

## GROUP 'B' AND GROUP 'C' SERVICES

### 7.1 The Group 'B', 'C' & 'D' Employees

7.1.1 As stated earlier, Civil Services at the Centre are organized into four groups, viz. Group 'A' (which includes All India and Central Services), Group 'B', Group 'C' and Group 'D'. This classification broadly is based on the rank, status and degree of responsibility attached to the posts. Group 'A' posts carry higher administrative and executive responsibilities and include senior management positions in Ministries/Departments and field formations. The junior level of Group 'A' along with Group 'B' constitute the middle level in the government. Group 'C' staff perform certain supervisory as well as operative tasks and also renders clerical assistance. Group 'D' posts are meant for carrying out routine duties and other supporting functions. The functions performed by the Group B, C and D officers and staff are varied and range from general administration, to specialized and technical functions. There are also intra group variations in each of these categories depending on the ministry, department, organization they are working for and this is reflected in different designations and functions within each group.

7.1.2 Some Ministries have large Departments and specialized/technical Services attached with them, others are however, in the nature of nodal, policy formulating ministries that have only general administration staff working under them. The information regarding the Group A, B, C, and D posts have been tabulated as per the sanctioned strength of per Ministry (Table 7.1).

**Table No. 7.1: Number of Government Servants**

Group	A	B	C	D
Agriculture	331	412	2153	5510
Chemical & Fertilisers	121	205	198	141
Civil Aviation	17	16	63	49
Coal	42	79	183	97
Commerce & Industry	975	1469	3960	1871
Communications and IT	4840	10637	220652	50742

**Table No. 7.1: Number of Government Servants (Contd.)**

<b>Group</b>	<b>A</b>	<b>B</b>	<b>C</b>	<b>D</b>
Consumer Affairs, Food & PD	218	368	411	279
Corporate Affairs	412	426	261	138
Culture	341	848	17812	10367
Development of NER	146	78	324	224
Earth Sciences	538	2612	3351	2165
Environment & Forest	154	97	644	305
Finance	12840	54418	46389	27348
Food Processing Industries	86	73	73	44
Health & F.W.	3840	2514	13820	12906
Heavy Industries & P.E.	59	102	100	79
Home Affairs	14772	22012	642914	55647
Housing & Urban Poverty Alleviation	-	-	-	-
H.R.D.	299	650	612	398
I. & B.	501	1575	3803	1997
Labour & Employment	951	1238	3123	1313
Law & Justice	348	731	850	610
Micro, Small & Medium Enterprises	383	546	1388	695
Mines	3446	10255	822	4152
Minority Affairs	11	11	6	4
New & Renewable Energy	98	82	140	78
Overseas Indian Affairs	21	34	33	14
Panchayati Raj	18	22	32	13
Parliamentary. Affairs	12	41	50	26
Pesonneel, PG&P	1162	1205	6266	1119
Petroleum & NG	44	116	77	67
Planning	367	359	326	350
Power	591	566	570	294
Rural Development	140	305	247	148
Science & Technology	717	1139	7238	5892
Shipping, Road Transport & Highways	519	695	2095	1295

Table No. 7.1: Number of Government Servants (Contd.)

Group	A	B	C	D
S.J. & Empowerment	60	140	114	66
Statistics & Programme Implementation	475	1581	3667	780
Steel	42	104	73	31
Textiles	239	559	3554	1216
Tourism	-	-	-	-
Tribal Affairs	33	49	29	15
Urban Development	1520	4340	19807	7755
Water Resources	1620	2202	6265	3556
W.C.D.	76	134	280	171
Youth Affairs & Sports	42	122	201	85
D/Atomic Energy& D/Space	-	-	-	-
Cabinet Secretariat	1670	4800	10235	1409
Prime Minister Secretariat	-	-	-	-
U.P.S.C.	-	-	-	-
C.V.C.	47	92	73	73
Total:	55184	130059	1025284	201534
<i>Source: Sixth Central Pay Commission</i>				

## 7.2 Central Secretariat Service

7.2.1 Prior to 1947, the Indian Civil Service (known as the 'ICS') was the implementing agency for executing the policy directions of Government. At that time there were secretariat offices, whose origins can be traced back to 1919, when the Imperial Secretariat Service came into being as one of the off-shoots of the Llewellyn-Smith Committee, set up on the eve of the Montague-Chelmsford Reforms. The Committee envisaged a Secretariat Organization in the nature of a pyramid, the apex of which was the "Secretary" and at the base was a body of "Assistant Secretaries" (today known as Section Officers). After Independence, the 'Secretariat Offices' evolved into the Central Secretariat Service (CSS), which is spread across various Ministries/Departments.

7.2.2 On the role of the CSS the First ARC commented: "At present the higher Services in the Civil Service are *ab initio* field Services. Their initial deployment is in the field offices of the Central and State Governments. The work relating to policy formulation claims the

*administrator's time only from about the middle part of his career. There is no class division per se between the policy-formulator and the executive. The system is so designed that the same set of personnel do executive and policy work at different times. The exception is the Central Secretariat Service which forms a large component in the present pattern of staffing of headquarters organisation of the Central Government, though it has not been designed for any executive work."*

7.2.3 Today, the general administration services in the Central Secretariat, which provide support and continuity to the Central Government Secretariat set up, essentially in the Union Ministries, are as under:

<b>Table No. 7.2: The Secretariat Services</b>			
<b>Service</b>	<b>Grade</b>	<b>Strength</b>	<b>Total</b>
<b>Central Secretariat Service</b>	Senior Selection Grade (Director) Group A	110	<b>8423</b>
	Selection Grade (Deputy Secretary) Group A	288(including in-situ)	
	Grade I (Under Secretary) Group A	766	
	Section Officer	2353	
	Assistant	4906	
<b>Central Secretariat Stenographer Service</b>	Senior Principal Private Secretary Group A	58	<b>7117</b>
	Principal Private Secretary Group A	107	
	Private Secretary	1390	
	Stenographer Gr. C (PA)	2776	
	Stenographer Grade D		
<b>Central Secretariat Clerical Service</b>	Upper Division Clerk (UDC)	5535	<b>11115</b>
	Lower Division Clerk (LDC)	5580	

Source: <http://persmin.nic.in/dopt>

7.2.4 The CSS provides the permanent bureaucratic set up in the Union Government. Its officers have been selected through the Civil Services Examinations, as well as the all-India graduate level Assistant's Grade Examinations, conducted by the UPSC and the SSC respectively.

7.2.5 While the CSS is a general administration service, there are many ministries/ departments, attached and subordinate offices that have large cadres of their own doing

specialized and technical functions. These are in the field of taxation, policing, audit, accounts, archaeology, meteorology etc.

7.2.6 The CSS provides a strong framework for the Secretariat of the Union Government, as well as a delivery system for policy formulation, continuity in policy administration, monitoring & review of the implementation of policies/schemes and a coherent institutional memory, which are germane to good governance. In the fast changing socio-economic scenario, CSS officers have to be suitably equipped to meet the emerging challenges. Some of these challenges include speedier decision making process, adapting to modern technological changes, business process re-engineering etc.

### 7.3 Recruitment at Group 'B' Level

7.3.1 There is no direct recruitment at present at the Group B (Gazetted) level for either the general administration services or for the specialized services and employees reach this level only by promotion. This is the cutting edge or the visible face of government for most cadres. For the taxation departments Group B officers are the Income Tax Officer, Excise and Customs Superintendent and Customs Appraisers (these were earlier recruited directly, however, the practice has recently been discontinued); for the postal service it is the Postmaster Group B; for the accounts services it is the Senior Accounts Officer.

7.3.2 In the General Administration set-up, the key Group 'B' officer is the Section Officer and here also the earlier practice of recruiting them directly has been discontinued. Since all these officers, as mentioned earlier, function at the cutting edge level and have frequent interface with civil society, it is necessary to ensure that the most suitable persons hold these posts. In this context, it is recommended that each Department, dealing with both the general as well as specialized services, set up Committees to examine what changes are required in the system of recruitment and promotions to these posts. Prima-facie the Commission is of the view that in order to infuse fresh thinking, a certain percentage of vacancies (say 25% every year) at the level of Section Officer as well as for other specialized Group B posts, should be filled through 'Direct Recruitment'.

#### 7.3.3 Recommendations

- a. **Each Department, dealing with both the general as well as specialized Services (Group B), may set up committees to examine what changes are required in the system of recruitment and promotions to these posts. Prima-facie the Commission is of the view that in order to infuse fresh thinking, a certain percentage of vacancies (say 25% every year) at the level of Section**

**Officer as well as for other specialized Group ‘B’ posts, should be filled through ‘Direct Recruitment’.**

#### 7.4 Staff Selection Commission

7.4.1 The Estimates Committee of Parliament in its 47th Report (1967-68) recommended the setting up of a Service Selection Commission for taking over recruitment to lower category of posts from the UPSC. Subsequently, the First Administrative Reforms Commission (ARC) also recommended the setting up of a recruitment board. Accordingly, the Staff Selection Commission was constituted in 1977. The Staff Selection Commission has a nationwide network of nine Regional/Sub-Regional Offices. The Regional Offices are located at Allahabad, Bangalore, Chennai, Guwahati, Kolkata, Mumbai and New Delhi and two Sub-Regional Offices are located at Chandigarh and Raipur.<sup>75</sup>

7.4.2 Initially recruitment for Group C (non-technical) posts was being done by the Staff Selection Commission. Afterwards the Staff Selection Commission was also entrusted with the recruitment for Group ‘C’ (non-technical) and Group ‘B’ (non-gazetted – both technical and non-technical) posts in various Ministries/Departments of Government of India, their attached and subordinate offices except those for which recruitment is made by the Railway Recruitment Boards.

#### 7.5 Recruitment at Graduate Level

7.5.1 The SSC conducts recruitment to various categories of posts for which candidates are required to possess a graduation degree. The Staff Selection Commission holds a combined graduate level examination for various Group B and C posts like Income Tax Inspectors, Central Excise Inspectors, CBI Inspectors, Assistants, Customs Appraisers etc. A preliminary examination in the OMR format is held, followed by a main written examination of 3-5 papers. The screened candidates are called for an interview. The process of examinations from the date of advertisement to the final selection takes more than a year. The reason attributed to the long process is the number of stages in which the examination is conducted. Further, data of the past few years shows that for this examination about 10 lakhs candidates appear in a year, out of which the selected candidates are in the range of 10,000 to 30,000. In addition, the SSC conducts three separate examinations for posts of Sub Inspectors in Central Police Organisations, Tax Assistants in the Income Department and Section officer(Audit) in the office of the CAG, respectively, for which the candidates have to be at least graduates. A comparison of the main features of these four channels of graduate level recruitments is at Table 7.3.

Besides the posts mentioned in Table 7.3, the Staff Selection Commission also conducts recruitment of Junior Engineers, CPWD (technical Group C posts), Jr. Hindi Translators, Statistical Investigators etc. for which the eligibility is a graduation degree.

Table 7.3: Comparisons of Various Examinations Conducted by the Staff Selection Commission – Graduate Level					
S.No	Parameter	Combined Graduate Level Examination	Central Police Organisations	Tax Assistant	Section Officer (Audit)
1	Posts included	Assistants in CSS, SIs in CBI, Inspectors in CBEC & CBDT etc., Inspector of Posts in Deptt. of Posts and Divisional Accountants, Junior Accountants, Auditors, UDCs etc. in Central Govt. Offices (2006-07)	SI in BSE, CRPF, SSB, CISE, ITBP (2006 examination)	Tax Assistants in Income Tax Deptt. And CBEC (2007 examination)	Section Officer (Audit) 2006
2	Number of Candidates registered	CGL(M) 05-33375 CGL(P)06 -925606	77879	2,17,855	
3	Number of Candidates qualified	CGL(M)05 2811 CGL(P)06 – 45883 (qualified for main)	786	6965 qualified for skill test	
4	Age limits The Upper age limit is relaxable : (i) Upto a maximum of 5 years for SC/ST candidates (ii) Upto a maximum of 3 years for OBCs candidates (Common to all positions)	(i) 18 to 27 years for Inspector of Income Tax/ Inspector (Central Excise)/ Inspector (Preventive Officer)/ Inspector (Examiner)/ Inspector of Posts/ Assistant Enforcement Officer and Divisional Accountant/	20-25 years	20-27 years	20-27 years

Table 7.3: Comparisons of Various Examinations Conducted by the Staff Selection Commission – Graduate Level						Contd.
S.No	Parameter	Combined Graduate Level Examination	Central Police Organisations	Tax Assistant	Section Officer (Audit)	
	Auditors/ UDCs (ii) 20 to 27 years for posts of Assistants and Sub-Inspectors in CBI					
5	Essential Educational Qualification	Graduation Degree or equivalent from a recognised University	Graduation (Bachelor's Degree) in any stream from a recognised University or equivalent	(i) Graduation in any discipline from any recognised University (ii) Should possess Data Entry Speed of 8,000 key Depressions per hour on Computer	Bachelor's Degree of a recognised University	
6	Is there a screening-preliminary test	Yes	No	No	No	
7	What are the subjects in the preliminary exams	Part A-General intelligence and awareness Part B- Arithmetic (Marks not counted –only for screening)	NA	NA	NA	



Table 7.3: Comparisons of Various Examinations Conducted by the Staff Selection Commission – Graduate Level					<i>Contd.</i>
S.No	Parameter	Combined Graduate Level Examination	Central Police Organisations	Tax Assistant	Section Officer (Audit)
8	Pattern of main exam	<b>Total number of papers-5</b> 1. General Studies 2. English (qualifying) 3. Arithmetic 4. Language Comprehension (English) 5. Communication skills (English or Hindi) (All papers are conventional type)	<b>Total number of papers -2</b> 1. General intelligence, awareness and numerical ability 2. Language comprehension and writing skills (Paper 1 is objective type and paper 2 is conventional type. Paper 2 of only those candidates who qualify in paper 1 is evaluated)	<b>Total number of papers-2</b> 1. Paper 1- General English and awareness 2. Arithmetic (Paper 1 is objective type and paper 2 is conventional type. Paper 2 of only those candidates who qualify in paper 1 is evaluated)	<b>Total number of Papers-2</b> 1. Paper 1 – General English, General Awareness. 2. Paper 2 Arithmetic (Paper 1 is objective type and paper 2 is conventional type. Paper 2 of only those candidates who qualify in paper 1 is evaluated)
9	Special Test	No	Physical Endurance Test	Skill Test as Data Entry Operator	No
10	Personality Test/ Interview	Yes	Yes	No	Yes
<i>Source : Website of SSC, <a href="http://ssc.nic.in">http://ssc.nic.in</a></i>					

7.5.2 From the analysis presented in this Table it is clear that there are certain common as well as certain distinguishing features in these four examination systems.

*Common Features:*

- a. Candidates must possess a graduation degree so as to qualify to take any of these four examinations.
- b. Candidates are recruited based on the marks obtained in a written examination (which may be followed by a physical and personality test).
- c. The questions in these examinations are designed to test the general awareness, numerical capability and comprehension ability of the candidates.
- d. Candidates do not have an option to choose an optional subject for the test. (This is unlike the Civil Services Examination where the candidate opts for two subjects).

*Distinguishing Features:*

- a. While the Combined Graduate Level Examination has two sequential stages- screening (preliminary) test and the main test- the other three examinations have only one stage but are conducted in two parts. The first part has multiple choice objective type questions and the second part has conventional subjective type questions. The second part of only those candidates is taken up for evaluation, who have secured a prescribed minimum score in the first part.

7.5.3 Although a large proportion of posts require the candidates to possess a graduate degree, the prescribed age limit varies from post to post. The Commission is of the view that all such positions must have the same age limit. The Commission would recommend that the age limit for all these positions should be 20-25 years for general candidates with a relaxation of three years for OBC and five years for SC/ST and physically challenged candidates.

7.5.4 The time taken to complete the examination process in the Combined Graduate Level Examination is well over one year. This is because of the large number of candidates taking this examination. This has necessitated holding the examination in two stages –preliminary and main examination. A limited number of candidates screened through an objective type preliminary examination are then tested in a conventional examination. The objective type question paper lends itself to machine evaluation but the subjective type conventional paper has to be evaluated

manually. This manual evaluation apart from being time consuming may also not be free from the biases of the evaluators. There is a viewpoint that the conventional examination system of administering a subjective type test may be substituted by an objective type test. The argument against this proposal is that an objective type test cannot judge the comprehension, analyzing and presenting skills of the candidates.

7.5.5 On balance, the Commission is of the view that the examination system should be based on a well designed objective type question paper. The advantages of quick evaluation and total objectivity outweigh the disadvantage of not being able to assess the candidates' presentation skills. The Commission feels that this shortening of the examination process would allow the candidates to join at least a year earlier, and a part of this time could be utilized for imparting the necessary training so as to upgrade the skills of the selected candidates. Moreover, even the testing technology through objective type questions has evolved substantially and these tests can be designed to test various competencies of the candidates.

7.5.6 The Commission also feels that there is no need to conduct four different examinations for the various posts as stated in Table 7.3, Even now candidates in all these four examinations are tested in general awareness, numerical skills and comprehension. There could be a common examination and thereafter, the candidates could be allowed to apply for various posts with this examination score. The SSC may then conduct specialized tests and interviews for short listed candidates. In order to standardise the process, the examination could be held on a fixed date in a year and the marks obtained could be valid for a year.

### 7.5.7 Recommendations

- a. **The age limit for all positions (Group 'B' non-gazetted and Group 'C') – requiring a graduate degree - should be 20-25 years for general candidates with a relaxation of three years for OBC and five years for SC/ST and physically challenged candidates.**
- b. **The examination system should be based on a well designed objective type question paper.**
- c. **There is no need to conduct separate examinations for posts (Group 'B' non-gazetted and Group 'C') which require a graduate degree. There should be a common examination and thereafter, the candidates should be allowed to apply for various posts with this examination score.**

## 7.6 Recruitment for LDCs

7.6.1 The Staff Selection Commission holds an annual combined Matric level examination for LDCs, and Stenographers. The prescribed qualification for candidates is Matriculation or equivalent and on an average more than 7 lakhs candidates appear for this examination. The candidates are first screened through a preliminary examination in an OMR format and those who qualify appear for a written test. Candidates who have cleared the written test appear for a skills test whose contents vary according to the post for which they have applied. Interviews are not a part of this process. This entire process takes more than a year.

7.6.2 The Commission notes that government has decided that no fresh recruitment will be made to the LDC Grade (Central Secretariat Clerical Service).<sup>76</sup> Since LDCs may still be required in some departments/organizations, the Commission has examined their process of recruitment in the following paragraphs.

7.6.3 The Commission is of the view that with improved awareness levels and availability of better educational facilities the minimum qualification of Matriculation or equivalent for LDCs may be revised to 12th standard pass or equivalent. With the increasing complexities in government jobs and decentralisation, it is necessary that functionaries at the delivery level are adequately equipped to handle these enhanced responsibilities. This is also necessary as with the increasing use of computers and IT, it would be necessary that candidates who are selected have basic knowledge of these tools. The Commission recommends the minimum qualification to any Group 'C' level posts (presently LDC, and Stenographer) should be 12th standard pass or equivalent.

7.6.4 The Commission is of the view that the process of recruitment which spans over a year should be reduced. A prolonged process of examination does not necessarily enhance the quality of the candidates selected and the same rigorous standards can be applied in well designed objective type examinations. It has been argued that a written paper is necessary to judge the

### Box 7.1: Skill Test (Typewriting Test)

The candidates who qualify the main examination(s) will have to undergo a typewriting test.

Typewriting Test is a Qualifying test only. Required minimum typing speed for this qualifying test is 30 words per minute (in English) and 25 words per minute (in Hindi).

Candidates are allowed to take the typewriting test either in Hindi (Devanagri script) or in English.

Candidates shall have to bring their own typewriter for the test. Use of electronic typewriter is not allowed in typewriting test.

Only those candidates who secure in the written (main) examination such minimum qualifying marks as may be fixed by the Commission at their discretion will be eligible to be considered for appearing in the Typewriting Test and only such of them as qualify at the typewriting test at the prescribed speed will be eligible for being recommended for appointment upto the number of vacancies available.

The typewriting test will consist of one paper of running matter of 10 minutes duration.

No second chance will be given to candidates if their typewriter goes out of order or fails to work during such test.

Source: <http://ssc.nic.in>

capability of a candidate for drafting and analysis of issues. However, these competencies can also be judged through a well designed objective type examination. The advantage of an objective type examination is that it lends itself to evaluation by machines and consumes very little time. An added advantage of machine based evaluation is that it does away with any biases that may creep in during evaluation. The Commission would therefore recommend that only one examination which is of an objective type be held for shortlisting candidates for the skills test.

7.6.5 The procedure for recruitment at present prescribes a skills test. This test is held on obsolete machines (manual typewriter). The Commission is of the view that such tests should be conducted using modern equipment and the Staff Selection Commission should develop this capability in house or should outsource this function.

### 7.6.6 Recommendations

- a. **The Commission endorses the stand taken by the Government that recruitment of LDCs should be phased out.**
- b. **In case it is felt necessary to recruit LDCs in certain organizations/departments, especially in field offices, their recruitment should be done through the Staff Selection Commission. The existing recruitment process needs to be modified on the following lines:**
  - i. **The minimum qualification should be class 12th pass or equivalent.**
  - ii. **The test should comprise of objective type questions.**
  - iii. **Short listed candidates should be administered a skills test. This should be conducted on computers so that the capability of the candidates to use word processing softwares is also assessed.**

## 7.7 Training

7.7.1 On joining service, some Group B and C employees are imparted training. However, the type and intensity of training varies from service to service. In several departments/organizations, the practice followed is that the officials undergo a rigorous training and only thereafter they are assigned responsibilities. The Central Police Organisations, CBDT and CBEC are good examples where officials are given professional training before they are formally inducted into Service. The CBDT has Regional Training Institutes where Tax Assistants and Income Tax Inspectors are given technical training. On induction a Tax Assistant in the Income Tax Department is given 5 weeks training of which 2 weeks are for specialized income tax computer application

training. Newly inducted Inspectors are imparted training at a 12 weeks induction programme, which has components of both professional training and some modules of generalized training, in the nature of a Foundation course. Similar is the situation with the staff selected for the Customs and Central Excise and Indian Audit and Accounts Service. Group B and C staff are trained at their Regional Training Institute and Regional Training Centre. The training imparted are in the nature of induction courses with emphasis on technical subjects. In the Central Secretariat Service, Assistants are imparted Foundation and Professional Training after joining the Service. This also is the case with the Central Secretariat Stenographers Service and lower grades in the Central Police Organizations. The Institute of Secretariat Training and Management which imparts training to Group B and C officers of Central Secretariat Cadres have prescribed a number of courses/training programmes for various grades.

**Box 7.2: Training of Field Functionaries in Gujarat**

A massive exercise of training the trainers was under taken. A total of 3000 government trainers were trained from among government officers and employees who volunteered for this. Each one of these government trainers delivered up to six batches of training to other employees. By the end of June 2006, 2.19 lakh employees were already covered under this training programme, which included even peons, drivers, stenographers, clerks, etc. This figure also included 55,000 police constables. A separate training programme was prescribed for teachers, and was delivered to them as part of their annual training. Two lakh teachers were therefore covered simultaneously, raising this figure of trained employees to 4.19 lakhs.

...

At the end of this programme, an analysis of the result of the written feedback from these people, revealed that 49% of employees termed it as 'Excellent' and 35% termed it as 'Very Good', 14% termed it as 'Good' and only 2% termed it as 'Average'. But more than that, the qualitative feedback received from the employees clearly showed that the employees undergone a sea change in their attitude. They had become more articulate, understanding and proactive because of the emphasis on communication skills and training on how to control their anger. Many of them did realize during the training itself, how in the past, they had been foolish enough to behave rudely with others by their body language or by their negative attitude.

*Source: Reinventing Government through HRM strategies, Hasmukh Adhia*

7.7.2 The Commission is of the view that it is necessary to build the capability of all officials, through induction training, before they are assigned any responsibilities. In addition to the training in specific subjects, emphasis should be given to courses that will orient the officers and staff to be citizen friendly and service oriented.

7.7.3 Mid career training should also be imparted through refresher courses to all Group B and C employees. It is recommended that every employee must attend one professional training and one soft skill training during a period of 4 years, and attendance in these training programmes should be mandatory. Non attendance of this should be viewed adversely by the Department. It may also be made essential that at the time of promotion, employees must have attended and cleared a basic number of professional trainings and soft skill training programmes. The number and contents of such training programmes/modules may be determined by each Department according to their own specializations/requirements.

7.7.4 Often supervisory officers are reluctant to relieve officials for attending mid-career training programmes. Since these training programmes greatly enhance the efficiency and knowledge of officials, cadre controlling authorities must ensure that all those nominated for the mid-career training programmes are permitted to attend.

7.7.5 For the Group B and C Services, it would be appropriate if the ISTM, which is the lead training institute for CSS, is entrusted to design and deliver a Foundation Course for all of them. The infrastructure available with them also needs to be assessed with a view to strengthen it suitably. In the design of the course curriculum, they would have to draw on the basic structure of the Foundation Course of the LBSNAA and modify it to the extent of making it relevant for the levels being trained. The design would be different for Group B and the Group C officials. Broadly, the following should be covered in the Foundation Course:-

- Constitution of India
- Values of a civil servant/public service and Ethics in Government
- Organization and structure of the government – Legislature, Executive, Judiciary, autonomous organizations
- Public Relations and responsive administration
- Indian Economy/Infrastructure Development and Public Private Partnerships
- Administrative Law and Reforms
- Office Procedure including use of IT/Computers
- Financial Management in Government
- Personnel Management and Reservation Policies
- Parliamentary/Legislative Procedures
- Disaster Management

7.7.6 The intensity, content and extent of detail would vary for the Group B and C Services . The main objective, however, is to explain the larger system of which they are a part and highlight how their departmental and individual efforts can contribute to overall good governance and the national cause. This would enhance their self esteem and motivation levels, which is critical to performance.

7.7.7 The professional training of Group B and C officials would be in their respective departments so that they receive inputs that are specific to their department. Each department should lay down an induction training schedule.

7.7.8 It is also important for all Group D staff to go through an induction course. For this purpose, a core programme to meet the requirements of different categories of Group D staff could be formulated and suitable institutes including State Training Institutes and their branches may be identified for undertaking such trainings. Also, as suggested in the National Training Policy, use may also be made of non-governmental organizations, for undertaking training of civil servants at these levels.

7.7.9 The Commission also feels that training, apart from professional inputs, should also be imparted on soft skills like etiquettes, communication skills, attitudinal improvement, stress management etc. to enable the officers and staff to be responsive and citizen friendly.

#### **7.7.10 Recommendations**

- a. Unless a government employee undergoes mandatory induction training he/she should not be assigned any regular post.**
- b. Successful completion of prescribed training courses should be a pre-condition for all promotions.**
- c. All training programmes should be concluded with an evaluation of the trainees' performance, and this should be an input while assessing their annual performance.**

### **7.8 Promotions**

The promotion of different categories of Group B and Group C officials is governed by their respective Cadre and Recruitment Rules. The procedure for promotion from LDC to UDC, UDC to Assistant, Assistant to Section Officer and Section Officer to Under Secretary is described below.

#### **7.8.1 Promotion from LDC to UDC**

7.8.1.1 Promotional avenues are open to the regularly appointed LDCs in Union Ministries/ Departments to the post of UDC. The promotion from LDC to UDC is mainly from two streams, one by seniority and the other by qualifying in the Limited Departmental Competitive Examination. In both cases the Departmental Promotion Committees process the Confidential Report Dossier to assess the suitability of the candidate for promotion.



### *7.8.1.2 Promotion by Seniority*

LDCs working in the Government of India who have rendered not less than 8 years of approved and continuous service in that grade, have successfully completed their probation and have either passed the typing test or have been exempted from it are eligible for promotion by seniority to the post of UDC. Promotions are based on an assessment of their Annual Confidential Reports by the DPC for the last 5 years as well as their vigilance clearance. Promotions are made on availability of vacancies in a cadre on the basis of seniority in the select list. In case a person is not considered fit for promotion, the reasons for this are to be recorded in writing.

### *7.8.1.3 Promotion by Departmental Examination*

In pursuance of the provisions of Clause 3 of Regulation II of the Third Schedule of the Union Secretariat Service Rules, 1962,<sup>77</sup> the Staff Selection Commission conducts the CSCS UD Grade Limited Departmental Competitive Examination. Any regularly appointed LDC who has rendered not less than 5 years approved and continuous service in the LDC Grade and has either passed the typing test or has been exempted from passing it, is eligible to appear in the examination. He/she should not be more than 50 years of age on the relevant date. The Staff Selection Commission holds Departmental Examinations for promotion from Lower Division Clerks to Upper Division Clerks Grade of the Central Secretariat Clerical Service and equivalent in the Indian Foreign Service (B)/ Railway Board Secretariat Clerical Service/Armed Forces Head-quarters Clerical Service.

## **7.8.2 Promotion from UDC Grade to Assistant Grade**

7.8.2.1 There are two streams for filling up the posts of Assistants; one is through direct recruitment by the SSC and the second is through promotion of UDCs. In the case of promotion, officials to be promoted should have completed regular and continuous service of not less than 8 years and should be cleared from the vigilance angle. An UDC's performance is assessed by the DPC through the ACRs for the last 5 years. Promotion is made depending on the availability of vacancies in a Cadre. Such appointments are made in order of seniority in the select list except when for reasons to be recorded in writing, a person is not considered fit for such appointment. Presently the ratio of intake through the two streams is 50:50.

## **7.8.3 Promotion from Assistant Grade to Section Officer Grade**

7.8.3.1 Promotional avenues are open to regularly appointed Assistants in the Union Ministries/ Departments to the post of Section Officers. Promotions are given to Assistants from two

---

<sup>77</sup>Government of India, Ministry of Home Affairs, Notification No.38/35/65-CS.II, dated the 25th April, 1966.

streams, one by seniority and the other by qualifying in the Limited Departmental Competitive Examination.

#### *7.8.3.2 Promotion by Seniority*

Any regularly appointed Assistant who has rendered not less than 8 years approved and continuous service in the Assistant Grade and has successfully completed the probation is eligible for promotion by seniority to the post of Section Officer. The official to be promoted should be clear from the vigilance angle. The official is assessed on the basis of his/her Annual Confidential Reports for the last 5 years. The promotion is made depending on the availability of vacancies in a Cadre. Such appointments are made in order of seniority in the select list except when for reasons to be recorded in writing, the person is not considered fit for such appointment.

#### *7.8.3.3 The Central Secretariat Service Section Officers' Grade Limited Departmental Competitive Examination*

In pursuance of the Central Secretariat Service Rules, 1962, Government of India in the Ministry of Personnel, Public Grievances and Pensions conducts the Central Secretariat Service Section Officers' Grade Limited Departmental Competitive Examination through the Union Public Service Commission. Any regularly appointed Assistant with not less than 5 years approved and continuous service in the Assistant Grade is eligible to appear in the Examination. The UPSC holds Departmental Examinations for promotion from Assistant Grade of the Central Secretariat Service and equivalent in other Services like Railway Board Secretariat Service and Armed Forces Head-quarters Service. On qualifying the examination, the performance of the successful candidates is assessed from their Annual Confidential Reports for the last five years. On the basis of marks obtained by candidates in the written examination and evaluation of ACRs, a merit list of successful candidates is drawn with the recommendation for their appointment as Section Officers.

#### *7.8.4 Promotion from Section Officer Grade to Under Secretary Grade*

7.8.4.1 Rule 3 of the Central Secretariat Service Rules, 1962 provide that vacancies in the grade of Under Secretaries (Grade I of CSS) shall be filled by promotion of regular officers of the Section Officers Grade who have rendered not less than 8 years approved service in that grade. The promotions are made through a duly constituted DPC which considers the candidature of Section Officers by assessment of their Annual Confidential Reports of last 5 years and clearance from the vigilance angle.

7.8.5 From the above it is evident that in case of promotions from LDC to UDC and Assistant to Section Officer, an element of 'Limited Departmental Competitive Examination' is present

to provide promotional avenues for deserving officials. However, in case of promotion from UDC to Assistants there is no such provision. This deprives meritorious deserving candidates (UDCs) of a chance for an early promotion. Therefore, the Commission is of the view, that the posts of Assistant in CSS should be filled in the ratio of 40 per cent by promotion from UDCs of CSCS Cadre, 40 per cent by Direct Recruitment and 20 per cent through Limited Departmental Competitive Examination.

### 7.8.6 Recommendations

- a. **The posts of Assistants under the Central Secretariat Service should be filled in the ratio of 40 per cent by promotion from UDCs of Central Secretariat Clerical Service Cadre, 40 per cent by Direct Recruitment and 20 per cent through Limited Departmental Competitive Examination.**

## 7.9 Performance Appraisal

7.9.1 The Performance Appraisal for each group of officers in various Ministries/Departments/Attached and Subordinate Offices is done on the basis of their Confidential Reports and in the case of Group C technical staff, detailed assessment of their technical functions is obtained and made. The Confidential Reports of the Central Secretariat Services are analysed below.

7.9.2 The Confidential Report proforma at the level of Section Officers/Desk Officers, Under Secretary, Deputy Secretary and Director is common and comprises of 5 parts. Part I seeks personal details, Part II stipulates that the officer give a brief description of duties, the target, objective and goals that were set for the officer, and the areas of priority in work. Achievements on the targets, objectives and goals are to be indicated by the officer. Reasons for shortfalls or commendable higher achievements are also to be indicated by the officer. Part III and IV are required to be filled up by the Reporting Officer who has to assess the officer's performance on 15 points which inter alia include nature and quality of work, quality of output, knowledge of sphere of work, and analytical ability communications skill, attitude to work, initiatives, ability to supervise, inspire and motivate, inter-personal relations and team work, relations with public, integrity and health, etc. the Reporting Officer is also required to write a few lines on some key areas of assessment. Part V entails a Reviewing Officer to comment whether he/she agrees with the Reporting Officer and also give general remarks with specific comments about the work of the officer including his/her grading.

7.9.3 There is urgent need to streamline the proforma to make it more focused and also to ensure that the main criteria for assessment should be whether the officer reported upon has achieved his/her targets, objectives and goals. The present proforma is far too descriptive and the qualities

on which the Reporting Officer is required to comment are far too many and often overlap. A better option may be to devise an appraisal form giving the Reporting Officer multiple options on the level of performance against which he/she would indicate numerically the level at which the reported upon officer has performed.

7.9.4 The confidential report proforma for Assistants and Clerks is divided into four parts which are somewhat similar to those for Section Officers/Desk Officers etc as indicated in the earlier paragraph. For reasons mentioned above, it is considered necessary that the proforma may be revised to capture in a more precise manner the nature of duties the staff member performs and whether these have been completed within the specified time frame etc. It is also felt that instead of asking for a descriptive account of the staff member on each count it may be advisable to give to the reporting officer multiple options on the level of performance against which he may indicate the level at which the officer reported upon has performed. The Commission is of the view that the proforma of the Confidential Report should also include a column wherein the area/field of interest of the official reported upon (i.e. Health, Information Technology, Finance, Transport, Defence etc) is indicated, which may be considered for his/her future postings.

7.9.5 It is common knowledge and has also been brought to the notice of the Commission that there is often considerable delay on the part of Reporting and Reviewing Officers in completing their assessments in the prescribed proforma. It is necessary that the entire process of reporting reviewing and accepting the ACRs is completed within 3 months from the end of the financial year for which the Report is to be recorded. In case of any delay, the Cadre Authorities must, not only take an adverse view, but also action against the Reporting/Reviewing authority which is responsible for the delay. To facilitate this process, a mechanism of acknowledging the receipt of the ACR proforma at various stages may be adopted, which should contain on the first page itself the details of when the ACR was submitted with the self appraisal to the Reporting Officer, the date when the Reporting Officer gave his/her comments and forwarded the ACR to the Reviewing officer and so on.

#### **7.9.6 Recommendations**

- a. The Appraisal Form should provide the Reporting Officer with multiple options on the level of performance against which he/she would indicate numerically the level at which the officer reported upon has performed.**
- b. The proforma of the Confidential Reports of Group B and C posts may include a column wherein the area/field of interest of the official reported upon (i.e.**

**Health, Information Technology, Finance, Transport, Defence etc) is indicated, which may be considered for future postings.**

- c. A mechanism of acknowledging the receipt of the ACR proforma at various stages may be adopted so that delays are avoided and an element of accountability is introduced.**