

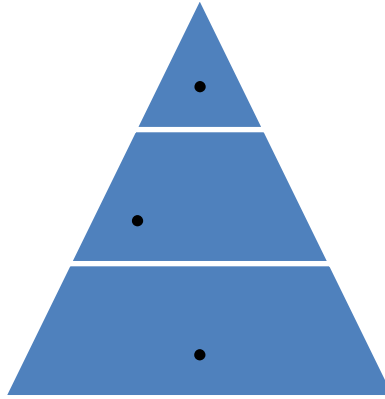


सत्यमेव जयते

Government of India

Ministry of Personnel, Public Grievances and Pensions

Department of Personnel and Training



Cadre Review of Group 'A' Central Services

A Monograph

(2010)

Cadre Review Division

New Delhi

Preface

The Department of Personnel & Training is the nodal agency of the Government of India for personnel management policies. One of the important functions envisaged for the Department concerns the periodical review of cadres and various organized Group 'A' Central Services. It renders advice to cadre controlling authorities on the subject, processes cadre review proposals and functions as the Secretariat for the Cadre Review Committee.

This Department has issued guidelines for Cadre Review which were last updated in 1993. Since then, significant developments have taken place in the field of personnel management and functions of government are also undergoing change. A need was therefore felt for a review of these guidelines. Detailed deliberations were held with cadre controlling authorities to identify areas that need to be improved upon while conducting cadre reviews. Based on these discussions and also our experience of conducting cadre reviews, guidelines have been revised and a new Monograph on Cadre Management of Central Group 'A' services has been prepared with the assistance of Centre for Good Governance, Hyderabad. Mr. Rajeev Kapoor, Joint Secretary, Mrs. Manju Pandey, Director and Shri Anant, Section Officer have worked hard to complete the revision in a time bound manner and their efforts are highly appreciated.

The revised Monograph on Cadre Review is issued with the hope that cadre controlling authorities would find it useful and there will be more effective and purposeful cadre reviews. Suggestions to improve this Monograph would always be welcome.

New Delhi

Dated 9, December '10



(Alka Sirohi)

Secretary to the Government of India

Monograph on Cadre Review of Group 'A' Central Services

Contents

Sl. No.	Section	Page
(1)	Section 1, Introduction	1
(2)	Section 2, An overview of initial developments	2
(3)	Section 3, Definitions and Concepts	4
(4)	Section 4, General deficiencies of cadre structure and management	11
(5)	Section 5, Objectives of a Cadre Review	12
(6)	Section 6, Broad Guidelines for formulation of cadre review proposal	18
(7)	Formats	22
(8)	Appendix-I (Attributes of an Organised Group 'A' Service-O.M. dated November 19, 2009.)	37

Section-1

Introduction

1. Cadre review encompasses several key elements of cadre management such as manpower projection, recruitment planning, training, deputation, etc. It helps realign a service to the ever changing organizational needs and maintain congruence between functional needs and legitimate aspirations of the officers. However, of late, the cadre management has not been getting due attention or has been undertaken with the prime objective of upgrading /downgrading cadre posts, which over a period of time has led to serious distortions in the cadre/service.

2. There has been a paradigm shift in the concept of governance with the Government reducing its direct involvement in many areas and putting a renewed thrust on social sectors and human resource development. Other significant measures, that have a bearing on overall role of many organizations and its cadres, include:

- a) Inducing healthy competition and thereby giving the public a choice of a service from both market and state as contending providers of public good;
- b) Encouraging public private partnership and outsourcing; and
- c) Opening of economy with greater participation of public and private sectors alike.

Further, implementation of recommendations of the Central Pay Commissions, various committees of government and the Second Administrative Reforms Commission has also resulted in many changes in the way civil services are managed.

3. This Monograph attempts to bring out various issues involved in cadre review particularly in the light of above changes for the guidance of cadre controlling authorities. The consolidated guidelines on cadre review are contained in the Department of Personnel and Training's O.M. No. I-11011/1/2009-CRD dated December 14, 2010.

Plan of the Monograph

4. Section 2 provides an overview of the genesis of concept of cadre review, initial attempts at providing guidelines and experience of early attempts at cadre review. Section 3 attempts to explain various concepts relevant to cadre management such as the concept of service, cadre, cadre structure, and so on. The issues related to cadre review are discussed in Section 4. A set of broad

guidelines for cadre management is given in Section 5. Section 6 contains the checklist of issues and information that must accompany a cadre review proposal.

Section 2

An overview of initial developments

1. The concept of cadre review owes its origin to the recommendations made by the First Administrative Reforms Commission in its Report on Personnel Administration released in 1969. Earlier, the Commission's Study Team on Personnel Administration, Personnel Planning, etc. had pointed out certain deficiencies in the management of cadres under the administrative control of various central Ministries. For instance, the Team observed that a large number of cadres did not provide for any deputation reserves and where they did, they proved to be grossly inadequate. It further pointed out that the provision made for training and leave reserves was equally unsatisfactory. Since no cadre could be considered viable without an adequate provision for various reserves, the Study Team recommended that reserves of suitable proportions should be built into every service/cadre. The Study Team had also observed that the proportion fixed for promotion and direct recruitment in the various cadres were not adhered to strictly with the result that interests of the departmental officers in some cadres and direct recruits in some other cadres were affected adversely. In view of the deficiencies in the management of various cadres highlighted by the Study Team, the Administrative Reforms Commission recommended that 'for all services advance projection should be made of the requirements of personnel for 5 years at a time' and that these should be followed by mid-term appraisals where circumstances warrant it with a view to making necessary correctives. The Government of India, while accepting the above recommendations of the ARC, decided that cadre management reviews in respect of each Group 'A' Service should be undertaken once in 3 years by high level Cadre Management Committees headed by the Cabinet Secretary. The frequency was later changed to once in five years.

2. Although cadre management and cadre review are primarily the concern of individual cadre controlling authorities, the responsibility for laying down standards in the matter and for coordination rests with the Department of Personnel & Training in accordance with its role as the nodal agency for formulation and evaluation of personnel policies in Government of India. The standard setting task was attempted by the Policy Planning Wing of the Department in a methodical and systematic manner. In the first stage, with a view to gaining an idea of the prevailing management practices followed by various departments of Government of India, the then Department of Personnel & A.R. sought information on the methods employed by them to ensure scientific management of the various Services/Cadres under their control. A fair amount of

information was received in 1971 in response to this request. On the basis of the information thus received, the Policy Planning Wing formulated certain broad guidelines for objective management of individual cadres. The guidelines aimed at remedying the deficiencies pointed out by the Administrative Reforms Commission and its Study Team and ensuring balanced and scientific management of cadres on uniform lines. While forwarding the guidelines to all the departments of Government of India (May, 1972), the latter were requested to constitute Cadre Management Committee for the purpose of reviewing the cadre under their control. Subsequently, in May, 1973, by way of elaborating and supplementing the earlier guidelines, an 'Approach Note' on cadre management was prepared and circulated to cadre controlling authorities detailing the various aspects involved in cadre management such as structural aspects, personnel aspects and procedural aspects.

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

4. In view of the unsatisfactory progress made in the matter of scientific cadre management, the Department of Personnel & A.R. (now Department of Personnel & Training) in its capacity as the nodal point for the generality of personnel management policies decided to take initiative and play a more active role in the scientific management of Central Services with particular reference to cadre reviewing. Thus the Policy and Planning Wing (now Cadre Review Division) of the Department became increasingly involved in the whole process of cadre reviewing so far as Central Services were concerned. The experience gained in the course of the few cadre reviewing exercises carried out until 1977 also highlighted the need for having a fresh set of guidelines which would be more comprehensive, detailed and easily understood besides being operationally more feasible than the earlier guidelines. Such guidelines would be of real help to cadre authorities in drawing up

proposals for reviewing their cadres at regular intervals. A need was also felt for maintaining a data bank which would store statistical and other information on various aspects of different Central Services/ cadres so as to help in examining various issues and references connected with these services/cadres. This led to formulation of detailed guidelines in 1978 and designing of format for collection of statistical information about the services. These guidelines have gradually evolved to have their present shape contained in the previous monograph.

Section 3 Definitions and Concepts

Classification of Central Government Posts

1. The civil service of the Central Government is organised into four groups, viz. Group 'A' (which includes All India Services), Group 'B', Group 'C' and Group 'D'. Such classification broadly corresponds to the rank, status and the degree of the level of responsibility attached to the posts. Group 'A' posts carry higher administrative and executive responsibilities and include senior management positions in the Ministries/Departments and field organizations. The middle and junior levels of Group 'A' along with Group 'B' constitute middle management. Group 'C' posts perform supervisory as well as operative tasks and render clerical assistances in Ministries and field organizations. Group 'D' posts are meant for carrying out routine duties. The Central Services (Classification, Control and Appeal) Rules, 1965 provide a concrete and specific criterion for classification of posts in terms of pay.

The service concept

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

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

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

- determining duties and responsibilities of various positions;
- translating these in terms of skill requirements;
- grouping of positions which broadly require similar skills; and
- gradation of position in terms of responsibilities.

According to the Study Team, the concept so developed further presupposes that within a Service, positions at same level are analogous and any member of the service qualified to hold that grade or position can be posted. Thus while constituting a Service, positions are not only examined with reference to skill requirement and are graded but it is also determined whether those positions are also inter-changeable. As this Monograph is concerned with Group `A' Service/Cadres of the Central Government, the concept will be further explained in the following paragraphs with specific reference to Group `A' Services.

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

4. Members of a Service are expected to possess an intimate knowledge of the particular area or the function or the skill concerned. For example, the Central Engineering Service (CES) is the name of a service whose members are all civil engineers performing functions in the area of Engineering. To become a member of CES, it is essential that one should possess a basic qualification on the subject matter, i.e. engineering. At successively higher levels in a functional area, as the managerial content and the responsibility steadily increase, the members themselves will belong to different grades corresponding to different levels of responsibility and carrying different scales of pay.

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

Centre and the States. The manpower for performing the functions of the Central Government is, however, mainly provided by Central Services and cadres. The Central Group 'A' Services account for the bulk of the Group 'A' posts under the Central Government. They are broadly classified into (I) Non-Technical service, (II) Technical Service (which include engineering services), (III) Health Services and (IV) Other Services (which include some engineering and scientific services).

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

Duty Posts and Reserves

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

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

9. The other reserves, namely leave, training and deputation reserves are intended to serve as substitute for regular duty posts in the event of service officers holding duty posts being temporarily away from their cadre on leave, training or deputation. That is, it is expected that at any time there will be some officers who are on leave, deputation or training. In order that the work

does not suffer due to their absence, extra posts are provided. The various types of reserves including probations reserve are usually created in the junior time scale.

Recruitment

10. At the Centre, recruitment is made to a 'Service' rather than to a post, at least in so far as organised services are concerned. In general, recruitment to a Group 'A' Service takes place at the lowest level, i.e. at the level of Junior Time Scale which may be called the entry point. There are generally two sources of recruitment, viz. (a) direct recruitment i.e. recruitment from the open market through an open competitive examination or an interview or a combination of the two and (b) recruitment through promotion from the Group 'B' cadre.

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

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

Cadre Structure

13. A typical uni-functional Group 'A' Service has a cadre structure which is constituted in the form of a pyramid with its various layers corresponding to different levels of responsibilities with no functional distinction. The pyramid starts with Junior Time Scale, which is generally a probation-cum-training grade for direct recruits, and passes through Senior Time Scale, Junior Administrative Grade and Senior Administrative Grade. In a number of services, a Selection Grade also exists as part of Junior Administrative Grade. In some cases, it is functional and in others it is

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

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

15. At the same time, certain broad parameters may be suggested for the guidance of the cadre controlling authorities while working out the cadre review proposals.

These are:

- a) All direct recruits shall be promoted to the senior time scale from junior time scale around say 5th or 6th year.
- b) A large proportion of direct recruits in the senior time scale shall be promoted to the JAG (period varying from service to service, often significantly).
- c) A reasonable proportion of the direct recruits in the JAG shall see their way to SAG and some to HAG.

Attributes of an ideal cadre

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

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

- b) The grades into which the cadre is divided should be clearly distinct in the sense that each carries a distinct level of responsibility within the functional area of the concerned service. The posts within a grade should also be inter-changeable;
- c) The cadre structure should facilitate smooth mobility for its members both horizontally and vertically. Thus, while the posts in the same grade may be inter-changeable, any member of a grade should be capable of moving up and discharging the duties of a post in a higher grade;
- d) An ideal cadre should be capable of fulfilling the legitimate career expectations of the member of the Service. The expectations, however, have to be in harmony with the functional needs of a Service; and
- e) Every cadre structure should have separate provision for various types of reserves like probation, training, leave and deputation.

17. In general, the number of posts at the base level, i.e. at the level of time-scale posts, is much larger than those at the middle (JAG) and the top (SAG & above). Officers joining a particular service have certain expectations from the service in terms of going up the ladder through different stages of the hierarchy within reasonable intervals of time. If the cadre pyramid is steep, obviously the promotional opportunities for individual members of the service would be limited. On the other hand, in a structure which is not so steep, one can expect reasonable promotional opportunities for members of the Service. Thus, the degree of realization of career expectations by members of a service is essentially a function of the degree of steepness of the service pyramid. Needless to say, the Services which have better career prospects in terms of promotion tend to be more preferred by the prospective candidates. Two other concepts viz. structural ratios and threshold analysis related to cadre structure are relevant. These are discussed below.

Structural ratios

18. In a cadre structure, different grades have different sizes (in terms of number of posts). The ratios between different grades in the Services i.e. between the sizes of any two grades or combinations of different grades (including the total cadre strength) may be termed as structural ratios. To illustrate, the following are some of the structural ratios which have been found useful in analyzing the cadre proposals.

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

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

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

Threshold analysis

21. This is an analysis of the time taken by an entrant of a given Service (normally at Junior Time Scale level) to reach different levels of the hierarchy i.e. JAG, SAG etc. The thresholds in a given cadre structure can be derived on the basis of past experience. As regards the future, i.e. the

threshold likely to be realized at the end of the review period in a structure under revision, the same will have to be estimated on the basis of the proposed strength of different grades and the latest seniority list of the officers of the Service. Threshold analysis is quite useful in correctly assessing the situation regarding promotion prospects. No norms, however, have been or could be laid down in this regard too. One has to base one's perception on the situation prevailing in a number of other services/cadres particularly those which are functionally or otherwise akin to the cadre under review.

Section 4

General deficiencies of cadre structure and management

It is a common knowledge that a number of organised Group `A' Central Services have cadre structures that do not accord with one or more of the various requirements of an ideal cadre structure. Certain distortions have crept in some services over a period owing primarily to inadequate cadre management and irregular recruitment. Some of the deficiencies noticed in the cadre structures of organised services are detailed below.

(i) Poor recruitment planning: For smooth and proper cadre management, advance projections of manpower requirements should be undertaken at least once in a period of five years. Improper recruitment planning may lead to under-recruitment, over recruitment or other ad-hoc measures. Promotion blocks occur due to large scale recruitment carried out after a spell of prolonged under recruitment. This causes frustration among service officers resulting in less of morale and motivation. Unplanned or haphazard recruitment also leads to avoidable strain on organisational facilities during the years of bulk recruitment and under-utilisation of facilities during years of under recruitment.

(ii) Lack of functional clarity: In some cadres, the functional needs and requirements of the service are skipped and members are assigned functions which are strictly not in the operational area of the concerned service. This distorts the original objectives of the Service, erodes its functional role and renders the Service ineffective. In some cases, a large number of functional posts are found outside a functional Service, e.g. Indian Economic Service. Members of the Service are often deputed to ex-cadre posts in the same functional area. It is desirable that all ex-cadre posts be merged into appropriate Service as far as possible.

(iii) Deficient cadre structure- A well constituted cadre is one that fulfills both the functional objectives of the Service and legitimate career aspiration of its members. It, however, depends on how the cadre has been structured at the time of the constitution of the Service and the manner in

which it has been maintained. The cadre controlling authorities are sometimes compelled to resort to ad-hoc measures because functional requirements of the Organization concerned are not accurately anticipated or there are abrupt bottlenecks in promotions. Obviously, in a structure which is too wide at the bottom or even at the middle level tapering off to a very narrow top, promotional avenues for its members are severely restricted causing frustration among them and reducing the effectiveness of the Service.

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

(v) **Absence of recruitment rules:** Finally, there are some services which do not have proper and updated recruitment rules.

Section 5

Objectives of a Cadre Review

1. The main objective of a cadre review has traditionally been to strike a healthy balance between the functional requirements and career progression. It need not be emphasized that a satisfied workforce leads to its enhanced efficiency and sense of belongingness and thereby benefits the organization immensely. Generally speaking, the objectives of a cadre review are to:

- a) estimate future manpower requirements on a scientific basis for a period of 5 years at a time;
- b) plan recruitment in such a way as to avoid future promotional blocks and at the same time prevent gaps from building up;
- c) restructure the cadre so as to harmonize the functional needs with the legitimate career expectations of its members; and
- d) enhance the effectiveness of the service.

2. However, as discussed above, there has been a continuous and significant change in the very concept of governance. The cadre management has become a complex exercise because of several factors like changes in the role of Government Ministries/Departments, technological advancements, higher public expectations supported by a robust economic growth, thrust on greater participation of public in governance etc. that need to be taken care of to keep a service/cadre relevant. Some issues relevant to cadre management in the context of changes in governance and

recommendations of Central Pay Commissions and Second Administrative Reforms Commission are discussed in the following paragraphs:

(i) **Functional requirement Vs career expectation-** Cadre management is about reconciling expectation of every member of service that (s)he would steadily climb up the ladder and the limitation imposed by pyramidal structure of cadres which allows only a few to reach the top rungs of the ladder. The pyramidal organization structure is dictated by the need that the operational work at the bottom level requires a larger number who are supervised by a few, and who in turn are controlled and directed by even fewer. Equally importantly, a 'promotion' is important from the stand point of individual member as it signifies:

- A financial upgradation (more disposable income);
- Higher responsibilities leading to greater job satisfaction and fulfillment; and
- Improved social standing.

While financial upgradation and improved social standing are important, higher responsibilities and job satisfaction are probably no less important for motivation of members of a service. Improved social standing is generally associated with designation. Unlike in private sector where an expansion in the business leads to more openings at the top of the ladder, in the government any expansion would increase the strength in terms of functional hierarchy. Ideally, after assessment of functional requirements, the duties and responsibilities attached to various posts may be realigned with a view to optimizing the use of human resource and at the same to ensuring smooth career progression.

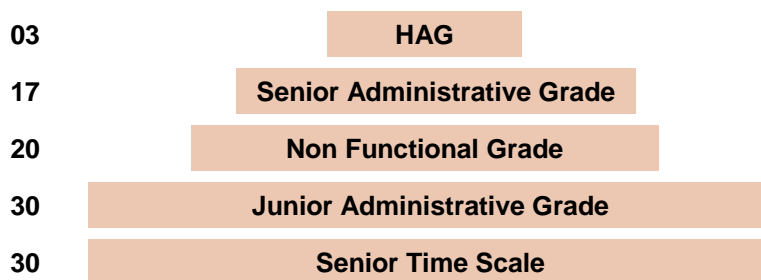
(ii) **Span of control-** The number of subordinates that a superior officer supervises should be a critical criterion for justifying a position at the higher levels. Also the role and responsibilities of different levels vary with the lower levels (Group B & C) fulfilling operational needs; JTS / STS and JAG proving middle level management and SAG and above providing the leadership to the organization. While de-layering or flattening organizations, level jumping and officer orientation have been suggested to improve organizational efficiency, organizational hierarchies or levels still remain (albeit reduced in number) and those at higher level would be fewer than those at lower level. The point to note is that the number of persons at different levels depends strictly upon the tasks to be performed (work load) at the operational level with higher posts being determined on the basis of acceptable span of control given the type of organization. In other words, if one were to scientifically work out the number of executive posts, we need to start from the bottom. The

essential justification should be made for the number of junior level posts and the senior posts should be derived as proportion of such junior posts. A few posts at higher level may be needed independently such as the posts of adjudicating authorities (members and chairmen of tribunals); some high level posts may be justified on practical considerations.

(iii) **Zero base reviews:** A zero base review helps in optimum utilization of resources. While assessing the increase in workload or expansion of the Organization, it is equally important to identify the practices and processes that might have or would become redundant or that might be combined to save resources. The cadre controlling authority is best placed to do such an assessment.

(iv) **Stagnation not adequate ground for cadre review:** Stagnation is a relevant but not the sole ground for creation of posts at higher levels. The problem of stagnation stands somewhat mitigated after introduction of Non-Functional Upgradation (NFU) and it needs to be taken into account while assessing impact of stagnation. It cannot, anyway, be solved by creating posts at higher levels which will only mean that everybody will be doing work one below his level all along the hierarchy. Thus, the cadre restructuring must be supported with functional alignments so as to avoid under utilization.

(v) **Cadre structure-** There cannot be an identical cadre structure for every service for obvious reasons and the Department of Personnel and Training has never intended to recommend any. The Fifth Central Pay Commission has suggested an ideal or rather a normative cadre structure as per which on a scale of hundred Senior Duty Posts (Total Strength-Reserves-number of posts at Junior Time Scale), the recommended strength at HAG is three, at SAG is seventeen, at NFSG is twenty, at JAG is thirty and at STS is thirty.



This cadre structure, however, presupposes other elements of cadre management also to be ideal like recruitment, attrition, promotions, provision and utilization of reserve etc. Any deviation in these aspects has to have bearing on cadre structure. Moreover, functional requirement has, in

any case, to be the key criterion and needs to be assessed objectively. There should be thus a serious attempt to anticipate the organization's role five years down the line and to correlate it with the changing needs of the service/cadre.

(vi) **Demand for competitive upward mobility-** There is a sense of injustice when a Service sees itself as not having as good a structural ratio or thresholds as some other service. This leads to competitive pressure to match the structural ratio or threshold limits of another service. Such a demand may also arise when the promotional avenues are compared with the following norms:

Grade	Structural Ratio %age of Duty Posts	Year
STS	30	5
JAG	30	9
NFSG	20	14
SAG	17	17
HAG	3	25

However, the comparison of structural ratios and thresholds may not always be logical as each Service is placed differently with reference to its role, capacity and future growth and so on. In some services the need for higher level posts may be dictated by the equation with the client. For instance, it may necessary to have Head of Mission only of a certain level and above because (s)he has to interact with the foreign government. In Audit Department, it may be necessary to have higher level post to facilitate interaction with state government at appropriate level. Similarly, span of control may vary from Service to Service. While a bottom-up approach would be needed in some cases, a top down approach may be required in others. For instance, in case of Indian Foreign Service, there is a need for having a Mission in most countries and additional Consular Offices in larger countries. It is a different matter that all Missions may not be headed by the same level of officers. A bottom up approach would be appropriate to decide how large a Mission should be depending upon its importance from the stand point of bilateral relations, strategic importance of that country, presence of Indian Diaspora, etc.

With the introduction of Non Functional Upgradation (NFU), the demand for competitive mobility may subside as it will ensure uniformity at least in terms of financial upgradation across the board.

(vii) Need for adequate recruitment planning- By far, the major exercise involved in a cadre review should consist of projection of future manpower requirements. This would indicate the total size of vacancies likely to arise in the cadre over the review period and its distribution into different levels or different grades of the service. The total additional manpower requirement over the review period is the sum total (i) maintenance needs (ii) growth needs and (iii) a portion of the gap proposed to be made up during the period. Maintenance needs (which arise out of wastages due to retirements, resignations, etc.), can be fairly accurately worked out. In fact, normal wastage due to retirements can perfectly be calculated from date of birth data. Even abnormal, wastage due to resignations, etc. can be estimated with a small margin of error on the basis of past experience. It is, however, not always possible to accurately project growth needs, as this involves an element of forecasting. Nonetheless it is essential for balanced cadre management that growth needs should also be as accurately assessed as possible. It must be emphasised in this connection that some amount of increase in work has to be treated as normal and should not lead to any increase in the manpower requirements. Only perceptible and significant increases in activity should be translated into additional personnel requirements. Having estimated the essential additional needs, the levels or grades at which such needs arise should be clearly identified. It should also be clearly assessed whether the additional requirements would have to be in the nature of creation of new posts or upgrading some of the existing posts.

Increase in work-load could be quantitative or qualitative or both. A quantitative increase in work-load indicates creation of additional posts at required levels. Where the nature of work at certain levels is expected to undergo change, proposals for upgrading could be justified. The identification of each additional post required (either by way of fresh addition to the cadre or through upgrading an existing post) in terms of specific duties, at least at the level of Junior Administrative Grade and above, would be of considerable value in a cadre review proposal. As far as possible, work norms in terms of duties and responsibilities should be unambiguously set out so as to justify the proposed additions. An organizational chart will be of added value.

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

recruitment any particular year result in dilution of the quality of recruits in short run and lead to promotion blocks at a later stage.

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

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

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

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

(xi) Budget Neutrality –The requirement of budget neutrality has to be understood in the correct perspective. While discouraging any liberal creation of posts, it seeks to ensure that any increase in the net expenditure has to be in correspondence with increase in output or horizontal expansion in activities. Sixth Pay Commission has recommended running pay bands for all posts (excepting the Apex Scale) in order that stagnation is reduced. The significance of budget neutrality also stands diluted.

(xii) **Skill gap-** Since on an average, the interval between two successive cadre review is more than five years, it is essential to visualize the Organizational role five years hence and to assess the skill gaps of officers that would required to be plugged by way of capacity building. Therefore, this factor should invariably form a part of cadre review proposal.

Section-6

Broad Guidelines for formulation of cadre review proposal

It is thus established that there is a need to bring in a qualitative shift in the manner the cadre reviews are done and that the issues discussed above need to be taken into account while formulating a cadre review proposal. In house assessment of the cadre as a whole, fundamental changes proposed, long term issues, planning etc should be carried out preferably by forming a Committee. A checklist of issues that must be elucidated in a proposal for cadre review is given below.

(1) Functional Aspect

(i) Organizational Changes- A cadre review provides an opportunity to take a fresh look at the cadre in the light of changes that have taken place within the organization as also in the outside environment. It should be examined whether the organization has undergone any material changes on account of the following:

(a) Outsourcing- The functions outsourced or planned to be outsourced and the impact on the manpower requirements should be spelt out clearly.

(b) Automation of business processes- The proposal should take into account the increasing use of ICT Tools in the areas like accounting, tendering, inventory management, internal processing, data management etc and its impact on the cadre strength.

(c) Business Process Reengineering- Likewise, it needs to be examined if the reengineering of business processes done or intended would have an impact on the cadre strength. The changes in business processes may require redistribution of posts and responsibilities leading to significant structural changes in the cadre.

(d) Change in the mandate- As discussed earlier, the Government has withdrawn itself from direct involvement in many areas and is encouraging Public Private Partnership in still others. It thus becomes imperative to see if there has been any shift in the mandate itself.

(ii) **Justification for higher/additional posts-** The cadre review should take into account the needs of the whole organization and not merely that of the Service. All Group A services occupy the top layer of civil services. These layers are interdependent and therefore the needs of the Service should be seen in the overall organizational context.

(2) **Personnel Aspect**

(i) **Recruitment Planning-** A long term perspective recruitment planning is the key ingredient of cadre review. Apart from the changes in the functions described above, it should also take into account the maintenance needs of the cadre, growth needs of the cadre, quality of recruits, promotional prospects of recruits etc. The rate of annual recruitment should be worked out so that gaps in the cadre are adequately taken care of in a phased manner and there is no excessive recruitment in particular years leading to dilution in the quality of recruits or block in promotion at a later stage.

(ii) **Capacity Building-** A scientific plan for the development and deployment of officers in a cadre should be devised. This plan should spell out in detail the requirement in terms of skills/specialties, desirable experience etc. for different positions, and the various training programmes required for the attainment of this objective. The placement of officers, in and outside the cadre, should be in line with the skills/experience acquired by them. It should, therefore, be done after a careful screening of eligible personnel in relation to the type of posts to be filled up.

(iii) **Promotional Avenues-**A diligent assessment of promotional avenues (threshold analysis) both before and after the cadre review should be reflected in the proposal. It should also be ensured that the feeder grades, if any, are not impacted adversely.

(iv) **Recruitment/Service Rules-**The changes required in the Recruitment/Service Rules because of cadre review may be analyzed. A copy of updated Recruitment/Service Rules should be enclosed.

(3) **Structural Aspect-** There cannot be a uniform structure for all the cadres and functional requirement will always have overriding consideration. The normative cadre structure discussed above only provides broad parameters to help in the analysis. The cadre should be appropriately

divided into Duty Posts and Reserves. It should have allowances for various reserves like Probation, Deputation, Training, Leave etc. While the Probation Reserve depends on the average annual intake and number of years prescribed for probation, the remaining Reserve should be projected on the basis of actual utilization in past.

(4) Financial Aspect-The introduction of Non-Functional Upgradation (Parity with IAS) has lessened the significance of matching savings. It, however, may be noted that any proposal involving additional financial expenditure should either be matched up with an increase in output or expansion in the organization's business. The calculation sheet must be enclosed with the proposal.

(5) Statistical Aspect-In addition to the above said issues, cadre review requires certain additional information also. To facilitate collection and analysis of such information, certain formats have been devised and appended at the end of this Section. Any cadre review proposal must have these formats duly filled and analyzed, as discussed below:

(i) The additional requirements in terms of the number of posts at different levels over the review period should be estimated methodically as explained in the Guidelines and provided for in the accompanying formats. In particular, the growth needs should be estimated as accurately as possible and identified by different levels of responsibility so as to justify the proposals for creation / upgradation of posts. Such identification will have to be done at least for the grades of JAG, SAG and above separately and their likely deployment shown over the next five years.

(ii) As it takes considerable time for the proposals to be fully processed and placed before the Cadre Review Committee, the updated data should be made available to the Department of Personnel and Training for incorporation in the proposal for consideration by the Cadre Review Committee. It is, therefore, essential that various types of data furnished in the Format of the Guidelines be invariably maintained by cadre authorities on their own and be updated as on first of January each year. The data so updated may be made available to the Department of Personnel & Training (Cadre Review Division) each year, irrespective of whether or not a particular cadre is under review or proposed to be taken up for review shortly.

(iii) It may be ensured that the data given in the Format, particularly those entered in the Forms relating to maintenance needs, and gaps tally with the final proposals for the reviewed structure. The various items of information provided in the forms should be checked and cross-checked with

the write-up so that consistency is ensured between various sets of data. An arithmetical tally of existing number of posts (by different levels), posts to be created and / or upgraded, wastages, gaps proposed to be filled, etc. will have to be invariably carried out as this will give a clear picture of recruitment planning.

(iv) The utilization of reserves, especially the leave and training reserves is mostly shown, to be 'NIL' by cadre authorities. If that were really the case, it will have to be explained as to what happens to the reserves already provided for and created, i.e. how they are being utilized. If leave and training reserves, say, are in effect utilized to man regular duty posts, it could be because either the authorized strength of the regular cadre is short of the needed size or the sanctioned strength does not match the requirements of the Service in full. In any case, suitable adjustments will have to be made in the proposals for cadre review.

(v) The recruitment rules with latest amendments should invariably be enclosed to the proposal papers as also the organisational and functional charts. The organisational charts should indicate the current position as also the position expected to obtain if the proposals are approved by the Cadre Review committee.

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

FORM:1A
PROFORMA FORCADRE STRENGTH REVIEW

Name of Service/Cadre :Department Controlling the Cadre

Cadre Structure : No. of posts sanctioned as on 1st January **1990** – 1st January of the Current year.

A. Regular Duty Posts.

S. No	1990		2000		2010	No. of posts sanctioned as on first January of the two previous years and the current year					
	Grade (Scale of Pay)	No. of posts	Grade (Scale of Pay)	No. of posts	Grade (Scale of Pay)	No. of posts	Year before last	Last year	Current year		
									Permanent	Tempy.	TOTAL
1	2	3	4	5	6	7	8	9	10	11	12
1.	H.A.G.										
2.	S.A.G.										
3.	J.A.G.										
4.	S.T.S.										
5.	J.T.S.										
6.											
7.											

RESERVES

Description	No. as on 1 st January		
	2000	2010	Current year
1	2	3	4

1. Probationers
2. Training
3. Leave
4. Deputation.

Total (B)

B. AUTHORISED CADRE STRENGTH

GRAND TOTAL (A + B)

NOTE:

- (a) In 'A', in columns 8 to 12 (Regular Duty Posts), figures of actual number of officers in position may be indicated in brackets for each of three years.
- (b) In 'B' (Reserves), number of posts in different scales may be shown separately where a reserve is in more than one scale of pay. Normally, Reserves will be in the lowest grade of the Cadre.
- (c) Where probationers reserve is part of Regular Duty posts of Training reserve this may be clearly indicated.

FORM : 1B

STAFFING OF CADRE POSTS AS ON 1ST JANUARY OF CURRENT YEAR.

Grade	No. of Posts sanctioned	No. of posts filled	No. filled by cadre officers	No. filled by deputationists as per recruitment rules	No. filled by departmental candidates on ad-hoc basis for periods of						Remarks
					Up to 1 year	1-3	3-5	5-10	Over 10 years	Total	
1	2	3	4	5	6	7	8	9	10	11	12

FORM : I-C

POSTS OUTSIDE THE CADRE (DEPARTMENT-WISE) HAVING SIMILAR FUNCTIONS AS CADRE POSTS

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

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

FORM : II- A

METHOD OF RECRUITMENT (POSITION AS ON 1ST JANUARY OF CURRENT YEAR)

Grade	Method of Recruitment			REMARKS
	Direct	Department promotion	Any other (specify method)	
1	2	3	4	5

Posts higher than

SAG

1.....

2.....

SAG

JAG

Selection Grade

Ordinary Grade

Time Scale

Sr. Scale

Jr. Scale

FORM : II-B

RECRUITMENT DURING THE LAST FIVE YEARS OR SINCE INCEPTION OF THE SERVICE (WHICHEVER IS LATER)

Year _____

Grade and Scale	Total no. of vacancies	Direct Recruitment			Departmental Promotion			
		No. to be filled by direct recruitment	No. actually recruited	Difference between Col. (3) and (4)	No. to be filled through promotion	No. actually promoted	Difference between Col. (6) and (7)	No. taken by other method (specify)
1	2	3	4	5	6	7	8	9

FORM : II-C

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

Grade/Scale of pay	Duration of Vacancies	No. of vacancies			Total
		Direct recruitment quota	Departmental promotion quota	Others	
1	2	3	4	5	6

- | | |
|----|--|
| 1. | i) Upto 2 years
ii) 2-3 years
iii) More than 3 years |
| 2. | i)
ii)
iii) |
| 3. | i)
ii)
iii) |
| 4. | i)
ii)
iii) |
| 5 | i)
ii)
iii) |
| | Totals i)
ii)
iii) |

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

FORM: III-A

MAINTENANCE NEEDS

Grade/Scale of pay from which wasted out	Cause of Wastage	Total number of officers wasted out during the preceding 4 years and the current year					Remarks
		20-	20-	20-	20-	20- (current year)	
1	2	3	4	5	6	7	8

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

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

FORM: III-B

ANTICIPATED RETIREMENT OVER THE NEXT 5 YEAR

YEAR	No. of officers superannuating on or before first January						TOTAL
	Higher levels	SAG	S.G.	JAG	Sr. Scale	Jr. Scale	
1	2	3	4	5	6	7	8

20
 20
 20
 Total

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

FORM IV-A

Year (Last 5 years)	No. of officers on leave for periods (in days) of					Total No. of officers on leave	No. of substitutes posted	Remars
	Less than 45	45-60	60-90	90-120	120 & above			
1	2	3	4	5	6	7	8	9

20-

20-

20-

FORM IV-B

Year (last 5 years)	No. of officers deputed for training for period (in days) of					No. of substitutes posted	Remarks
	Up to 45	46-90	91-180	Above 180	Total		
1	2	3	4	5	6	7	8

20-

20-

20-

20-

20-

FORM IV-C
DEPUTATION

Grade of the officers on Deputation with scale of pay	No. of officers on Deputation on 1 st January of the 4 preceding years					Remarks
	20__	20__	20__	20__	20__	
1	2	3	4	5	6	7

FORM : V A

LENGTH OF SERVICE OF OFFICERS IN EACH GRADE AS ON 1ST JANUARY OF CURRENT YEAR

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

- 1
- 2
- 3
- 4
- 5
- 6

Total

FORM : V B

GRADEWISE PAST PROMOTION TRENDS (POSITION AS ON 1ST JANUARY OF CURRENT YEAR) (MAY BE FILLED IN CASE OF DIRECT RECRUITS)

Grade (Scale of Pay)	Total Service (In years) put in before promotion to the grade indicated in col. (1)		Remarks
	Minimum	Maximum	
1	2	3	4

Higher Grade I

II

SAG

Selection Grade

JAG

SENIOR Time Scale

FORM : V C

AGE-COMPOSITION AS ON 1ST JANUARY OF CURRENT YEAR

Age group (Years)	Number of officers in the grade of						Remarks	
	Higher Levels		SAG	S.G.	JAG	Senior Time Scale		Junior Time Scale
	I	II						
1	2		3	4	5	6	7	<u>8</u>

Upto 26
 26 to 30
 30 to 35
 35 to 40
 40 to 45
 45 to 50
 Above 50

Total

Number of promotee officers may be indicated in brackets.

FORM : V D

NUMBER OF CADRE OFFICERS OCCUPYING EX-CADRE POSTS IN THE SENIOR TIME SCALE AND ABOVE AS ON 1ST JANUARY OF THE CURRENT YEAR

Scale of Pay (Senior Scale and above)	At the Central Sectt.	Outside the Central Sectt.	
		Public Sector Undertakings	Other offices (Give details)
1	2	3	4

FORM : VI A

GROWTH NEEDS OVER THE NEXT 3 YEARS

Item	Total requirements of personnel over the next 3 (three) years due to growth			
	1 st year	2 nd year	3 rd year	Total
1	2	3	4	

a) Normal growth
in quantum of
work.

b) New schemes
(specify each)

- 1.
- 2.
- 3.

c) Policy induced
changes

1. Structural/
Organisational
2. Personnel
3. Administrative/
Procedural
Reforms

Total

FORM : VI B

GRADEWISE BREAKUP OF GROWTH NEEDS OVER NEXT 3 YEARS

Grade/Scale of Pay	No. of posts required during			Total
	1 st year	2 nd year	3 rd year	
1	2	3	4	5

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

FORM VII A

PROJECTED REQUIREMENTS OF PERSONNEL FOR THE NEXT 3 YEARS

Item	Additional requirements over the next 3 years			
	1 st year	2 nd year	3 rd year	Total

- i) Replacement needs
 - a) Normal retirements
 - b) Other causes of wastages
 - Sub total
- ii) Growth needs
- iii) Gap on account of post under recruitment
- iv) Increase in reserves
 - a) Leave reserve
 - b) Training reserve
 - c) Deputation reserve
 - Sub-total

Total:

VIII B
RECRUITMENT PLAN FOR NEXT 3 YEARS

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

FORM : VIII
SUMMARY STATEMENT OF EXISTING AND PROPOSED STRUCTURE OF THE SERVICE/CADRE

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

(A) Regular Duty Posts

Posts higher than SAG

1. _____

2. _____

SAG

JAG

Selection Grade

Ordinary Grade

Time Scale

Sr. Scale

Jr. Scale

Total :

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

Total :

Grand Total :

FORM : IX

GRADE-WISE PROMOTION PROSPECTS (PROJECTED COMPARED WITH PAST)

<u>Grade /Scale of Pay</u>	Length service (Years) in the lower grade before promotion to the grade indicated in col.1			
	Before Cadre Review		After Cadre Review	
	Minimum	Maximum	Minimum	Maximum
1	2	3	4	5

Senior Time scale

J.A.G.Ordinary

JAG Selection

S.A.G

Higher Level II

Higher Level I

Note: The latest seniority list should form the basis for estimating future promotion prospects. (A copy of Seniority list may be attached).

FORM : IX –A

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

Year of Allotment *	Number of Direct recruits	Number of Promotee Officers	Total	J.T.S.,	S.T.S.	J.A.G.	S.A.G	Higher Post
1	2	3	4	5	6	7	8	9

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

No. I-11019/12/2008-CRD
Government of India
Ministry of Personnel, Public Grievances and Pensions
Department of Personnel and Training

**Room No. 341, Lok Nayak Bhawan,
 New Delhi-110003.**

November 19, 2009

Office Memorandum

20 NOV 2009

Subject: Attributes of Organised Group 'A' Central Services- Clarification regarding.

The Department of Personnel and Training has been receiving a number of references seeking clarifications about the attributes and definition of the Organised Group 'A' Central Services. Many service associations have also filed applications in various courts claiming the status of an Organised Group 'A' Service and the consequential benefits. It appears that the difference between an Organised Group 'A' Service and other Services/Cadres has not been appreciated in its true sense. The attributes of an Organised Group 'A' Service are clearly laid down in the existing Monograph on Cadre Management published by this Department. In order, however, to remove any doubt, the same are reiterated below:

- (i) The highest cadre post in such services is not below the level of Rs.37400-67000 plus Grade pay of Rs.10000 (SAG);
- (ii) Such services have all the standard grades namely, Rs.15600-39100 plus Grade pay Rs.5400 (JTS), Rs.15600-39100 plus Grade pay Rs.6600 (STS), Rs.15600-39100 plus Grade pay Rs.7600/Rs.37400-67000 plus Grade pay of Rs.8700 (JAG/NFSG) and Rs.37400-67000 plus Grade pay of Rs.10000 (SAG);
- (iii) At least 50% of the vacancies in Junior Time Scale (JTS) in such services are required to be filled by direct recruitment;
- (iv) All the vacancies above JTS and upto SAG level in such services are filled up by promotion from the next lower grade;

P. Tyagi

(v) While a service may comprise one or more distinct cadre (s), all such cadres should be governed by composite Service Rules facilitating horizontal and vertical movement of officers of a particular cadre at least upto SAG level. The cadre posts of an Organised Service expressly belong to that service. The posts not belonging to any service are classified as General Central Service and, therefore, an Organised Group 'A' Service cannot have posts/grades classified as General Central Service; and

(vi) Such a service consists of two distinct components, namely Regular Duty Posts and Reserves. The Reserves are generally of four types, viz (i) Probationary Reserves, (ii) Leave Reserve, (iii) Training Reserve and (iv) Deputation Reserve. The various types of reserves are usually created and accounted for in the Junior Time Scale.

Note:- The existing Organised Group 'A' Services have evolved over a period of time and may have minor deviations owing to their respective functional requirements. The services already declared as such need not, however, be reviewed.

2. The above are certain basic attributes of an Organised Group 'A' Service. There is, however, nothing to suggest that the services/cadres fulfilling these criteria would be automatically conferred the status of an Organised Group 'A' Service. An Organised Group 'A' Service is one which is constituted consciously as such by the Cadre Controlling Authorities and such a service can be constituted only through the established procedures.

P Tyagi

(Pratima Tyagi)

Under Secretary to the Government of India

Tel: 24622461.

To

All the Cadre Controlling Authorities.
(As per standard mailing list)