Service probationers and foreign trainees. 61 Probationers of 2014-16 Course, including 2 participants from Royal Government of Bhutan passed out of the Academy in April, 2016. There are 56 IFS Probationers of 2015-17 Course including two foreign trainees from Bhutan, undergoing their Professional Training in the Academy. 28 IFS Probationers of 2016-18 Course, have joined the LBSNAA for foundation course at LBSNAA in September 2016 and the whole batch is going to join this academy in later part of December 2016.

1.50 In the written reply to a query as to whether the existing training programmes are helping in building domain expertise, the MoPPGP(DoPT) submitted as follows :

“The National Training Policy lays down the operational guidelines for the development of the human resources of the Government. Training Division, DoPT is the nodal agency for the implementation of the National Training Policy and issue appropriate guidelines to amplify and facilitate its implementation. For AIS officers, the respective Central Training Institutes formulate policies and implement their training programme by identifying areas of training, designing training programmes,

development of trainers and training capabilities and administering policies in training. In DoPT under various schemes training is provided both in foreign Universities and in Leading Domestic Institutes in various areas related to Governance and Public Policy. The major training activities undertaken for AIS officers by this Department are:

- (i) Mid-Career Training Programme of IAS officers.
- (ii) Long term and Short term Foreign Training programme under the scheme of Domestic Funding of Foreign Training. In this scheme short term programmes are provided in Budgeting and Financial Management in Public Sector, Fiscal Decentralisation and local Governance, Project Appraisal, Tax analysis, Corruption, Local Self Government, Leadership, Infrastructure in a market economy, Financial Inclusion, Applying Behavioural Insights to the design of public policy, Social Programs using evidence to assess effectiveness, Finance, Negotiations, Policy Development and other areas related to Governance.
- (iii) Long term domestic Post Graduate Diploma Programme in Public Policy .
- (iv) Short term in- service domestic programmes in areas such as Fiscal policy, climate change , Economic crimes in financial markets, competition law and market regulation, smart cities, social policy and governance, sustainable development, fiscal policy , e-governance, ethics, leadership and Innovations in public service delivery etc. Since the officers from AIS have to work in different areas during their service tenure, short term capacity building is provided in various fields to update their skills in areas of their own choice as per their present field of work or the area they expect to work in future, or a theme the officers feel that they should specialize. In addition as mandated by National Training Policy, all Ministries/Department are also required to identify the training needs and develop customized CTP and ATP for their employees for providing specialized training to the officers.”

1.51 The Ministry of Home Affairs were further asked about the furnishing of details of funds allocated and utilised for cyber training during each of the last five years, year-wise & Para-military/Police Force wise. The Ministry of Home Affairs in their written reply informed the Committee as under :-

“Provisions have been made for imparting training to Police personnel in Cyber related crimes in the various training institutions established under Ministry of Home Affairs namely Sardar Vallabhbhai Patel National Police Academy (SVPNPA) Hyderabad, North Eastern Police Academy (NEPA), Shillong and Central Detective Training Schools (CDTSS). A National Digital Crime Resources and Training Centre (NDCRTC) has been established in SVPNPA, Hyderabad for this purpose. Apart from Indian Police Service (IPS) officers, the police officers of the Centre and States are also trained in these training centres. During the last year, more than 2500 Police officers have been imparted training in these institutions. Police being a State subject as per the seventh schedule to the Constitution of India, the States have their own training centres for imparting such trainings. However, data in this regard is not centrally maintained.”

1.52 The MoPPGP(DoPT) were enquired about the measures undertaken to improve the working of All India Service in the light of the recommendations of Administrative Reforms Commission. In their written reply, the MoPPGP(DoPT) stated as under :

“The measures recommended by 2nd ARC are as below:-

- (i) Mandatory induction training at all levels and mandatory trainings before promotion

The Mandatory Induction Training is being provided to AIS officers for their confirmation in service. The three phases of Mid-career Training Programme (MCTP) with objective of improving the next level competencies of the officers at certain identified stages of their career has also been mandatory. The IAS(Pay Rules) have also been amended making successful completion of various phases of MCTP a pre-requisite for promotion/increment.

- (ii) Monitoring mechanism for implementation of National Training Policy

The Committee has been apprised that the guidelines have been issued by this Department to all Ministries/Departments/Cadre Controlling Authorities for undertaking the following:

- (i) Guidelines for preparing Cadre Training Plan (CTP) and Annual Training Plan (ATP)
- (ii) Guidelines for development of Domain/Sector-specific Trainees
- (iii) Guidelines for Developing Government Training Institutions into “Centres of Excellence”
- (iv) Guidelines for appointment of Training Manager and creation of Training Cell

A Committee chaired by Secretary, Ministry of Personnel, Public Grievances and Pensions and consisting of the Secretaries of Department of Urban Development and Rural Development, Administrative Reforms & Public Grievances, Director of the LBSNAA, DG, ATI, Mysore, DG, YASHDA, Pune, Director, SVP National Police Academy, DG, National Academy of Direct Taxes with Joint Secretary (Training) as the Member Secretary has been constituted for monitoring the implementation of the NTP and taking appropriate steps to facilitate recommendations of NTP.

- (iii) Making available mid-career level opportunities and encouraging higher academic qualifications

The opportunities for obtaining higher academic qualifications in Public Policy in reputed foreign universities are available under the plan scheme of DFFT for officers of All India Services. The one- year Diploma programme in Public Policy is also available for officers of AIS in reputed institutions in India .

- (iv) Establishing strong network of training institutions at Union and State levels

At the national level strong network of Central Training Institute has already been established by the Cadre Controlling Authorities. At the state level, every State has a State Training Institute at the Apex level. There are Regional and District Training Centres in the States to

meet the training needs of all levels of the government employees.

(v) Establishing National Institute of good governance to conduct training programmes

National Centre for Good Governance has been established in 2014 by upgrading and expanding the mandate of National Institute of Administrative Research (NIAR), an autonomous society under LBSNAA, Mussoorie. Among the main objectives for which NCGG is established, the society is also mandated with providing direction, guidance and capacity building inputs on Governance and Management issues to the CTIs and ATIs, to coordinate and organise training programmes sponsored by various Government, Non Government and foreign agencies and develop training modules for the purpose.”

Domain Expertise/Lateral Entry

1.53 Asked by the Committee as to whether the existing system led to specialisation of officers and what steps were needed to bring domain expertise among All India Services, in their written reply, the Ministry submitted as under :

“All India Service Officers are recruited based on their vast knowledge base and analytical capabilities through an All India level exam conducted by UPSC. Further, induction trainings help in nurturing and honing their skills and capabilities. There are also training programmes on specific technical areas through which the officers may hone their skills. Also, officers, while they are posted, have a team of technically sound staff for their guidance. It may also be noted that the bulk of the work in any department relates to Personnel and Financial Management, broad principles/rules guiding them remain the same across the board. While specialization may not be necessary to occupy higher echelons in the department, a broad familiarity with the domain or related domains is extremely desirable. Such expertise can only be developed by consciously rotating the officers in various domains from the initial years of his career based on his educational qualifications/aptitude/experience

etc. However, it may not be always possible to adhere to such a plan in the case of all officers.”

1.54 To develop domain expertise in the civil services, the MoPPGP(DoPT) in a note submitted as under :

“To keep pace with the changing times and the complexities that have evolved in modern day administration, it is felt that domain competence should be developed after 9 years of service for members of AIS. Domain competence is distinct from specialised technical knowledge in that it refers to a broad understanding of the relevant field and more importantly managerial abilities derived from practical experience in that field. Training is now used extensively for this purpose. The mandatory Mid-Career Training Programmes which are conducted before promotion at 9 / 16 / 30 years aim to orient the officer to the challenges and competencies required in the next level of their career as well as provide avenues for specialization in a core sector based on interest, orientation and field experience of the officer. Further, DoPT have issued appropriate guidelines to all Ministries/Departments/Cadre Controlling Authorities for preparing Cadre Training Plan (CTP) and Annual Training Plan (ATP) based on competencies required and identified training needs. In order to enable officers to update their skills in the present field of work or the area to work in future; or a theme that they feel that they should specialize DOPT sponsors following programmes:-

- i) IAS and other two AIS (When on Central deputation) for long term and short term programme in leading foreign universities under the plan scheme of DFFT in areas relating to Governance.
- ii) Officers are also sponsored for short term programme in reputed training institute in India.
- iii) Long term Diploma in Public Policy is available in leading training institutes for capacity building.”

1.55 Domain expertise is usually provided by the Technical Units / Directorates in any vital sector. Further, certain mission mode projects provide the option to engage consultants, who are usually experts in their respective field, for specific time period and with defined key result areas (KRA). Postings in Government of India at senior policy levels is done, to the extent practicable, by looking into the domain knowledge/expertise of officers gained through practical experience of working in the

concerned sector in both the Central and State Government as well as through training programmes.

Lateral Entry

1.56 While replying to a query about the lateral recruitment for top positions in government/other autonomous institutions by career based civil servants, the MoPPGP(DoPT) in their written reply submitted as under :

“The Central Government sets up Administrative Reforms Commission from time to time for carrying out Administrative Reforms in Civil Services. The Pay Commission set up by the Central Government also gives recommendations on reform measures. The 6th Central Pay Commission has recommended lateral entry at SAG/HAG levels in identified posts not encadred into any services, requiring technical and specialised knowledge. The matter has been considered at present, there is no proposal for lateral entry into Civil Services. It is constant endeavour of the Government to improve the efficiency by a series of measures including Administrative Reforms.”

1.57 Emphasising the need for allowing lateral entry in All India Services for bringing in professional expertise and improving the services, Committee asked the reasons for not allowing the same, in reply, Secretary, DoPT during his evidence before the Committee stated :

“All the posts under Central Staffing, they are not the cadre posts of any service neither of IAS, IPS nor of Central Services. They can be occupied by Officers of any organised service outside can also come. We have a Secretary in Department of Science & Technology.”

1.58 To a question about supremacy of IAS over other Services, a former Cabinet Secretary, who appeared before the Committee stated :

"-----Whatever Service we bring, one Service will be at apex level. So far as question of giving chance to all Service, it would be appropriate to invite all Services above the level of Joint Secretary and for Additional Secretary and Secretary, there should be a wider perspective and these posts should be open to other Services. Option from outside should also be explored."

1.59 The Committee pointed out that there has not been instances where a professor of Economics becomes, Secretary Economics and Secretary going to University for teaching. In reply, former Cabinet Secretary stated:

"This should happen also. We should do that"

1.60 Asked by the Committee as to whether the Secretary (Environment and Forests) should be a person from scientific background, a representative of Ministry of Environment and Forest during her evidence before the Committee stated :

"This has been the demand in past"

1.61 To a question about giving preference to IAS vis-a-vis other Services, Secretary, DoPT during his evidence before the Committee stated:

"In the post of Joint Secretary, 40% are from non-IAS and 60% from IAS. There has been increase in percentage of non-IAS officers. Earlier it was 30%."

Mechanism for Transfers/Postings of AIS Officers

1.62 On the posting of All India Service Officers, MoPPGP(DoPT) in their note furnished to Committee stated as under :

"There is no maximum tenure prescribed for a post. However, in pursuance of Hon'ble Supreme Court's judgment dated 31.10.2013 in the matter of TSR Subramanian and Ors Vs. UoI & Ors, amendments were carried out under rule 7 of the IAS, IPS and IFS (Cadre) Rules vide notification dated 28.01.2014., thereby fixing a minimum tenure of 2 years for all cadre posts and mandating formation of Civil Services Board. As far as IPS is concerned, the matter is currently sub-judice."

1.63 Justifying the reasons for a practice in respect of Joint Secretaries and Additional Secretaries who are routinely shifted from one Ministry to the other in the middle of their stipulated tenures despite the tenure system, the Ministry of

Personnel, Public Grievances & Pensions, Department of Personnel & Training in their written reply stated as under :-

“In the usual course, lateral shifts of officers from one Ministry to other are resorted to based on administrative exigencies and not in a routine manner. These shifts are usually to meet the special requirements of particular posts wherein officers matching the requirement are not available on the officer list. In such cases, the Civil Services Board assess the suitability of officers who are already posted under Central Staffing Scheme based on requirement in various Ministries and decision is taken on case to case basis.”

1.64 On tenure of officers, a former Cabinet Secretary, during his evidence before the Committee stated as under :

“The officers tenure should be stable. Recently, ARC carried out a study of officers from 1978 to 2006 where it was observed that there were only 8% cases where the tenure of officers was more than 03 years and remaining 55% cases were of those officers whose tenure was less than a year, 27% were those whose tenure was less than 02 years. They have carried out study upto 2006. Most of the cases are of this type. There is deterioration in it. Earlier, it was industry of transfers and postings. Now, this has been more fast. I am to say that if we want to curb this thing then provisions will have to be made in the All India Service Act. The Government of India wrote to people that State Government may prescribe tenure for their post and see that if there is any deviation, Civil Service Board or a Committee they formed can look into it and deviation should be with its approval. The fact is that the rule on each matter has no meaning and the rule is not being implemented. The transfers which were taking place earlier are as it is.

I have two suggestions on this, first thing is that what we suggested in our Act that with the values of ethics, the tenure of officers should be minimum of 02 years and if there is any deviation against it then a Committee under the Chief Secretary should recommend this thing and only then this should be done which is called the Civil Services Board.”

1.65 On tenure of Police Officers, a former Director-General, Border Security Force during his evidence before the Committee stated :-

“Supreme Court ordered that the entire field officers DG, IG Zone, DIG Range, SP-in-Charge District and SHO should have two years tenure.”

1.66 On the criteria for posting of officers in Government, DoPT in their note furnished to the Committee stated that the Central Staffing Scheme O.M. No. 61/77/194-EO(SM-I) dated 5.1.1996 provides that to the extent possible, postings in Government of India are done keeping in view the educational qualifications, service, experience and special training required for effective performance of the job and suggestions of the Ministry/Department as to the field of consideration of persons for the job. However, the specific technical expertise which may be required in decision making is provided by technical units/directorates in vital sectors.

1.67 Asked to comment on the proposal to frame guidelines for bringing domain expertise in the postings, DoPT further stated that the postings in Government of India at senior policy levels is done, to the extent practicable, by looking into the domain knowledge/expertise of officers gained through practical experience of working in the concerned sector in both the Central and State Government as well as through training programmes. Further, DoPT have issued appropriate guidelines for preparing Cadre Training Plan and Annual Training Plan to develop competencies required and identified training needs of various Ministries/Departments/Cadres. DoPT also sponsors training programmes, both short term and long term, to facilitate the updation of skills of officers which would be of use in their present assignments or in the future. The aim is to develop managerial/domain expertise which would supplement the experience gained. The Central Staffing Scheme contained in O.M. No. 61/77/194-EO(SM-I) dated 5.1.1996, encourages officers' movement from their cadres to the centre to bring in experience gained in various fields in their domain and also to develop domain expertise of officers posted to various Ministries/Departments. These officers serve the Government of India for a stipulated tenure on deputation and, thereafter, return to their parent cadre. The services of professionals in the fields of economics, statistics, law etc. are, similarly, obtained from officers of participating services such as Indian Economic Service, Indian Statistical Service, Central Company Law Service, etc. who serve for specified periods on deputation and return to their respective cadres at the end of tenure. This two-way movement is of mutual benefit to the service cadres and the Government of India.

1.68 On posting of officers as per their domain knowledge, the Secretary(Personnel), MoPPGP(DoPT) during his evidence before the Committee stated as under :-

“There should be a little bit development of domain expertise. We can not be a specialist and perhaps, there is no need of specialisation because there are so many specialist who can advise. However, unless you do not have the knowledge of domain, you can not discharge your duties well. Therefore, rotation in domain should be there .”

AUTHORISED CADRE STRENGTH OF ALL INDIA SERVICES

(i) Authorised and Actual Strength of IAS Officers

1.69 As per the Annual Report (2015-16) of the Ministry of Personnel, Public Grievances & Pensions, the authorised Cadre Strength of IAS and the number of officers in position in different years since 1951 are as under:-

Year	Authorised Cadre Strength	Number of Officers in position (as on 1st January)
1951 (At the time of initial constitution of the service)	1232	957 (Including 336 officers of the Indian Civil Services)
1961	1862	1722 (Including 215 officers of the Indian Civil Service)
1971	3203	2754 (Including 88 officers of the Indian Civil Service)
1981	4599	3883
1991	5334	4881
2001	5159	5118
2002	5159	5051
2003	5159	4871
2004	5159	4791
2005	5261	4788
2006	5337	4790
2007	5422	4731
2008	5460	4761
2009	5671	4572
2010	5689	4534

2011	6077	4456
2012	6154	4377
2013	6217	4737
2014	6270	4619
2015	6375	4802
2016	6396	4926

(ii) Authorised and Actual Strength of IPS Officers

1.70 The Ministry of Home Affairs in the written note has stated that as on 1 January, 2017, total authorised strength of Indian Police Service (IPS) Officers is 4863. There are 956 vacancies in IPS as on 1 January 2017. In order to fill up the vacancies of IPS Officers, the batch size of IPS (direct recruit) has been increased from 88 to 103 from Civil Service Examination (CSE), 2005, to 130 from CSE, 2008 and to 150 from CSE, 2009 onwards. Besides above, the process of appointments to the Indian Police Service by promotion from State Police Service has been accelerated.

1.71 As per data on police organisations compiled by Bureau of Police Research & Development (BPR&D), the sanctioned strength of state police forces is 22.80 lakh as on 1 January 2016 against which 17.32 lakh personnel are posted. Police being a State subject, it is their responsibility to fill up the vacant posts. However, the States/UTs are advised in this regard from time to time.

(iii) Authorised and Actual Strength of IFS Officers

1.72 The representative of the Ministry of Environment & Forest during the course of oral evidence apprised the Committee that total cadre strength of IFS is 3152 out of which 2196 posts are against direct recruitment and 956 through promotion. The officers in position are 2591. With regard to recruitment to fill up the vacancies, the representative stated as under :

“Till last year, we were recruiting around 80 officers per year, but this year we have increased the recruitment to 110. This recruitment of 80 was based on a Committee, which was set up by the Ministry, but we had realised in five years and this is a challenge for the Ministry.”

1.73 The representative also apprised the Committee that attrition rate of IFS was 8 to 10%. He also submitted that 8-9 people generally try and make an attempt for other Civil Services or even Group 'A' and they are leaving this Service.

Delay in issuance of offers of appointment to the candidates recommended by UPSC on the basis of results of various Examinations.

1.74 It has been stated in Annual Report (2015-16) of UPSC that there were a total of 349 cases, as on 31 March 2016 where offers of appointment to the candidates recommended by the Commission on the basis of results of various Examinations were delayed by the Ministries/Departments for more than one year. Of these cases, 156 cases were such where offers of appointments were yet to be made even though period of more than one year had elapsed [as compared to 24 cases of last year] since the recommendations were made. Of the remaining 193 cases, 191 are where the offer has been delayed by one year and above but less than two years, one case is where the offer has been delayed by three years and in one case offer has been delayed by three years and above but less than four years.

Ethics in Public Service

1.75 On the issue of corruption, a former Cabinet Secretary during his evidence before the Committee stated as under :-

“I would like to say that there is a need to improve the value system of the Civil Services. It has been observed that in the last some decades, it was the saying that these services are honest and good and now not so. In present days, many Chief Secretaries or Secretaries of Government have been caught. They are not projecting themselves as a model to youth which is appreciable. Their value system has become very weak.”

1.76 The expert further stated :

“We people need to improve value system. There are provision in the All India Services Rules for IAS. However, we have 23 rules and each of the 23 rules is very lengthy. The Code of Ethics of IAS has been disappeared and there is no knowledge of that code. My first suggestion is that in All India Act for IAS which is presently having 4 Section, the Code of Ethics should be brought as 5th Section.

Sir, it will be done in Act. No one takes care of rules. Because, there are so many provisions in the rules and there are so many rules . In total, there are 23 rules and each one has 25-30 provisions. The result is that no one knows the rules. When any one is punished then they see that which rule has been violated and the implementation is not taken care of. Our saying is that we need to take care of the implementation. The people in DoPT who looks after the implementation, their implementation is very poor. I have, therefore, suggested that we should have an Ethics Commission at Central level and State level which should see values of brightness, honesty, integrity and support for weaker section of society and the implementation is taking place or not. If any officer is not following, issue them a warning first time. If they again persist, take action against them. This needs close monitoring. The Administrative Reforms Commission has suggested this for political executives. This opportunity is not for political executive. Therefore, I am not saying anything on this issue though it is also necessary.”

1.77 Giving his suggestion to overcome this phenomenon of corruption, the expert who deposed before the Committee suggested for the follows :-

- “i) Improve value system of civil services.
- ii) Add Code of Ethics as 5th Section in the All India Act of IAS.
- iii) Setting up of Ethics Commissions one each at Central level and State level to see whether the values of brightness, honesty, integrity and support for weaker section of the society are being implemented or not.”

Part-II

Recommendations/Observations of the Committee

Introductory

1. The Committee note that All India Services comprise of three services namely; the Indian Administrative Service, the Indian Forest Service and the Indian Police Service. A common feature of the All India Services is that the officers of these Services are recruited through the Union Public Service Commission (UPSC) and their services are placed under various State Cadres unlike those of the Central Services. So far as the historical background of All India Services is concerned, the recruitment of Civil Servants, called Indian Civil Servants dates back to pre-independence time. Indian Civil Services then was like an All Indian Service with provincial cadres and provision for Central deputation. A Conference of Provincial Premiers was convened by Sardar Patel in October, 1946 to discuss post independence administrative set up and subsequently two All Indian Services i.e. Indian Administrative Services and Indian Police Services were created in 1946-47 and first regular batch of Indian Administrative Services through competitive examination was appointed in 1948. With regard to Indian Forest Service, it is continuing from 1855 onwards when Britishers started scientific management of forestry. After 1935 the service was converted into a superior Forest Service and a Provincial Service. With the amendment to the All Indian Service Act, the first batch of officers was taken in 1966.

As per the Constitutional framework, the executive is accountable to Parliament. The Constitution recognizes the IAS and IPS as All India Services deemed to have been constituted under Article 312 of the Constitution.

Besides Parliament passed the All India Services Act, 1951. The Officers of the All Indian Services occupy the key positions in districts/States and also in the Centre. They administer, help in law making and policy formulations and execute the policies and programmes of the Governments. In this regard, Sardar Patel, the architect of modern India while suggesting for an All Indian Service to replace the Indian Civil Service stated as under:

“It is not only advisable but essential if you want to have an efficient service, to have a Central administrative Service in which we fix the strength as the Provinces would require them and we draw a certain number of officers at the Centre, as we are doing at present. This will give experience to the personnel at the Centre leading to efficiency and administrative experience of the District, which will give them an opportunity of contact with the people. They will thus keep themselves in touch with the situation in the country and their practical experience will be most useful to them. Besides, their coming to the Centre will give experiences would make the services more efficient.”

With the rapid changes taking place in the political, economic and technological fields, effect of globalisation, it is imperative for the All India Services to adapt to the changes and enhance their skills and competence to enable them to face the challenges in this era of competition and complexities, for which continuous reforms are required. Though certain initiatives have been taken by the Government based on the Sarkaria Commission and various Pay Commissions' recommendations, besides extensive recommendations made by the Second Administrative Reforms Commission for reforms in bureaucracy, their impact needs to be assessed besides continuing reforms to meet the emerging challenges.

In the aforesaid backdrop, the Committee have examined the various issues related to functioning of All India Services and after detailed deliberations and consultations, made some observations and recommendations to make the bureaucracy more responsive, effective and efficient, both work-wise and economy-wise which have been given in the succeeding paras.

Contribution of All India Services vis-a-vis expenditure incurred

2. The Committee note that the authorised cadre strength of IAS during 1951 was 1232, which grew to 4599 during 1981 and in 2016 the sanctioned strength has further risen to 6396. With regard to IPS officers, as on 1 January, 2017 total authorised strength is 4863. Total cadre strength of IFS is 3152.

So far as the cost of functioning of All India Services is concerned the Ministry was not able to furnish the specific data with regard to expenditure met on salary, allowances, pension, perks as well as cost incurred on creating infrastructure like offices, furniture etc. of these Civil Servants. However, the Government furnished scattered data of salary and allowances of these officers in respect of some of the Ministries/Departments as well as percentage share of emoluments (Salary, Pension, Allowances) of Government employees at the Centre and in the States in GDP at Current Price, according to which the percentage share in this regard which was 7.97 percent during 2011 increased to 8.15 percent during 2014-15. From the overall position of expenditure met on Government employees, it can be stated that huge

expenditure is met on wages of All India Services Officers besides the expenditure that would have been met on other infrastructure like offices etc. for bureaucracy. The Committee express their strong displeasure for not providing the details of total expenditure incurred on salary and allowances of the officers of All India Services in States and Centre. The Committee desire that the Government should furnish year-wise data with regard to expenditure met on officers of All India Services by Centre and State Governments within a period of three months. The Committee are dismayed to note that no efforts on the part of the Government have been made to assess the contribution of these services as is apparent from the replies of DoPT wherein it is stated that no such study has been carried out in this regard. Not only that no study in this regard has ever been made even by some outside agency.

The Committee take exception for not having any mechanism to find out the expenditure made on officers of All India Services by the Central as well as State Governments and their contribution towards GDP growth of the country commensurating the cost incurred on their functioning. The Committee are of the strong view that the officers of All India Services should be fully committed to the citizens' concern and public good and reflect the hopes and aspirations of the public they serve and as such they should be held accountable for accomplishment of the projects/programmes/policy issues being handled as per their specific assignments particularly when they are being paid from the exchequer's money. The Committee, therefore, strongly emphasise to evolve an effective mechanism having various parameters which are primarily outcome oriented and citizen centric so as to assess the contribution of the All India Services to the extent it has contributed to national growth. They also

recommend that if need be experts from premier institutions like IIMs, IITs etc. may either be involved or outsourced to carry out such assessment for evolving effective mechanism in this regard. The concrete action on the suggested lines should be taken and the Committee apprise accordingly.

Cadre Review of All India Services

3. The Committee note that there are cadre rules to determine the strength and composition of the cadres and the cadre review is carried out every five years by the Central Government in consultation with the State Governments (in case of Joint Cadre) as the case may be, to assess the cadre strength and composition of each cadre and new encadrement according to the functional requirements of the State and the cadre strength is notified accordingly. The Committee have also been apprised that cadre review is being done in a transparent and judicious manner through the Cadre Review Committee (CRC). It has also been stated that the cadre review for any specific State is done as uniformly as possible.

As stated in the earlier part of the Report, authorized cadre strength of the All India Services has grown from 1232 during 1951, at the time of initial constitution of the service to 6396 during the year 2016. So far as State-wise sanctioned strength is concerned, the Committee note that maximum sanctioned strength i.e. 621 is in Uttar Pradesh and minimum i.e. 48 is in Sikkim. The Committee in this regard would like to be apprised about the

criteria/rationale for enhancement in the cadre strength over the years. Besides, the Committee would also like to be apprised about the State-wise increase in cadre strength over the years along with the demand/request received from States, so as to understand the growth pattern in various States. The Committee would also like to recommend to explore the feasibility of associating experts from premier institutions like IIM while undertaking the cadre review study. The cadre review should be undertaken in an objective and transparent manner and with due consultations with State Governments and other stakeholders. The Committee would also like to recommend to undertake study by some independent agency to review the cadre strength in various States keeping in view the responsibilities/workload and challenges particularly the security concerns/difficult terrains in various States.

Empanelment to Senior level posts

4. The Committee have been informed that the guidelines for promotion were last revised in April, 2016 to introduce 360 Degree Feedback i.e. also known as Multi Source Feedback (MSF) from all the stakeholders (i.e. Seniors, Peers, Subordinates, customers/beneficiaries etc.). The Committee also note that 2nd ARC in its 10th report however cautioned that in the context of India where strong hierarchal structures exist and for historical and social reasons it may not be possible to introduce this system unless concerns of integrity and transparency are addressed.

Notwithstanding of the concerns expressed by 2nd ARC, the Committee are of the view that there is a need for periodic evaluation of the performance of the officers. An expert who deposed before the Committee has suggested that after 20 years of service, the performance of officers should be reviewed every five years. The Committee recommend the Government to consider to have some mechanism for having the periodic evaluation as suggested by the expert. Besides there should be a system of incentives/awards for excellency in public administration in various areas of governance.

Violation of Promotion rules by States

5. The AIS Officers are initially posted at the District/Tehsil level to deal with field assignments. On promotion to Super Time Scale(STS) after completion of 16 years, they are posted as Commissioner and Secretary of Departments in the State Government to deal with policies and as Joint Secretary in the Government of India after empanelment by DoPT. On promotion to higher administrative grade after completion of 25 years, they are posted as Principal Secretary in the State Government and as Additional Secretary in the Government of India. Further, they are posted as Chief Secretary in the State Government and as Secretary in Government of India on promotion to Apex level after completion of 30 years of service. The Committee understand that despite clear cut uniform rules issued by MoPPGP (DoPT) in this regard, there has been instances where violation of promotion rules by many States are noticed as stated by the representative of the Ministry during the course of oral evidence. This has led to anomaly in the overall cadre of the same batch. The Committee are of the view that when the All India Services are recruited through UPSC under uniform rules framed by

the Central Government and their Cadre Controlling Authority is Union Government, there should not be any violation of promotion rules by the respective States whatever may be their functional requirement. The Committee, therefore, recommend that the Union Government should keep a constant check on these violations and issue necessary instructions to the concerned State Governments to invariably adhere to the uniform promotion rules issued by DoPT.

6. Frivolous complaints just before the promotion leads to unnecessary hardships and delay in the promotion of an officer. To obviate such a situation, the Committee would like to recommend that such complaints should be examined judiciously and disposed off expeditiously. If it is found that the complaint has been made intentionally with the purpose to block the promotion, there should be some provision for taking action against the complainant which would definitely have a deterrent effect.

7. The Committee further note that AIS cadre rules are being violated by respective State Governments by promoting officers in various scales without the concurrence of vacancies by Central Government, a mandatory provision, by creating excess ex-cadre posts/temporary posts in State Government and by posting of non-cadre officers against cadre posts. The Committee have been informed that DoPT takes action against such violations by State Government, whenever such instances come to their notice. The Committee however are dismayed to note that foolproof mechanisms to obviate such instances do not exist due to lack of transparency and absence of digitised

records. To maintain the independence and objectivity of All India Service, the Committee feel that there is a need to evolve a system of digitised monitoring by DoPT so that such violations by the State Governments are immediately noticed and corrective action taken thereon.

Maintaining Digital System for Cadre and Service Records

8. The Committee note with concern that proper updated records of deployment, deputation, resignation, retirement, in-service death, switch-over to other service etc. are neither being maintained at the Cadre Controlling Ministry level nor at the State level. Due to lack of such integrated and crystal clear record system, it becomes quite difficult sometime to assess the actual requirement/vacancy vis-a-vis sanctioned cadre strength of officers in the respective States/Union Territories. Digital records in this regard may help to know the exact position of cadre strength. Therefore, the Committee are of the considered view that a comprehensive digital record of cadre strength of All India Services State/ UT-wise be maintained invariably to assess actual requirement and effective deployment, which would go a long way in enhancing the desired level efficiency and economy in the administration. The Committee also recommend to make suitable budgetary support for the purpose and the action taken in this regard should be intimated to the

Committee within three months from the presentation of this report to the House.

All India Service officer on deputation to Central Government

9. The Committee note that officers of All India Services serve the Central Government on deputation, when their services are borrowed by the Central Government. The deputation under Central Staffing Scheme is through open advertisement wherein nominations for appointment under the scheme are invited from all State Cadres to have a wider pool of officers. While deputation under Central Government is voluntary, the States are impressed upon to recommend large number of officers for deputation under Government of India so that every eligible officer has an opportunity to serve at Centre at least once at the middle management level. It has come out during the course of deliberations that various Pay Commissions in their reports have observed that while the Central Deputation Reserve (CDR) is 40% of the Senior Duty Posts of a State cadre of the AIS, practically CDR utilised by State Cadre is less than 20%. This is even less for certain bigger cadres where the general tendency is not to send officers on Central deputation. Further State Civil Service officers promoted to All India Services by promotion are reluctant to go to Centre, other States or PSUs on deputation.

10. The Civil Servants in their career initially serve in the district and are given field assignments through their posting in cutting edge posts in the districts starting from SDM to ADM/PD DRDA/CDO/CEO, Zilla Parishad and

finally as DM/CEO, Municipal Commissioner. During the middle and senior level these officers occupy senior positions in Centre and States. The Committee observe that the basic idea behind creating the All India Services was to have a pool of officers who during their tenure may work in States as well as in the Central Government. While being posted at the middle/ senior level in the Centre, they bring their experience of working at various crucial positions in the District Administration and other senior positions in the States and vice-versa thereby fulfilling the requirement of our federal structure. The Committee are concerned to note that not only the State Civil Service Officers promoted to AIS, but also the AIS officers recruited through UPSC are not willing to work in the Centre. In this scenario, the Committee are unable to judge the effective contribution of All India Services in framing laws and policy formulation on the subjects listed in Union and Concurrent Lists under the Seventh Schedule of the Constitution. The Committee, therefore, while concurring to the recommendations made by various Pay Commissions, would like to recommend that deputation of AIS officers to Central Government from all Cadres should be made mandatory. Besides the Committee would also like to recommend to have some mechanism to ensure uniform dispersion of AIS officers across the States at the time of cadre allocation itself and representation of officers from far flung areas like North East, in conformity with All India Character of the Services.

11. The Committee further note that under CCS, extension in deputation period may be considered after an officer receives Proforma promotion in his Cadre. The Committee have been apprised that there is no such provision for

All India Service officers currently for extension in deputation period after receiving of Proforma promotion which is disadvantageous to AIS officers. The matter is being considered for extending this provision to All India Service officers on par with Central Civil Service Officers. The Committee would like to recommend for expeditious decision in this regard. Besides the Committee would also like the Government to devise some incentives for posting of AIS officers in the Central Government so as to attract the talent which is urgently required for sound and effective policy formulation/ programmes for the Country.

12. The Committee note that despite shortage of Indian Police Service Officers, they are sent on deputation for postings in Departments like Railway Protection Force, CRPF, BSF etc. who have their own Cadre. Sometimes IPS Officers are also on deputation in the Personal Staff of Ministers. In this context, the Committee find that with regard to deputation of IPS to Railway Protection Force, the matter is pending in the Supreme Court. Besides the Committee under the Chairmanship of Cabinet Secretary has been formed to look into the matter. While emphasising for early resolution of the dispute with regard to deputation of IPS with Railways, the Committee recommend to re-look the rules and guidelines of deputation of IPS Officers to the Offices/Organisations which have their own cadre as such practice besides squeezing the already scarced resources invite unnecessary confrontation between the dedicated cadre of an organisation and the IPS deputationists.

The Committee find that the tenure of deputation of AIS officers is for five years after which the officer has to go back to State Government. The

Committee have also been apprised that under some circumstances, the deputation period can be upto 7 years. The Committee note that on the one hand there is general reluctance on the part of AIS Officers to go on deputation to the Central Government postings, on the other hand the officers allocated Cadres of States which are confronting the menace of insurgency, extremism, terrorism and militancy, sometimes manage their deputation for their convenient posting at other places. The Committee in this regard would like to recommend to review the situation and have some stringent guidelines for postings in difficult areas in the country particularly the regions affected by terrorism/militancy.

Training of Officers of All India Services/National Training Policy

13. The Committee note that presently there is a training schedule for IAS, IPS and IFS Probationers comprising of 103, 104 and 80 weeks respectively. The training consists of foundation training at respective Training Institutes and on the job training. IAS Officers are given training at Lal Bahadur Shastri National Academy of Administration, IPS Officers are trained at National Police Academy, Hyderabad and IFS Officers are given Training at Indira Gandhi National Forest Academy, Dehradun. The Department of Personnel & Training (DoPT) under various schemes also provide in-service training to such officers in foreign Universities/Institutes in the areas of better Governance and Public Policy. The Committee note that National Training Policy lays down the operational guidelines for the development of the human resources of the Government and Training Division of DoPT is the nodal agency for the

implementation of the National Training Policy and issuing guidelines to amplify and facilitate its implementation. For AIS Officers, the respective Training institutes formulate policies and implement their training programme.

The Committee note that for improving the working of all India Services, 2nd Administrative Reforms Commission has made several recommendations. As per the information made available, most of the recommendations made by ARC with regard to capacity building of Officers of All India Services have been agreed to by the Government. Such recommendations include mandatory training for all Government Servants at induction stage as well as at mid-career, to design a plan scheme to strengthen training institutions, giving autonomy and operational flexibility to National Training Institutes and setting up a National Institute of Good Governance. The Committee find from the replies furnished by the Government that on some of the recommendations action has already been taken. National Centre for Good Governance has been established in 2014 by upgrading and expanding the mandate of National Institute of Administrative Research (NIAR), an autonomous society under LBSNAA, Mussoorie. Besides the national level strong network of Central Training Institute already established by the Cadre Controlling Authorities, at the State level, every State has a State Training Institute at the Apex level. Then there are Regional and District Training Centres in the States to meet the training needs of all levels of the Government employees. For monitoring the implementation and taking appropriate steps to facilitate recommendations of NTP, a Committee under the Chairmanship of Secretary, Ministry of Personnel, Public Grievances and Pensions has been constituted. The Committee in this regard would like to be apprised of the

action taken on each of the recommendations of ARC and the impact thereto. The Committee would also like to be apprised of the year-wise budgetary allocations made as well as expenditure met for strengthening the training institutions particularly with regard to the plan scheme which was to be designed to support training organisations as stated above.

14. The Committee note from the data furnished in Annual Report (2015-16) of DoPT that Rs. 95.46 crore under Revenue and Rs. 196.61 crore were allocated under Capital Head for 12th Plan under the Scheme Improvement of Infrastructure and upgradation of Essential facilities at LBSNAA and Upgradation of LBSNAA to the Centre of Excellence Report respectively. From the data it is noted that the allocations made during Annual Plan 2015-16 and 2016-17 do not commensurate proportional year-wise allocation. Not only that the allocations at BE stage have been reduced RE stage and even the reduced allocations could not be utilised fully. With regard to item 'Setting up of National Centre for Good Governance' out of Rs.85 crore of allocations under Capital Head for 12th Plan, the expenditure met has been shown as nil. The Committee fail to understand setting up of National Centre for Good Governance at no cost. The utilisation of outlay under the aforesaid two programmes indicates dismal financial performance under the training programmes. The Committee would like the Government to furnish details of financial and physical achievements under each of the Head of Training during each year of 12th Plan and under the current year 2017-18 so as to analyse the position.

15. With continuous and rapid change in technology and emerging new fields it is imperative to continuously review and modify the modules of training imparted by various training institutes to AIS Officers as per the needs of the country in various fields. Besides an exercise be undertaken at probation level itself to incorporate specialised training in different domains to develop domain specific expertise. While appreciating the need for foreign training of Officers of AIS, the Committee would like to emphasise for ascertaining the usefulness of these programmes. With regard to domain specific training, the Committee recommend that an Officer trained in a specific area should be given the domain specific posting and be retained for reasonably a good period to take the benefit of his training. For the purpose of transparency, the data of training should be in public domain. The Committee would also like to know the details with regard to specialized training given to All India Service Officers during the last five years and their place of posting after undertaking the training.

Domain expertise / lateral entry

16. The Committee note that officers of All India Services are recruited through competitive examination conducted by Union Public Service Commission. The selected officers come from different educational background both technical as well as non-technical and also come from different socio-economic background. With the growing complexities of law making/policy formulation due to various factors like ever evolving technologies, competition, globalisation and inter-dependence of countries,

new and emerging fields, there is an urgent need for domain expertise at middle and higher level and involvement of specialist/technocrats/scientists particularly in the Ministries involving technical/technology related issues such as Ministries/Departments of Environment, Forests & Climate Change, Defence, Finance, Health, Power, Information Technology, Shipping etc.

17. The Committee find that second ARC had recommended that domain should be assigned by the Central Civil Services Authority to all officers of the All India Services and the Central Civil Services on completion of 13 years of service. While the Government has agreed in principle to the recommendation of ARC, it has been decided that domain assignment should be done at completion of 18 years of service as it may not be possible to identify domains during the first 13 years of service as most of the officers are on the field assignments in the first 10 years of career.

In this context the Committee take note of the recommendation made by the Standing Committee on Personnel, Public Grievances, Law and Justice in their Ninety-second Report as quoted below:-

“xxx Government should classify their entire SAG/Joint Secretary level posts according to their functional domains and officers possessing required domain knowledge and experience in the field should only be appointed in those positions. It would be desirable that the empanelment may be done by inviting applications for the empanelment at SAG/Joint Secretary and above level posts from interested and eligible persons of AIS and Central Services possessing domain expertise prescribed for the post. This will also create a healthy competition among various participating services and will bring best among them.”

The Committee while concurring with the recommendation of the Standing Committee would like to emphasize for taking urgent steps for classification of various senior posts according to the requisite domain expertise and empanelment thereto. For developing the domain expertise of the officers, it is imperative to identify the domains where specialisation is needed and domain assigned to an officer according to his aptitude and choice.

18. The Committee would also like to recommend that once an officer has acquired domain expertise through rigorous training and experience, he should be assigned the post for which domain expertise has been developed. Not only that he should be allowed to continue in the specialised post for a reasonable period in the interest of the institution as well as the officer.

19. The Committee have been apprised that the 6th Central Pay Commission has recommended lateral entry at SAG/HAG levels in identified posts not encadred into any services. Though the DoPT does not seem to be in agreement with the lateral entry as is indicative in the written reply, the Secretary during the course of oral evidence stated that under Central Staffing, the posts can be occupied by officer of any organised service and outsider can also come. The Committee while considering the issue of lateral entry also take note of the fact that Civil Services are the elite services of the country and selection is made through a very tough competition, lateral induction may to some extent affect the promotional avenues of the officers and demotivate them besides affecting the attraction it has being the top level

career. Taking note of both the sides of issue, the Committee would like to recommend for minimal lateral entry at the senior level to meet the need of expertise besides bringing the freshness and competition in the Services. While recommending for minimal lateral induction, the Committee take note of the existing rules which do not permit Civil Servants to go to private sector on deputation. The Committee are of the view that there is a need to revisit the provision to permit both ways deputation/lateral induction so as to bring the experience and professionalism of the private sector in the Government service and vice-versa. The Committee would like the Government to take concrete initiatives on the suggested lines and apprise the Committee accordingly.

Mechanism for Transfers/Postings of AIS Officers

20. After cadre allocation and completion of training, civil servants are deployed by State/UT Governments keeping into account their requirement and convenience. The Committee note that while deploying such officers, their aptitude and academic background are not accorded due consideration. They also note that these officers are not allowed to complete their minimum tenure prescribed and frequently transferred without allowing them to contribute their best. In this regard, the Committee have been apprised that there is no maximum tenure prescribed for a post. However, in pursuance of Hon'ble Supreme Court's judgement dated 31.10.2013 in the matter of TSR Subramanian and Ors Vs. UoI & Ors, amendments were carried out under rule 7 of the IAS, IPS and IFS (Cadre) Rules vide notification dated 28.01.2014., thereby fixing a minimum tenure of two years for all cadre posts and

mandating formation of Civil Services Board. As far as IPS is concerned, the matter is currently sub-judice.

The Committee are of the view that there is an urgent need to prescribe minimum and maximum period of tenure for each of cadres viz. IAS, IPS & IFS to enable an officer to give his best without fear of being transferred. To address the issue of frequent transfers due to various reasons including political interference, the Committee recommend for having an institutional mechanism by way of forming a Committee of Secretaries which may be headed by Chief Secretary at State level and Cabinet Secretary at Centre level, for looking into transfers/postings of AIS officers. Besides as stated above the Government should consider prescribing some minimum and maximum period of tenure say two and five years respectively.

Vacancies in AIS

21. The Committee note that there are 4926 IAS officers against the authorised cadre strength of 6396 during 2016 thus having 1470 vacancies. Besides in IPS there are 956 vacancies as on 1 January 2017 and in IFS 2591 officers are in position against the total cadre strength of 3152, thus having 561 vacancies. Though the Ministry have not indicated about the attrition rate of IAS and IPS, under IFS the attrition rate has been stated as 8 to 10 per cent. The Committee note from the Annual Report of the UPSC that there were 349 cases, as on 31 March 2016 where offers of appointment to the candidates recommended by the Commission on the basis of results of various Examinations were delayed by the Ministries/Departments for more than one year. Of these cases, 156 cases were such where offers of appointments were

yet to be made even though period of more than one year had elapsed since the recommendations were made. Of the remaining 193 cases, 191 are where the offer has been delayed by one year and above but less than two years, one case is where the offer has been three years and in one case offer has been delayed by three years and above but less than four years.

The Committee take exception to the way the offers of appointments by the Ministries are being delayed to the extent of one to four years even when a number of vacancies exists in all the three services. The Committee would like Ministry/Department-wise details in this regard. Besides the concerns of the Committee should adequately be conveyed to the concerned Ministries to expedite offers of appointments. Besides there should be some time limit within which the offers of appointments should be made to the candidates.

Identification and appointment of not less than four per cent of the vacancies in the cadre strength to be filled with persons with benchmark disabilities

22. The Committee note that as per Section 34 of 'The Rights of Persons with Disabilities Act, 2016' made effective on 28th December, 2016, every appropriate Government shall appoint in every Government establishment, not less than four per cent. of the total number of vacancies in the cadre strength in each group of posts meant to be filled with persons with benchmark disabilities. The Committee in this regard would like to be apprised as to whether the posts in the All India Services have been identified as per Section 33 of the Act. The position in this regard may be intimated to the Committee.

Besides the Committee would like to emphasize for expeditious implementation of the provisions contained in Section 34 in the context of All India Services, after identification of these posts.

Ethics in Public Service

23. The Committee are concerned to note the degradation of value system and corruption at the higher levels of bureaucracy. Although there are provisions in the service rules, the Committee note that their implementation is the cause of concern. Experts who deposed before the Committee were of the view that there are too many rules which have again several provisions which makes the implementation difficult. Not only that the officers of DoPT are too busy to look into the issue of ethics for the officers. The expert suggested for having a code of ethics for officers and setting up of Ethics Commission one each at Central and State level. The Committee while acknowledging the concerns and concurring with the suggestions of the expert strongly recommend for setting up of Ethics Commission at Centre and in States to look into the issues of corruption and malpractices in governance by All India Service Officers.

NEW DELHI;

14 December, 2017-18

23 Agrahayana, 1939(Saka)

DR. MURLI MANOHAR JOSHI

CHAIRPERSON,

COMMITTEE ON ESTIMATES

MINUTES OF SIXTH SITTING OF THE COMMITTEE ON ESTIMATES (2016-17)

The Committee sat on Monday, the 11th July, 2016 from 1500 hrs. to 1740 hrs. in Committee Room 'B', Parliament House Annexe, New Delhi.

PRESENT

Dr. Murli Manohar Joshi – Chairperson

Members

2. Shri Sultan Ahmed
3. Shri Kalyan Banerjee
4. Shri Dushyant Chautala
5. Shri Ashwini Kumar Choubey
6. Shri Ram Tahal Choudhary
7. Col. Sonaram Choudhary
8. Shri Ramen Deka
9. Shri Sanjay Dhotre
10. Shri P.C. Gaddigoudar
11. Shri Sudheer Gupta
12. Shri P. Kumar
13. Shri K.H. Muniyappa
14. Shri Rajesh Pandey
15. Shri Ravindra Kumar Pandey
16. Md. Salim
17. Shri Arvind Ganpat Sawant
18. Shri Jugal Kishore Sharma
19. Shri Anil Shirole
20. Shri Rajesh Verma
21. Shri Jai Prakash Narayan Yadav

SECRETARIAT

1. Shri Vipin Kumar - Director

Witness

S.No.	Name of the Official	Designation
1.	Ms. Anjuly Chib Duggal	Secretary
2.	Shri T. Jacob	Additional Secretary (S&V)
3.	Ms. Rekha Pai	I.G. (M/o Environment and Forest and Climate Change)
4.	Shri Jishnu Barua	Joint Secretary (S&V-II)
5.	Shri Devesh Chaturvedi	Joint Secretary (S&V -I)
6.	Ms. Archana Verma	Joint Secretary (AT&A)
7.	Shri Nikunj Srivastava	Joint Secretary (EO)
8.	Shri Kumar Alok	Joint Secretary (Police-I), MHA

2. At the outset, the Chairperson welcomed the Members to the Sitting of the Committee and briefed them about the agenda of the meeting. He then directed that the representatives of the Ministry of Personnel, Public Grievances and Pensions (Department of Personnel and Training) be called in.

3. The Chairperson welcomed the representatives of the Ministry of Personnel, Public Grievances and Pensions (Department of Personnel and Training) and drew their attention to Direction 55 (1) of 'Directions by the Speaker, Lok Sabha' regarding confidentiality of the proceedings of the Committee. Thereafter, he asked the representatives to brief the Committee on the subject 'Estimates and Performance Review of All India Civil Services'. The Ministry gave a brief power point presentation of all the three All India Services, namely, Indian Administrative Service, Indian Police Service and Indian Forest Service. The main issues of the discussion related to efficiency, viability in the discharge of their duties, selection, eligibility conditions, service conditions, promotions and career progression, service matters, deputation related rules and government of the deputationists by the DoPT rules, role of UPSC and the State Governments in deciding service related disciplinary matters and their promotions. Further, the Ministry also elaborated on various aspects including performance review of officers recruited to All India Services, measures undertaken to immunize civil servants from undue political influence, steps taken to secure impartial functioning of civil services, need for specialization and expertise, need for building greater professionalism in the services and appointment of domain experts in the top positions in the Ministries which need expert knowledge and professional qualification, relevance of

the existing framework of All India Services, estimate of total expenditure being incurred on All India Services and the contribution percentage of GDP it forms amongst others.

4. The Members raised several queries and sought clarifications concerning the above aspects from the representatives of the Ministry of Personnel, Public Grievances and Pensions (Department of Personnel and Training). The representatives gave clarifications on some of the points raised by the Members. The Chairperson also directed the representatives to submit written replies to the Committee Secretariat in respect of the unanswered queries as well as other points coming out of briefing to the Secretariat within 15 days.

5. The verbatim proceedings of the sitting of the Committee were kept in record.

The Committee then adjourned.

**MINUTES OF THE TENTH SITTING OF THE COMMITTEE ON ESTIMATES
(2016-17)**

The Committee sat on Friday, the 16th September, 2016 from 1100 hrs. to 1305 hrs. in Room No. 53, Parliament House, New Delhi.

PRESENT

Dr. Murli Manohar Joshi – Chairperson

Members

- 2 Shri George Baker
- 3 Shri Ashwini Kumar Choubey
- 4 Shri Ram Tahal Choudhary
- 5 Col. Sonaram Choudhary
- 6 Shri Ramen Deka
- 7 Shri Sanjay Dhotre
- 8 Shri P.C.Gaddigoudar
- 9 Shri Rajesh Pandey
- 10 Shri Ravindra Kumar Pandey
- 11 Shri Md. Salim
- 12 Shri Arvind Sawant
- 13 Shri Jugal Kishore Sharma
- 14 Shri Gajendra Singh Shekhawat
- 15 Shri Rajesh Verma

SECRETARIAT

1. Shri Devender Singh - Additional Secretary
2. Shri Srinivasulu Gunda - Additional Director

WITNESSES

MINISTRY OF PERSONNEL, PUBLIC GRIEVANCES & PENSIONS (DEPARTMENT OF PERSONNEL AND TRAINING)

- | | | |
|----|------------------------|----------------------------|
| 1. | Shri B.P. Sharma | Secretary, DoPT |
| 2. | Shri Rajeev Kumar | EO & AS |
| 3. | Shri T. Jacob | Additional Secretary (S&V) |
| 4. | Shri Jishnu Barua | Joint Secretary (S&V-II) |
| 5. | Shri Devesh Chaturvedi | Joint Secretary |
| 6. | Ms. Archana Verma | Joint Secretary |
| 7. | Ms. Rekha Pai | Inspector General, (MoEF) |
| 8. | Shri Kumar Alok | Joint Secretary |

2. At the outset, the Chairperson welcomed the Members to the sitting of the Committee and briefed them about the agenda of the meeting. He then directed that the representatives/witnesses of the Ministry of Personnel, Public Grievances & Pensions (Department of Personnel & Training) be called in.

[The witnesses enter]

3. The Chairperson welcomed the representatives of Ministry of Personnel, Public Grievances & Pensions (Department of Personnel & Training) and drew their attention to Direction 55(1) of 'Directions by the Speaker, Lok Sabha' regarding the confidentiality of the proceedings of the Committee and asked the Secretary, Department of Personnel & Training to introduce themselves.

4. The main issues of the discussion related to the contribution of All India Services to the GDP of the country, their efficiency and output vis-a-vis the expenditure on the these Services, deputation rules and conditions, performance review and promotion, training for specialisation and domain expertise, lateral entry into AIS for bringing specialist and domain experts, bringing online the vigilance system of officers, bureaucratic hurdles in service delivery, lack of courtesy of the IAS officers to general public and public representatives, issues related to conflict of IAS with Central Services officials, IPS and the Armed Forces, etc.

5. The Members raised several queries and sought clarification concerning the above aspects from the representatives of the Ministry of Personnel, Public Grievances and Pensions (Department of Personnel and Training). The representatives of the Department responded to some of the queries raised by the Members. The Chairperson asked the representatives of the Department to furnish written replies to the points for which information was not readily available.

6. The verbatim proceedings of the sitting of the Committee were kept on record.

The Committee then adjourned.

MINUTES OF FIFTEENTH SITTING OF THE COMMITTEE ON ESTIMATES (2016-17)

The Committee sat on Thursday, the 12th January, 2017 from 1100 hrs. to 1420 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Dr. Murli Manohar Joshi – Chairperson

Members

2. Shri George Baker
3. Shri Dushyant Chautala
4. Shri Ashok Chavan
5. Shri Ashwini Kumar Choubey
6. Col. Sonaram Choudhary
7. Shri Ravindra Kumar Pandey
8. Dr. Bhagirath Prasad
9. Shri Jugal Kishore Sharma
10. Shri Gajendra Singh Shekhawat

SECRETARIAT

- | | | |
|---------------------------|---|----------------------|
| 1. Shri Devender Singh | - | Additional Secretary |
| 2. Shri Srinivasulu Gunda | - | Additional Director |
| 3. Shri R.C. Sharma | - | Deputy Secretary |

Witness

- | | | |
|-------------------------|---|-------------------------|
| 1. Shri B.K. Chaturvedi | - | Retd. Cabinet Secretary |
| 2. Shri Prakash Singh | - | Retd. DG, BSF |

At the outset, Chairperson welcomed the Members to the sitting of the Committee and directed to call in Shri B.K. Chaturvedi, Former Cabinet Secretary and Shri Prakash Singh, Retd. Director-General, Border Security Force.

2. The Chairperson welcomed both the Witnesses and drew their attention to Direction 55(1) of Directions by the Speaker, Lok Sabha regarding confidentiality of the proceedings of the Committee.

3. Thereafter, the Chairperson asked Shri B.K. Chaturvedi to brief the Committee on the subject 'Estimates and Performance Review of All India Services'. Shri Chaturvedi briefed the Committee about the need to recruit younger persons in civil services, improve the value system of the civil services, making the tenures of the officers stable for good governance, addressing the challenges of political interference critical for effectiveness of Government,

making the civil servants accountable to Political Executive and the People, restructuring the entire civil staff for increasing productivity, taking other measures for civil service reforms in order to improve public service delivery, putting all information relating to Ministries/Departments of Central & State Governments on the website of Ministries/Departments concerned etc. Shri Chaturvedi then concluded his briefings.

4. Thereafter, the Chairperson asked Shri Prakash Singh to brief the Committee on the subject. Shri Prakash Singh laid emphasis on the need for Police reforms especially in the context of manpower requirement, infra-structure, training, modernisation, commissionerate system. He also briefed the Committee about the need to strengthen Central Bureau of Investigation, enact a centralised legislation to deal with organised crime, create a Special/New Wings for social and cyber crime, taking long term measures (i.e. enactment of uniform Police Act for the country, revisiting/implementation of Malimath Committee Recommendations, placing of Police in Concurrent List, declaring of certain crimes as Federal Crimes) for improving the performance of police force.

5. Both the Witnesses also responded to various queries raised by the Members of the Committee.

The Witnesses then withdrew.

6. The verbatim proceedings of the sitting of the Committee were kept on record.

The Committee then adjourned.

MINUTES OF THE TWENTY FIRST SITTING OF THE COMMITTEE ON ESTIMATES (2016-17)

The Committee sat on Wednesday, the 1st March, 2017 from 1540 hrs. to 1630 hrs. in Committee Room 'E', Parliament House Annexe, New Delhi.

PRESENT

Dr. Murli Manohar Joshi – Chairperson

Members

2. Shri George Baker
3. Shri Ashok Chavan
4. Shri Ram Tahal Choudhary
5. Col. Sonaram Choudhary
6. Shri Sudheer Gupta
7. Shri Ravindra Kumar Pandey
8. Shri Md. Salim
9. Shri Arvind Sawant
10. Shri Jugal Kishore Sharma
11. Shri Gajendra Singh Shekhawat
12. Shri Rajesh Verma
13. Shri Jai Prakash Narayan Yadav

SECRETARIAT

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|---------------------------|---|---------------------|
| 1. Shri N.C Gupta | - | Joint Secretary |
| 2. Shri Vipin Kumar | - | Director |
| 3. Shri Srinivasulu Gunda | - | Additional Director |

Witness

- | | | |
|------------------------|---|--------------------------|
| 1. Shri Naresh Chandra | - | Former Cabinet Secretary |
|------------------------|---|--------------------------|

At the outset, Chairperson welcomed the Members to the sitting of the Committee and briefed on the subject matter to be discussed during the sitting. Thereafter, he directed to call in Shri Naresh Chandra, Former Cabinet Secretary.

2. The Chairperson welcomed the Witness and drew his attention to Direction 55(1) of Directions by the Speaker, Lok Sabha regarding confidentiality of the proceedings of the Committee.

3. Thereafter, the Chairperson directed Shri Naresh Chandra to give his views to the Committee on the subject 'Estimates and Performance Review of All India Services'. Shri Naresh Chandra expressed his views on the various aspects of the performance of All India Services.

4. The Witness also responded to various queries raised by the Members of the Committee.
The Witness then withdrew.

5. The verbatim proceedings of the sitting of the Committee were kept on record.
The Committee then adjourned.

MINUTES OF 17th SITTING OF THE COMMITTEE ON ESTIMATES (2017-18)

The Committee sat on Wednesday, the 01 November, 2017 from 1500 hrs. to 1625 hrs. in Committee Room '53', Parliament House, New Delhi.

PRESENT

Dr. Murli Manohar Joshi – Chairperson

MEMBERS

2. Shri A. Arunmozhithevan
3. Shri George Baker
4. Col. Sonaram Choudhary
5. Shri Sanjay Dhotre
6. Shri P.C. Gaddigoudar
7. Smt. Kavitha Kalvakuntala
8. Shri P. Kumar
9. Shri Ravindra Kumar Pandey
10. Shri Nanabhau Falgunrao Patole
11. Shri Y.V. Subba Reddy
12. Shri Arjun Charan Sethi
13. Shri Janardan Singh Sigrwal
14. Shri Jay Prakash Narayan Yadav

SECRETARIAT

- | | | |
|-----------------------|---|----------------------|
| 1. Smt. Sudesh Luthra | – | Additional Secretary |
| 2. Shri N.C. Gupta | – | Joint Secretary |
| 3. Shri Vipin Kumar | – | Director |

2. The Hon'ble Chairperson welcomed the members to the sitting of the Committee convened to consider and adopt two reports viz. original report on the subject 'Estimates and Performance Review of All India Services' and xxx.

3. The Committee then took up for consideration the draft report on the subject 'Estimates and Performance Review of All India Services'. The members made

some suggestions viz. (i) Recommendation No. 2 to be strengthened by incorporating need for undertaking a study to find out the expenditure met in the functioning of All India Services and their contribution towards GDP growth of the country. Similar exercise to be undertaken in the States also (ii) Recommendation relating to having a mechanism for accountability of officers of All India Services to be suitably incorporated in the report (iii) there should be a Committee of Secretaries for transfers/postings of All India Services officers, the recommendation to be suitably incorporated in the report.

4. The Committee agreed to the report with incorporation of the aforesaid recommendations in the report. The Hon'ble Chairperson then asked the members to give their suggestions, if any, to be incorporated in the report, to the Secretariat within a week.

5. xxx xxx xxx xxx The Committee authorised the Chairperson to finalise the above said two reports.

The Committee then adjourned.