

**CHAPTER VIII**  
**ALL INDIA SERVICES**

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## CHAPTER VIII ALL INDIA SERVICES

### 1. INTRODUCTION

8.1.01. In the various aspects of Union-States relations dealt with by us so far, one cannot fail to perceive the importance of continued coordination and clear understanding as between the Union and the State Governments at all relevant levels in formulating and implementing policies and programmes, particularly those which have nation-wide or inter-State implications. In regard to these matters, an administration accountable to the legislature through the elected Government plays a crucial role.

8.1.02 Administration comprises civil servants who have to assist the elected government in policy formulation and implementation. There has to be close rapport and mutual trust between the Ministers and civil servants. Ministers have to defend in the legislature the *bona fide* decisions and actions of civil servants. The latter are expected to implement faithfully the policies of the government in power whatever its political complexion and policies, and to remain faceless and nameless in the legislature.

8.1.03 Employees of government ought to be described as "public servants" and not "civil servants".\*\* The former expression emphasises the point that they are servants of the people and not of the members of the government. This consideration seems important in view of the instances of the misuse of government servants by their superiors for personal or political purposes. We would further classify government servants as "selected or appointed public servants" to distinguish them from Ministers who are "elected public servants".

8.1.04 The need for well orchestrated administrative efforts on the part of the Union and the State level administrations in achieving national goals and targets was met by the Constitution-framers in a way which was unique in the sense that it has no parallel in any other country except Pakistan and Malaysia. The framers retained the Indian Civil Service and the Indian Police which before the Constitution came into force, were common to the Centre and the Provinces, and these were renamed as the Indian Administrative Service (IAS) and the Indian Police Service (IPS). Subsequently, Parliament passed the All India Services Act, 1951, empowering the Union Government in consultation with the State Governments to make rules for the regulation of recruitment and conditions of service of persons appointed to these All India Services.

8.1.05 The framers of the Constitution also provided for the creation of All India Services (AIS) in other spheres, if the Rajya Sabha declared, by resolution supported by not less than two-thirds of the members present and voting, that it was necessary and expedient in the national interest so to do. In 1955, the States Reorganisation Commission observed that "the Central and the State Governments have to work in very close cooperation in executing important development projects which necessitates that technical personnel should be recruited and trained on a common basis and that they should have uniform standards of efficiency and the feeling of belonging to common and important cadres". The Commission, therefore, recommended that the Indian Service of Engineers, the Indian Forest Service and the Indian Medical and Health Service should be constituted.<sup>1</sup>

8.1.06 In pursuance of a decision taken at the Chief Ministers' conference held in August, 1961, a resolution was adopted by the Rajya Sabha on December 6, 1961 for the creation of the Indian Service of Engineers (Irrigation, Power, Buildings and Roads), the Indian Forest Service and the Indian Medical and Health Service. In 1963, the All India Services Act, 1951 was amended enabling these services to be constituted. Accordingly, the Indian Forest Service was constituted on July 1, 1966. All the State Governments participate in this Service. The Union Government has been making efforts to secure the agreement of the State Governments for the constitution of the other two All India Services.

8.1.07 The following were the broad objectives<sup>2</sup> of the Constitution-framers in providing for the scheme of All India Services, common to the Union and the States :

- (i) facilitating liaison between the Union and the States;
- (ii) ensuring a certain uniformity in standards of administration;
- (iii) enabling the administrative machinery at the Union level to keep in touch with realities at the field in the States;

- (iv) helping State administrative machinery to acquire a wider outlook and obtain the best possible talent for its senior posts; and
- (v) ensuring that political considerations either in recruitment or in discipline and control are reduced to the minimum, if not eliminated altogether.

## 2. VIEWS OF STATE GOVERNMENTS AND THE UNION GOVERNMENT

### State Governments

8.2.01 In question 4.8 of our Questionnaire, we sought the views of the State Governments and others on—

- (i) whether the All India Services have fulfilled the expectations of the Constitution-makers; and
- (ii) whether the State Governments should have greater control over them.

8.2.02 Most of the State Governments are agreed that the All India Services have by and large fulfilled the expectations in question. By recruiting the best talent to the All India Services and allocating a certain percentage of them to States other than those to which they belong, national integration has been promoted and a broad national outlook fostered in the civil services. The ability of the members of these services to resist political pressures has been a major factor in preventing arbitrary and rash decisions at the State level. Many of these State Governments are of the view that no change is necessary in the present arrangements by which All India Service officers allocated to a State come under the disciplinary control of its Government in all matters except when the major penalties of compulsory retirement, removal and dismissal are to be imposed. These major penalties fall within the jurisdiction of the Union Government. This limitation on the powers of the State Government is essential for maintaining the all India character of the services.

8.2.03 However, some State Governments have expressed different views. According to one State Government, its experience of the All India Services is of a mixed nature, implying that there are shortcomings. Another State Government has given reasons why it considers that the expectations of the Constitution-framers have not been fulfilled. Firstly, members of these services belong to the services of the respective State to which they are allocated. Not having a right to serve under the Union or any other State Government, they cannot be considered as belonging to an All India Service. Secondly, AIS officers in the same batch of recruitment do not have identical prospects of promotion, which fortuitously vary with the State to which an officer is allocated.

8.2.04 According to one State Government, the framers of the Constitution provided for the All India Services because of the serious problems of politico-administrative management and instability then faced by the Country. However, the Union and the State Governments have since acquired adequate political, administrative and managerial experience.

8.2.05 The All India Services are under the joint control and discipline of the Union and the States. However, the former makes recruitment to the services and regulates the recruitment and the conditions of service of their members. It is alleged that this type of arrangement is not found in any other country with a federal system of government.

8.2.06 The State Government has been specially critical of the Indian Police Service. It is of the view that, as all key positions in the State Police are held by members of this service, the State Government's responsibility in regard to public order has got whittled down. However, the State Government has not identified the shortcomings, either in the functioning of the system of Indian Police Service or in the performance of its members, which may have led to this unfortunate outcome.

8.2.07 According to this State Government, as also a few other State Governments, the All India Services should be wound up and the Union and the State Governments should have their separate civil services. It is argued that this would bring the working of these Governments closer to a federal system. The unity and integrity of the country and national integration which the All India Services are designed to strengthen and promote, should rest on more durable factors like economic prosperity, strong elective institutions, etc. and not on an administrative apparatus like the All India Services. Another State Government has suggested that a State should be free to opt out of the AIS scheme.

8.2.08 According to one State Government, the main feature of the AIS scheme is the exercise of joint control over the AIS by the Union and the State Governments. Section 3 of the All India Services Act, 1951 provides that the Central Government may, after consultation with the Government of the State concerned, make rules for the regulation of recruitment and the conditions of service of persons appointed to an All India Service. This Section, it is contended, may be amended so as to replace "consultation" by "concurrence" of two-thirds of the State Governments.

8.2.09 Also, under the respective cadre rules, any disagreement between the Union Government and the State Government in regard to deputation of an IAS officer to a post outside his cadre, can be settled by the Union Government. This provision introduced in March 1984 has fundamentally altered the basic concept of joint control by the Union and the State Governments. Here, one State Government has suggested that AIS officers posted to the Union Government should not be on deputation but treated as holding cadre posts under the Union Government. Also, AIS officers should have a legal right to such a posting.

8.2.10 One of the State Governments has observed that AIS officers tend to think that they are under the disciplinary control of the Union Government and not the State Government. A few State Governments have emphasised that an AIS officer should be under the full disciplinary control of the State Government under which he is serving. One of these State Governments has suggested that appeals against disciplinary action taken by a State Government, should be dealt with by an administrative tribunal which should be independent of both the Union and the State Governments. Another State Government is of the view that an officer's appeal against his suspension should be decided by the President on the advice of an independent body like the Union Public Service Commission and not by the Union Executive. The advice of the Union Ministry of Home Affairs (now Ministry of Personnel, Public Grievances and Pensions) on such matters does not have the stamp of impartiality and objectivity.

8.2.11 Certain other suggestions received are:

- (i) A State Government should have full powers to create a temporary cadre post instead of the power at present to create such a post for a period not exceeding one year.
- (ii) AIS officers on deputation to the Union Government should revert to their parent cadres at the end of the prescribed deputation period.
- (iii) A large number of officers of the State Governments than now should be taken on deputation by the Union Government and there should be adequate representation of such officers at the various levels of the hierarchy in the Union Government. State Governments have a right to be represented in the Union bureaucracy.
- (iv) The recent policy of the Union to induct at least 50 percent outsiders in each State cadre of an All India Service implies that these outsiders are more amenable to the control of the Union Government than the insiders. This approach will accentuate hostility between the All India Services and the State Services as well as between the former and the political leadership in a State.
- (v) All matters relating to policy and rules affecting All India Services should have the approval of the Inter-State Council.

### **Union Government**

8.2.12 The Union Government has pointed out that it has the sole responsibility for all matters relating to the All India Services. All India Services is a Union list subject *vide* Entry 70. Also, Article 312 of the Constitution confers power on Parliament to regulate recruitment and conditions of service of persons appointed to All India Services. However, the States are not completely removed from the picture. The All India Services Act, 1951 provides that the rules for the regulation of recruitment and the conditions of services of members of the All India Services shall be made by the Union Government after consultation with the State Governments (*vide* Section 3). In practice, the Union endeavours to accommodate the viewpoints of the States in the matter of framing rules, as members of these services have actually to work in the States for the better part of their career. The suggestions that all policies and rules affecting All India Service should be placed before the Inter-State Council or that rules should be made with the concurrence of State Governments are not practical and will considerably delay finalisation of rules. The suggestions are unlikely to serve any useful purpose as the effort of the Union Government has been to carry a majority of the State Governments with it while amending rules, except when national interest dictates otherwise.

8.2.13 The powers, functions and responsibilities with regard to these services are shared between the Union and the States. To ensure equal treatment to members borne on different cadres (*i.e.*, individual States cadres and joint cadres), the powers in regard to matters like recruitment promotion from State Services to All India Services, probation training, confirmation and determining the strength and composition of cadres vest in the Union. Also, the power to impose penalties of compulsory retirement, removal and dismissal is with the Union, after consultation with the Union Public Service Commission. This is in accordance with the provisions of Articles 311 and 320.

8.2.14. The State Governments are associated in the preparation of Select lists for the promotion of State Services Officers to the All India Services. The State Government and the Union Government have a member each on the Select Committee, which is presided over by the Chairman or a Member of the U.P.S.C., and thus have equal say in the drawing up of the lists. Also, the cadre strengths of the All India Services are reviewed periodically by a High Powered Committee presided over by the Union Cabinet Secretary on which the State Government is represented by its Chief Secretary. The powers for postings and transfers of officers within a State are with the State Government. Similarly, the State Government has the power to place under suspension an officer working under it and to impose penalties other than compulsory retirement, removal and dismissal.

8.2.15 Prior to March, 18, 1984 an officer could be deputed to the Union Government or to another State Government only with the concurrence of the State Government. However, as deputation to the Union Government includes deputation to international organisations and autonomous bodies controlled by the Union Government, the cadre rules were amended to provide that, in the event of any disagreement between the Union Government and the State Government in regard to the deputation of a particular cadre officer, the decision of the Union Government would be final. In practice, the Union Government gives due weightage to the actual requirements of the State Government concerned and to the need to maintain the All-India character of these services by ensuring that the insiders and the outsiders in a cadre are in the prescribed ratio. The Union Government takes decisions in such cases only on the over-riding consideration of national interest.

### 3. VIEWS OF ARC STUDY TEAM ON CENTRE-STATE RELATIONSHIPS

8.3.01 The Administrative Reforms Commission Study Team on Centre-State Relationships was of the view<sup>3</sup> that the main objectives underlying the All India Services remain valid. These objectives briefly are:

- (i) All India recruitment makes possible a minimum and uniform standard of administration throughout the country. It enables the induction of the best available talent into these services.
- (ii) With personnel drawn from different States, each State cadre gets a leavening of senior officers from outside whose vision and outlook transcend local horizons.
- (iii) Systematic deputations from the States to the Union broadens the vision of the officers so deputed and brings to the Union and experience close to actual realities.
- (iv) The joint control of these officers by the States and the Union Government, with the latter having ultimate authority over them, provides a measure of remote control which, being more objective, enables officers to withstand local influence and to provide independent advice.

Further, the States should accept these services as their own. The Union on its part should keep a vigilant eye on the health and vigour of these services.

8.3.02 The objectives underlying the All India Services indicated by the Study Team of ARC are broadly the same which the Constitution-framers had in view. We have no hesitation in endorsing the same.

### 4. VIEWS OF THE ADMINISTRATIVE REFORMS COMMISSION

8.4.01 In its report<sup>4</sup> on "Personnel Administration", the Administrative Reforms Commission observed that the intention of having All India Services was mainly to ensure uniformly high standards of administration in all States in key activities, to provide for interchange of experience between the States and the Centre, and to obtain, where needed, the experience of State Administration at the decision-making

levels at the Centre. As common areas of administration in the States are expanding, it would be in the public interest to establish more All India Services.

8.4.02 In regard to the Indian Administrative Service, the ARC recommended<sup>5</sup> that a functional field should be carved out for it. This field could consist of land revenue administration, exercise of magisterial functions and regulatory work in the States in fields other than those looked after by other functional services. The Commission went on to recommend a functional classification of posts in the field, the field headquarters and the secretariat to be manned by members of the corresponding functional services.

8.4.03 The Union Government did not accept the above recommendation on the ground that limiting the role of the IAS to a narrow area of district administration would defeat the purpose for which the service was constituted as an All India Service, *viz.*, the forging of a link between the Centre and the States. The Union Government decided that the existing role and functions of the IAS should continue.

#### 5. RECOMMENDATIONS OF THE ESTIMATES COMMITTEE OF PARLIAMENT

8.5.01 The Estimates Committee of the Seventh Lok Sabha submitted a report on All India Services in April, 1984. The action taken by the Union Government on the recommendations contained in this report were examined by the Estimates Committee of the Eighth Lok Sabha in its 13th report presented in November, 1985. The important recommendations of the Committee which have a bearing on Union State relations are discussed below.

8.5.02 According to the Estimates Committee, the All India Services would contribute in vital spheres to the modernisation of administration for rapid socio-economic development of the country and strengthen national integration. They recommended that the Union Government should persuade State Governments to agree to the constitution of the Indian Service of Engineers and the Indian Medical and Health Service. If possible, these services could be constituted straightaway and initially cover those State Governments which have already given their consent. The Committee also recommended that the Union Government may examine the question of creating an All India Service in the field of education, after considering the recommendations of the National Commission on Teachers.

8.5.03 The Estimates Committee observed that there were no clear criteria for determining the cadre strength of IAS officers for each State and the strength of senior duty posts had registered large increases which did not seem to be rational. Similarly, the deputation reserves in the various State cadres had undergone significant *ad hoc* increases without any check being exercised by the Union Government. Also, the time taken by the State Civil Service officers for getting included in the Select List for promotion to the IAS varied widely from State to State. It was necessary to ensure uniform opportunities to State Service officers for promotion to the IAS, IPS, and the Indian Forest Service. Further, the Committee observed that the promotion prospects of officers in the various State cadres in all the three All India Services were far from being uniform and recommended that the imbalances in promotion prospects in the different cadres should be corrected.

8.5.04 In response to the above recommendations the Union Government has set up a Committee consisting of four Secretaries to the Government of India and four Chief Secretaries of States to examine the problems in question. The Union Government has indicated to us some of the allied problems for which no ideal solution are practicable and which the Committee should attempt to resolve as best as it can:

- (i) In arriving at the cadres strength for a State, the factors like population, area, budget, etc. referred to by the Estimates Committee vary so widely as between one State and another that it would be difficult to arrive at any formula based on all these factors. It seems that the Committee can at best devise corrective measures to check the increasingly continued growth of IAS State cadres.
- (ii) There are very large differences among the States in the constitution and strength of State Civil Services. A number of States have recruitment procedures for manning posts in blocks and tahsils. In other States, officers of the State Civil Services man these posts. Consequently, the strengths of the different State Civil Services vary widely, leading to different waiting periods for officers of these services before promotion to the IAS. The problem is one of States adopting uniform organisational pattern for such posts.

- (iii) As regards promotion prospects for IAS officers within a State, State Governments resort to the device of creating ex-cadre posts for appointing cadre officers due for promotion. The political executive at the State level would seem to regard this as a functional necessity, notwithstanding that the Union Government is not in favour of this method of increasing the cadre strengths.

8.5.05 The Estimates Committee found that the Union deputation quotas for officers of the All India Services in the various State cadres are being under-utilised. To correct this situation, the Union Government informed the Committee that it continuously attempts to ensure equity in the matter of utilising the Union deputation reserve by different State cadres.

8.5.06 However, there are difficulties. Most of the State Civil Services officers promoted to the IAS do not offer themselves for deputation to the Union. Being advanced in age with only a few years left for superannuation, they prefer, for domestic reasons, to continue in the State. Officers directly recruited are reluctant to be posted to Delhi on account of the paucity of residences for officers in the tenure pool. A third difficulty is that the Union Government has its own process of selection/empanelment of AIS officers offered by State Governments for deputation to the Union. Consequently, the deputation reserve in each cadre (40 per cent of the senior duty posts) is not always fully utilised by the Union Government.

8.5.07 The Committee observed that the guidelines issued by the Union Government in January, 1976 in regard to the number of years to be put in by IAS direct recruits as SDOs, ADMs and District Collectors were not being followed by the State Governments. According to the Committee, a young IAS officer posted as a Sub-Divisional Officer gains multi-functional experience. Therefore, the Union Government should persuade the State Governments to observe the guidelines in question which would provide an IAS officer a stretch of field experience at the initial stage of his career.

8.5.08 In response to the above recommendations, the Union Government decided to write to Chief Ministers again to ensure proper career development of IAS officers in accordance with the guidelines.

8.5.09 The Union Government has informed us in this connection that, during the cadre management review meetings held with a State Government, one of the points examined is whether eligible officers have been given charge of districts. An officer is not brought to the Union on deputation as Deputy Secretary, unless he has 3 years of field experience. In selecting officers for training abroad, preference is given to those who have held district charges, except where other types of experience have been stipulated.

8.5.10 The Committee saw merit in a gradual increase in the percentage of outsiders in the State cadres. This would enable the cadre officers to withstand local pressures. It would also lead to national integration. In pursuance of this recommendation, the Union Government decided that the "outsider-insider" ratio in the allocation of direct recruits to the All India Services to different State cadres should be raised from 1:1 to 2:1. As on January 1, 1984, 73 per cent of direct recruits to the IAS in all the cadres were "outsiders". The number of "outsiders" constituted 49 per cent of the total of the cadre strengths of the IAS.

8.5.11 Based on a recommendation of the Estimates Committee, the Union Government has asked the Union Public Service Commission to undertake a review of the system of Civil Services examination introduced in 1979.

8.5.12 The Committee emphasised the need for creating conditions in which the larger masses of the people particularly those in the rural areas, can have an equal opportunity to compete in the Civil Services examination with candidates belonging to the urban elite. They also suggested that the scheme for coaching SC/ST candidates to take the Civil Services examination should be extended to other backward classes.

8.5.13 As recommended by the Estimates Committee, the Union Government has circulated to State Governments, a set of guidelines for career development of direct recruits to the Indian Forest Service.

## 6. ISSUES

8.6.01 The views expressed by State Governments (*vide* paras 8.2.01 to 8.2.11 above) and the observations of the Estimates Committee of Parliament (*vide* paras 8.5.0 to 8.5.13 above) serve to highlight the following issues in the field of Union-State relations:

- (i) As against a few State Governments who have suggested scrapping of the institution of All India Services, most are in favour of its continuance. The question is whether this institution should continue in the light of the role played by the All India Services in modernising government



administration, shaping the bureaucracy into an efficient instrument for achieving the goals and targets of Government, and fostering a national outlook while dealing with major problems.

- (ii) If the answer to the question posed in (i) above is broadly that the institution of All India Services should continue, the question arises whether any changes are required in:
  - (a) the type of overall control exercised by the Union Government over the management of these services;
  - (b) the present rules governing the deputation of All India Service Officers from their respective State Governments to the Union Government; and
  - (c) The scheme for disciplinary control over members of these services.
- (iii) A number of problems have come up in the management of cadres of the All India Services. Almost all these require close consultation between the Union and the State Governments. As setting issues through correspondence is the least efficient method, a better method has to be devised.
- (iv) One of the State Governments has suggested that a larger number of State Government officers than now should be given opportunities of serving in the Union Government on deputation basis. This suggestion, being basic to the scheme of the All India Services, requires to be examined alongwith the question of constituting more such services.

We have dealt with the above issues seriatim.

#### 7. NEED FOR ALL INDIA SERVICES

8.7.01 Considering the totality of the views presented to us on the subject of All India Services, we observe that there is near unanimity in regard to the vital need for these services. It is significant that most of the State Governments have expressed in positive terms that the services have, by and large, fulfilled the expectations of the Constitution-framers.

8.7.02 To understand this view-point of the State Governments, it is necessary to take not of the environment in which the higher bureaucracy and especially the members of the All India Services, have to work. The tremendous increase in the development activities of Government and the growing emphasis on the welfare aspects have placed Government administration at both the Union and the State levels under severe strain. The performance by the public services in general has, from the point of view of the public, fallen much short of expectations. The common man has thus become sceptical of the ability of government's administrative machinery to solve his problems. Also, interference in the day-to-day working of administration has become a fairly common style of functioning among political executives.

8.7.03 The above factors have made it difficult for the public servant to function in the manner expected of him (*vide* para 8.1.02 above). In this context, the senior public servant has the vital role of inculcating, by personal example, the traditions of high standards of performance, impartiality, and correct behaviour in the persons working under him. Replies from the State Governments to our questionnaire lead us to believe that members of the All India Services have to a large extent succeeded in this leadership role.

8.7.04 Studies of the Indian bureaucracy carried out by some scholars<sup>6</sup> during the first two decades after Independence provide some insight into the working of the All India Services. They concluded that Indian bureaucracy, which during British rule had remained almost unchecked by any political or other countervailing forces, adapted itself well to parliamentary democracy. This, according to them, happened mainly because the members of the All India Services displayed a quick understanding of the new political system and the art of handling it, combined with a zeal for development work. The stable, effective and democratic government in India during the period rested to a large extent on this institutional inheritance.

8.7.05 We too are of the view that the existing system of All India Services is unique as well as the most appropriate method of securing the best available talent from universities and other centres of learning, and shaping such talent into cadres of intelligent, highly skilled and dedicated officers, with a national outlook and experience in a variety of challenging administrative and management tasks. More importantly, the All India Services provide a valuable link between the Union and the State Governments, enabling the numerous day-to-day problems in Union-State relations to be sorted out with comparative ease. Another important feature of the system is the ready availability at the senior levels in the Union and the State Governments of officers of proved ability and experience at both levels of government. But for the system, the smaller or the less developed States would not have been able to attract such persons to their individual

8.7.06 Here, the views expressed by Sardar Patel<sup>7</sup> in the Constituent Assembly on the vital role of the All India Services are pertinent:—

"The Union will go—you will not have a united India, if you have not a good all-India service which has the independence to speak out its mind, which has a sense of security that you will stand by your word and that after all there is the Parliament, of which we can be proud where the rights and privileges are secure .... This Constitution is meant to be worked by a ring of Service which will keep the country intact."

8.7.07 We are convinced that these services are as much necessary today as they were when the Constitution was framed and continue to be one of the premier institutions for maintaining the unity of the country. Undoubtedly, the members of the All India Services have shown themselves capable of discharging the roles that the framers of the Constitution envisaged for them.

8.7.08 The criticism levelled by one of the State Governments against the Indian Police Service (*vide* para 8.2.06 *ante*) that the manning of key positions in the State Police by the officers of this service has led to the State administration losing its grip on public order, is not based on any empirical study and therefore lacks validity. The National Police Commission on the basis of an indepth study has expressed a different view, with which we are in agreement. The Commission recommended that "as the functions of the IPS officers have not only multiplied manifold, but are becoming more complex, hard and hazardous, calling for higher professional and technical skills and competence, special measures to attract some of the ablest officers from the lower echelons and also from the outside world are required."<sup>8</sup>

8.7.09 Any move to disband the All India Services, under some mistaken notion *e.g.* that they have outlived their utility or that they cause dysfunction, or to permit a State Government to opt out of the scheme must be regarded as retrograde and harmful to the larger interest of the country. Such a step is sure to encourage parochial tendencies and undermine the integrity, cohesion, efficiency and coordination in administration of the country as a whole.

8.7.10 We recommend that the All India Services should be further strengthened and greater emphasis given on the role expected to be played by them. This can be achieved through well-planned improvements in selection, training, deployment, development and promotion policies and methods. The present accent on generalism should yield place to greater specialisation in one or more areas of public administration. Training and career development policies should be geared to this objective. Disciplinary control should aim at nurturing the best service traditions and relentless weeding out of those who fail to make the grade. Finally there should be greater coordination and periodical dialogue between the authorities in the Union and the State Governments who are responsible for the management of these services.

## 8. CONCEPT OF JOINT CONTROL

8.8.01 We now take up the major criticism by one of the State Governments that joint control over the All India Services by the Union and the State Governments, though intended to be the main feature of the scheme, does not exist in reality. The State Government has pointed out that rules for the regulation of recruitment and conditions of service of persons appointed to an All India Service are made, not with the concurrence of the State Governments, but merely in consultation with them. Also, the question of deputation of an All India Service officer to a post outside his cadre is settled not by the State Government, which is his cadre authority, but by the Union Government.

8.8.02 The above argument overlooks the basic principle that a pool of resources meant for a number of users ceases to be a "common" pool if individual users get the power to veto the decisions of the authority which manages the pool. We are, therefore, unable to visualise any arrangement as workable if it gives over-riding authority to the State Governments on matters concerning officers of the All India Services and yet expects the Union Government to be responsible for their training, career management and other crucial aspects of personnel administration relating to All India Services. The Union Government, therefore, should have the final say in these matters. The steps that are being taken by the Union Government in pursuance of the recommendations of the Estimates Committee (*vide* paras 8.5.02 to 8.5.13 above), should go a long way in meeting the shortcomings presently being experienced by the State Governments in the

working of the All India Services scheme. We have also been assured by the Union Government that, when a new rule relating to the All India Services is to be framed or an existing one amended, it secures the concurrence of a majority of State Governments, if not of all of them, before notifying the rule or the amendment.

#### 9. STRICT ADHERENCE TO TENURE RULES IMPORTANT

8.9.01 If the policy of deputation to the Union 40 per cent of the officers eligible to hold senior posts is strictly followed, every one of them would have to serve at the Union for 2 to 3 spells, each of 5 years, if he is a direct recruit and for 1 or 2 such spells if he is an officer promoted from one of the State Service. Because of the reluctance of promoted officers to go on deputation to the Union (*vide* para 8.5.06 above), State Governments offer only direct recruits to the Union Government. Even among the latter, the "outsiders" predominate, as many State Governments, *e.g.* some of those in the north-east and the south, are unwilling to release "insiders". As a result, when a count is taken of those holding senior posts in any of these State Governments, the "insiders" out-number the "outsiders". This is a serious deviation from the All-India character of these services. Evidently, the caution<sup>9</sup> sounded by the States Reorganisation Commission that the proportion of members of the All India Services recruited from outside the State should not be reduced in practice by such devices as the deputation of officers to the Union, is being ignored by many State Governments.

8.9.02 The predominance of "outsiders" among those sent on deputation to the Union leads to dubious practices. Many among the "outsiders" on offer to the Union from a State have already had spells of deputation to the Union and develop a preference for postings in Ministries which have plum posts, *e.g.* those with prospects of joining delegations sent abroad or foreign assignments.

8.9.03 We suggest that there should be an element of compulsion in the matter of deputation to the Union. The informal practice followed by the State Governments of obtaining the consent of the officers who are to be sent on deputation should be given up. Every All India Service officers, whether he is a direct recruit or a promoted officer, should be required to put in a minimum period under the Union Government and, for this purpose, the minimum number of spells of deputation to the Union should be laid down for direct recruits and promoted officers, separately. Secondly, State Governments should offer officers for deputation to the Union only after screening them. The Union Government may down a screening mechanism and the criteria to be followed for the purpose by every State Government. An officer so offered should not be rejected by the Union Government, except on grounds to be communicated to the State Government concerned. Thirdly, in order to maintain the all-India character of these services, it should be ensured that both among those on deputation to the Union from a State and among those who are serving in the State, the number of "insiders" and "outsiders" is almost equal.

8.9.04 We have been informed by the Union Government that the rules governing the tenure of All India Service officers on deputation to the Union Government are rigidly applied and relaxations are made only in exceptional cases whether in the public interest or to avoid undue hardship to the officer concerned. In this connection, we wish to emphasise that, through strict observance of the tenure principle, it should be ensured that the services of the best among these officers are not monopolised by the Union Government but are also readily available to the State Governments to whose cadres they belong.

8.9.05 One of the State Governments has observed that, although an All India Service is supposed to be common to the Union and the States under Article 312 of the Constitution, a member of such a service does not have a right to be posted under the Union Government. It has suggested that posts in Union Government establishments to be held by officers of an All India Service should be shown as "cadre posts" (*vide* paras 8.2.03 & 8.2.09 above). We feel that such earmarking of posts is not really necessary and that the measures outlined in paragraphs 8.9.03 & 8.9.04 above can achieve the purpose in view, *viz.* to enable the Union Government to utilise the All India Services to a much greater extent and more fully than now.

#### 10. DISCIPLINARY CONTROL

8.10.01 Another major criticism is that the power to impose the penalties of compulsory retirement, removal and dismissal are with the Union Government and not with the State Governments. This, according to a few State Governments, vitiates their control over the All India Service officers. The latter, it is alleged, tend to think that they are under the disciplinary control of the Union Government and not the State Government. In particular, appeals by All India Service officers against suspension by the State

Governments should be decided by the President, not on the advice of the Union Executive which, it is alleged, is unable to ensure impartiality and objectivity, but on the advice of an independent body like the Union Public Service Commission.

8.10.02 In this connection, it is necessary to take note of certain unhealthy trends in the matter of discipline and control that have made their appearance in some States. An officer of an All India Service who is uncompromising in the matter of maintaining the probity and impartiality of administration not unoften finds himself on a path of collision with his political superiors. The latter, unable to discover any ground for disciplinary action against such an officer, adopt certain stock methods of "disciplining" such an officer and making him more pliable. One such method is to keep transferring an officer frequently so that he is forced to shift his residence from one station to another in rapid succession and with all the attendant inconvenience. Another method is to place him under suspension on some unsubstantiated or flimsy ground. Suspension, though not a penalty under the disciplinary rules, has a shattering effect on the morale of the officer suspended, as his reputation in Government and in his social circle at once gets sullied. Superseding an officer in the matter of promotion, and "punishment" posting to a difficult area are the other "disciplining" devices.

8.10.03 Further, instances have been observed of an All India Service officer being placed under suspension by a State Government and, on the officer, appealing against such action, the Union Government, after an examination of the circumstances involved, revoking the suspension orders. Such revocation has been resented by the political authorities in the State Government.

8.10.04 A writ petition filed recently in the Supreme Court and the Court's order thereon illustrate the conflict that could ensue if decisions taken in the public interest by an officer are unpalatable to some politically powerful lobby. In this case, a State Government transferred an Indian Administrative Service officer from a particular district charge. This officer, it appears, was instrumental in rescuing certain workmen from private companies which had employed them as bonded labour. On a writ petition being filed, the Supreme Court ordered that the officer should be re-instated in his original charge and that he should look after the interests of the workmen and see that they were provided with food, clothing, shelter and medical help.

8.10.05 The evidence presented to us by many witnesses shows that there are numerous instances of such gross misuse of the powers of transfer, promotion and posting and of placing an officer under suspension in the case of officers belonging to the All India Services. We have considered whether an independent tribunal should be set up to look into such cases. However, we find that this is not necessary, as officers belonging to the All India Services can present their complaints and grievances in these matters to the Central Administrative Tribunal established recently, and receive speedy redress.

8.10.06 We would suggest that the Union Government may try to dissuade State Governments from resorting to such undesirable practices. Specifically, we recommend that while examining an appeal against the suspension of an All India Service officer, the Union Government should invariably consult the UPSC and accept its advice unless palpably wrong. Such a provision may be included in the All India Services (Discipline and Appeal) Rules, 1969.

8.10.07 The present procedures by which the Union Government consults the UPSC and, in cases relating to corruption, also the Central Vigilance Commission in all disciplinary cases and appeals of All India Service officers which fall within its purview, constitute, in our view, indispensable safeguards against their victimisation on political or personal grounds. It has to be noted that the advice given by the UPSC or the Central Vigilance Commission are normally accepted by the Union Government. Such a system of ensuring justice and fairplay to officers is absent in many State Governments.

8.10.08 We do not recommend any change in the present disciplinary procedures relating to All India Service officers, except that the UPSC should be consulted in the matter of appeals against suspension.

8.10.09 It may be pointed out that officers of the All India Services, by reasons of their background, their academic qualifications, the tough selection process through which they pass and their aspirations for rising to the senior-most levels in the government, would regard even a threat of censure, the least, minor penalty, as calamitous. On the other hand, the calibre of these officers is such that it is known that they do not generally succumb to undue pressures whether in giving advice or in taking decisions. As most State

Governments have by now realised, the only way to get the best out of these officers is to have a forward looking programme of career management and training and not through such negative measures as compulsory retirement, removal and dismissal.

8.10.10 We would urge the State Governments to evolve, with the assistance of the Union Government, modern and more enlightened systems of incentives for the officers of the All India Service cadre. In particular, the political authorities should strive to create an atmosphere of mutual trust and cooperation *vis-a-vis* the civil servants by ensuring fair and just treatment to them and encouraging the qualities of honesty, fearlessness, independence of judgement and dedication to duty.

As emphasised by Sardar Patel in his letter dated April 27, 1948<sup>10</sup> addressed to Prime Minister Nehru on the subject of All India Services, “..an efficient, disciplined and contented service, assured of its prospects as a result of diligent and honest work, is a *sine qua non* of sound administration under a democratic regime.....”

8.10.11 The foregoing discussion illustrates a point that we have sought to emphasise more than once in this report. It is unwise for a State Government to aim at complete control in an area like the All India Services where concerted action in accordance with well-formulated and well-directed policies are vital. Joint control cannot mean total control. Leadership and direction by the Union Government are indispensable.

8.10.12 We recommend that there ought to be regular consultations on the management of All India Services between the Union and the State Governments.

#### 11. ADVISORY COUNCIL FOR PERSONNEL ADMINISTRATION OF ALL INDIA SERVICES

8.11.01 In its report on the "Machinery of the Government of India and its procedure of work", the Administrative Reforms Commission recommended that an Advisory Council on Personnel Administration may be set up to act as a feederline of new ideas and thinking on personnel administration. It should be composed of official and non-official experts in different aspects of personnel management, drawn from all over the country.<sup>11</sup> Such an Advisory Council was set up in September 1972 under the chairmanship of the Union Minister of State for Personnel with 15 members drawn from the fields of administration, training and management. The Council met twice and was wound up in 1974.

8.11.02 In April, 1985, a Working Group on Administrative Reforms and Personnel Policies was set up under the chairmanship of the Union Minister of State for Personnel to advise the Government of administrative reforms and personnel policies. The Working Group, besides the Chairman, had 15 members comprising the Union Minister of State for Defence, Union Cabinet Secretary, Union Secretaries for Home Affairs and Personnel, Chief Secretaries of a few State Governments, some senior heads of departments in the Union Government and a State Government, chairman of a public undertaking, an industrialist and two non-officials. The Working Group held a number of meetings and *inter alia* considered aspects like tenure, specialisation and mid-career planning for officers of the All India Services. This Working Group too has been wound up.

8.11.03 We recommend that an Advisory Council for Personnel Administration of the All India Services may be set up, comprising entirely of the seniormost officers directly concerned with the issues to be deliberated. The Council may have the Union Cabinet Secretary as its Chairman and Union Secretaries in charge of individual All India Services and Chief Secretaries of State Governments as members. The Council may be serviced by the Union Department of Personnel & Training (Ministry of Personnel, Public Grievances & Pensions).

8.11.04 The Council will advise the Union and the State Governments. It should meet periodically and regularly and suggest solutions to the problems referred to it by the Union and the State Governments. It will be the responsibility of the Union Department of Personnel & Training to take follow-up action on the recommendations of the Council and secure the decisions of the Union Government.

8.11.05 The Council may also set up Study Teams of experts comprising officials drawn from the Union and the State Governments and some eminent non-officials to assist it in examining problems in the field of All India Services and suggest measures for overcoming them. Matters

which the Advisory Council is unable to resolve could be placed before the Inter-Governmental Council recommended by us in Chapter IX.

8.11.06 Every cadre has the right to have its cadre management problems duly examined and sorted out by the cadre controlling authority without delay. In recognition of this principle, we suggest that the Advisory Council may address itself to the problems of the type raised by the Estimates Committee and which recently have been referred by the Union Government to a special Committee *vide* para 8.5.04 above. Certain other special cadre management problems which, we feel, should also be examined by the Advisory Council on a priority basis are outlined in the succeeding paragraphs.

#### 12. ENCADRING POSTS UNDER STATE GOVERNMENTS

8.12.01 Certain broad criteria have been laid down for deciding whether a post under a State Government should be included in an All India Service or not. For example, in the case of the Indian Administrative Service, a post is encadred if its management content is more than its technical content. However, a number of posts like director of Industries, Director of School Education, etc. which could more appropriately be held by technical officers are declared as senior duty posts for the IAS. This causes considerable dissatisfaction among the technical and other services in a State.

8.12.02 It is necessary to evolve more precise criteria for the encadrement of posts which will ensure fair promotional prospects for the other State services and at the same time prevent undue expansion and consequent dilution of quality of the All India Services.

8.12.03 At present, a State Government may add to the State cadre of an All India Service, for a period not exceeding one year, one or more posts carrying duties or responsibilities of a like nature to cadre posts. Such a post can be continued for a further period not exceeding two years with the approval of the Union Government. It has been suggested (*vide* para 8.2.11 above) that a State Government should have full powers to create such temporary cadre posts.

8.12.04 As superfluous posts can be excluded from a cadre during the triennial reviews of cadre strengths of All India Services, there is some force in the demand for full power to a State Government to make temporary additions to a cadre. This suggestion may be examined by the Advisory Council.

#### 13. FIELD EXPERIENCE

8.13.01 The emphasis given at present on field experience *vide* paras 8.5.07 to 8.5.09 above seems inadequate. It has to be noted that officers engaged in desk work like policy-making and advising ministers should have had first-hand and upto-date experience of field work. However, this important aspect is not always kept in view in posting All India Service officers. Posts involving mere desk work are generally easier to manage than field posts and are therefore preferred. This tendency has been accentuated by the large increase in the States as well as at the Union level in the number of desk posts as against field posts.

8.13.02 In the circumstances, a system of postings and transfers needs to be evolved for All India Service officers so that field work keeps alternating with policy-making and advice till such time as the officers reach the seniormost levels in the State and the Union Governments. Further, it may be laid down that an officer appointed to a field post should continue in that post for a minimum period to be prescribed. Any deviation from the prescribed period should have the approval of a Committee of the Council of Ministers.

#### 14. PROBLEMS OF OFFICERS POSTED IN DIFFICULT AREAS

8.14.01 Officers posted to remote and inaccessible areas find it difficult to maintain a proper standard of living because of the high costs in those areas. They also face problems in the matter of education of their children because of lack of facilities. Travel to their home towns is both time-consuming and expensive. Similarly, "outsiders" working in certain border States are discouraged by the State Governments from seeking permanent residence in those States.

8.14.02 It seems necessary that uniform and rational policies should be drawn up to adequately compensate officers working in difficult areas and for assisting such of them as wish to settle down permanently in the States to whose cadres they belong.

#### 15. PROMOTION

8.15.01 For appointment to posts in the Union Government which are of the level of Joint Secretary and above, a procedure of empanelment is adopted. Among officers on offer from State Governments, only those who are empanelled are considered for posting. On the other hand, each State Government has its own procedures for promotion of IAS officers belonging to the State's cadres to supertime scales. This sometimes leads to an anomalous situation. An officer deemed fit by the State Government for holding a supertime scale post may not get empanelled by the Union Government for holding such a post and *vice versa*. It is understood that State Governments have not agreed to have a joint selection procedure along with the Union Government.

8.15.02 It seems essential that promotions at the State and the Union levels of All India Service officers should be coordinated and conflicting situations avoided. The Advisory Council may evolve measures to ensure this.

#### 16. OTHER CADRE-MANAGEMENT ASPECTS

8.16.01 The Advisory council may *inter alia* examine the following aspects:

- (i) In order to maintain the all-India charter of these services, State-wise reviews of "outsider-insider" ratios and of the steps to be taken to keep the ratios at a desirable level needs to be undertaken.
- (ii) State-wise career development plans for the members of the All India Service cadres which *inter alia* offer scope for greater professionalisation need to be evolved.
- (iii) Problems of inadequate promotion and deployment opportunities in small States and formation of multi-State or Zonal cadres to meet these problems need to be examined.
- (iv) Periodical reviews of the system of performance appraisal of members of All India Services should be evolved.

#### 17. CREATION OF NEW ALL INDIA SERVICES

8.17.01 We agree with the recommendations of the Estimates Committee, *vide* para 8.5.02 above, in regard to the constitution of the Indian Service of Engineers, the Indian Medical and Health Service and an All India Service for Education. As regards constituting All India Services in other sectors like agriculture, cooperation, industry, etc. we would suggest as follows.

8.17.02 To begin with, a pool of officers drawn from the Union and the Various State Governments should be created in a sector. These officers should be available for posting for fixed tenures and with attractive special pays in Governments other than their own. After the pool system is worked successfully for a few years, steps could be taken to constitute an All India Service in that sector. As already pointed out, the officers belonging to a pool will gain in experience, broaden their outlook and facilitate cooperation between the Union and the State.

#### 18. AGE OF RETIREMENT

8.18.01 Under the All India Services Act, 1951, the Union Government has laid down the age of superannuation for members of All India Services as 58 years<sup>12</sup>. This is also the age of superannuation of employees of the Union government and those of State Governments excluding, however, the Governments of Kerala and Nagaland. The Union Government requested us to examine, as part of administrative relations between the Union and the States, the implications of having a higher age of superannuation for members of All India Service officers than that prescribed for employees of some of the State Governments. This reference to us was made in the context of the discussion in Parliament in March 1985 in regard to the need to evolve a national policy on retirement age.

8.18.02 The Governments of Kerala and Nagaland have adopted the age of superannuation as 55 years. Neither Government has informed us of any problem arising from the fact that the age of superannuation for the State services varies from that for the members of the All India Services serving in the State. In our view, this variation in the ages of superannuation of State and All India Service Officers in the two States does not, by itself, call for a review of the age of superannuation of All India Service officers. It would be for the two State Governments to consider whether or not they should fall in line with the other State Governments by removing the disparity.

8.18.03 The question whether there should be a uniform age of superannuation for the employees of the Union and the State Governments may be considered, after appropriate studies, by the Inter-Governmental Council recommended in Chapter IX.

## 19. RECOMMENDATIONS

8.19.01 (i) The All India Services are as much necessary today as they were when the Constitution was framed and continue to be one of the premier institutions for maintaining the unity of the country. Undoubtedly, the members of the All India Services have shown themselves capable of discharging the roles that the framers of the Constitution envisaged for them.

(ii) Any move to disband the All India Services or to permit a State Government to opt out of the scheme must be regarded as retrograde and harmful to the larger interest of the country. Such a step is sure to encourage parochial tendencies and undermine the integrity, cohesion, efficiency and coordination in administration of the country as a whole.

(iii) The All India Services should be further strengthened and greater emphasis given on the role expected to be played by them. This can be achieved through well-planned improvements in selection, training, deployment, development and promotion policies and methods. The present accent on generalism should yield place to greater specialisation in one or more areas of public administration. Training and career development policies should be geared to this objective. Disciplinary control should aim at nurturing the best services traditions and relentless weeding out of those who fail to make the grade. Finally, there should be greater coordination and periodical dialogue between the authorities in the Union and the State Government who are responsible for the management of these services.

(Paras 8.7.07 to 8.7.10)

8.19.02 (i) There should be an element of compulsion in the matter of deputation of officers of All India Services to the Union. The informal practice followed by the State Governments of obtaining the consent of the officers who are to be sent on deputation should be given up.

(ii) Every All India Service officer, whether he is a direct recruit or a promoted officer, should be required to put in a minimum period under the Union Government and, for this purpose, the minimum number of spells of Union deputation should be laid down for direct recruits and promoted officers, separately.

(iii) State Governments should offer officers for Union deputation only after screening them. The Union Government may lay down a screening mechanism and the criteria to be followed for the purpose by every State government. An officer so offered should not be rejected by the Union Government, except on grounds to be communicated to the State Government concerned.

(iv) Among those on deputation to the Union from a State and among those serving in the State, the number of 'insiders' and 'outsiders' should be almost equal.

(Para 8.9.03)

8.19.03 It should be ensured, through strict observance of the tenure principle, that the services of the best among All India Service officers are not monopolised by the Union Government but are also readily available to the State Governments to whose cadres they belong.

(Para 8.9.04)

8.19.04 The Union Government may dissuade State Governments from using the powers of transfer, promotion, posting and suspension of All India Services officers in order to 'discipline' them.



(Para 8.10.06)

8.19.05 While examining an appeal against the suspension of an All India Services officer, the Union Government should invariably consult the Union Public Service Commission and accept its advice unless palpably wrong. Such a provision may be included in the All India Services (Discipline and Appeal) Rules, 1969.

(Para 8.10.06)

8.19.06 No change is necessary in the present disciplinary procedures relating to All India Service officers, except in the matter of suspension as recommended in para 8.19.05 above.

(Para 8.10.08)

8.19.07 (i) State Governments, with the assistance of the Union Government, may evolve modern and more enlightened systems of incentives for the officers of the All India Service cadres.

(ii) The political authorities in each State should strive to create an atmosphere of mutual trust and cooperation *vis-a-vis* the civil servants by ensuring fair and just treatment to them and encouraging the qualities of honesty, fearlessness, independence of judgement and dedication to duty.

An efficient, disciplined and contented service, assures of its prospects as a result of diligent and honest work is a *sine qua non* of sound administration under a democratic regime.

(Para 8.10.10)

8.19.08 (i) There should be regular consultations on the management of All India Services between the Union and the State Governments. For this purpose, an Advisory Council for Personnel Administration of the All India Services may be set up.

(ii) The Council may have the Union Cabinet Secretary as its Chairman and Union Secretaries in charge of individual All India Services and Chief Secretaries of State Governments as members.

(iii) The Council may be serviced by the Union Department of Personnel & Training.

(Paras 8.10.12 and 8.11.03)

8.19.09 (i) The Advisory Council recommended in para 8.19.08 will advise the Union and the State Governments. It should meet periodically and regularly and suggest solutions to the problems referred to it by the Union and the State Governments.

(ii) The Union Department of Personnel & Training may take follow-up action on the recommendations of the Council and secure the decisions of the Union Government.

(iii) The Council may set up study teams of experts for examining specific problems.

(iv) Matters which the Advisory Council is unable to resolve may be placed before the Inter-Governmental Council.

(Para 8.11.04 to 8.11.05)

8.19.10 The Advisory Council may address itself to the problems of the type raised by the Estimates Committee and which recently have been referred by the Union Government to a Special Committee.

(Para 8.11.06)

8.9.11 The following cadre management problems should be specially examined by the Advisory Council on a priority basis:

(i) More precise criteria have to be evolved for the encadrement of posts which will ensure fair promotional prospects for the other State services and at the same time prevent undue expansion and consequent dilution of quality of the All India Services.

(Para 8.12.02)

(ii) Whether a State Government may be given full power to make temporary additions to an All India Service cadre.

(Para 8.12.04)

- (iii) A system of postings and transfers has to be evolved for All India Service officers so that field work keeps alternating with policy-making and advice, till such time as the officers reach the seniormost levels in the State and the Union Governments. Also, an officer appointed to a field post should continue in that post for a minimum period to be prescribed. Any deviation from the prescribed period should have the approval of a Committee of the Council of Ministers.

(Para 8.13.02)

- (iv) Uniform and rational policies have to be drawn up to adequately compensate officers working in difficult areas and for assisting such of them as wish to settle down permanently in the States to whose cadres they belong.

(Para 8.14.02)

- (v) Promotions at the State and the Union levels of All India Service officers have to be coordinated and conflicting situations avoided.

(Para 8.15.02)

- (vi) To ensure the all-India character of these services, State-wise reviews have to be prescribed so that "outsider-insider" ratios are maintained at a desirable level.

(Para 8.16.01)

- (vii) State-wise career development plans for the members of the All India Service cadres which *inter alia* offer scope for greater professionalisation have to be evolved.

(Para 8.16.01)

- (viii) Problems of inadequate promotion and deployment opportunities in small States and formation of multi-State or Zonal cadres to meet these problems need to be examined.

(Para 8.16.01)

- (ix) Periodical review of the system of performance appraisal of members of All India Services should be evolved.

(Para 8.16.01)

8.19.12 As recommended by the Estimates Committee, the Union Government may persuade the State Governments to agree to the constitution of the Indian Service of Engineers, the Indian Medical and Health Service and an All India Service for Education.

(Para 8.17.01)

8.19.13 To constitute All India Services in sectors like agriculture, cooperation, industry, etc.

- (i) to begin with, a pool of officers drawn from the Union and the various State Governments may be created in a sector;
- (ii) these officers may be made available for posting for fixed tenures and with attractive special pays in Governments other than their own; and
- (iii) after the pool system is worked successfully for a few years, steps may be taken to constitute an All India Service in that sector.

(Para 8.17.02)

8.19.14 The question whether there should be a uniform age of superannuation for the employees of the Union and the State Governments may be considered, after appropriate studies, by the Inter-Governmental council recommended in Chapter IX.

(Para 8.18.03)