



REPORT

of the

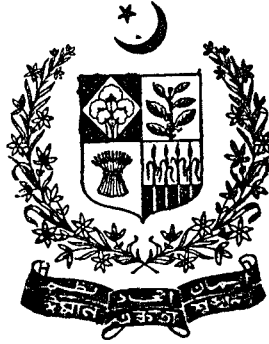
Pay and Services Commission

1959—1962

PRINTED BY THE MANAGER, PRINTING CORPORATION OF PAKISTAN PRESS,
RAWALPINDI
PUBLISHED BY THE MANAGER OF PUBLICATIONS, KARACHI

Price : Rs. 76-56

ADMINISTRATIVE REFORM



REPORT

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Pay and Services Commission

1959—1962



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PRESENTATION ADDRESS

Mr. President,

When in August 1959 you were pleased to appoint us to be a Commission for examination of the entire Pay and Service Structure of Pakistan, it was not anticipated that the task would take so long to accomplish, as it has in fact required. In expressing our regret for the delay which has occurred, we have to say, in excuse, firstly that the scope of the undertaking you were pleased to entrust to us was indeed large, and secondly, that all of us, with the exception of one late-appointed Member, also had our separate duties to perform in our respective offices. Even now, in this Report, we have not been able to make detailed recommendations for the adaptation of every single service, much less every single post, within the over-all structure which we have thought will best meet the needs of Pakistan. We have had to be content with furnishing examples of such adaptation, as applied to a certain number of services. We would like also to express the hope that the delay has not been a source of embarrassment to the Government.

2. The work seemed multifarious in character, and it was anticipated that we would be required to apply numerous principles with variations, to a great variety of differently situated Services and posts. From the outset however our endeavour was to discover a large over-all scheme which would fit existing conditions, in a general way, and which could be supplied with the machinery of adjustment to particular cases. We find it impossible to overstate the value to our work of the high principles of State ideology and State policy that have been expressed with clarity, and carefully worked into the provisions of the new Constitution which you have been pleased to give to the nation. They have operated as a powerful aid to us in our endeavour to eliminate from the body of the public service the ingredients of differentiation, and following the dictate of the new Constitution, to replace them by a calculus of integration. In the pursuit of equality, we have attempted to provide a means of eradicating from within the public service, the remnant of artificial aristocracy left behind from the period of British rule.

3. We take your permission, Mr. President, to commend to you the sense of loyalty and devotion to the nation by which the public services are animated today, and which was a strong support in the years of difficulty and uncertainty that followed the assumption of Independence. It has inspired us to make recommendations, such as will, we hope, lead to the opening out of respectable careers for a great many public servants who have been undergraded and underpaid for too long. Within the country's limitations, it was not possible to enlarge emoluments immediately as well as appreciably. We had also in mind the danger that noticeable swelling of pay-packets is liable to be reduced to a nullity by immediate inflation of prices. We have preferred to apply the principle that enlargement of emoluments should follow increase in the importance of the functions performed, in the way of a rising career, and have therefore provided extended opportunities for gaining promotion to higher-paid positions, if the requisite qualifications are obtained. The success of the scheme will depend to a great extent on expert Personnel Management, coupled with extended opportunities for in-service and external training.

5. It now falls to us, Mr. President, to offer to you our gratitude for the great trust you have reposed in us, in charging us with the duty which today we fulfil, and place the final product of our deliberations before you. It has been a high privilege to feel that we have been following the path laid down by you in the new Constitution, in our attempt to provide, through the agency of the public service, that in place of the incomplete and ill-assorted secular obligations under which the affairs of the country, its administration and its people have for so long been conducted, there shall be injected the integrated ideology and the religious conscience of Islam.

SD]-
(A. R. CORNELIUS),
Chairman.

Sd/-
(I. A. ABBASI)

Sd/-
(ALI ASGHAR)

Sd/-
(A. A. BURNEY)

Secretary.

Dated at Karachi, the 28th May, 1962.

INTRODUCTION

The Pay and Services Commission was set up under the Ministry of Finance Resolution No. 2524-Admn. III/59, dated the 31st August, 1959, with the following personnel :—

Chairman

- (1) Mr. Justice A. R. Cornelius, Judge, Supreme Court (now Chief Justice of Pakistan).

Members

- (2) Mr. J. D. Hardy, C.B.E., C.S.P., Joint Secretary (later Secretary) Establishment Division (since retired).
- (3) Mr. M. A. Mozaffar, S.Q.A., Joint Secretary, Ministry of Finance.
- (4) Mr. Ali Asghar, C.S.P., Joint Secretary, Ministry of Defence (now Additional Chief Secretary, East Pakistan Government).
- (5) Mr. I. A. Abbasi, S.Q.A., Chairman, Karachi Port Trust.
- (6) Kh. Abdul Ghafoor, Rtd. Chief Engineer, West Pakistan P.W.D.
- (7) Mr. Y. S. Ahmad (formerly) Director, P.I.D.C.
- (8) Mr. M. Ismail, Director, Dawood Corporation (now Director, Karnafuli Paper Mills).

Secretary

- (9) Mr. Muzaffar Hasan, T.Q.A., Deputy Secretary, Ministry of Finance.

Mr. A. A. Burney, P.A. & A.S., formerly Joint Secretary, Ministry of Finance and Brig. A. K. Akbar, Director of Personnel Services, Adjutant General's Branch, G.H.Q., were subsequently appointed Members of the Commission with effect from 1st September, 1960 and 20th September, 1960 respectively. Later, Mr. G. Mueenuddin, S. Pk., C.S.P., succeeded Mr. J. D. Hardy as Secretary, Establishment Division and was appointed as a Member of the Commission with effect from the 27th June, 1961.

2. The terms of reference of the Commission were as follows :—

- “ (a) To review the structure and organisation of and sources and methods of recruitment relating to civilian services and establishments of all grades under the control of the Central Government including Railway services and those paid from the Defence Service Estimates and all such services and establishments under the Provincial Governments, and to suggest measures designed to secure the maximum efficiency and economy in administration.
- (b) To enquire into the emoluments and other terms and conditions of service of the personnel referred to in paragraph (a) above and, keeping in view the economic conditions and financial resources of

the country, to report on the extent to which the existing emoluments and other conditions of service require modification."

These terms were wide enough to cover all matters relating to service conditions and pay and allowances of all classes of Government servants but specific reference on some of these matters were also received from the Government. Appendix I shows how these have been dealt with by us. On the following references from Government we also gave separate interim reports to Government—copies of which are attached as Appendices II to V :—

1. To examine whether any and what further increase in Dearness Allowance would be justified in the case of non-gazetted staff of the Central and Provincial Governments, consequent on the increase in the prices of food and cloth—Ministry of Finance letter No. F. 5(17) R (5)|60-886, dated 19th May, 1960.
2. To consider the grant of concessions to Government servants and their families travelling by train on leave for rest and recreation—Ministry of Finance letter No. 530(S)-DS(2)|60, dated 3rd October, 1960.
3. To consider the provision of medical facilities to pensioners and their families as admissible to the serving Government servants—Ministry of Finance letter No. 7(2)-RI (RWP)|59, dated 25th November, 1960.
4. To consider as to how to bring about amalgamation of the P.F.S. and the C.S.P.—Cabinet Secretary's d. o. No. 3|CM|62, dated 17th January, 1962.

3. The first meeting of the Commission was held in Karachi on the 10th September, 1959, and the Commission decided to issue a Press Communique inviting the views of the Service Associations and Unions as well as of individuals including public servants, on the topics covered by their terms of reference. Over 600 Memoranda and representations were received in response to the Press Communique. Information regarding existing service cadres and posts, recruitment rules, pay scales and organisation charts was also asked for from all the administrative authorities on 9th December, 1959 together with their suggestions for reorganisation. From the study of the memoranda and the material received it was found that the demands and views of the various Service Associations and Administrative authorities were not very clearly and precisely expressed and it was therefore decided to issue questionnaires for specific Services, Administrative authorities and Associations to elicit their demands and views in a more definite form on various points. Eighteen different questionnaires were issued early in 1960. Replies to these questionnaires and representations and suggestions from various quarters continued to come in till the closing stage of the Commission's work.

4. The Commission, having scrutinised this material on service and pay structures, decided to interview the representative Service and Staff Associations as well as the Heads of various Departments. Over 400 Associations and about 150 Heads of Departments were interviewed at Karachi, Lahore, Rawalpindi, Dacca and Chittagong. In all the Commission held 155 meetings.

5. The Chairman also discussed in the middle of 1961, important aspects of the task entrusted to the Commission with experienced administrators and public men. In making the recommendations, the Commission have made careful analysis of the materials before them including the results of personal discussions with the Services, administrators and public men and of the studies of the latest thinking on the administrative problems and organisation of civil services in other countries. These studies became all the more necessary as a number of Government organisations were being reorganized on the recommendations of the Administrative Reorganisation Committees and other Commissions. Besides these administrative reorganisations, the last three years have seen a number of far-reaching reforms in the fields of agriculture, education, law, public health, etc. The Commissions which were responsible for these reforms also suggested structural and functional changes in the relevant organisations. Account had to be taken of their findings which brought about changed responsibilities and conditions of work. In the closing stages of the Commission's work, the President gave a new Constitution to the country, whose ideological and structural provisions have also been taken into account, in making our recommendations.

6. In the course of our deliberations, complications arose on several occasions by reason of decisions which continued to be taken, sometimes as a result of the recommendations of these aforesaid Commissions and sometimes *ad hoc*, e.g., the creation of the Economic Pool, affecting salary scales, designations and other conditions of service. This was done despite instructions issued by the Central Government at the instance of this Commission in May, 1960 (a copy of which is attached as Appendix VI) that no major changes were to be made in the structure and organisation of services and establishments, or in respect of their terms and conditions pending completion of our work. We appreciate, however, that the furtherance of the aims of the regime could not be halted indefinitely, and we have to admit that for reasons which we have explained in our Address of Presentation, the time taken over our work has been somewhat longer than was at first expected.

7. The Report that follows is divided, besides the Appendices, into three parts. Part I deals with the general aspects of the task before the Commission, the organisation of the more important Departments of Administration and the new Service Structure, as well as examples of its application to several departments and Services. Part II deals with Allowances, Amenities and other connected matters. Part III deals with the financial effect of our recommendations.

8. The Report also includes a joint Minute of Dissent by two Members—namely, Mr. G. Mueenuddin and Mr. Ali Asghar. Another Member, Brigadier A. K. Akbar has made certain cautionary observations, which are also included in the Report. We would like to place it on record that the Minute of Dissent has been written after extensive discussions, in which the possibility of reconciling the varying points of view was fully explored. This is true also of Brigadier Akbar's observations.

9. It is appropriate that we should here record our appreciation of the work of our Secretariat, headed by the Secretary, Mr. Muzaffar Hasan, T.Q.A. A great mass of material had to be collected and digested, after due classification, in the time at our disposal. It has only been by devoted labour, working much over the prescribed hours, that they have been able to keep pace with the programme set for the finalization of the work. We owe them a deep debt

of gratitude, one and all, and in particular, we select for mention the assistance we have received from the Secretary, Mr. Muzaffar Hasan. He has appreciably expedited the accomplishment of this great task, by thorough and painstaking study of the vast volume of material which came before the Commission and by showing high efficiency in method and organisation. In both respects, he has been ably assisted by the staff, of whom we may mention only the superior sections, viz.—

Deputy Secretary :

Mr. Mohibullah.

Assistant Secretaries :

Mr. Saqib Athar.

Mr. Tanzim Husain.

Mr. Iqbal Ahmad Siddiqi.

Mr. M. A. Haq.

Mr. Khalilur Rahman.

Mr. M. A. Kureishy.

Research officers :

Mr. Iqbal Ahmad.

Mr. Nazar Husain.

Mr. S. Iqbal Ahmad.

PART I
SERVICE STRUCTURE, SALARY SCALES AND OTHER SERVICE
MATTERS

CHAPTER I

THE TASK IN THE LIGHT OF THE NEW CONSTITUTION

By the promulgation of the new Constitution on the 1st March 1962, and with the aid of lucid and powerful interpretations given by the President in his speeches made then and later, the definition of the tasks before the Commission has become simplified in a marked degree. The terms of the Constitution, as explained by the giver, namely, the President, emphasise and place beyond doubt that the first objective of the State of Pakistan, which is an ideological State is to adhere unflinchingly to its ideology, namely, the ideology of Islam. From the very wide range of concepts thus adumbrated the President selected for mention, as a duty of the people and the Government the following, namely, "to gain unity, equality, brotherhood, and social and economic justice". Next in order of importance, he has placed "the security and stability of Pakistan", and to illustrate the essential problems and the difficulties involved, he mentioned the following facts, namely, the division of the country into two widely separated parts, the existence of "regional, ethnic and linguistic pulls" and certain other natural tendencies leading to "jealousies and frictions", and he also gave the solemn warning that "East Pakistan and West Pakistan can remain free and sovereign only if they remain together". The third aspect upon which the President laid emphasis was the duty to advance the country in a material sense, one important result from which would be gain in prestige abroad and the assurance of uninterrupted peace at home. Among the efforts which he thought necessary for the achievement of this aim, he mentioned in particular the need for wide-scale and radical reforms, for the elimination of "customs and attitudes inherited from the stagnation of past centuries", and the awakening of the masses from their ancient inertia towards realization of their present-day rights and responsibilities. Again, and very appropriately in relation to the subject of economic activity and fulfilment, the President emphasised that the society to be created was one in which there is "social justice, awareness and discipline", and where the climate is favourable to "free and uninhibited equality of opportunities for all in every walk of life". At this point in his Manifesto of the 23rd March 1962, the President made a declaration of the highest importance, which we shall reproduce in full. He said :—

"Fortunately our people are endowed with all the qualities which go to make a sound and sensible nation. All that they require is suitably adjusted institutions to release their creative energies effectively".

Proceeding from this point, he made a declaration that the corner-stone of the political system of Pakistan was to be democracy and that the essence of democracy, namely, the "spirit of equality, fraternity and mutual constitution which Islam enjoins upon us" was an article of faith with the people of Pakistan. He mentioned the Basic Democracies upon which the structure of democratic institutions was to be built, and declared it to be a duty "to sustain these institutions". He stressed the duty lying upon the intelligentsia to undertake responsible leadership and to set standards for others by furnishing examples of "patriotism, discipline, integrity, austerity and hard work". He then set out under a number of heads the duties which were to face the elected representatives of the people when they assume office, as they would shortly do.

and though all these injunctions are of the highest importance, we select for mention those which are directly relevant to the task which is placed before us. The President said that one of the principal duties of the elected representatives was to "weave unity out of diversity". They must help to maintain "strong and stable Governments, strong and perfectly armed forces, clean and quick administration, and cheap and easy justice". It was for them also to introduce "far-reaching reforms in the teeth of social prejudices and powerful vested interests". They have also "to plan and promote gigantic programmes of multi-dimensional development, to keep pace with the galloping rate of all-round human progress". The President at the conclusion gave to the elected representatives a motto, namely, "Service, Love and Glory of Pakistan".

2. In a later address delivered on the 28th March 1962, the President spoke again of these matters, declaring that the entire endeavour of the Government, by its reforms and its economic planning, by the constitutional and administrative system which have been adopted, and *by the philosophy which it professed*, was to work to a single end, namely, the "Service, Love and Glory of Pakistan". Referring once again to the difficulties, of historical as well as geographical origin, with which the people and the Government of Pakistan were faced, in their effort to gain integration and unshakable stability, he made the following penetrating analysis of the historical causes underlying certain of these difficulties. He said :—

"Nothing mars human character more than the traditions of feudalism, tribalism, and long colonial rule which singly as well as collectively generate a climate in which
pretence supplants realism,
suspicion destroys trust,
pettiness clouds generosity,
greed overrides good sense,
jealousies oust healthy competition, and
self transcends everything else,
breeding either downright conceit or a paralysing sense of inferiority complex".

There is a wealth of meaning in this thoughtful statement for us who are engaged in the task of devising Service structures to accord with the purposes of our new Constitution. It is true that in the chapter on the Services contained in the Constitution, there is no delineation of the duty falling upon the Services in connection with its implementation, but that was entirely unnecessary. All those who are an integral part of the governmental machinery of Pakistan are under a high duty to fulfil the requirements of the Constitution to the letter, and more important still, to maintain its philosophy and the ideological spirit on which it is based.

3. The requirements are set out plainly, in terms admitting of no doubt. The spirit of the Constitution appears also in express words. It is desirable that we should enlarge a little upon the meaning of those passages which embody the ideology, as we interpret them. In doing so, we bear in mind the exposition of the Constitution and its purposes by the President himself.

4. When in the Preamble, the Constitution declares that "Sovereignty over the entire Universe belongs to Almighty Allah alone, and the authority exercisable by the people is a sacred trust", it speaks with a strength which is above all earthly authority. It places the "authority exercisable by the people" above all other mundane authorities, thus making it the *supreme* authority, or in a word "the State" and at the same time, enjoins that this authority shall be a "sacred trust", in other words, that it shall be used as one uses the things that pertain to God. The Preamble prescribes, in plain words, the agency through which this authority is to be exercised: "the State", it says "should exercise its powers and authority through representatives chosen by the people", in implementation of the declaration that Pakistan is to be a "democratic State". We read in this an injunction that the people should be alert to keep the "powers and authority" of the State exclusively in the hands of their "chosen representatives". We see also a direction to ourselves, in our task of reconstructing the Services, viz., a direction to ensure that from the existing structure, there shall be eliminated all machinery by which the "powers and authority" exclusively pertaining to the "chosen representatives" is being exercised, under antiquated or colonial conceptions of administration, by persons or groups inside the Services. We conceive it to be our duty also to provide such a structure as will keep all the Services, and all members thereof, how high soever, in their proper places, as instruments to aid and obey the "chosen representatives". The mere fact of a requirement that a Service man must obey the orders of a political superior is not in itself a sufficient safeguard against the danger of usurpation of power as the case of the German Civil Service exhibited so clearly in the century which preceded the downfall of Germany in the Second World War.

5. This case is deserving of study by all those who, like ourselves, are required to adjust the working of an efficient Civil Service to the requirements of a political or democratic State. After the collapse of Germany in 1945, the Allied Occupation Authorities carried out a careful enquiry into the causes which led the German people to accept the monstrous doctrines of Nazi totalitarianism, to adopt war as an instrument of world hegemony, and to undergo without complaining, the extreme sacrifices that war entailed from the point of preparation right up to the bitter ending in a prolonged series of reverses, culminating in hollow defeat. They came to the conclusion that the "success of the Nazi Regime was largely attributable to the Civil Service". The causes are to be found in a long history, in which it is possible to trace, stage by stage, the process by which the administrative machine in Germany grew in strength and power until it eventually became identified with "the State". The first steps towards establishing a Civil Service in Germany date back to 1650, and were the first ever taken in Europe. The need was felt for a familiar cause, namely, to link together by administrative means, the scattered territories of the Prussian Emperor. Men of the right intellectual and social stamp were selected to be officers of the Emperor, and by extensive training and a rationalized system of graded posts were knit together into a Service. Over a period of centuries, the Service developed a high tradition and pride in the maintenance of its standards, and inevitably, it also developed into a caste system. The age was one of authority, and this tone suffered no change because of the conquests by Napoleon, for the system he introduced into France, and which was instantly imitated by the countries he had conquered, was equally based on authority. It is a matter of record that by the impact of the authority

exercised by the Emperor's Civil officers in Germany, the self-governing institutions in the imperial territories suffered set-backs over the centuries, thereby causing an atrophy of the urge towards democracy, despite the existence of a number of striking examples, notably those of Great Britain and the United States, elsewhere in the world.

6. About the middle of the nineteenth century, a new trend appeared in Germany, *viz.*, the political philosophers developed the doctrine of the absolute power of the "State", *vis-a-vis*, the individual subject, who ceased to be regarded as bearing any part of the national authority. This dichotomy led to intensification of power, in the governmental machine, namely, the executive, with the Emperor at its head, and a corresponding surrender of independence by the people. The Civil Service enjoyed a just pre-eminence by intellectual ability and administrative efficiency. The law allowed its members to sit in the Diet, which was the national assembly, and thereby Civil Service influence spread among the legislators. It already possessed a hold in the academies of which its members were the fine flower. It was a natural development which the German philosophers from Hegel onwards portrayed in their new theory, which, briefly, identified the "State" with the agency which exercised public power, namely the Governmental machine. The interests of "the State" ceased to be connected with the individuals comprising the State, and became the exclusive concern of the Governmental machine. A philosophical basis was thus furnished for the progressive restriction and final denial of human rights which was the distinctive feature of the short reign of totalitarianism in Europe. But a World War of colossal dimensions, bringing misery to hundreds of millions, was necessary before the disease was eradicated, and in the process, the country of its origin was brought to the very verge of destruction.

7. It is impossible to find a clearer example of the dangers which beset a people if they allow the power which rightly belongs to them, to be transferred absolutely into the hands of a section of the population. A people who have never known self-government, and are naturally amenable to irresponsible rule, may never even feel the loss of their power. Where the power is taken from them by a body of men enjoying admitted pre-eminence in intellect and practical ability (to which, as in the case of Germany, personal morals may also be added), such a people, say, an ex-colonial people may even regard the change as a blessing. We in the sub-continent are familiar with the nostalgic references made by persons in all walks of life, to the period when all the powers of the State were exercised for their benefit by British members of the Indian Civil Service. Fortunately, the tradition of the British, who dominated that Service till the close of the British period, was favourable to self-government, notwithstanding that it needed much pressure from those they governed, before the British relinquished their rule. The circumstance operated in aid of the development among the people of natural aptitudes for self-government. This was the reverse of the process which had led in Germany to the establishment of complete "sovereignty" in the administrative machine. However, the development was uneven in the sub-continent, for the public pressure was directed towards the upper seats of power which the British continued to occupy, and in the process, the democracies at the level of the village, the city, and the district languished for lack of attention both by the politicians, who felt no direct responsibility for them so long as the British retained their rule over India, as well as by the British rulers themselves, whose pre-occupation lay in the retention of their hold on power at the top.

8. A second fortunate aspect was that when the British abandoned their rule, they took their administrators with them. These were men notable for high intellectual status, and great capacity for practical administration who enjoyed a high reputation for personal morality. If they had been nationals of the country, with affiliations among the academic classes as well as the politicians, the conditions would have been very similar to those which, aided by natural submissiveness of the population, led in Germany to the people losing their human rights, by having first lost their own soul, and eventually being brought to the verge of destruction through over-weening arrogance in their Governmental machine. But when the British left, they left behind a section of the Indian Civil Service, composed mainly of nationals, yet imbued with the same tradition, and, in the light of what we have said above, it is for us a matter of deep concern to ensure that the constitutional requirement that the authority of the State shall be exercised "through representatives chosen by the people" namely, that there should be *real self-government*, is not defeated by feeding the people with *good government*, on the principles derived from the period of foreign rule. We have, in this connection, to bear in the forefront of our minds that good government as opposed to self-government is a thing of imposition, and that besides the mischief of having abstracted power from the people, it contains also the vice of placing the people under the direct rule of persons who of necessity are power-symbols in themselves. To which the corollary should be added that in a case where the power-symbols exist, even though they may represent no one but themselves, the appearance of one greater than themselves who will bend them to his will, as the price of their continued retention of their character, is much to be feared, and the last state of such country will be a great deal worse than the first.

9. In the Preamble, reference is made to Islamic principles as being the foundation of the democratic State of Pakistan, and it is enjoined that "the principles of democracy, freedom, equality, tolerance and social justice, as enunciated by Islam, should be fully observed in Pakistan". The Constitution provides a machinery to enforce these provisions. By Art. 199—206, provision is made for establishment of an "Advisory Council of Islamic Ideology", whose functions resemble in essential respects, the advisory functions of the French Conseil d'Etat. All legislative texts and important administrative regulations are, by law, required to be submitted to the French Conseil d'Etat for advice to the Administration, and for this purpose, the Conseil d'Etat holds plenary sessions of its General Assembly once a week. Under our Constitution, reference to the Advisory Council of Islamic Ideology may be made, in respect of all laws, and not only those having a religious aspect. But, unlike the position in France, the requirement of reference is not general. References may be made by the Legislatures and by the Executive Heads at the Centre and the Provinces as to whether "a proposed law" offends against the "Principles of Law-making", which embody, in the main, the recognised Fundamental Human Rights, under the over-all provision that "no law should be repugnant to Islam". At the same time, the responsibility of ensuring that a proposed law does not violate these principles is placed on the Legislatures; subject, of course, to the power of assent reserved to the Executive Heads. If the term "law" be understood to include statutory rules made under law for the guidance of the authorities operating those laws, then indeed the provision is comprehensive, and will aid in ensuring that all new legal instruments have the

quality of conformity with the relevant principles of Islam, as well as with Fundamental Human Rights.

10. Our principal concern is with public servants, and in this context, with their actions in relation to members of the public. Article 2 gives the individual a guarantee that he will live under the Rule of Law, in respect of his life, liberty, body, reputation and property, and of his freedom of action. Articles 7 and 8 introduce and give effect to "Principles of Policy", which apply not only to each organ and authority of the State, but also to "each person performing functions on behalf of an organ or authority of the State". These Principles of Policy cover a wide field, and include a number which are directly relevant to our functions. One of them relates to "national solidarity", to which we have given particular attention in formulating our proposals. We have not dealt at any great length with the position *vis-a-vis* the services of the Minorities, the Backward Peoples, or the Under-privileged Castes, but we have examined the conditions which would enable public servants, through education and training, to participate more fully, that is to the full extent of their natural ability, in the public Service, which is a matter included in Principle of Policy No. 6. Among other Principles, we are required to take particular account of Principle No. 15 which lays down that "disparity in the remuneration of persons in the various classes of the service of Pakistan should, within reasonable and practicable limits, be reduced". We have been reluctantly compelled to reach the conclusion that under present conditions, with massive development works in hand, requiring the engagement in many instances of foreign experts, the emoluments of the officials in the directory cadres of public service, who are required to possess high educational and technical qualifications, and are expected through the agency of workers of whom large proportion are at the best semi-literate in the vernacular, to produce results according to the best foreign standards, cannot safely be reduced. On the other hand, the retention in the national service of those Pakistanis who possess these qualifications is a matter of daily increasing difficulty, owing to the pull exercised by foreign countries where the value of such qualifications is fully appreciated and remunerated in economic terms. The tradition of colonial rule is to reserve the highest remuneration for the "power-symbols", namely, those to whom the administration of the conquered territory on the civil side is entrusted, and these have hitherto in the Sub-Continent been non-specialist officers, whose success lay in their capacity to constitute and operate a "governing corporation" or "board of directors". An independent country, if it values its independence, has to discard such an incubus, and in the process to diversify functions and equalise remuneration over the entire field of public service, in its various branches. But the possibility of equalising by reduction has long since receded into the background. The cost of living has had a continuous upward swing since the end of the Second World War, and this includes the cost of education, in particular of high technical education, which can only be obtained abroad. Therefore to maintain the previous proportionate differences between the salaries admissible to the Superior Administrative Service, namely, the Civil Service of Pakistan which has replaced the Indian Civil Service, and those of the Superior Technical Services has been found impossible, and the only practicable alternative has been to provide salaries for the latter on an equal scale with the "administrators".

11. The duty of providing for equality and brotherhood as well as of treating all alike with equal justice, is applicable to us in respect of all the Services at every level, and we have endeavoured to fulfil this duty by providing in a general way for seven separate classes or Groups, divided according to the nature of the work and the qualifications required. This classification is applicable to all the existing Departments of Government, although the full set of seven may not be needed in all cases. Salaries in each Group have been standardised. In implementation of the President's precept to provide "free and uninhibited equality of opportunities for all in every walk of life", we have provided that by possession of qualifications which are the minimum for the next higher Group, an ambitious public servant may gain a place on a "Special List" in his own Group which will give him a chance of rising into the next Group at a young enough age, so that by repeating the process, he can before he retires, rise to an honourable position in a group two places above that which he entered, and this will be on the basis of sheer merit. We have given thought to the machinery which will ensure that merit shall be the sole test, and in the chapter on Personnel Management, we have indicated what might be the minimum provision in this respect.

12. One requirement, on which we have laid stress, is that of providing in-service training, both in order to improve the working standards of departments, as well as to equalise opportunities of gaining promotion for all employees. We have borne in mind that our country is most inadequately equipped with training facilities, particularly in the technical fields. It is not possible, and may often lead to unfairness in distribution of patronage, if the possession of a precise standard of qualification be insisted upon, particularly if the standard be set high. It is necessary to guard against the development of monopolies in any field of public service in favour of a particular region where necessary training facilities are available, or particular communities which may possess the means to procure the training. It is necessary too to realise that up and down the country, throughout the public services, the men who have been carrying the heat and burden of the day since the Partition, at first under conditions of desperate difficulty, which have only partially eased over the past ten years, have been mostly under-qualified persons. They filled the places left vacant by the *en masse* emigration of Hindus and Britishers, their lack of qualification was through no fault of their own, for in Undivided India, they mostly had no prospect of attaining these positions; yet, they held them, and that Pakistan holds today is a proof of the victory which they won against heavy odds, not the least of which was the absence of previous training for the work they were suddenly called upon to do. It will not be in the way of justice to deny these men the rights which ordinarily go with the performance of the tasks they undertook. As the President has said, with deep insight

"our people are endowed with all the qualities which go to make a sound and sensible nation".

Among these qualities, one which stands out in the public services, is that of doggedly overcoming one's own handicaps for the fulfilment of the nation's service. It is a quality which encourages the belief that by an intelligently devised system of in-service training, coupled where necessary with outside courses in theory and techniques, it is possible to produce in every department first class officials from the average basic material that is available. There is no good reason why anyone in the public service should be, or should remain, under-graded, if he is put in the

way of proving his aptitude for higher tasks, by in-service and special training. This, in our opinion, is the answer to the problem of dearth of qualified men for the intermediate positions. It would be a grave injustice to those who have been carrying on the work through many difficult years with a high measure of success, if they were permanently held down in their grades, so as to leave the upper positions vacant until qualified men are available. That process is a slow one, and in the meantime, the charge of injustice to the good and faithful worker looms larger day by day.

13. The most striking inequality which we have observed is the great discrepancy between the promotional chances of officers in the Civil Service of Pakistan and other officers of the top ranks in the Specialised Services. It is wrong to suppose that the latter have either inferior education or lower intellectual capacity. The courses which they pursue to gain the necessary qualification are in length and intensity of study, at least the equivalent of double graduation. Through inadequacy of institutions, entry is on a highly competitive basis. The length of their courses, which in many cases are prolonged by higher studies abroad, is such that when they enter service they are usually older than the C.S.P. entrants of the same year. Yet, they have to bear the chagrin of seeing their brothers in the C.S.P. starting with better pay and higher status than themselves, to gain under the existing conditions, often in less than 15 years of service, positions of Joint Secretary or Commissioner of Division, which are above the highest positions to which they themselves can ever aspire.

14. The special conditions which favour rapid promotion in the C.S.P. will be separately dealt with. Here, we may say that in our opinion, the cause of this inequality is to be found in the continuation of a system of "antiquated or colonial rule". The system of sending agents of the Emperor to rule conquered territories is as old as time, and at least from the time of the Romans, the main functions which these agents performed were those of collection of revenue, and administration of justice, including law-and-order. The East India Company, when it assumed direct rule, followed this plan to the letter. Their Indian Civil Service was built up of persons who were trained through the exercise of these functions in the districts, where they ruled as virtual kings, enjoying primacy over all other functionaries. The central functions of administration at headquarters were entrusted to these very officers, at a later stage in their service, and in due course the practice developed that Provincial Governments were composed exclusively of these officers, holding reserved posts in the Secretariat as well as in the advisory council of the Governor, and in most cases, the Governorship as well. At the capital, in the Government of India, the same condition obtained, except that one or two of the specialist Memberships of Council were occupied by specialists, and the Governor-General was a direct political appointee from the United Kingdom. By a tight system of reservation of posts in the field of general administration, in the Secretariat, and of Members of Council, there was built up a true "governing corporation" composed exclusively of the I.C.S. Thus it came about, in natural evolution, that the I.C.S. cadre in a province was always referred to as the Commission for that Province, i.e., a body which was commissioned to govern that Province. It also resulted that, with the advance of the country from primitive conditions to a stage of civilisation, over a period covering some 150 years, the I.C.S. at the helm of administration, was responsible for setting up, and

delimiting the functions of, each of the Specialised Services in the fields of engineering, education, medicine, etc. The inferior position of all these Services *qua* the I.C.S. during the period of British rule is therefore easily understandable, but what is less acceptable is that with the departure of the British, the concept of the "governing corporation" should still be carried on, to the great discontent and discomfiture of the Specialised Services. Whatever feelings they may have retained in relation to the old I.C.S. which was predominantly British, in the period of British rule, they can hardly be expected to react otherwise than violently to being retained in a position of permanent inferiority to persons of their own nationality, in whom they find no marked superiority of ability or education, coming as they all do from the same stock through the same academies. We shall presently deal with the texture of the present C.S.P. in respect of intellectual attainments. That is, of course, not the sole criterion for pre-eminence, though it must be admitted that a good many of the other criteria also disappeared with the departure of the British element. But it is manifest that the Specialist Services have reached maturity, and can rightly claim to be relieved of their post-natal burden of tutelage. We have given thought to this difficult question of providing, at the same time, equality throughout the Services as well as a co-ordinating machinery at district and divisional level to act as the main governmental agency for the presentation and prosecution of developmental plans, through the various specialised agencies. This is a necessary corollary to the abandonment of the technique of a "governing corporation", and we have had also to consider how the machinery to replace it can be adapted to meet the expanding needs of the country, in its march towards modernisation.

15. We have been struck by the extent to which the requirement, in the field of administration, has changed since the departure of the British rulers. A static condition has been overrun by fierce dynamism, as if the passengers in a crowded ship in mid-ocean, were suddenly to find that skilled captain and crew composed of foreigners, had disappeared, and at the same time every door and window and hatch had been thrown open in the middle of a raging storm. The occasion found the men to assume charge of the controls, with sufficient initiative to adopt necessary measures for the security of the ship of state, so that it rode the storm. But the loosening of shackles and the breaking of bonds brought about a great upsurge and ferment among the population. Their taste of a small measure of liberty led to an immediate demand for the final freedoms. Their discovery of their natural human powers, sharpened by a lively desire for continued existence brought about greatly increased activity, both individual as well as corporate. The need arose for powerful measures to regulate the display of this abounding vitality. The State was called upon to increase its activities in all social spheres, in the way of participation, guidance and regulation, endeavouring on the one side to safeguard and forward the public interest, and on the other side, to guarantee the rights of the individual. Mere observance of "passenger regulations" was no longer sufficient, and the people's leaders and the public servants were obliged to meet much wider requirements than the mere maintenance of discipline, and exaction of sufficient revenues to pay the cost of government.

16. A simple illustration will show how widely the approach of the administration to these problems has changed since British times. To the end of the days of British rule, when a Governor had to be found for a Province, the choice was confined to a member of the Commission of that

Province, due regard being given to seniority, and the requirements that he should have been a good "handler of men and situations" in field of general administration, have had acquaintance with the over administration of the Province through the Provincial Secretariat, and should have been thoroughly imbued with the policies of the Government of India, which were formulated in close consultation with the India Office in London. Aptitude for dealing rapidly with files was assumed, but tact in relations with Indian politicians was sought for. The task was to retain the people in a state of quietude and resigned acceptance of "good government" administered mostly by foreigners, in the foreign interest, and if a Governor could also in a period of five years, leave his name behind to adorn a hospital here or a railway bridge there, his regime would have earned full marks.

17. Today, the choice is made on totally different lines. For a Province where industrial development needs to be accelerated, where the harnessing of water power and power from mineral sources is essential for this purpose, where the railways have to be reorganised and brought to a recognisable state of efficiency, a Governor is not to be found by merely going down the list of senior Civil Servants of the general administration. Such a man has recently been found for East Pakistan. His official career was spent in the Railway service. The need is for an expert, with the added qualities of management; not for a mere general manager, with no expert knowledge, for such a man would only hamper and delay the progress of development by interposing his ignorance and his notions of personal prestige at every stage. It follows directly from the President's injunction to

"plan and promote gigantic programmes of multi-dimensional development, to keep pace with the galloping rate of all-round human progress"

that the hope of the administration of the future lies in the "administrative technocrat", the man equipped with intellect, education, and ability to conceive of a plan of development, with the aid of modern techniques and machinery, and also with a natural aptitude sharpened by training, both academic as well as practical, for co-ordinating the activities of his co-workers in the enterprise with success.

18. The trend is so obvious, even in our present state of development, that it is hardly necessary to strengthen the proposition, novel though it may seem in the presentation by reference to the practice in more modern States. Prof. Chapman in his admirable work "The Profession of Government" has said that a most important task of modern Government is

"to create a new group of administrative technocrats who are at home in both fields"

i.e., in specialist techniques as well as in administration. Among the leading countries in this respect are Germany, Switzerland and Italy, but the writer singles out France as the country which is outstanding in its successful production through the Ecole Polytechnique, supplemented by special courses at the National Schools, viz., (1) of Roads and Bridges and (2) of Mines, of a "unique corps of technocratic administrators which has left a profound mark on French administration". They are, for instance, the backbone of the nationalised industries. As a part of their professional training, these engineers, after qualifications,

are put, carefully and deliberately through courses designed to fit them for posts "of higher management and administration". Having raised these specialists to be successful administrators at the highest level, it would be surprising, and frustrating to the point of negation, if they were denied status and prestige consonant with their achievements for the nation. In modern States

"the head of a government's architectural service or its chief medical adviser at the head of the State medical service, has an authority and prestige quite comparable to that of head of a ministry".

This is another field in which, through the weight of its history, our country has been following the British tradition, and it is therefore of importance that we should reproduce what Prof. Chapman has to say on this subject. Stating that in the field of "administrative technocracy", England suffers a "unique disadvantage", he traces the cause to the emphasis laid in that country on

"the strange division between science and the humanities, a system based on the temporary nineteenth-century need to produce proconsuls from which she has never recovered".

It is appropriate to recall here the injunction of the President

"to see that customs and attitudes inherited from the stagnation of past centuries are eradicated"

and the further injunction

"to induct far-reaching reforms in the teeth of social prejudices".

We take the meaning to be that the occasion is one when the march of the nation is not to be delayed by the fear of disturbing certain groups of officials in the enjoyment of their existing dignities and powers, whether personal or corporate, for it is not to sustain these that the State of Pakistan has been called into being, nor is the new Constitution given to Pakistan for any such purpose. The attitude of complete reliance on a "Generalist" as the sole agent of Government, and the symbol and repository of governmental power is based on out-dated theories, designed to meet conditions which have long since passed into oblivion. To continue in this attitude, and enforce it in practice, can only serve to perpetuate a series of "unique disadvantages" from which the country is suffering.

19. In the course of modernisation, public servants in Western countries have, within the last 50 years, become, in the words of Prof. Chapman,

"Self-governing, self-administering groups, insulated from outside interference, whether social, political or judicial".

In several countries, there are Civil Service trade unions, but in every country, the civil servants have gained the right to be consulted on questions of training, promotion, discipline, etc., through the technique of councils at different levels, which may be partly composed of officials nominated by the Minister. The Councils may be advisory, or they may have independent disciplinary power, e.g., in Italy, under a recent statute, each Ministry has a final disciplinary Court, composed of three

high officials. A feature of some of these Councils and Courts is that they are composed exclusively of members of the top service, the middle and lower ranking officials being excluded. The developments in England, *viz.*, the 'Whitely Councils, have apparently become widely known in service circles in Pakistan. We have received demands for setting up such Councils from a number of service associations. We have not thought it either possible, or necessary, to carry our recommendations to the granting of autonomy to the extent practised in England. The practice at present followed in respect of every Service is laid down in elaborate statutory rules both general as well as sets of rules for particular Services. Such rules are provided for in the new Constitution, and through use over a very long period of years, they have gained a thoroughly practical shape, so that to associate representative public servants with the operation of these rules would appear to be unnecessary. Occasions for the enforcement of discipline are of rare occurrence, and we have thought fit to provide against the complaint of victimization, by providing for association with the enquiry, at the initial stage, of an official of equal status with the person held in fault, and that the enquiry itself should be conducted by a judicial officer. Here, again, the question of subordination of one Service or a number of Services, to another Service, *en bloc*, requires to be examined. As the Superior Services in Pakistan are constituted, they form an integrated group, which can rightly claim autonomy, in the modern mode. Anything in the way of interference with their service career or rights by members of another Service would run counter to this position. There are such conditions in existence, and in making our recommendations, we have borne in mind the need to eliminate them as far as possible.

20. A major problem, arising out of present conditions, is that of corruption. We have been told that no Service in Pakistan is today able to claim that its officers are free from this disease. In the period of British rule, such a claim was made, and could rightly be made, in favour of the Indian Civil Service. (It was, of course, made in respect of all British officers of the Superior Services generally). That was a factor in justification of the pre-eminence enjoyed by that Service, and we regret to note that, along with some other criteria, this feature should also have disappeared. A few weeks ago an official hand-out by the Anti-Corruption Department included among the list of officers, against whom the Department had taken action for corruption, mention of three C.S.P. officers. The circumstance necessarily weakens the claim for continuing the pre-eminence.

21. The subject of corruption has many angles, under-payment being only one of them. A necessary element in exaction is irresistible power, and where the authority of Government has been exercised through power-symbols over a period of centuries, the resistance to such exaction is naturally far to seek. Much is to be gained in this respect by the elimination of government through power-symbols. From a number of official witnesses, we have heard the opinion, that the *danda*, meaning, literally the stick, but figuratively the art of "twisting the tail" by the irregular use of authority, is still necessary in the rural areas. It is difficult to say whether the demoralisation of a people is more easily accomplished by simple tyranny, or by persistent and uninhibited abuse of power, under forms of law. That question need not concern us, for our function is to provide a structure for the Services which is adapted to

produce a State conforming to the ideology of Islam, in which, in the words of the Constitution,

“the principles of democracy, freedom, equality, tolerance and social justice, as enunciated by Islam, should be fully observed”.

We are not impressed by the argument that the *danda* is to be used for the good of the people themselves. If it had to be employed, under British rule, when the people were leaderless, to enforce vaccination against smallpox or cholera, to enforce destruction of rats in times of plague, to oblige recalcitrant money-lenders to agree to the debts of agriculturists being “conciliated”, the justification lay in the inability of the rulers to move the people to their own advantage, and that was a poor enough excuse. But it is well-known that too often, the *danda* was employed to subjugate the man whose consciousness of his rights placed him in the ranks of the “arrogant” whom the rulers, then foreign, could not tolerate. The change to indigenous “rulers” makes no difference in this respect. Two evils appear at once. Firstly, there is the usurpation by established civil servants of functions belonging to the people’s leaders, by (a) deciding what is good for the people and (b) eliminating the procedure of gaining consent by persuasion. The mischief is enhanced by the fact of the oppression being practised by a national, and even more, by the demoralisation of the people’s leaders. Particularly when the Basic Democracies are engaged in assuming their task of local leadership, such interference is calculated to produce a blighting effect. Short-term results may perhaps be achieved by such perversion of legal powers and often judicial powers as well, but the second evil, namely, the damage to the character of the people, and the ideology of the State will be incalculable and so long as the system of “government through power-symbols” continues, it can never be repaired.

22. But to remove the fear-complex from the minds of the people is not, by itself, sufficient to rid the country of corruption. The march of time, though late by three quarters of a century in the Sub-Continent, is bringing about in Pakistan the same conditions which, in 1870, obliged every country on the Continent of Europe to give thought to the increasing problem of control over its public servants. There is rapid increase in the scale and scope of public services. The administration and the citizens are being daily brought into closer contact with each other, as the tempo of general industrial and commercial activity rises. From a nation which existed to produce raw materials and to consume in quietude the manufactured goods of Europe, principally of England, Pakistan is rapidly being converted into a self-sufficient country, whose nationals are manufacturing most of their needs for consumer goods, and are busy making up the deficit by expansion of industry. Heightened activity in the field of commerce, both domestic as well as international, has followed since the entire trade has now come to be controlled by nationals. The needs of planned development and of utilising foreign exchange earnings to the best advantage under adverse terms of trade require the imposition of controls at all levels, and the rule of “permits and licences” holds sway in this field. There is increase in the scope and intensity of taxation to meet the expanding budget of expense, and growing staffs interfere and probe more closely into the private and commercial affairs of the tax payers. The days when land revenue came into the Treasury by a process so automatic and painless that Collectors of Districts could also function as Collectors of Income-tax

are long since past. The agriculturist remains largely free from interference, except where he grows cash crops, or in areas of fluctuating cultivation, but there are among them too, a number who pay agricultural income-tax. As for the urban money-earner, his contacts with the authorities, at different levels, are many and of infinite variety, except in one respect, namely, the opportunity which each contact offers for exaction of illegal gratification from him.

23. In the early and uncomplicated days, when the British held sway, and the attributes of rulership over the Sub-Continent were entrusted to the Indian Civil Service, the existence of that Service, composed mainly of able and honest officers, aided by the pre-eminence which it enjoyed over all other Services, was a sufficient guarantee to the people against, at any rate, wholesale corruption. Even that control was visibly losing its efficacy during the later years of the Second World War, which saw a vast increase, under Government encouragement and regulation, in the commercial and industrial production of the country, to meet War needs. But that expansion has been multiplied many times in the fifteen years since the British relinquished their rule, taking with them their own safeguard against the excesses of public officials towards members of the public.

24. There is a vacuum, and we have been concerned to examine how it can best be filled. The device, adopted early in the life of the country, to give the Superior Courts prerogative powers to confine public officials within their proper limits by the method of writs has proved at least as inadequate in Pakistan, as it was already known to be in Great Britain, from which country it has been copied. Time and again, cases of patent injustice have, after lengthy and expensive proceedings in the Courts, been found to be not susceptible to judicial interference because there was no violation of law. The mischief may be done, and is generally done, in the field of discretion enjoyed by the authorities, where they are subject to no guidance or control. That is the field which, in the United States, the Administrative Courts fill with rules of due process and principles consonant with justice. In France, the Administrative Tribunals deal with thousands of cases of this kind every year, employing inquisitorial agency to obtain full information for the exercise of their power to annul administrative acts and decisions on the ground of excess or abuse of power. In the process, they have been, for over 160 years, defining principles and laying down procedures, consistent with justice, and with the watchwords of the French Revolution "liberty, equality, fraternity", which serve to guide the public servants and control their actions.

25. As we have said, there is a lesson to be learnt from the adoption by Continental Europe of the system of administrative tribunals, commencing about the year 1870, when the relevant conditions were in Europe not dissimilar to those obtaining now in Pakistan. There are wise and able English writers who today, in plain language deplore the absence of such controls in the administration of Great Britain. The feeling we have is that a system of this kind adapted to the circumstances of Pakistan would have a market effect upon the incidence of corruption in the public services. For, it must be admitted with regret, much of this corruption is organised, in the sense of being a practice requiring the co-operation of officials at all levels in a department. To expect eradication at the hands of the heads of the department, or to expect relief by complaint to any person or body within the department is

entirely idle. The recourse must be to a high-powered and independent tribunal, armed with inquisitorial powers, whose decisions, since it will be a part of the Executive and situated close to the apex of the Executive, will be respected and executed in letter and in spirit by the Executive. The system of catching now and again a stray official, generally one who is ignorant of the occupational risks which attend the taking of bribes, and bringing him thereafter before the Courts, is incapable of reaching down to the foundations of the widespread corruption which is known to exist. In this report, we have indicated how a beginning might be made towards establishing a thorough-going control over officials, up and down the country.

26. Here we may take the opportunity of referring to Articles 7 and 8 of the new Constitution, which introduce the Principles of Policy which are to determine the actions of governmental authorities and officials. Article 8 lays down that the authority or person taking action, is responsible for "deciding whether any action * * * is in accordance with the Principles of Policy", and that the "Principles of Policy" shall not be enforceable through the Courts. We do not read this Article as making every such authority or official responsible to no one but himself. We do not need to enlarge on the very great need for a control to be exercised over all authorities and officials, to keep them within their powers and proper bounds, and to ensure that they deal honestly and equally with all members of the public. The Article may be read as making the Executive, as such, responsible for its actions, in the light of the "Principles of Policy", so that scope is left for correction through an agency provided by, and within the Executive, such as the system of Administrative Tribunals which we have discussed above.

27. There is another antidote to corruption, and that consists of the ideological appeal to the bribe-taker. Such an appeal is contained, in solemn and forceful terms, in the new Constitution and in the President's public utterances as to its purport and content. But the appeal, by itself, is not sufficient if, at the same time due recognition is not given to good service, and men are obliged to spend their working life under conditions of oppression and injustice. The remedy lies, in our opinion, in opening out a career for everyone who enters permanent Government service, and in adding incentives to efficient and honest service in the shape of rapid promotion to those who take full advantage of in-service opportunities. We have endeavoured to provide such a structure that no one, at any level, should be permitted to stagnate in his appointment, only to lower the efficiency of the department, and himself to fall victim to temptations to make good his loss by abuse of his powers. The tone of the entire administration is set, in an ideological State based on justice and equality, by the degree of justice prevailing within it, whereby all its members can enjoy equal opportunities and rights of advancement, so that they give of their best in the service of the State.

28. Amplitude of salaries is not, by itself, a sufficient guarantee against corruption. In fixing the new scales, we have not been guided by any statistics of minimum cost of living or by mere correlation of index numbers of prices. Here and there, service associations have attempted to provide us with burgets to show the expenditure required for maintaining a man with a wife and family. The lowest figure thus achieved, by an association from East Pakistan, where the standard of living and of income *per capita* is markedly low, for a couple with four children, in

the lowest grade of Government service, was approximately Rs. 350 per month, which is about six times the lowest average salary paid at present. The factors by which we have been guided are *firstly*, that with employment opportunities for qualified as well as unqualified persons expanding as the private sector increases its activities, it would be unreasonable for the Government to engage its workers at rates higher than those offered in the private sector, and *secondly*, that the starting salaries need not take into account the burden of a family, as custom still favours life in large family groups, which minimises overheads especially for the younger employed members. We have thought it sufficient to provide scope for officials, at all levels, to rise to appreciably higher salaries, by good work during their early years, and to make it possible for them to gain accelerated promotion, *i.e.*, outside the ordinary career. For the official who will not take advantage of these facilities, we have nothing to offer except that he should not be retained in office longer than is necessary under the rules. Our information is that the age of marriage is generally rising, and the answer to a demand for higher wages to meet the expenses of a constantly increasing family seems to lie in the provision of courses in Family Planning for all officials who cannot cope with the problem otherwise.

29. At the conclusion of this long chapter, we may mention another matter to which we have given attention. It is the existence of a pay differential between the lowest grades of clerks, who sit in comfortable offices, mostly doing "deliberative" work for 35 short hours a week, and the great army of field workers and others, who are engaged in executive work or in the operation of controls or of instruments, in a number of departments, non-technical as well as technical, whose working hours may be as high as 84 per week (for work described as "intermittent") and who frequently, by reason of the nature of their work, have to forego the benefit and pleasure of spending festival and other holidays with their families. A great many of these persons work in direct contact with the public. Such are police constables, railway booking clerks and ticket collectors, telephone operators, etc., and it is their work which determines, to a great extent, the impression which the public forms of the efficiency of the Government, as a whole. It is desirable to attract into this field of public service, a larger number of intelligent and ambitious young men, who at present, quite naturally prefer the easier life, better emoluments, and much better prospects of promotion that are enjoyed by those who enter as clerks in the main departments. We have attempted to provide for this.

CHAPTER II

EVOLUTION OF THE SUPERIOR CIVIL SERVICES IN INDIA UNDER
BRITISH RULE

Our terms of reference require us to examine the structure and organization of civilian services and establishments, viz., the Central and Provincial services and establishments, as also Railway staff and Defence civilians. We are required to review the organization and structure in order to make recommendations for bringing about maximum efficiency and economy in administration.

2. It seems clear that a great deal of rationalization is necessary. The existing organization and structure have received their shape from necessities incidental to the initial establishment and further maintenance of foreign rule. That rule developed in the course of some 150 years, from absolutism, following the earlier Moghul and other indigenous patterns, to a stage approaching Dominion Status in 1935, when the last constitutional instrument was imposed by the British Parliament upon British rule in India. A primary object, secured by numerous safeguards, was implemented by the Government of India Act, 1935, namely, the maintenance of ultimate British control over Indian affairs, and in that control, the Services constituted the main agency. Today that rule is no more, but the Services are retained and have their being on the same precise pattern. In this chapter we shall deal briefly with the origin and further development of the Services, by and through which, British India was administered.

3. In order to understand the arrangement obtaining in Pakistan one has to refer to the Colonial History of the Sub-Continent. The term "Civil Service" was used for the first time by the East India Company which maintained military forces side by side with a body of "merchants, factors and writers" exclusively recruited in England whose functions, with the onward march of the Company's administrative responsibilities, underwent a process of transformation into those of local administrators while the Company's trading activities gradually declined. Thus the civil administration of the country passed by degrees into the hands of those employees of the Company, whose careers were secured by the terms of covenants executed in England, before they left for India, and who were therefore known as Covenanted Servants of the Company. The development which had taken place during about a century and a half of the Company's connection with India appears with clarity in the (British) East India Company Act of 1793, which provided that "all offices, places or employments in the Civil Line of the Company's Service in India shall be from time to time filled up and supplied from among the Civil Servants of the said Company", i.e., the Covenanted Servants recruited in England. The tradition of a *corps d'elite* carrying the full burden of the administration by virtue of statutory reservation of all important posts was already firmly established, by that early date, nearly 170 years ago.

4. Gradually as the responsibilities of civil administration increased, resort was had to the employment of European "agents" and job workers in addition to the Covenanted staff, so that at middle level, locally recruited Europeans, whether domiciled in India or otherwise, came to be engaged. For specialised work such as that of engineers, doctors,

surveyors, etc., use was made of Military officers with the requisite qualifications, under the over-all control of the top civilian officers. It is a matter of record that the first steps towards setting up of an organized Forest Department, were taken by Military officers, whose work was approved and improved upon, under top administrative control of the Company's Civil Service, by a body of trained persons who came in course of time to be integrated into a Service. The same process led to the formation of the other Specialised Services, and it is important to note that in each case, the superior direction which, aided by expert advice from existing personnel in the specialised departments, brought the new Service into being, was provided by the Company's, and later by the Indian Civil Service. It was under the aegis of the Civil Service that all the operative agencies of the administration, as it grew in size and scope, first came into being and gradually assumed a shape and pattern moulded on that of the elite Service. It was entirely natural that these agencies should be content to render the services for which they were created under the over-all supervision of the elite Covenanted Service. The position was confirmed by the reservation of all "policy" posts throughout the administration for the latter Service.

5. The transfer of the Government of India from the Company to the British Crown took place in the year 1858, but five years earlier, an Act had been passed which brought to a final end a system under which since the year 1806 the "Civil Servants of the said Company" had been prepared for their work in India by undergoing a course of training at the famous Haileybury College. By the new Act, entry into the "Civil Service of India" was laid open to all "natural-born subjects of Her Majesty", to be selected by examination conducted by the Civil Service Commission of England. In 1861, Parliament passed an Act, entitled the "*Indian Civil Service Act*" which expressly reserved for "Covenanted civil servants of the Crown in India" all vacancies in posts specified in a Schedule appended to the Act, namely:—

SECRETARIES, Junior Secretaries, and Under Secretaries to the several Governments in India, except the Secretaries, Junior Secretaries, and Under Secretaries in the Military, Marine and Public Works Departments.

Accountant General.

Civil Auditor.

Sub-treasurer.

JUDICIAL

1. Civil and sessions judges, or chief judicial officers of districts in the provinces now known as Regulation Provinces.
2. Additional and assistant judges in the said provinces.
3. Magistrates or chief magisterial officers of districts in the said provinces.
4. Joint magistrates in the said provinces.
5. Assistant magistrates or assistants to magistrates in the said provinces.

REVENUE

1. Members of the Board of Revenue in the Presidencies of Bengal and Madras.
2. Secretaries to the said Boards of Revenue.
3. Commissioners of Revenue or chief Revenue officers of divisions in the provinces now known as Regulation Provinces.
4. Collectors of Revenue or chief Revenue officers of districts in the said provinces.
5. Deputy or subordinate collectors where combined with the office of joint magistrate in the said provinces.
6. Assistant collectors or assistants to collectors in the said provinces.
7. Salt agents.
8. Controller of salt chowkies.
9. Commissioners of Customs, salt and opium.
10. Opium agents.

The Act also provided for appointments to those posts which had been filled otherwise than in accordance with the strict requirements of the Act of 1793 to be reported to the Secretary of State for regularisation. But as to all posts not included in the Schedule, the provisions of the earlier Act were not to apply, *i.e.*, they could be filled by uncovenanted employees either of the late Company or of the Crown. As will be seen later, most of these positions continued for many years to be held by persons of British origin.

✓ 6. The supersession of Company rule by that of the Crown led to an immediate expansion in the scope and variety of governmental activities in India. The need for trained personnel in the fields of education, public health and engineering was now met by enlarged recruitment in England. It was only by degrees that the specialised agencies came to be equipped with the incidents of integrated Services, on the pattern of the Indian Civil Service, but their status was always kept at a somewhat lower level, for natural reasons. This development may be traced back to the year 1858, but it is important to remember that the control of policy and final direction, in respect of each new Service by fixation of posts, of conditions of recruitment, terms and conditions of service, etc., was exclusively in the hands of the Indian Civil Service, by virtue of the statutory reservation of top administrative posts in their favour.

✓ 7. Following the Proclamation by Queen Victoria, which signalled the advent of direct rule by the Crown, attention was given by the high authorities to the question of opening the public service in India to natives of the country. With regard to the highest Service of all, namely, the I.C.S., the rule of competition in England, under conditions suited to British University students barred all but a very few Indians from entry, and in 1870, the experiment was made of creating a "Statutory Civil Service". Recruitment was made to this Service in India, again in very small numbers. The posts available to the members were a number of middle-grade posts in the Executive and Judicial administration.

which were not among those reserved for the I.C.S. The intention may have been to eliminate the European element from these posts, but this was not accomplished until some time later. In 1879, the Secretary of State issued orders that posts carrying salaries of Rs. 200 and upwards, not being reserved posts, should only be filled by "Natives of India", and about ten years later, in consequence of the recommendations of the Aitchison Commission the "uncovenanted" posts were, as a whole, integrated into a Service below the I.C.S. which later came to be known as the P.C.S. or Class II Service. The limited scope of this development is, however, illustrated by the continuance for many years of the European element in the middle-grade posts in such Services as the Railways and the Posts and Telegraphs. The "rights" of the domiciled Europeans to such posts in all the Services recruited in India continued to be recognised, through the method of nomination to the very last days of British rule. But the experiment of the Statutory Civil Service was held to be a failure, and recruitment was quickly discontinued.

8. In 1885, the Aitchison Commission was set up to review the question of employment of Indians in the uncovenanted services. This Commission carried out the first large scale probe into the structure of services in India although their enquiry was restricted to examination of the *conditions* under which Indians should be employed in the posts ordinarily reserved for members of the Covenanted Service (by the Act of 1861) and also the *regulations* relating to the admission to Indians and Europeans to those branches of the uncovenanted service, which were engaged "in the executive and judicial administration of the country")

9. It may be mentioned that the use of the expression 'uncovenanted' service was purely technical and for the purpose of their enquiry the Aitchison Commission assumed that the term "includes a very large number of public service appointments not reserved by statute for members of the covenanted service, and which were recruited from the talent, for the most part of natives, which is procurable in India". The uncovenanted 'executive service' included at the time officers like Deputy Collectors (in Regulation Provinces), and Extra-Assistant Commissioners (doing both executive as well as judicial work in Non-Regulation Provinces), as well as officers known as Tehsildars, Mamlatdars, Mukhtiarkars and Sub-Deputy Collectors. The uncovenanted 'judicial' service included officers known as subordinate judges and *munsifs*. At that time there were about 2600 officers in these services in the whole of India. The covenanted service was then comprised of 940 officers.

10. Subsequently the Aitchison Commission were asked to investigate questions relating to most of the other branches of the public services connected with the civil administration of India. They were expected to examine the regulations as to admission to the various grades and ranks, the conditions of service in the various departments and the capacity for rendering efficient service therein of the various classes who could put forward claims to employment. A principal matter before the Commission was the finding of an honourable place in the public service for natives of the country. To be sure, they were exclusively employed in the lower establishments, but the uncovenanted public servants, though mostly recruited in the country, were still largely of British extraction. The order reserving all posts carrying a starting salary of Rs. 200 for Indians had only been issued six years earlier.

✓ 11. The Aitchison Commission recommended that the number of appointments in the "executive" and "judicial" services reserved for the covenanted

service (by the Law of 1861), should be reduced and that the appointments so set free should be transferred to a local service, which would also have a right of appointment to the uncovenanted posts. Again, the local services were to be established province-wise. What the Commission were aiming at was to create a distinction between the services on the basis of the origin of person appointed to the services. Those recruited in England were to be members of the *Imperial Civil Service (sic.)* to be remunerated on a distinct scale. Those recruited in India, in each province, were to be members of the Provincial Civil Services remunerated on a lower scale. Their salaries were to be fixed on independent ground without any relation to salary scales attached to appointments in the Imperial Civil Service. These recommendations embodied two principles. First, that the salary scales of persons engaged on work of equal importance and degree of responsibility could be laid down on the basis of difference in the source of recruitment. Second, that even amongst those locally recruited in India, there could be different salary scales based on the varied conditions obtaining in different provinces.

12. With regard to the special departments and services, a number of which had grown up by then, their general recommendation was that their lower cadres should be organised in the same manner as the P.C.S. In other words, there should be local recruitment, as far as possible, and locally based salary scales. But simultaneously an other recommendation was made according to which these special departments were required to have both a higher service and an intermediate service. It was the intermediate service which even in the case of these special departments was to be designated as "Provincial". The higher service in these special departments was to be a *corps d'elite* to be recruited in England, which was to enjoy proportionate advantages in respect of terms and conditions of service on the same basis as the Imperial Civil Service was to possess against the Provincial Service in the line of general executive and judicial administration.

13. A significant recommendation by this Commission was that in the special departments also the 'control' should be retained in the hands of members of the Imperial Civil Service "so as to secure that the operations of those departments should be continued in conformity with the principles governing the general administration". Note should be taken of the appellation "Imperial". It conveys, as was intended, the special sense of the I.C.S. being the accredited agents of the Imperial Government in Whitehall. This control by members of the Imperial Civil Service in the Imperial interest was exercised in different measures in different special departments. Generally the post of head of the department was reserved for the I.C.S. but at times some of the other higher posts were also so reserved. The subsequent history of the development of service structures in the special departments is linked with the question of the extent to which the control over these departments by members of the I.C.S. could or could not be relaxed. In other words, how and to what extent the principle of reservation could be modified or withdrawn? For example, the Islington Commission recommended in 1915 that the 'reservation' should be entirely withdrawn from the Police and the Agricultural Departments. In respect, however, of departments like Finance (the Accounts organisation was known up to 1919 as the Finance Department with two branches, viz., civil and military), Customs, etc., that Commission recommended *against the lifting of control through reservation*, while admitting that in due course these reservations

must go, and the highest posts would thus be made available to officers of these specialised services.

✓ 14. The recommendations of the Aitchison Commission conform to the principle that the control of strategic posts whether in the executive or judicial services or in the special departments should vest in the I.C.S. who were almost entirely Englishmen recruited in England. The admission, which they did recommend, of a few trusted Indians from the P.C.S. to reserved posts, whether retained as such or de-reserved, left the principle unaffected. The consequent admissions were made with a degree of care amounting to reluctance, and British control, over-all and in detail, over the entire field of public administration was duly preserved.

15. The scheme was designed so that, despite the setting-up of specialist services manned by trained personnel, encadred, integrated and duly graded, yet the controlling position of the I.C.S. was perfectly preserved.)/The scope of the entire public service, in an organized sense, had gone beyond the earlier conception of revenue collection and maintenance of law-and-order, and the solution found was to extend the supervisory jurisdiction of the I.C.S. as the principal agents of the Imperial Government, over all the specialised agencies which necessity brought into being from time to time. The "strategic posts" were specified in the "Imperial" interest by the Secretary of State, and included a number of posts in each specialised agency, these being reduced as time went on, presumably under pressure of the senior British officers in the new Services.

16. This attitude, and the mode of its implementation saw the British Indian Empire safely through the First World War, not without meeting and carrying very great strains imposed upon it by the rise of political consciousness in the subject people. Mr. Gandhi's movement gained momentum in India, simultaneously with the gathering of strength by the Allies, and the ultimate defeat of Germany. This led to political transference of power, in regulated doses, but in regard to the Services the effect was that the Imperial Government found it necessary to pay increased attention to the Indianization of the Superior Services. They tried to do this without disturbing the essential relationships of those Services *inter se*. To do this for the I.C.S. it was found necessary to "imperialise" the Indian element before induction, and the device adopted was to select them in India and put them through a course at the ancient British Universities, before appointing them to the Service. But to the last days of Britain's hold over India, the belief was held that the rule of Whitehall could *not* be exercised except through a body of "Imperial" agents at least half of whom should be men of British race.

17. Thus the principle of securing Imperial interests and hegemony, through the rule of reservation of strategic posts for the I.C.S. forms the key to the question of organisation of service structures in British days. The three-fold division of each regular group into Imperial, Provincial and Sub-ordinate sections was the prevailing pattern, but the rule of reservation at the apex of each Specialised Service, greatly disturbed this rational picture. It caused heart burning among the senior officers of the Specialised Services, mostly of British race. It poisoned relations among the superior officers in the I.C.S. itself, to find the 'strategic' and most advantageous posts being awarded to Britishers as a rule. British officers, affected by the practice, could conceivably

tolerate their inferior position in the Imperial interest. But every occasion of unfavourable treatment of an India officer gave strength to the swelling demand for total Indianization. Nevertheless, the reservation of strategic posts for British officers was essential for British hegemony in India.

18. The control of "strategic posts" was secured through the I.C.S. which consisted of a well-knit and integrated group mainly of British officers, chiefly with a background of humanities and 'general' arts subjects, groomed in the art of giving orders and getting the work done, rather than for doing the work themselves and brought out to India as 'rulers' (the term has been used as such by the Macaulay Committee of 1853) and as members of a "*governing corporation*" (a description of the I.C.S. coined by the authors of the Montagu—Chelmsford Report). This conception, which had its own practical advantage for the British, has been throughout in conflict with the rational organisation of service structures. Efficiency in services, morale of the personnel therein and other organisational matters were not of the highest importance. It was the Imperial interest which naturally came first and foremost.

19. The Imperial interest was essentially a political interest. The mere necessity of ensuring the continuance of foreign rule provides a sufficient hallmark of that quality. But added to this were a great many other considerations, of which the exhaustive enumeration is quite impossible. There was, at the highest level, the requirement that the policies of the British Foreign Office should be implemented through the agency of the Indian Government, and though much of this passed over the heads of the Indian people, it is widely remembered how acute a problem of mass-appeasement was created when, in the First World War, Great Britain was instrumental in overcoming and destroying the power of the Turkish Empire. The firm establishment of the British Royal Family as a symbol of benevolent rule was a task which engaged the efforts of every superior officer of the administration, from the time of the mutiny, at any rate till the close of the reign of George V, and many will recall the steps taken in every Province, to attract public support for the visit of the Prince of Wales in 1921-22. Strict control over policy in all major respects was maintained by the India Office for a very long period, being relaxed in successive stages over lengthy intervals. The impact was especially severe in the fields of finance and commerce, but it is a matter of record to what an extent the development of the country in such a matter as Local Self-government was impeded, not only by the time-lag involved in obtaining orders from Whitehall, but also by the varying views entertained by successive Secretaries of State. It must be remembered that no step in the way of relaxation of controls over the Indian people, and no move for passing power into Indian hands could be taken without overcoming very powerful resistance and prejudices represented by vested British and Anglo-Indian interests. Between 1760 when the East India Company embarked on its period of administrative rule and 1885 when the Aitchison Commission made its recommendations for eliminating the British element from the subordinate services, there had been an extensive permeation of British personnel into every operative agency in India, at all levels. Vested interests had consequently grown up, and it was a political task of great difficulty to get rid of them. The extent of the unpopularity earned by Sir Charles Aitchison among the British community in India in consequence of the report as of the Commission headed by him, is an index of the acuteness of the situation then existing in India. In certain respects it resembles the situation posed today by the presence of the French *colons* in

Algeria, and it furnishes excellent evidence of the fact that the British Administration in India, from its apex in Whitehall to the farthest reaches of its tentacles in the remote districts of India was fundamentally engaged in the resolution of political problems without the aid of politicians, and solely through the medium of administrative agencies.

20. The period was one when political activity among the Indian people themselves was practically non-existent. But to say that is equivalent to saying, not that there was no *politics* in India, but that such activity of a *political* nature as there was, was in the hands of the Indian Civil Service. An instructive passage on the point occurs in that excellent book, "The Profession of Government" by Professor Chapman which has already been mentioned. Discussing the subject of 'Politics and Administration' with reference to past and present conditions in England and in a number of other European countries, the author makes certain trenchant observations. Having explained the probable reason for higher civil servants wishing "to use the term *administration* for the respectable part of government, and politics for the less respectable part", the learned author goes on to say :

"The word 'politics' then comes to be associated exclusively with the activities of political parties. Provided, therefore, public officials do not engage in party politics, they consider they do not engage in politics."

✓ But this narrow definition of politics is both misleading and dangerous. Politics means much more than the manoeuvring of parties and their relations with particular clienteles. It is not possible for ever to evade questions about 'the right kind of society', the purposes of the state, the basis and justification of government business. The determination of ends, the choice of means, the balance of social forces, are the stuff of politics. In these terms it is clear that some civil servants are engaged in politics. The word 'policy' is a recognition of this ; it is a way of describing what civil servants do when they play a part in determining ends, choosing means and fixing priorities. It is distinguished from politics, which is limited strictly to the activities of political parties, and from administration which is the maintenance of the *status quo*. 'Policy' is then nothing more than the political activity of civil servants".

21. That is a picture which depicts, with a high degree of exactness, the actual condition obtaining in India, when true political activity of the kind practised by politicians, was confined to British Members of Parliament, acting in relation to the Secretary of State for India, and he, in his turn, operated the policies of the Suzerain Power, through a picked body of Civil Servants, to whom were reserved all offices of "policy" formation and "policy" execution from Membership of Council, through Secretaryships in all Departments, and Commissionerships, down to the Deputy Commissioners and District Magistrate who were in direct touch with the common people of India. Ever since 1793, these several positions, under different names, had been reserved for European Covenanted Civil Servants, and even when 150 years later, British rule was finally lifted, the reservations were diminished to the extent only of a small number of specified posts, described as "listed" posts to which

officers belonging to lower Services might be admitted. It is true that about one-half of the Indian Civil Servants were by 1947, of Indian origin, but they had all been carefully trained and re-oriented by pre-entry training in England, at the Superior Universities for an appreciable period. Most of them had been indoctrinated to regard themselves as the eventual "policy" makers, though the experience they had gained of the living conditions and requirements of the people had later to be placed at the disposal of Ministers, drawn from the people, who however relied heavily upon the aid of their Civilian Secretaries.

// 22. For, by this time, representative institutions had been introduced, and after the Government of India Act, 1935 was put into operation, full-scale Legislative Assemblies were in operation both in the Provinces and at the Centre. By a gradual process, a major step in which was taken in 1919, when the Government of India Act, 1915, was liberalised in a number of significant respects, real power had developed down from the India Office to the elected representatives of the people, functioning through Ministries working on the Cabinet system. Ultimate power was still retained in Whitehall, through the appointment of Governors and the Governor-General, to whom instructions could be sent from Whitehall in respect of the matters most nearly touching the British connection and other aspects of critical importance, which were classed under the description of "powers in the discretion" and "power in the individual judgement". As to the Services, they were thrown open to recruitment in India, with the exception of two, namely, the Indian Civil Service and the Indian Police, which were described as the "Security Services" where recruitment was continued in Great Britain as well. As far back as 1915, the Islington Commission had said that in these Services "a preponderating proportion of the officers should be recruited in Europe", and in 1919, recruitment of Indians to the extent of 25% was sanctioned. The matter was reconsidered in later Reports and in 1924, increase of this rate to one-third was sanctioned, which was later advanced to one-half. This was the accepted proportion in 1947 when the country became independent. //

23. These facts are necessary in order to emphasise the political importance of these two Services, and in particular, the I.C.S., whose hold on all directly posts was maintained by the same system of reservation which was first enacted in 1793. To the last days of British rule, a principle aspect of the I.C.S. was its position of crucial importance in the political scheme of things. It is true that they were required to serve under, and consequently, to obey Indian Ministers, whom as their Secretaries, they also advised on all matters of policy relevant to their administrative duties. In this respect, covering a wide range of matters directly affecting the public interest, they acted as "political" advisers, in the sense appearing from Professor Chapman's appreciation of the subject, contained in the quotation reproduced above. But they were active agents also, as a Security Service, for the preservation of the British connection. It was their duty to use their best efforts to incline the people, and their representatives, in favour of maintaining the British connection, which was an essential feature of the Government, whether Central or Provincial, under which they served. It is immaterial whether they did so successfully or otherwise. The fact remains that each of these officers played a dual 'political' role, and that this was the central feature of their importance, which was duly recognised in the status ensured to them among the Services in general.

The condition continued till the last day of British rule in India. It is inevitable that it should have left a permanent mark upon the outlook and attitudes of all members of the I.C.S., who survived to continue to serve the new Dominions. It made them readily available as agents both on the administrative as well as the political sides, for the new Governments, which were Governments by ruling parties. Equally, it was natural that the Ministers in the new Governments, most of whom had had experience of Ministership in the later British period should use the civilians in the accustomed manner, to the fullest extent, the more readily as the duality in their "political" character had disappeared.

25. As for the Police Service, it is quite unnecessary to lay stress upon the political nature of the role they played in British times. It is fresh in the memory of the present generation how active they were required to be, during the period of the Second World War, in maintaining the hold of the Government over the "political" elements in the population. The two functions of the Police to which the highest importance was attached were those relating to (a) the operations of agents of Foreign Powers in India, and (b) the activities of political workers inside India. Selected officers were appointed to the Bureaus, maintained at the Centre and in the Provinces, which dealt with these special matters. Little was known publicly of the treatment of foreign agents, but through the medium of cases in the High Courts, which gained wide publicity, there was a general awareness that action was being taken, through the Police, on a very wide scale, against all those whose activities threatened to create disaffection, i.e., discontentment with the existing British rule as a whole or even with particular activities of the administration. The very description "Police", like the word "policy" carries political undertones, and what is said here is not intended to convey complete disapproval of the use of the Police, as an agency in such matters, when demanded by the situation. This may, however, be an appropriate point at which to make mention of the fact that the Police force in every district, though commanded by its own Superintendent of Police, was placed directly under the control of the Deputy Commissioner, or District Magistrates, who was designated, by order, as the Head of the Police Force. There are, of course, numerous aspects affecting the criminal judicial administration in which this arrangement can usefully be considered. But, in the political aspect, the arrangement which obtained in British times, produced the result that the Police Force was a powerful agency in the hands of the Head of the District, who himself was the local agent of the British power, fulfilling a dual "political" role. That arrangement continues to the present day. By tradition and training, these two sets of officers act invariably to execute faithfully the orders, and carry out the policies, of the Government. They regard themselves as the "steel frame" of the Government, and the expression has taken on some variation of meaning since the advent of constitutional Governments, whose complexion might change with an election, or with a change of Cabinet, such as might result from a few Representatives of the People, crossing the floor of their Assembly under compulsion, whether high or low. An even more radical change, which the "steel frame"—minded among these groups accept most readily, is that frequently seen in recent times, when representative Governments have been superseded, and replaced by direct rule of an undemocratic nature, in the exercise of constitutional powers.

25. For, it is more often than not, the party in power which needs an access of firmness in its structure and, quite obviously, the only ready

source from which it can meet this need is the "steel frame". To re-group electoral forces, which have indicated disinterest, is a lengthy process, and is no remedy for the swift consequences of loss of a parliamentary majority. But that agency which the late foreign rulers had built up and trained to go into action, whenever called upon in support of the Government, is still available, and responsive to the same type of summons, so long as it comes from a Governmental source.

// 26. In the context of Independence, and the establishment of representative Governments through elected assemblies this agency is sometimes thought of as being today a purely administrative agency. But it is undeniable that it continues to exercise as strong a "political" influence, as it did in British times. // A few illustrations will suffice. An *ex-Minister* of the last representative Central Cabinet can, and does, tell a story of his first election to a Provincial Assembly, in the nineteen-thirties. When he approached the Chief Minister, he was advised to see the Deputy Commissioner in whose district his constituency lay. The Deputy Commissioner told him, in plain terms, that he could not directly assist him. "But", he said, "if you come to see me frequently up to the time of the election, the necessary effect will be created". The advice was followed with success. That is a pre-Independence story. But another *ex-Minister* can, and does, tell of occasions when in the Central Assembly of Pakistan, a particular Member of the House was showing uncertainty in his allegiance. Taking advice, he was told that he should speak to the Deputy Commissioner of the district to which the Member belonged. He did so, and the desired result was produced. Coming nearer to present times, an *ex-Provincial Minister* can, and does, tell a story how one of his relations, who is a Deputy Commissioner, has recently been transferred from one district to another, at the instance of a personality, who has political ambitions. And another such personality has been heard to say that "a word to the Commissioner of my Division will wreck all my hopes of a political career" // To give the full point to these instances, it is only necessary to add that the higher policy posts right up to Secretaryships of Ministers are still reserved at all levels, and for the most part, for persons who have been Deputy Commissioners and Commissioners. //

27. It will be convenient at this stage to give a brief statement of the changes brought about in the structure of the Services as a whole, in consequence of the recommendations of the Aitchison Commission, and other Commissions which followed. The Aitchison Commission, by recommending that certain posts should be de-reserved, which had been reserved for the Indian Civil Service, by the Act of 1861, and should be filled by persons locally recruited into a "Provincial Service", to be paid salary on a substantially lower scale, set up a principle of differentiation of remuneration for the same work, on the ground of place of recruitment. This Commission coined the expression "Imperial Civil Services", presumably from the view-point that all Services recruited *in India* were entitled to be called "Indian". For the top posts in the special Departments, their recommendation was either that they be reserved for the Imperial Civil Service, or that "the staff be divided into an Imperial Branch and Provincial Branches", the "Imperial Branch" to be a "*corps d'élite*", or that isolated posts, e.g., Principalships of Government Colleges, should be filled by recruitment in England. The intermediate positions were to be filled by members of the Provincial Service, and below them was the Subordinate Service. This three-tier structure has

formation and establishment of regular service cadres in each of the three-tiers. Eventually, with the exception of the "All-India Services", these tiers came to be called the Class I, Class II and Class III Services, a classification which has been found convenient, and runs through the entire structure of the Services, whether Central or Provincial. The All-India Services were placed above the Class I Service, in recognition of their earlier designation as "Imperial", either as a Service or as a Branches. An outstanding circumstance of inequality was that junior members of an All-India Service, after receiving a few years of training in posts, which formed the substantial part of the career of officers in the Class I Service, in the same Department, quickly rose to positions of superintendence and control over the latter. When the beneficiaries of this system were kith and kin of the foreign conquerors, the position had to be accepted, whatever the degree of equality or inequality, or the ratio of incapacity or efficiency between those who rose, and those who remained below. It was further accepted as an axiom that, for many branches of the public service, the education received, and the attitudes acquired in the process, in England were *sine qua non* for occupation of the higher posts. Consequently, there was then thought to be no injustice if persons who had enjoyed these advantages superseded their seniors, who carried the main burden of the work of the Department, but who were mostly natives of the country and only possessed qualifications acquired in India. But those who suffered felt, and expressed a sense of injustice, and their voice was of material weight in the final attainment of Independence, sixty years later.

28. It needs no strength of language to assert the impossibility of adopting such principles, either *de novo* or for the purpose of justifying maintenance of the *status quo*. No person in his senses would suggest that today, we should send any of our young men abroad, expressly for the purpose of being educated to exercise supervisory controls and managerial functions over the rank and file of Pakistanis engaged in the public services, both general as well as specialised. Much less could it be advanced, with any show of justification, that within the country it is possible, or alternatively, that it is sensible, to attempt, to put together such a body of persons from among those turned out by the main agencies of education, *viz.*, the Universities, to be a *corps d'elite* in the manner of the Imperial Civil Service, or the Imperial branches of the other Services, as envisaged by the Aitchison Commission. The ancient example, furnished by the Scriptures, of the treatment of the Prophet Joseph, who in all simplicity and honesty, had indicated that a better fate awaited him, than was in store for his brethren, may be cited here. Outstanding ability and ambition alone were not sufficient for the fulfilment of such a destiny. There had to be a complete upheaval of the conditions, firstly, for the Prophet Joseph himself, and later for his brethren, before the dream could be fulfilled to the mutual advantage of all of them, and then only under foreign rule.

29. While the principle end achieved by the Aitchison Commission was the elimination of a considerable element of domiciled and non-domiciled Europeans from the intermediate posts in all departments, the main result of the labours of the Islington Commission of 1912-1915 was to encourage the integration of the intermediate and lower Services in all Departments into Class II and Class III Services, and to provide for promotion from one Class to the next higher Class, excepting however

the I.C.S. where outsiders might only be admitted to occupation of those of the reserved posts which were carried on a list, and were therefore referred to as "listed posts". This Commission confirmed the principle, previously accepted by the Aitchison Commission, of earmarking a number of the top directory posts in a number of the specialised Departments for members of the I.C.S. They made general recommendations regarding the Indianization of the Services. In the I.C.S. and the Imperial Police, they thought that a "preponderating proportion" of the members should be recruited in Europe. For certain technical and scientific services *e.g.*, Education, Agriculture, Medical Relief, Veterinary Relief they indicated that part or all of the new recruitment could be made in India, provided high-level training could be imparted by appropriate institutions in the country.

30. That condition was maintained with but little formal change through the years which saw three subsequent Reports of high-powered bodies, *viz.*, the Montagu—Chelmsford Report (Mainly political), the Lee Commission Report (improving conditions of service principally for the European element in the Services), and the Simon Commission Report (again mainly political). Under the stress of each World War, the Central and Provincial Secretaries and Directorates underwent great and sudden expansion. There was an increase of employment at all levels, but the greatest benefit was enjoyed by the *corps d'elite* of each Service, for whom opportunities of advancement opened out by creation of additional posts in the Reserved Range. The constriction at top level which before the First War, and even between the two Wars, led to the great majority of I.C.S. officers retiring after a full period of service from Senior Scale Posts such as Deputy Commissionerships and Sessions Judgeships was immediately lifted. Advancement to Secretaryships and equivalent positions in the Central and Provincial Governments became the rule rather than the exception, and this condition was aggravated by the circumstance that recruitment was restricted, firstly, by War conditions affecting Great Britain, and later, when there was no dearth of suitable Indian candidates, by the 'Imperial' necessity of maintaining the British element at the appropriate level. The last years of British rule saw such further accentuating developments as the Finance-Commerce Pool, and the induction of officers into the Foreign Service of India, and after the attainment of Independence, the pace of expansion of Government Departments has been such that, with the rule of reservations still in operation, the pattern of upper promotion, from having the aspect of a pointed steeple for the I.C.S. as contemplated and in vogue through the greater part of the British period, has now assumed for the Civil Service of Pakistan the appearance of a comfortable dome, assuring fair accommodation to all who can once succeed in gaining entrance. The proportions are as follows:—

Junior Posts in C.S.P.	..	134
Senior Scale Posts in C.S.P.	..	199
Higher posts, including posts in the Finance-Commerce Pool, reserved for the C.S.P.	..	137

31. These matters will be examined somewhat more closely later, but here we may point out that stability in the constitution of all the Services had been achieved in India, following the lines laid down by the Islington Commission, by the close of the First World War and the later

developments were mainly in the direction of Indianization of the Superior Services, in particular the Indian Civil Service and the Indian Police. To the last, the British rulers insisted on 50 : 50 representation for Britishers in these Services, against considerable opposition offered by the political elements in India, who were struggling for total transference of power, in the political field. Success in both directions came at the same time, and a further index is thereby furnished of the extreme 'political' importance which these two Services possessed within the scope of the entire field of British rule in India.

32. We may appropriately conclude this chapter, by a mention of the fact that the English expression 'Civil Service' was employed for the very first time, by the East India Company in respect of its body of administrators in India. Centralised administration was known on the Continent of Europe, and "gained prestige from the astonishing success of Napoleon's administration in France, and from that of his antagonists in Prussia" (Mackenzie and Grove "Central Administration in Britain", Longmans 1957). But in England, "the tendency of the time was hostile to energetic intervention by government", and the accent was laid upon strengthening local self-government. For the East India Company, however, when the rule of a sub-continent was thrust upon it in 1760, there were no such inhibitions, but on the contrary, it was a matter of urgent necessity to introduce an integrated system of Central Government. In the words of the book cited above :—

"The term 'Civil Service' is one introduced into England from India, where first the East India Company and then the British Government carried out a gigantic experiment in centralised administration of the European type. The 'service' of the East India Company was divided into the military service and the civil service. The practice of entry by competitive examination was not fully established until 1853, but from about 1800 the civil service was effectively organised on the basis of systematic training, pay graduated by responsibility, regular promotion, and provision for an adequate pension on retirement. The offices of the old East India Company were a stronghold of Utilitarianism, under the two Mills, father and son; Sir Charles Trevelyan, the permanent head of the Treasury from 1840 to 1859, had made his name in India, and was married to a sister of Lord Macaulay, another greater Indian reformer; and the prestige of the Indian Civil Service remained increasingly high throughout the nineteenth century. Even to use the term 'Civil Service' in reference to English administration was at that time somewhat tendentious. There was no 'Civil Service', merely the employees of certain offices of civil establishments, some of which (the Post Office, for instance, and the Customs and Excise) had large staffs and a long history. There were 'civil services', but no 'Civil Service': the question was whether to create one".

That question was answered, in the case of England, in 1854, when the Trevelyan—Northcote Report laid the foundation-principles for the "Permanent Civil Service" in Great Britain. Some may see a source of pride in the reflection that the pattern achieved in India had a formative effect upon the Civil Service in the metropolitan country from where India

was ruled. But a wry aspect appears when it is remembered that, in Great Britain, the Civil Service was imposed upon strongly founded institutions of self-government which have continued to gain strength since that imposition. In India, the Civil Service supplanted the local systems of self-government, and replaced them by a system, operated through British personnel, each in his place, a symbol of power as well as of good government. The upsurge of the masses forced these power-symbols into the upper reaches of authority in every field except that of general administration, where, upon the insistence of the foreign rulers, the District officer remained to the last, the only difference which the centuries had produced being that every second one became an Indian national. That upsurge owed nothing to access of strength or even vitality among self-governing local institutions. On the contrary, the fact appears only too clearly that these local institutions, District and Local Boards, Municipalities, Small Towns and Panchayats were in neglected and dilapidated condition throughout the closing years of British rule. The attack having been concentrated on the top-most citadel, through mass-pressures applied under the guidance of all the ablest leaders whom the nation could provide, it was natural that there should be little talent left over among the people to operate these institutions, and even less interest among the rulers to keep them in operation.

23. As we see the picture at present, it is the reverse of that which the Trevelyan-Northcote Report sought to correct in Great Britain in 1854. The Services are adequately integrated and organised in Pakistan, but it is an integration and organisation which, in certain fields, carries the mark of the East India Company. It still operates in aid of the establishment of good government, through power-symbols, and such an operation is only feasible and practicable if the condition be that the people are in a state of total inability to provide stable institutions and peaceful conditions of life for themselves. A degree of firm conviction regarding this basic assumption, coupled with a profound faith in the unique capacity of the administrators to make good the deficiencies, are pre-requisite to the success of such an experiment. When these conditions were provided by the foreign rulers, they succeeded indeed in the establishment of good government, but it was too much to expect them, harassed as they were by the strains of two World Wars, accompanied by a rapidly rising opposition among the people to their very presence in the country, to be able also to transfer the foundations of good government to a sound system of local self-government. That could only be done by the agencies of human organisation available among the people themselves, and it is in that sense that we appreciate the wide-spread establishment of the system of Basic Democracies which is one of the great achievements of the present regime. The task then is to extract the principles upon which the machinery of government constituted by the Services in Pakistan can be best adapted to ensure good government, through self-government. To that task, we have bent our energies and applied our knowledge and experience to the best of our ability.

CHAPTER III

PAY STRUCTURE AND SCALES—HISTORICAL EVOLUTION AND PRESENT POSITION

In this Chapter, we survey briefly the historical background of the salary structure at present in vogue. As a necessary corollary of subjection to the rule of foreign conquerors over a period of 150 years, the Sub-Continent had to sustain a top-heavy structure. The "factors" of the East India Company, who later assumed the status of administrators were paid by means of salaries, to which they added commissions on commercial transactions, and, as the dissolution of the existing administrations proceeded apace, they were enabled to amass huge fortunes by simply taking every thing they could lay their hands upon, local resistance to their power having disappeared. As an aid to the restoration of order, engagement of new personnel in Britain was subjected to a Covenant, under which the recruit obliged himself not to make his career "an occasion for exploitation and indulgence in rapine", and at the same time a high scale of salaries was fixed being designed as a safeguard against temptation, as well as an inducement to acceptance of a life-time of service in a strange and tropical land. Local workers were employed at market rates, which in that period were, in money terms, exceedingly low.

2. Re-organisation of the Superior Britain-recruited Services *vis-a-vis* the locally recruited personnel, much of which continued to be British or part-British, with the object of regularising the employment of "native talent" was undertaken by the Aitchison Commission of 1886, but it was not until 1912—15 that the Islington Commission laid down proper scales for the superior section of the local recruits, *viz.*—

	Rs.
(1) For services recruited from the average graduate class	250—500
(2) For higher services, requiring higher initial qualifications	300—1,050

with selection grades for posts of higher responsibilities.

We may note here that even at present, the market rate in the private sector, for a good class graduate is no higher than Rs. 250—300 p.m. The reason is that the vastly increased number of graduates is keeping pace with the enormous increase in employment opportunities over the past half century.

3. The Lee Commission of 1924 gave relief mainly to British employees, who were finding it difficult to make ends meet on their salaries, in the inflationary period which followed the close of the First World War. They introduced Overseas Pay at rates between Rs. 150 and Rs. 300 for British personnel, and also provided them with free passages by sea to the Home Country, together with their families, so many times during the whole period of their service. It is again of interest to note that these facilities do not compare favourably with those enjoyed by the Covenanted personnel of foreign Companies operating in Pakistan at present.

4. The year 1931 brought a set-back in salary scales. The Great Recession of 1929 in Europe appears to have been regarded as being a permanent feature of world economy by the then Indian Government, for they proceeded to reduce all salaries for persons appointed after the 1st July 1931 (saving the I.C.S. and the I.P. officers and persons drawing less than Rs. 40 p.m.) by some 20% at the bottom of the scale and as much as 30% at the top. The causes of the Recession, as the event proved, were temporary, and even before the out-break of the Second World War in 1939, they had been largely contained and rectified. The period of the Second World War from 1939 to 1946 saw prices rising continuously as the range and extent of employment increased, while the strain on production for war purposes kept supplies for domestic consumption below the level of the new demand. The consequence was that the Government had to devise new *ad hoc* scales for persons employed in the new departments, which took account of the existing conditions, and also had to provide graded "War allowance" to its other employees. To the pre-1931 and post-1931 scales which were in existence, there was added a new "Unified Scale" for clerical establishments. Towards the close of the Second World War, under the pressure of the conditions then obtaining, the Governments of the (then) Punjab and Sind were obliged to carry out wholesale upward revision of the pay scales of their employees.

5. *Multiplicity of pay scales inherited by Pakistan.*—Pakistan inherited a large number of Government scales of pay. The Central Government on the civil side proper, for most its posts, had pre-31, post-31 and war-time scales; a number of its subordinate services, for each category of posts, had different scales for different regions. The Civilians paid from Defence Estimates had their own scales. Each Railway had its own multiplicity of pay scales especially as regards non-gazetted employees. Similarly, each of the Provincial Governments had its own pay structure with a large number of scales.

6. *Pakistan Pay Commission, 1948—1949.*—The upward trend of prices that began in 1939-40 had continued steadily throughout the War, despite the application of rigid controls throughout the economic field. With Independence, there came an immediate up-swing of prices. The reasons are many and varied, and we do not propose to discuss them here. The Pakistan Government was obliged to set up a Central Pay Commission within a year of its foundation. There had been an enquiry earlier, in 1945-46 by an Indian Central Pay Commission whose report was not accepted as applicable to Pakistan in the greatly changed conditions.

7. The Pakistan Pay Commission in drawing up their pay scheme for the whole country were guided *inter alia* by the following considerations:—

- (i) they visualised that in Pakistan, the general price level of consumer goods would soon fall to between $1\frac{1}{3}$ and $1\frac{1}{2}$ of the level in 1948;
- (ii) the salary structure inherited by Pakistan was the outcome of so many varied factors that it was not possible to replace it by an entirely new system; its roots were too deeply embedded in the past and the services had become accustomed to its broad features that any violent departure from it would be out of the question—the best thing to do

to allow that system to continue with a few necessary modifications ;

- (iii) the inherited pay scales of higher posts which had been intended to attract British recruits were unjustifiably high for local recruits ;
- (iv) the State need not offer such salaries as would attract the best available material ; the correct place for our men of genius was in private enterprise and not in the public services where character and desire to serve honestly for a living were more essential than outstanding intellect ;
- (v) the State, consistently with its financial resources and its obligations to the tax-payer, must do everything within its power to raise the standard of living of its low paid servants ; the lowest paid employees, as had already been decided by the Pakistan Government, must receive a living wage ; and
- (vi) the time-scale system with efficiency bars should be preferred to the grade system except in rare cases ; the system of having terrace on terrace of direct recruitment grades, as for instance in the Railway Department, was unjust as it had the inevitable consequence of stopping or indefinitely delaying the promotion of those in the lowest grade.

8. The Commission divided Government personnel into 30 broad categories and suggested as many standard scales calculated to meet, with suitable modifications and additions of special pays where necessary, the requirements of nearly all or most of the Government posts, whether at the Centre or in the Provinces. These standard scales, as approved with some modifications by the Government of Pakistan, are reproduced in the Annexure*. They were applied to the various Services and posts by the Central (Non-Gazetted) Civil Services (Revision of Pay) Rules, 1949 and the Central (Gazetted) Civil Services (Revision of Pay) Rules, 1951, and became known as the "prescribed" scales. Under these rules certain categories of permanent Government servants were allowed to retain their "existing" scales. Thus, at present, for civilian employees of the Central Government, the following broad categories of pay scales mainly are in force side by side :—

- (a) Old (Pre-1931) scales admissible to protected "old entrants".
- (b) Revised (Post-1931) scales including certain scales introduced during the last War admissible to protected "new entrants".
- (c) Prescribed Scales of pay admissible to others.

9. Accepting the view that there had been reduction in the scope of duties and responsibilities consequent on the Partition, in the case of a number of the higher posts outside the time scales, the Pakistan Pay Commission replaced the "existing" scales by "modified" scales for "protected" incumbents. To meet another consequence of the Partition, viz., accelerated promotions, the Commission recommended the scheme of restricting pay of premature promotees to higher posts, known as the "length of service formula", which has been incorporated in the Revision of Pay Rules, 1951.

10. The above standard scales formed the basis also of the pay structures recommended by the Commission for the civilian services and posts paid for from Defence Estimates and the services and posts belonging to the Railways and the Provinces and Centrally-administered areas. The special features of these services and posts and the peculiar conditions under which each of these had to operate were taken into account in determining the individual pay scale but on the whole the aim was to bring about uniformity throughout the country so that, other things being equal, posts carrying similar duties and responsibilities and requiring similar qualifications of incumbents would carry similar pay scales irrespective of whether they belonged to the Provinces or the Centre or were paid for from Civil, Railway or Defence Estimates. The Commission's recommendations, with necessary modifications, were adopted throughout.

11. A general revision of Provincial pay scales was necessitated by the integration of the Provinces in West Pakistan into one Province, in 1955, in order to amalgamate the pay structures of the integrating units. This amalgamation was done under the West Pakistan (Gazetted) Civil Services Pay Revision Rules, 1957 and the West Pakistan (Non-gazetted) Civil Services Pay Revision Rules, 1959. A cursory reading of these rules shows that the amalgamated pay structure of the West Pakistan Province is more or less within the general frame-work of the pay scheme recommended by the Pakistan Pay Commission.

In the Province of East Pakistan also a further general revision of pay scales was carried out in 1957 in view presumably of the steep rise in the price level in the Province which had not been foreseen by the Pakistan Pay Commission, 1948-49. Indeed, the prediction by that Commission regarding a fall in prices has been belied by continuous rise in prices of most commodities of general use since 1948.

12. It is hardly necessary for us to dilate upon the reasons which justify the appointment of our Commission. A number of them may be gauged by reference to the evaluation by the 1948 Commission of the conditions under which they were working. This is contained in para. 3 of chapter 4 (Introductory and Historical) in Part I of Volume I, and reads as under :—

“The question, however, still remains whether at this stage of the period of our national transition the Commission can do anything of lasting utility. We have just started and neither the magnitude nor the exact nature of our problems can be visualised with any degree of clarity or certainty. Neither our permanent defence needs, nor our own nation-building schemes nor the respective constitutional positions of Central and Provincial Finance have yet began to assume their ultimate form while nobody can predict what control the State will exercise over the present economic activity of the individual. The whole background against which Pakistan is set is shifting so rapidly that it is impossible to discern or visualize the things to come or to foresee or foretell what might happen in the future. While the terms of our reference require us to put the pay structure and pay scales of public servants in Pakistan on a stable and rational basis, we find ourselves engaged in an attempt to discharge our duty at a time when the only thing we can be sure of is that the whole

thing, except that Pakistan has come to stay on the world map as an important State, is uncertain. It is obvious that at a time like this we cannot precisely locate the permanent factors that must be borne in mind in determining the salaries of public servants, and the usefulness of our recommendations would largely depend upon the correctness of our forecast of the future. If things turn out as we expect them to do, our recommendations may be found to be a workable basis for fixing the salaries of public servants, but should it turn out that we did not have the requisite data for our inferences and that for that reason our inferences were faulty, the whole thing may perhaps have to be done afresh."

A great many of the doubts and difficulties set out in this paragraph have now been cleared by lapse of time, by the emergence of the factors basic to the continued existence of Pakistan, and by the pragmatic processes adopted in the Revolutionary Regime which have led to the promulgation of a new Constitution, clearly defining the ideology as well as the policies of the State, in respect of its stability, its effort towards the attainment of integrity, and its economic and social purposes. With aid from the clear interpretations of the Constitution, given from time to time by the President, and in the belief that we are commissioned to adapt the Services in Pakistan, in respect of their structure and emoluments, so as to carry out to the full, the high purpose and destiny thus disclosed, we have not hesitated in this our report, to make recommendations which involve extensive re-organisation and re-assortment in every branch of the public service, and in the public service as a whole. We believe that the task of breathing into the life of the country, the spirit of the new Constitution is not a matter of words alone. The task is a practical one which must fall upon every man and woman who is engaged in the public service. We cannot conceive of its being performed with success unless the ideals and purposes of the new Constitution are woven into the fabric of the public service itself, from the top of the scale to the very bottom. The worker is worthy of his hire, and we have been concerned to ensure that he should work for the service, love and glory of Pakistan under conditions of equal justice, including full scope for the employment of his God-given talents, in a frame-work where honesty and integrity will find its due reward, both during the period of his service as well as in the days of his honourable retirement. We have attempted to provide also that he *should be* worthy of his hire, by adjustment of promotional possibilities, with a sanction where the response to the incentive is disappointing.

ANNEXURE

The Standard Scales of Pay recommended by Pakistan Pay Commission, 1948-49, as initially modified and approved by the Government of Pakistan

<u>Name of Category</u>	<u>Standard Scale</u>
I. Secretaries	Rs. 2,500.
II. Joint Secretaries	Rs. 2,000.
III. Senior Administrative Grade ..	Rs. 1,700.
IV. Deputy Secretaries	Grade pay with S.P. of Rs. 300 subject to a maximum of Rs. 1,500.
V. Junior Administrative Grade ..	Rs. 1,400.
VI. Senior scale for C.S.P. and P.F.S. ..	Rs. 700—40—1,100—E.B.—50—1,300 <i>plus</i> special pay of Rs. 150 for District Magistrates and District and Session Judges.
VII. Under Secretaries	Grade pay with S.P. of Rs. 200 subject to a maximum of Rs. 1,200.
VIII. Senior scale for Central Services Class I and P.S.P.	Rs. 600—40—920—960—1,000—1,000—1,050—50/2—1,150 with no efficiency bar up to 8th year.
IX. Combined Junior and Senior scale for Class I services.	Rs. 300—325—350—375—400—425—450—475—500—E.B.—850—E.B.—50/2—1,000.
X. Assistant Secretaries	Rs. 650—25—700—40—900.
XI. Junior scale for technical Class I services and C.S.P. and P.F.S.	Rs. 350—375—400—425—450—475—500—530—E.B.—560—590—620—650—690—710—740—770—810—850.
XII. Junior scale for non-technical Class I services and P.S.P.	Rs. 300—325—350—375—400—425—450—475—500—530—E.B.—560—590—620—650—680—710—740—770—810—850.
XIII. Posts in Central Gazetted Services Class II.	Rs. 250—20—450—E.B.—25—600—E.B.—25—750.
XIV. Superintendents in offices other than the Secretariat where there is a departmental examination, e.g., in the Audit and the P. & T. Departments.	Rs. 200—15—380/15—500.

<u>Name of Category</u>	<u>Standard Scale</u>
XV. Stenographers	Rs. 160—10—250—15—325 (ordinary Grade).
XVI. Assistants in the Secretariat and Attached Departments.	Rs. 100 (probation)—160—10—250—15—400.
XVII. Promotion posts for Upper Subordinates.	(a) Rs. 185—15—350 with special pay in certain cases. (b) Rs. 185—195—15—300.
XVIII. Divisional Accountants & Superintendents in Departments where there is no departmental examination.	Rs. 125—10—225—E.B.—10—275—E.B.—25/2—350.
XIX. Graduate Clerks	Rs. 85—6—115—15/2—175—E.B.—10—225.
XX. Selection grade for skilled workmen.	(a) Rs. 125—10—225. (b) Rs. 125—25/2—350.
XXI. Highly skilled Grade I	Rs. 75—5—180.
XXII. Routine (matric) clerks ..	Rs. 60—4—100—E.B.—5—120.
XXIII. Skilled workmen, Car Drivers and trained non-matriculいたes.	Rs. 60—2—80.
XXIV. Posts requiring literacy in English ; Record Sorters, etc.	Rs. 40—2—60.
XXV. Semi-skilled, daftaries, etc. ..	Rs. 38—1—45.
XXVI. Unskilled manual or manipulative workmen.	Rs. 33—1/2—37.
XXVII. Unskilled workers	Rs. 28—1/2—32.

CHAPTER IV

THE NEW SERVICE STRUCTURE

In this chapter we propose to set out first a brief statement of the existing over-all Service structure and its background, and then our recommendations for its modification in such wise as to secure over-all equality, equality of opportunity, recognition of merit, elimination of the possibility that throughout the service, all supervisory positions are reserved for the oldest people, provision of proved ability from the entire body of civil servants to man the directory posts, and finally that the Services should be an agency of integration for Pakistan.

2. Irrespective of the form of Service organization, the various Service cadres and departmental hierarchies of posts, as also isolated posts, are classified at present into a four-fold structure, viz., Class I (including All-Pakistan) Services and posts, Class II Services and posts, Class III Services and posts, and Class IV Services and posts. In East Pakistan there are senior and junior Superior Services and posts instead of Class I or Class II and senior and junior subordinate services and posts instead of Class III and Class IV. This is merely a difference in nomenclature, since all the other features associated with the extent four-fold classification are present.

3. The prevalent four-fold classification has evolved over a period of time. In British days, to begin with, there were "Covenanted" Services, recruited in the United Kingdom, comprising Superior charges, and "Uncovenanted" Services, recruited in India, comprising all the posts below the Superior charges, excluding the menial charges. The latter were filled up on a temporary short-term basis according to the needs of each office. After the Aitchison Commission (1886-87) made its recommendations, the "Covenanted" and "Uncovenanted" Services were reorganized into (a) Imperial Services, which replaced Covenanted Services; (b) Provincial Services, which replaced the upper level of "Uncovenanted" charges; and (c) Subordinate services, which replaced the lower "Uncovenanted" charges.

4. This three tier structure of Services was reaffirmed by the Islington Commission (1912-15). They, however, made recommendations to the effect that the services operating in the Central sphere, and those operating in the Provincial sphere, should be distinguished in respect of nomenclature. The Superior level or tier, in respect of Services operating in the Central sphere, thereafter came to be known as Class I, and in respect of Services operating in the Provincial sphere as "Imperial" or "All-India". The middle or the "Provincial" level charges operating in the Central sphere came to be known as Class II, and those operating in the Provincial sphere as Provincial Services, distinguished one from the other by the addition of the name of the Province in which operating, and by the addition in the nomenclature of the functional description. Thus the Bombay Police Service, the Madras Agricultural Service, and so on, represented the middle or 'Provincial' Services operating in different Provinces. The Subordinate Services continued as before.

The Subordinate and the Inferior Services were designated as Class III and Class IV Services on the recommendations of the Central India Pay Commission of 1946, in India, and this classification has continued in Pakistan as well.

5. After the Islington Commission had made its recommendations and Services operating in the Central sphere like Railways, P & T, Audit and Accounts, had been segregated, the Superior Services operating in the Provincial field which were known as All-India Services, were 11 in number. This number comprised 9 main Services and 2 Services organized as separate branches of two main Services, viz., the Forest Service, which had an Engineering Branch organized as a separate Service, and the Education Service which had a Women's Branch, also organised as a separate Service.

6. The Class I and the All-India Services were recruited and managed by the Secretary of State for India or the Government of India, and because of centralized management uniformity in structure and pay scales generally obtained. The Provincial and Subordinate Services were recruited and managed by Provincial Governments under delegated powers. No attempt was made to bring about uniformity in their structure or pay scales. In fact, the Islington Commission had recommended that the pay scales should vary from Province to Province in view of the differences in economic and financial conditions obtaining in different Provinces. The Class II and Subordinate Services operating in the Central sphere were recruited and managed by the various Departments concerned and in their case also there was variation as to structure and pay scales.

7. After the recommendations of the Central Indian Pay Commission of 1946, an attempt was made to introduce uniform pay scales in respect of various Classes or Services under the Centre. Similar recommendations were made by the Pakistan Pay Commission in 1949 which recommended uniform pay scales, numbering 30 in all, which were to be applied throughout the Services. In this manner a broad uniformity in pay scales has been achieved although the grade structure in different services and departmental hierarchies continues to be varied, within the over-all four-fold classification.

8. The scheme which we propose builds upon the existing uniformity, but adopts a more detailed classification, which is based upon considerations of functional requirement in relation to the available qualities of human material. By reducing the gap between classes, there is a gain of equality, and we have built into the scheme a machinery whereby the career will be laid open to the talented person, at whatever level it might begin, while at the same time, the necessary balance between personal ambition on the one side, and on the other the need for mature judgement and ripe knowledge in the higher levels of each grade, is maintained undisturbed. At each level, we have endeavoured to keep pay scales close to market level.

9. We propose that the entire public service should be built up in seven tiers or groups, as detailed below. At the lowest level, that is in Group F, we place the class described as "unskilled" viz., gangmen, peons, watchmen, watermen, sweepers etc. Next, in Group E, we place the "semi-skilled" workers, with education up to the primary standard. At this level, the machinery for a "quick career" will be introduced for the first time. We have not found that in Group F, the conditions that exist require any real provision for the ambitious to rise rapidly, for the general tone of the public servants in this class is one of settled acceptance of routine duties. However, we have provided long incremental scales, for those who prefer to make their career in Group F, leaving it

open to such of them who can acquire the slight degree of education which is necessary, at the right age, to make their way into Group E, to render more significant service and thereby make a career for themselves.

10. The "quick career" principle will apply in Group E to B. It will operate through the division of each Group into three Grades, at the least, and by the sub-division of every second Grade from the bottom into a General List and a Special List. Into the General List will go all those who rise into it by seniority, in humdrum fashion. Into the special List will go the names of those in the bottom Grade with not less than 7 years service, who are selected on merit from among employees in the bottom Grade possessing educational qualifications equal to those required for direct entry into the next higher Group (not Grade). The selection would be on correct principles of career management by a Personnel Cell in each Department, and to ensure that the right type of men go up fast in the public service, the basis would be (1) honesty and integrity, (2) tact in relations with the public, (3) excellence in performance in own grade, (4) fitness for higher duties proved by passing requisite examinations, either in service or external, (5) superior physical fitness, and (6) superior presence and personality, in that order.

11. The ratio between the strength of the Special List and that of the General List would be for the Department to determine according to its needs, for promotions to the next higher Grade would be distributed between the two Lists according to this ratio, and the guiding consideration would be—what is the principal quality required of the man in the third Grade (from the bottom)—is it maturity and serenity of work and judgement, or is it keenness, energy, initiative, and if both, in what proportions?

12. In our Scheme, there is provision for entry into every Group, at the bottom level, of "departmental" candidates from the next-below Group, within certain limits of age, viz., 32 to 40. The minimum age is pitched so as not to deny to direct entrants the advantage to which they are entitled by superiority of education and qualification gained during their student years, as well as to ensure that the entrant from below, who may have acquired equal qualifications by night-study, etc., gives an assurance of having matured through a fairly long period in successful public service before he is permitted to overcome the initial disadvantage with which he started. However, a really able and ambitious worker would be able by taking advantage of each opportunity at the earliest age, to finish his career in a Group two places higher than that, at the bottom of which he made his start.

13. Proceeding with the description of the Groups, the next Group 'D' will be composed of "skilled" workers, with a higher initial educational qualification, namely, Lower Secondary certificate or equivalent vocational or technical qualification. These would be the 'rank and file' operators, both in field work and in the offices, and they will also include the bottom rank of supervisors of persons in their own Group. Our Groups 'F' and 'E' include most of the staff, at present integrated in class IV with a few of those in class III. The middle ranks of the present class III fall in our Group 'D'. It is proposed also to suit the minimum age of entry to the educational requirement. Thus, in Groups 'F' and 'E' and 'D' the minimum will be 18 years, and the ordinary maximum 25 years, with relaxation for *ex-servicemen* in Group 'E' (25—40) and Group 'D' (25—35).

14. Our next Group, namely 'C', comprises the lower inspectorial and middle supervisory staff, and will include those in the upper ranks of the present class III. Here, the minimum educational qualification will be the new Higher Secondary certificate, or its vocational or technical equivalent, and the age-limits for entry will be 20—25, which may be relaxed for *ex-servicemen* (25—35).

15. In Group 'B', we place the "basic officer" class, the equivalent of the present class II, of which, however, a certain number of posts at the top level will be drawn up into a new category, namely, the Junior Executive Grade of Group 'A', which will be generally, the Civil Executive Service of Pakistan, in all the various Departments and agencies, specialised or general, to occupy all posts that are at present described as Class I. The minimum qualification for entry into Group 'B' will be graduation, or its technical equivalent, and the age-limits for direct recruitment will be 21 to 25. Entry will be by open competitive examination, or by competitive selection, so as to obtain the best material that is offering. The function assigned to Group 'B' may be, on the general side, the senior inspectorial and supervisory duties, coupled with the lower managerial duties, but on the specialist side, these men would be holding direct charge of the basic appointments, such as those of Assistant Engineers, Assistant Surgeons, Agricultural Assistants, etc., who are required to render personal service of a technical nature, within their respective areas. In this class would fall Magistrates and Civil Judges who are placed in direct charge of particular areas. The general tone and efficiency of each Department, and of the entire administration will depend on the quality of the service rendered by these officers, and we have endeavoured to provide remuneration, as well as opportunity for advancement to them, in proportion to their importance. As we have said elsewhere in this report, it is a matter for regret that in the Police Department, there is no true equivalent of the "basic officer", and in that, we see the fundamental reason for the extent to which the exercise of police powers fails, in our country, to be a source of assurance and confidence among the people at large. The Police officers whom we can place in Group 'B', *i.e.*, Inspectors and Deputy Superintendents are removed well out of range of constant and direct contact with the public in the field of Police operation. They merely supervise, on paper at headquarters, and by local inspection of Police Thanas and posts, at which they might hear complaints. But the direct and substantial work of the Police Department is placed in the hands of officers, namely Sub-Inspectors, who are in Group 'D', and neither by the status allowed to them, nor by tradition, are these police-officers rendered capable of providing to the people the same kind of service as is rendered by Magistrates or Civil Judges, or Assistant Surgeons or Assistant Engineers. There is, in our opinion, a crying need for reorganisation of the Police administration, so as to provide an equivalent of the last-mentioned categories of officers, to perform the highly specialised and difficult duties assigned to the Police directly among the people. The argument of its being "dirty work", and that it involves the use of dubious techniques has prevailed for too long. If the work is necessary for good public administration, it must be done, and its nature is such that it can only be done satisfactorily by a true officer class. With speedy modern transport and telecommunication facilities to call in aid, the problem should not be insuperable.

16. At first sight, it may seem that, if a graduate class is insisted upon for "basic officer" duties, there is no need for another class or

Group, to be placed above them, and they should be allowed to rise in due course and by merit, to the highest positions in the State. There are a number of very valid reasons against allowing the total right of management of the country's affairs, on the administrative side, to this particular group. To be sure, their experience is of the utmost value, and we are providing for such experience, when it is supported by higher qualifications and high merit, to be recognised by the reservation of a percentage of new appointments into the new Junior Executive Grade in Group 'A', which percentage may be placed as high as 50, according to the requirements of the particular Department. But it has to be recognised also that for many years past, stretching back to a period before the Partition, by reason of the rapid expansion of education, at all levels below the post-graduate classes, the quality of our graduates is such that mere graduation is no criterion of knowledge, much less of ability. The position in respect of technical education is not quite so bad, but yet, it has to be admitted that our medical, engineering, or agricultural graduates do not come up to the levels attained in Western countries. It may be a hard and unpleasant thing to admit, but graduation in our country is only accepted as a qualification for *entry* into a course for graduation in Western countries, a small advantage being allowed in point of the length of the study course.

17. We conceive of Group 'A' as being composed of all officers, in all departments, who are either being trained for, or are occupying posts which place them at the head of the affairs of their departments in a district. The district as a unit of administration in the sub-continent has been recognised at least since the assumption of power by the East India Company. Even outside the general administration, in special departments such as the Income-tax or the Posts and Telegraphs, the first integration of administrative processes is at a level equivalent to that of a revenue district, i.e., the officers at the head of each such territorial division are placed, in respect of work and responsibility, on a level with their counterparts in the Provincial administration. The Scheme we have adopted to provide the right kind of men to hold these district-level appointments, is a modification of the *corps d'elite* technique adopted by the British rulers. The principal *corps d'elite* was, of course, the I.C.S. as an integrated body, which was recruited to assume, as their *first major* responsibility, charge of a district on the executive or judicial side. The period of years of service which preceded this elevation used, many years ago, that is before World War I, to be at least ten years, but after that War, it was markedly reduced, so that officers of as little as 3 years' service, when they were no more than 25 to 28 years of age, were required to assume a status of superiority over all heads of specialized agencies, in their districts, such heads being often men in their late forties or even in the fifties. So long as they bore the visible marks of the ruling race, this was immaterial, for a subject race readily swallows its prejudices in the face of irresistible power. But the sentiment of the East retains an unshakeably high respect for age, among all the incidents and apparatus of distinction between man and man, and since the departure of those who ruled by right of conquest, and their replacement by sons of the soil, there has been an unmistakeable and strong current of resentment against the imposition of a duty to bow before an inexperienced youth, with no visible attributes of superiority, merely on a ground of assumed privilege, founded on being declared successful at an examination.

18. In our Scheme, we have endeavoured to overcome this disregard of true oriental sentiment, as well as the deficiency of education that goes into the making of a present-day graduate, by providing (a) that the direct entrant shall be a double graduate, or, atleast, a graduate, with a post-graduate qualification, whether academic or technical, and in all cases must have either one degree or such post-graduate qualification more than the qualification required for direct entry, in the same Department, into Group B and (b) that he should undergo a period of training, which will be a minimum of 5 years or a maximum where the progress he makes shows it to be necessary, of 7 years, before he is inducted into a principal, *i.e.*, a district-level charge. The result will be that the minimum age for a district-level charge, for a direct recruit will be raised to 28, and it may be as high as 33. We note here our approval of the current emphasis which is being laid on post-graduate instruction, in particular, in the technical and scientific fields. It fits in admirably with our Scheme.

19. Two other factors will, under our Scheme, be applied to exclude altogether the dangers of youthful swollen head in officers who are placed in these important positions. The first is that the direct recruit will be engaged on contract, in the first instance for two years, to be extended by three years, and again, if rendered necessary by the slowness of his progress, by a further period of two years, but no more, except in the single case of there being no district-level vacancy available for him in his Department. The technique of engagement on contract is followed by all public companies for their superior covenanted staff, and enables them to secure the best material, as well as to get the best work out of them. The second factor is that these direct recruits will be made to undergo their period of training, and their occupation of training posts side by side, with promotees from the next below Group, namely 'B'. The latter officers, having direct experience of the working of the Department, and lacking only the advantage of an equally prolonged education in their student years, will offer stiff competition to the direct "competitioner" entrants, and in the process, it may be expected that the talents of both sets of officers will appear to the best advantage. But more important than mere self-improvement through rivalry, will be the inevitable moulding of these officers, from two different sources, into a single group, actuated by a desire to serve the best interests of the country, through exercise of their talents, up to the highest level. The officers who come up from below, will be of minimum age 32 years, and thus will attain district rank at a minimum of 37 years, or a maximum of 48 years.

20. We have said that the *corps d'elite* principle is built into our Group 'A'. As that principle was applied in British times, it made for a permanent and exclusive superiority for entrants into the *corps*, from start to finish of their careers. Even when persons from the lower service were promoted to occupy posts which were reserved for the I.C.S. they did not become absorbed in the I.C.S.; they remained members of their own Service, but were dignified by the description "listed post holders". In certain other Services, such as the P.W.D., the exclusiveness was not carried to that length. There was a *corps d'elite* among the entrants into the P.W.D. who carried the designation "Assistant Executive Engineers", who were in Class I; the entrants into Class II were described as "Assistant Engineers", but there was

a scheme by which, in accordance with a prescribed formula, Assistant Engineers could be promoted to be Executive Engineers, at a somewhat later age than Assistant Executive Engineers. Our conception of the Junior Executive Grade adopts this principle, which is one of very great importance to the maintenance of efficient direction, by capable men with recent knowledge of the latest techniques, of the affairs of Departments at district-level. For instance, if the rule be that all Civil Surgeoncies, i.e., headships of the District Public Health and Medical Relief administration were to go by seniority-cum-fitness, say, to Assistant Surgeons, who ordinarily possess a Pakistan medical degree of M.B.B.S., the result would be (as we believe it is) that these posts would be filled by persons whose medical knowledge is some 25 years out of date, those 25 years having been spent mostly in routine duties in outlying dispensaries and hospitals far removed from contact with modern medical research and development. In British times, an endeavour was made to overcome this stagnating effect, by injecting officers from the Indian Medical Service, which was recruited for service with the Forces and encadred accordingly, into the civil medical administration. Similarly in the field of engineering, where knowledge of the most recent techniques is a necessity for a person who is placed, as Executive Engineer, at the head of the P.W.D. administration in a district, it would entirely frustrate the onward march of the country in the development field, if heads of these administrations were exclusively men whose main education in engineering was ended 25 years earlier, and who may have nothing to their credit except a humdrum sequence of routine jobs in the lower ranks as "basic officers". We have taken into account that, by reason of their numbers, these "basic officers" must be drawn from the average products of our own Universities and Colleges. To insist on higher, or foreign, qualifications for these posts will firstly be impracticable, for men are not available in the requisite numbers, and secondly, will involve expense, if the "market rate" be paid, which the country cannot bear. It therefore becomes of cardinal importance that a superior type of man, equipped with the latest education, should be provided to fill the district level post. Hence our Group 'A', and we entertain the sanguine hope that by correct and honest personnel management, the men who are inducted into the Junior Executive Grade from the service below, will prove equal to the enlarged responsibilities, firstly, by the selection being made subject to possession of the requisite additional qualifications, by taking external courses or by in-service training, and secondly, by their being required to work for so many years side by side with those who have been taught the latest theories and techniques. The prolonged training afforded by this Grade will, in our belief, serve to efface all feelings of difference and inequality among the two classes of entrants, and assist in giving to the Civil Executive Service, an *esprit de corps* which has been altogether lacking between the direct recruits and the departmental promotees in the Superior Civil Services hitherto.

21. A further special feature of the Junior Executive Grade needs to be mentioned. That is that during his service in this Grade, the J.E.G. man, whether he be from the service below, or a direct recruit, will be given the benefit of a special Provident Fund, to which he will contribute 10 per cent. of his salary, and the Government will add double that amount. At the close of his stay in the J.E.G. whether by removal (otherwise than for subversive or disloyal activities) the amount at his credit in this Fund will be paid to him. It will amount to about Rs. 7,000, if he remains in the J.E.G. for 5 years, and if he is appointed to the Civil

Executive Service, this money will be of assistance to him in setting himself up to live in the style appropriate to a district level officer. If, on the other hand, his services are not required, the money will help to tide him over until he can secure another job. The money, except for his own contribution, will be really a combination of deferred-pay-cum-enforced-saving. The Government supplement will help to bring the remuneration closer to the "market rate" offered to this class of candidate for covenanted service in the public companies, and will thus help to ensure that the public service gets a fair share of the available talent. The Special Provident Fund will be available for the departmental entrant as well, and will be administered *ad hoc* in each case as for direct entrants. The lump sum payment at the conclusion of successful service in the J.E.G. will be at least as important for these entrants as for the direct recruits. But where he fails to "make the grade", the Government contribution need not be added, as he will be restored to his own Group. Further, service in the J.E.G. although on contract for the direct recruits, will count towards the qualification service for pension, for them as well as for the departmental entrants, in whose case, their service in the lower Group will be counted in their total service for pension.

22. Apart from the equalisation and amalgamation, so to speak, which the conditions of service in the J.E.G. are designed to bring about, our Scheme provides for a total equalisation of salaries and opportunities of advancement for those who, after passing through the J.E.G. enter the Civil Executive Service. The commencing salary will be the same for all officers in the C.E.S. in every Department, and the Grades within the Group, as well as the efficiency bars will be equally fixed. At this point, it is important for us to say that this concept renders it necessary that throughout the field of administration, the specialist functions should be isolated, not only in the interests of efficiency, but also for the purpose of ensuring an equal career in each specialised service. Our reference is in the main to the function, within the administration, hitherto allotted to the "generalist". Under the system left behind by the British, the Government Agent in the district, namely the Magistrate and Collector combined in himself certain specialist functions as well. He was the head of the land revenue administration, which for at any rate, three quarters of a century, has been an extremely detailed and specialized department. The task of maintaining a cadastral survey, of regulating relations between landlords and tenants, of recording customs and practices from village to village, of assessment of the land revenue through settlement operations, of recovery of the land revenue—all these involve application of innumerable rules, under a series of laws, with the aid of thorough knowledge of local conditions combined with high judgment and circumspection. No mere "generalist" can be expected to undertake the direct administration of these affairs, and in fact, the administration is placed in the hands of a hierarchy of experts, including in West Pakistan, the patwari, the girdawar, the Naib-Tehsildar and Tehsildar, and above them the Revenue Assistant to the Collector, and often, an Additional Collector, all of whom work under the appellate jurisdiction and general supervision of the Collector. It is common knowledge that the Collector today is harassed and over-burdened with multiplicity of duties of very many different kinds; he has to be the agent of Government for literally everything pertaining to the administration, and must be "all things to all men" besides being at the back and call of his superiors in the administration at all times. In addition to the time taken up in daily interviews, in recent years, he has been required to attend numerous conferences in the district, and at Divisional

and Provincial Headquarters. In the circumstances, it is easy to agree that apart from the judicial work he may do as appellate authority under the Land Revenue, Tenancy, and other Acts pertaining to the land revenue; he cannot take more than a merely supervisory interest in the detailed working of the land revenue administration. It is here that the injustice of the system which dictates that *he* shall be the head of that administration, because he is the head of the district, appears with clarity. The staff under him which carries the entire burden of that administration belong to an inferior Class II Service (or if it be Class I, yet inferior because the head of the district is in an All-Pakistan Service) and they cannot aspire to be post of Collector. The work is entirely theirs, but the credit goes entirely to him, whose touch with it is, in truth, remote.

23. The case with the Magistracy is very similar. The criminal judicial work is in the hands of Magistrates, each with his own Court, the senior among them being styled the Additional District Magistrate. The trial of cases, and the management of a file of cases are tasks which involve expenditure of time and attention to detail. Even more so is the task of managing the entire criminal file for the whole district, through a complement of Magistrates. For these tasks, the District Magistrate of today simply has no time, and the result is that they are performed by the Magistrates, under the guidance and control of the Additional District Magistrate, who is a senior member of the *Provincial Service*. But the post of District Magistrate is, for such persons, a *listed post*; it is available, in the ordinary way, only to members of the C.S.P., and is occupied normally by comparatively junior members, with some 5 years to 10 years of service. Here again, there is denial of justice. The group of men, constituted into a service, who carry on the entire work, are denied the headship, even in this respect, in the district. The District Magistrate is also head of the Police force in the district, although there is also a Superintendent of Police who commands that force. He exercises supervisory powers over the Superintendent of Police, in a number of matters, without having any direct concern with the recruitment, training or maintenance of that force as an efficient unit. As we have remarked elsewhere, the double control leads to irreconcilable conflicts.

24. In our opinion, the need for retention of so many different headships in a single person, who was the agent of the ruling power in the district, has lapsed with the passing of that ruling power. There is no longer the same need to equip a single person with all these diverse powers, for the strength of the administration is derived from the people, and not from any outside source. It is therefore that we think that the various functions, of a special nature, which are at present incorporated in the person of the Deputy Commissioner, should be separated and placed under their own district heads. There should be a District Magistrate, to manage the criminal work of the district through a system of Courts and Police investigators, but he should be distinct from the Deputy Commissioner. There should be a Collector, a man drawn from the rank of those who carry the burden of the land revenue administration, and he too should be distinct from the Deputy Commissioner. At present, we find that the impossibility of the Deputy Commissioner himself attending to these, and a number of other functions attaching to his office, is being recognised by providing almost every Deputy Commissioner with (1) an Additional District Magistrate, (2) an Additional Collector, and (3) an Additional Deputy Commissioner. The integrity of the office is clearly in process of fragmentation and it is, in our view, regrettable that there should be so much delay in recognising that these functions *can* be efficiently carried out under separate

heads, and that to keep them attached to the person of the Government Agent, amounts to denial of just recognition to those who are actually discharging the functions, and doing so adequately.

25. The other "generalist" function which falls within the range of the Civil Executive Service, under our Scheme, is that belonging to Under-Secretaries and Deputy Secretaries in the Central Government, and in addition Joint Secretaries in Provincial Governments. A majority of these posts are reserved at present for the C.S.P. although, in actual fact, a considerable proportion even of the reserved posts are occupied in an officiating capacity by officers from Provincial Services, and so far as we know, competently. The justification in the British period was that there had to be integration of all the policies and processes of the Government, through the group of officers, viz., the I.C.S., to whom the function of administration over the Sub-Continent was entrusted from the early days of the East India Company regime, and this integration was to serve the over all purposes and policies attaching to, and imposed by, the incidence of rule from Whitehall. Today that justification no longer exists. The requirement is for well-educated constructive minds, trained by instruction and experience in the art of management through administration, to aid in the functioning of the Ministries. Despite the claims made in this respect, in support of the *Status quo*, we are unable to see why the type of man whose entry into the Civil Executive Service through the J.E.C. our scheme envisages, should be incapable of producing these qualities, even if previously his work has been in a specialised Department. The fact is patent that every officer, in whatever department he may be, is at district level, a manager of an organisation of considerable size, operating under law, maintaining a strict system of records, and working under supervision from higher levels of authority, which is exercised in the usual way, by noting and correspondence, and written requests and orders. Not all would have the same aptitude for Secretariat work, but to deny to them, as a body, all such aptitude, and to make that a ground for reserving that high and highly-paid function for a particular Service, on an assumption of aptitude, is clearly a denial of justice. There is no requirement of a competent Secretariat man that a person with the kind of education we have prescribed, working in any specialized Department of any size, cannot acquire with the aid of some training in management, in organisation and method, and in Secretariat work. The reservations, in our opinion, have completely lost their validity. We would recommend that these Secretariat appointments should be laid open, as a stage in their careers, to officers of the Civil Executive Service in every Department, on the ground of aptitude alone. Such a stage, successfully passed, would be accepted as good preparation for entry into the top directory service, which we think should be integrated into a Service to be known as the *Pakistan Administrative Service*.

26. To apply that description at any lower level, e.g., to the running of sub-division or even a district, seems to us to be inappropriate. The administration of Pakistan, as a whole, is placed in the hands of the officers who work directly under the popular representatives who are named as Ministers. These high public servants may function as Heads of the great Departments, Directors of large organisations, high Secretariat officials, etc. The right to describe themselves as belonging to the administrative class of employees should be confined to these persons. In view of the administrative re-organisation which is in progress, under which large powers have been delegated by the Provinces to Divisional Commissioners, we have placed these officers also in the Pakistan

Administrative Service, while all the Divisional Heads of Specialised Agencies will be placed in the top grade of the Civil Executive Service, which we have at places referred to as the "pre-PAS grade".

27. In our scheme, the Civil Executive Service covers the stage between District-level appointment (including the training period therefor passed in the J.E.G.) and the Divisional-level appointments, other than that of the Divisional Commissioner. Thus, a Deputy Inspector-General of Police, a Deputy Director of Health Services, a Divisional Inspector (or Deputy Director) of Education, or equivalent posts such as Superintending Engineer, would be posts in the top-grade of the Civil Executive Service, and would represent the culmination of about 14 years of service commencing with the post of Superintendent of Police, Civil Surgeon, District Inspector of Schools, or Executive Engineer. The age limits of direct recruits through the J.E.G. would be between 46 and 51 in this grade. In the pre-PAS, we propose also to place the Government Agent in a district, the equivalent of the present Deputy Commissioner, but with an altered role. Our views on this topic, and on the functions of a Divisional Commissioner are detailed in a later chapter.

28. Here, we would like to emphasise another provision built into our Scheme, as an agency for securing integration of the entire country through the superior services, as a means of securing a uniformly high level of performance, and to ensure fair and just selection of the best officers from the entire range of the public service for entry into the directory ranks. That is, that in the pre-PAS grade, all officers whether they are employed under the Centre or in a Province, will be brought within a Career-Planning System operated by the Central Bureau of Personnel Management. It is necessary to observe here that care should be taken to provide adequate representation on this Bureau for all the different branches of the public service, in particular, the technical and scientific services. We do not think it at all feasible to allow of direct recruitment to the top directory posts. It would be contrary to the tradition of our Services covering more than a century and a half. It would be destructive of morale. It would lead to frustration and stagnation, and a disastrous deterioration of service standards and character at just that stage when officers of mature experience are capable of producing their best, if the career be opened out to them.

29. Therefore, to man the Pakistan Administrative Service, the thoroughly reasonable and practicable means is by *pure selection on merit* from among the top rank of the Civil Executive Service. We have thought of this selection being carried out in the following way. Entry into the pre-PAS grade will be by selection by the Provincial Public Service Commission, or in the case of Central personnel, by the Federal Public Service Commission, from among names sent up by the respective Governments. Apart from excellence of performance in their duties, each such officer must have gone through a course or courses in public administration and management. After they have been selected, the names will be forwarded to the Central Personnel Management Bureau, whose business it will be to plan a career for each one, covering a span of five years, in the Central or the Provincial administration, or preferably both, and preferably also, in both Provinces. The work of each officer will be watched and reported on in detail, by selected officers of the PAS under whom they will be working. From time to time, as the need arises, selections will be made from among these persons to fill posts in the Pakistan Administrative Service. These

will be posts carrying salaries in a rising scale from Rs. 2,000 upwards, such as Secretaries to the Provincial Governments, Inspectors-General and Additional Inspectors-General of Police, Director (Provincial) of Health Service, Joint Secretaries and Secretaries in the Central Secretariat etc. As the officers will be drawn from a number of different services, the PAS will consist of a number of posts, with graded salaries, but as these will be at the top level of a number of different departments they cannot be *encadred*. The question of *inter se* seniority of officers will be unimportant, and may be settled on the two principles of date of entry into the PAS, and the status of the post occupied. A tenure may be fixed for each post, to avoid over-long occupation by a single person. The maximum duration of a career in the PAS would be 9 years and therefore a three-year tenure would probably be found suitable for most posts. Appointments to posts would be by the rule that a member will continue in the line of work which is his speciality, or where his special knowledge and experience can be most useful.

30. As for the machinery of selection for entry into the PAS, it must obviously be of a character capable of attracting the utmost confidence among the services, as well as among the people in general, that the right men are being selected, and on pure merit. We have thought that the Selection Board should consist of the President and all the holders of isolated statutory offices in the State, *e.g.*, the Chief Justice of the Supreme Court, the Chief Justices of the two High Courts, the Comptroller and Auditor General, the Chief Election Commissioner, and the Chairman of the three Public Service Commissions. No political influence should be allowed to enter the Board, and therefore not even the Speakers of the Houses should be included. The Governors and the Attorney-General would also not qualify, as they hold their offices at the pleasure of the President. Nor would Advocates-General, who hold their office at the pleasure of the Governor. The Board would consist of such number of persons, not exceeding six and not less than four, as the President may see fit to summon to sit with himself. The material before the Board would be provided by the Central Personnel Management Authority, to which the opinions gained in the earlier stages of service, and from the authorities under whom each candidate worked, would be added. The Government might consider the utility of a psychiatric test as well, to discover whether integrity, courage, initiative were present in the right degree in a person to whom high powers for good or ill over the citizens were about to be entrusted. There would, of course, be interviews.

31. We would like to say a word here on the aspect of integration of the country through a top Service so constituted. At present, the influence of the Centre is exercised, on the administrative side, through only two Services which are recruited and managed by the Centre, namely the C.S.P., and the Pakistan Service of Police. At present also the rule seems to be that after an initial period of training in the same institution, these officers go back to their Province of origin, and stay there for the rest of their careers, unless they are inducted into the Central Secretariat or the Finance-Commerce Pool posts. It seems evident that, under these conditions, the integrating effect of having these Services recruited and career-managed through the Establishment Division of the Centre cannot be rated very high. Even if the rule were that they should spend half their careers in each Wing, the degree of unity that might result would hardly improve. Much would depend upon the personal equation, *viz.*, the type of officer, and how acceptable he is to the people among whom he serves. The extensive use of the quota system affects the first-mentioned factors, and as to

the second, the preference of the people for an officer from their own Wing of the country, and even from their own part of the Province is almost unshakable. It is, in our opinion, better in every way that the Provinces should recruit to their Services and the Centre should recruit from the Provinces, in correct proportion, and that the fusion should take place, at the top level, under Central control, by selection from among the ablest and most experienced officers of the Centre and the Provinces, of the superior directory service, namely, the Pakistan Administrative Service. Their cohesion would not be the result of encadrement, and being drawn from all branches of the public service, they would be unlikely to develop monopolistic tendencies or the attitudes of a ruling class. The aspect of personal prestige or privilege would be excluded, and men would hold their places, on an equal footing, namely, that of proved merit and efficiency. What would bind them together would be firstly, their period in the pre-PAS under strict and honest career-management by the Centre, and secondly, the fact of having been inducted into the PAS, by the highest conceivable body of State authorities, on the basis of pure merit. From the time when they come under Central career-management, which will continue until they retire, whether their work lies in the Province or at the Centre, this body of officers will necessarily cultivate and maintain an All-Pakistan attitude in their work and behaviour and in our opinion, the effect among their subordinates, and the people among whom they work cannot but be beneficial to the principle of integration of the whole country. Even the prospect of eventually entering the P.A.S., by the procedure we envisage, would act throughout the Civil Executive Service as a deterrent to any parochial tendencies. Provincial officers with ability would quickly sense that their interest, and their expectation of rendering service at the highest level, would not be served, and could indeed be severely damaged, by their adopting narrow Provincial attitudes in their work and dealings. The effect over the entire range of the public services would, we think, be quite remarkable. It would be of a totally different order from any that the present system of Central management, from start to finish, of the careers of officers of the CSP and the PSP can possibly produce. The I.C.S. and the Indian Police were the 'steel frame' of the foreign rule from Whitehall, by which a grip was maintained over the subject people. It was then thought that by keeping a firm hold on the administration of law-and-order and security, through Police agency, the continuance of that rule could be ensured, irrespective of the extent to which the beneficial and developmental services were allowed to get into the hands of the Indians themselves. That entire state of things has now disappeared. The question is no longer one of imposition of rule from outside. Law-and-order and public security must take, in Pakistan, the same position among the public affairs of the country as they occupy in other free countries, that is to say, not unimportant, but at the same time, not of super-eminent importance, so as to confer the status of rulers upon their officers. Something of that super-eminentness lingers on by the exclusive recognition of these two Services as All-Pakistan Services. The scheme we propose corrects this unbalance, and we hope that at the same time, it will bring about a true balance among all the public services, by raising personnel into high directory positions, in proportion to the relative importance and utility of the service to which they belong.

32. We have appended to this chapter a statement in tabular form showing the nature and composition of each of the six Groups, and of the PAS,

together with our recommendations for the salaries which should be paid. It is only after mature consideration that we have felt it necessary to raise the salaries in the upper Groups and the PAS, more or less, to the level prevailing for equivalent officers in the British period. We have borne in mind that the Constitution requires us to reduce the difference between the highest and the lowest salaries payable to Government servants. But we cannot overlook a number of hard facts. Firstly, the salaries of the British period had been fixed more than 50 years ago, when money had perhaps twenty times its present value, and these salaries had to be supplemented by overseas pay and home passages in 1924, owing to the extent to which the cost of living had already risen by then. We are not recommending any appreciable supplements. Secondly, the work which falls on these officers is many times heavier and more complex than any which the British officers were called upon to do, at the time when the salaries we are now recommending were in vogue. This follows from the attainment of Independence causing an upsurge among the masses, from the enormous and rapid developments which are in progress in all fields, from the fact that the economic agencies in the country are now in direct contact with their counterparts in every other country in the world, from the incidents of the "cold war" in whose atmosphere we live, and many similar causes. Thirdly, the superior officers, throughout the public service, are required to work to European standards, in an effort to raise the level of the country in all the domestic and external activities of the people, to that reached in the West, perhaps half a century ago. The withdrawal of the Western rulers has certainly not been taken as a sign that the country could revert to purely Asiatic modes of administration, but instead a heavy burden was placed upon the superior officers, first to maintain the standards already reached, although the entire body of British civil servants, who had brought about those standards after 150 years of direct rule, had disappeared overnight, and next to improve upon those standards. They have succeeded in their efforts, and the efforts need to be recognised. Fourthly, the value of our money is diminishing from year to year, as a necessary result of the inflation which follows in the wake of development, and the standard of living which the superior officers have to maintain is far more expensive today than it was for their British predecessors in office 50 years ago, in terms of the value of money then prevailing. Lastly the scale of Governmental operations which the superior officers are today required to supervise and control is many times larger than that which the corresponding British officer were required to deal. In speaking of Government expenditure today, a crore is mentioned with the same facility, as say, 2 lakhs, were spoken of in pre-Partition times. The consequence of under payment of those to whom expenditure on this scale is entrusted can be readily imagined. Under present conditions, except for some senior officers who are on pre-1931 scale of pay, huge departments, with budgets running into ten and twenty crores of rupees, and with very large staffs are placed under Director General who are paid Rs. 1,700 p.m. It is idle to emphasise the moral control or those supplied by a sense of loyalty to the nation as barriers to the natural temptations arising out of such a situation. What makes it worse is that the maximum pension such an officer can earn is pitched at about Rs. 700 p.m. A consideration of the utmost importance to the safety and well-being of the State is that its officers, particularly in the superior and director positions, where their example instantly produces kaleidoscopic reflection among their army of subordinates, should be guarded against corruption by being paid respectable salaries, apportioned to their status and responsibilities, and

given assurance of adequate means of modest subsistence in their retirement. We have dealt with the question of pensions elsewhere. We think the salaries of these officers cannot, with due regard to all these considerations, be justly or safely pitched lower than those paid to their British predecessors, but without the supplements which had been provided to the latter in the closing years of British rule. We have adjusted them accordingly.

33. A tabular statement, with details, of the seven-tier structure of the Services which we recommend for adoption, is added as annexure.

ANNEXURE

THE SEVEN-TIER STRUCTURE OF THE PUBLIC SERVICES

Description and Age-limits	Grades	Distribution	Pay scale	Period
1	2	3	4	5
I—GROUP F				
'Unskilled' workers.	Training-cum-probationary Period.	Upto 10% posts (Super-numerary posts may be created where at present training reserves are not provided).	Rs. 60 fixed	2 years' span.
<i>Age limits for Recruits</i> 18—25.	Grade I ..	Maximum of 60 % posts included in the group.	Rs. 65—1—80	15 years' span.
	Grade II (in-	No. of posts to be determined depending on requirements, by adjustment of posts, included in the Grades I and III but subject to the limits indicated.	Rs. 75—1—85	10 years' span or addl. 5 years' span beyond Grade I.
	Grade III ..	Maximum of 10 % posts included in the group.	Rs. 85- 1- 95	10 years' span.
II—GROUP E				
Semi-skilled Workers.	Training-cum-probationary period.	Upto 10% posts (Super-numerary posts may be created where at present training reserve is not provided).	Rs. 70 fixed	2 years' span.
<i>Ages of Entry</i> O : 18—25 Ex. S : 25—40	Grade I ..	Maximum 60 % posts.	Rs. 75—2—105	15 years' span.
	Grade II (including the "Special List").	No. of posts to be determined according to requirements.	Rs. 90—3—120	10 years' or additional 5 years beyond Grade I.
<i>Education</i> Primary of Vocational Equivalent.	Grade III ..	Maximum of 15% posts.	Rs. 110—3—140—5—150	12 years' span.
III.. GROUP D				
Skilled workers "rank and file" workers.	Training-cum-probationary period.	Upto 10 % posts (Super-numerary posts may be created where at present training reserve is not provided).	Rs. 100 fixed.	2 years' span.
<i>Age of Entry</i> O : 18—25 Ex. S : 25—35	Grade I ..	Upto 50% posts	Rs. 110—4—150—5—175	15 years' span.
<i>Educational requirement</i>				
Matriculate or Lower Secondary, equivalent Vocational or technical certificate.	Grade II (including the Special List).	No. of posts to be determined according to requirements.	Rs. 150—5—185—10—225.	11 years or additional 6 years beyond Grade I.
	Grade III ..	Maximum 20% posts	Rs. 225- -10—295—25/2—370	14 years' span.

1	2	3	4	5
	Grade IV ..	No. of posts, calculated together with posts in grade III, not to exceed 20%. The No. may vary between 5 to 10%.	Rs. 375—25/2—450	2 1/4 years' span.

IV—GROUP C

Lower inspectorial and middle supervisory staff.	Training-cum-probationary period.	Upto 10% posts (Super-numerary posts may be created where at present training reserve is not provided).	Rs. 200 fixed	2 years' span.
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Age of Entry

O : 20—25

Ex. S : 25—35

Grade I ..	Upto 50% posts	Rs. 250—10—300—15—450	15 years' span.
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Educational requirement

Higher Secondary or Equivalent Vocational or technical certificate.	Grade II .. (including the Special Lists).	No. of posts to be determined according to requirements.	Rs. 350—15—500	10 years' span or additional 3 to 4 years beyond Grade I.
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Grade III ..	Maximum of 20% posts ..	Rs. 500—20—700.	12 years' span.
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Grade IV ..	No. of posts, calculated together with posts in grade III, not to exceed 20%. The No. may vary between 5 to 10%.	Rs. 650—25—850	4 years' span.
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V—GROUP B

"Basic Officer" Class.	Training-cum-probationary period.	Upto 10% posts (Super-numerary posts may be created where at present training reserve is not provided).	Rs. 300 fixed	2 years' span.
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Age of Entry
21—25*Educational requirement*

University degree or equivalent vocational or technical certificate.	Grade I ..	Upto 50% posts	Rs. 350—25—600.	10 years' span.
	Grade II .. (including the Special List).	No. of posts to be determined according to requirements.	Rs. 500—35—850	10 years' span
	Grade III ..	Maximum of 20% posts.	Rs. 800—40—1,200.	10 years' span.

VI—GROUP A

Managerial Class : District-Level upto Divisional-level.	Junior Executives' (training Grade)	Such number of posts as may be required to fill vacancies in Civil Executive Grade.	Rs. 400—50—700.	Appointment on contract, initially for 2 years, extendible if satisfactory by 3 years, also on contract, and again by further total period of 2 years, if necessary to attain standard for entry into C.E.G.
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1	2	3	4	5
<i>Age of Entry</i> 23—27				
<i>Educational requirement</i>				
Double degree.	Senior Executive Grade I.	According to requirements.	Rs. 900—50— 1,200—EB— 50—1,300.	8 years' span.
	Grade II . . (No Special List)	Do.	Rs. 1,300—50— 1,500—EB— 50—1,600.	6 years' span.
	Grade III . . (pre-PAS)	Do.	Rs. 1,500—100— —2,000.	5 years' span.

VII—PAKISTAN ADMINISTRATIVE SERVICE

Top directory and higher administrative posts.	Grade I . .	Posts according to requirements.	Rs. 2,000—100— —2,500.	All tenure posts 3 years.
	Grade II . .	Do.	Rs. 2,500—100— —3,000.	
Entirely promotional.	Grade III . .	Do.	Rs. 3,000—100— —3,500.	
	Grade IV . .	Do.	Rs. 3,500—100— —4,000.	

PROMOTION TO HIGHER GROUP

Posts in the "initial" grade in each Group, above the lowest Group, should be reserved for promotion of persons from the top grade of the lower Group in the following proportions :—

From Group F into Group E, Grade I : upto 40%.

From Group E into Group D, Grade I : upto 30%.

From Group D into Group C, Grade I : upto 25%.

From Group C into Group B, Grade I : upto 20%.

From Group B into Group A, J.E.G. : upto 50%.

CHAPTER V

Adjustment of existing personnel in the new Service Structure and Pay Scales

With the adoption of the new Service Structure the question of fitting in the existing incumbents in various categories into the new Groups and Grades and their scales of pay will immediately arise, though the pattern recommended by us with all its implications of recruitment qualifications, processes of promotion and prospects etc., will emerge only gradually after some years as recruitment proceeds strictly according to the scheme. It is, therefore, necessary to recommend formulae for fitting in, the present incumbents and refixing their pay in the new service structure. The formulae which follow necessarily vary somewhat from Group to Group but in general their basic features are the same.

2. As the scales recommended by us are generally higher than the old scales of the categories which have been allocated to each Grade and Group, the question of any of the existing incumbents opting to retain their old grades of pay can hardly arise. This would all the more be the position if the allowances recommended by us and the total emoluments are taken into account. We are, therefore, of the view that no option should be given to the Government servants to remain on the old scales of pay and allowances. In cases where the incumbent cannot be fitted according to the formulae recommended by us in the appropriate rate of pay, a personal pay should be given in order to give him "minimum" advantage. In such cases, however, this should be restricted by the maximum of the scale of the Grade, and it should be liquidated on promotion to higher Grades and Groups.

3. We recommend that subject to a minimum advantage of 10% of their present pay, including Special Pay plus Dearness Allowances and interim reliefs, the existing incumbents falling in Group 'F' to 'B' should be fitted at the next higher stage in the scale of the Grade into which they fall according to the numbers allocated to the Grade or Group. The allocations we have shown in the examples we have dealt with should be regarded as purely indicatory.

4. Temporarily it may be necessary to vary the distribution of the posts into various Grades given by us to accommodate a larger number of officers in a particular Grade but this should be done having strict regard to the length of service rendered by them. If the service falls short of the span of the Grades recourse should be had to the device of the personal pay mentioned above. Recourse to placing even temporarily a larger number of persons in the higher grade—should thus only be had when the person concerned, by reason of the length of his total service, or service in the comparable scale and on merit also, deserve to be placed in the higher grade.

5. As in our service structure the minimum educational or vocational qualifications required for various categories of staff are different from those prescribed at present the formula recommended by us above presupposes that neither the lower qualifications will be allowed to operate to the disadvantage of the person in fixing him up in a particular Group nor a higher qualification will entitle him to a higher Group. This will apply to Group A also.

6. The formula which we have recommended above will also take care of the abolition of the special pays which is a feature of the structure

recommended by us. The formula fixes the pay at a level where the abolition of the special pay will not vitiate the minimum benefit which we have recommended. Where however, any special pay has to continue it will be excluded in working out the minimum benefit.

7: Our structure provides for a period of 2 years' training in each of these Groups. The fixed pay recommended by us during that period may in some cases be lower than the present pay including special pay plus dearness allowance and interim relief. We recommend that the existing incumbent who were directly recruited and have not completed two years' service should nonetheless be brought to the new rate of fixed pay and given a personal pay to bring up their pay up to the level of their existing pay including special pay plus dearness allowance and interim relief. They thus, will gain only to the extent of the increase in the allowances recommended by us.

8. Certain categories and posts in Class I at present have been allocated to Group B in the Scheme of the service structure recommended by us. We recommend that the existing incumbents of such posts should be fixed in Grade II of Group B. Such of them as have acquired a better right for having remained in Class I posts should be placed on the Special list also unless by virtue of their pay and length of service etc. they can be accommodated in Grade III.

9. As regards Group 'A' and the PAS we recommend that the fixation of the pay should follow the same formula as mentioned above but, in addition to the considerations of the length of service and the numerical distribution recommended by us in various Grades, greater regards should be had to merit for being fixed in a particular Grade. The provision of para. 5 regarding the redistribution of posts into various grades will however, not apply to posts in the P.A.S. as the latter represent fixed charges and are of a different character. A redistribution in their case, merely for the purpose of the formula for the fixation of pay is, therefore, not warranted. There should be a definite process of selection involved in respect of certain categories of posts, e.g., the pre-PAS even in the case of persons who are in posts now placed in Group 'A' and the P.A.S. Officers of Class I services who have not completed 5 years' service will, unless they are adjudged specifically fit to be placed or to remain in the Civil Executive Service, be treated as having been placed in the JEG according to the number required in that Grade.

10. To protect the existing prospects of promotion of Class III officers to Class II and Class II officers to Class I a period of 5 years or so may be fixed, during which period promotions from Group C to Group B and Group B to Group A may continue to be made according to the present percentages and criteria of seniority or selection etc. Thereafter all should become subject to the terms and condition of the Commission's Scheme for further promotion.

11. We have given thought to the question of the date from which, if our recommendations are accepted, they should be made effective. As they involve re-grouping and regarding in every Department of the entire public service, it seems obvious that to provide for retrospective effect is impracticable. At the same time the benefit, both by way of salary as well as in grades are substantial, and it will be entirely appropriate that they should be allowed with effect from a date in the future, e.g., the 1st July 1962, which is also the commencing date of a new financial year. It is, however, for the Government to make a decision on this important point.

CHAPTER VI

THE PRESENT POSITION OF THE CIVIL SERVICE OF PAKISTAN

The share which, at its inception, Pakistan took of the cadre of the Indian Civil Service, amounted to 158, of whom a small number were British officers, who had opted to stay on, under ICS conditions of service. Later, a few more British officers were re-engaged on contract. The number of posts reserved for ICS officers which were available in Pakistan at the Partition was approximately 244, including Superior Posts, District Posts and Junior Posts. Owing to circumstances altering in the most remarkable manner from the very day of Partition, massive problems of administration arose, of which the following are merely illustrative, viz., reorganisation of the administration to fill the vacuums created at all levels by the departure of the British and Hindu officials, setting up of a new Government at the Centre, the mass exchange of populations bringing serious disorder in its wake, the Herculean task of resettlement of refugees. It is a matter of history that the country was safely carried through that period of great danger, by the able political leadership of that time, acting through the available body of public servants. The number of ICS officers included in this body was disproportionately small, and corresponding credit is due to them for their share in the Services. But it would be wrong to lapse, at this point, into plaudits about "so many owing so much to so few". The magnitude of the task involved a scale of effort and performance which required many times the number of the available ICS. Tasks at high level were undertaken, by men in all ranks or the Services, including the clerical branches, which were far above those belonging to their real status. Were it not for the loyalty and ability shown by the entire body of men who constituted the administration, the few top-officers, with all their experience in the field of prestige-rule, could never have staved off the danger of general administrative chaos that hung over the scene, if they had kept all responsibility to themselves.

By 1950, the new Civil Service of Pakistan had been set up, and for it, the following posts were reserved, viz.,

Superior Posts, including reserves	244
Junior posts	88

Following an earlier practice, by which members of an "inferior" service could be elevated to posts ordinarily reserved for the *elite* service, 50 posts, not included in the above enumeration, were declared to be *Listed* posts. The number of officers of the CSP available to fill these posts was 175 only, composed as follows :—

(1) Old ICS officers	94
(2) War-Service appointees	15
(3) <i>Ad hoc</i> appointees from the Finance Service ..	4
(4) Persons selected from the Indian Administrative Service Competition List of 1946	18
(5) Recruited by examination in Pakistan in 1949 and 1950	44
Total ..	175

The extent of infiltration from sources which could not claim the advantage of proved intellectual superiority was already 20%, namely, classes (2), (3) and (4) above. There was a quota system applicable to the recruitment by competition, as well, which will be dealt with later. Note should also be taken of the fact that there were as many as 69 *Superior* reserved posts, in excess of the *entire number* of members of the Service, and promotion accordingly became a matter of routine.

The position was reconsidered by the authorities and in 1954, the cadre strength was raised to :—

Superior posts including reserves	..	..	..	336
Junior posts	..	..	..	134
				470
Supplemented by Listed posts	..	..	..	49

To fill these posts, there were available only 258 CSP officers, 78 less those the number of Superior posts alone, and the composition was as below :—

(1) Old ICS officers	..	..	..	91
(2) War Service appointees	..	..	..	15
(3) Appointees from the Finance Service	..	..	..	4
(4) Selectees from the Indian List of 1946	..	..	..	18
(5) <i>Ad hoc</i> appointees of 1952 and 1953	..	..	..	17
(6) Recruited by competition in the years 1949 to 1954	..	..	..	113
Total	..	..	..	258

The cadre strength sanctioned at present is understood to be as below :

(1) Superior posts including reserves	..	..	..	485
(2) Junior posts	..	..	..	161
Total	..	..	..	646

supplemented by—

(3) Listed Posts	..	..	..	..	89
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To fill these posts, the CSP strength in 1961 consisted of 377 officers, as below :—

(1) Old ICS officers	..	..	..	..	72
(2) Appointees under items (2), (3), (4) and (5) in the table for 1954	..	..	..	..	56
(3) <i>Ad hoc</i> appointees in 1960	..	..	..	..	5
(4) Recruited by competition in the years 1949 to 1960	..	..	..	..	246
Total	..	..	..	..	379

The gap between only the Superior Posts, and the *total* number of CSP officers has increased to 106.

It is a point very germane to question of allowing pre-eminence to the CSP over all other Services, that the competition by merit which the examination system provides, is greatly interfered with, by the quota system which is in operation. Only 20 per cent of the available vacancies are filled by pure competition. The remaining 80 per cent are distributed according to areas and provinces, with sometimes startling results. In recent years, men who have stood as low as 120th in the list have secured appointments to this elite Service, which enjoys reservation of the plums in the administration to the numerical extent of about 31% in excess of its own total numbers.

This situation cannot be allowed to pass unnoticed. The initial claim, namely of superiority of intellect as proved by examination test, which was one of the foundation pillars on which the superiority of the Indian Civil Service was based, cannot possibly be raised in respect of the C.S.P., as it is composed at present. The old I.C.S. officers numbering 72 contain a large proportion of nominated-men, viz., those who were picked from the list below the few "successful candidates", to balance communal proportions. The appointees in categories (2) and (3) in the above table are all *ad hoc* appointees. Of the remaining 246 members, the claim of intellectual superiority, as tested by examination, can be made in favour of no more than 20%, viz., 50 persons. It is not too much to say that, in this respect, the main feature of the C.S.P. is *mediocrity*. This is established further by a consideration of the marks obtained at the examinations. The average marks obtained by the first five candidates in order of merit have exceeded 65% at only 3 out of the 13 examinations held, and were as low as 56% in one year. The average marks of the last ten candidates who gained appointment have been below 50% (in one year only 45%) in three of these years, and they have never been higher than 54.6 per cent. It was found, by actual test in 1950 when the papers of the five best candidates were sent to England to be marked, that the standard of judging answers in Pakistan was appreciably lower than in England, and it may be assumed that even the above percentages require to be discounted for superficial knowledge. The low intellectual standard of the candidates at the examinations has been frequently remarked on by the Federal Public Service Commission, which has noted particularly upon the superficiality and absence of judgement and of original thinking displayed.

We have been obliged to bring these matters to notice, as we are concerned that, in suggesting so large a change in the Service structure as the abolition of traditional reservation of posts for the elite Service, we should be on good ground.

Supporters of the present system are often found to refer to the system recently introduced in France of training candidates for posts in the higher administration in the School of National Administration (E.N.A.), in order to justify the continuation of the elite C.S.P., within the administration of Pakistan. They are sometimes found willing to admit that it will be necessary to settle absolute standards of merit, and to set them high, as a condition of admission. The facts are that the E.N.A. men, who are recruited to the number of 80 to 90 per year, after undergoing a strenuous course of training extending over 3 years, only gain admission to the E.N.A. by a fiercely competitive examination. The

educational standards obtaining in France are known to be extremely high, so much so that well-to-do parents are often obliged to send their children to neighbouring countries for schooling under conditions which will not impose so great a strain on their young minds. Out of such a system, it is only those who have obtained a "doctoral standard" who can enter the competition for admission to the E.N.A. with any hope of success. Prof. Chapman in his work already cited has written of this entrance :—

"Competition is so keen that the entry standard to the E.N.A. is tending to become advanced degree level, and few can compete with any chance of success without at least a year's study after graduation", and

at another place, he says, the entry standard

"is so high that many University graduates who would have little difficulty in entering the higher classes in other countries have no chance of succeeding".

Therefore, any hope for improvement by introducing E.N.A. standards is liable to be illusory, particularly in our country, of which the Federal Public Service Commission, after seeing the best products of the academies, has said with regret that

"there is at present no first-class University in Pakistan".

It would be to adopt a counsel of almost unattainable perfection, while at the same time, the inequality is annually perpetrated, and over all life-time careers of the fortunate appointees, is perpetuated, that pre-eminence is given to them over their brothers in all other Services, on no real basis of merit.

It is necessary also to emphasise the effect, upon the qualities which these officers develop, in the course of their long careers, of the unlimited opportunities for promotion to the highest positions which these officers enjoy by reason of (1) the strict reservations in their favour of the highest posts and (2) that the number of posts so reserved exceeds the total number of members of the Service. In the British period, the career for the average I.C.S. men ended at the stage of Deputy Commissioner or District Judge. The condition improved temporarily in this respect on account of shortage of recruitment in the War years 1914—1918, but it was only when the Second World War brought about a great expansion of national and Governmental activity that the opportunities for advancement above these grades became sensibly enlarged. Yet, the highest posts were always a small proportion of the total, and the competition among the members of the Service to attain them was acute, with the result that the able and ambitious were encouraged to show their worth by excellence of performance at every stage of their careers. That was the principal reason for the extraordinarily high standard of Service rendered by I.C.S., officers who reached directorial positions in the Central and Provincial Secretariats, and in other high posts open to them, such as High Court Judgeships, and it helped them also to maintain a fine standard of work throughout their careers. It needs no saying that when the superior posts open to the C.S.P. exceed the total number of members of the Service, the struggle to secure them loses all its intensity, and promotion becomes not only automatic, but exceedingly

rapid as well. A conflict appears between the condition, as it affects these officers, and as it affects the public interest. The more rosy the prospect for these officers, the more bleak the outlook becomes for the public interest. And any comfort which the public could possibly derive from the contemplation of the good fortune which follows this favoured section is eliminated when consideration is paid to the small extent to which they have deserved it by intellectual or other superiority.

We have said elsewhere in our report that in the light of the Islamic ideology of Pakistan, as expressed in the Constitution and expounded by the President, it is a duty upon us to ensure equal justice within the scope of our enquiry. One aspect which we have dealt with is that of the due reward which has been earned by persons who have been successfully performing the duties of posts in grades above those to which they are, of right, entitled. We have said that to deny them this reward, on the ground of absence of qualification, even though there be no "qualified" persons to fill the posts in question, savours of continuing injustice. That is one very strong ground for requiring that the position should no longer be tolerated in which Superior posts, of which the duties are being continuously performed by members of a lower service, should still remain reserved for the Superior Service, until it can be increased in numbers to the requisite extent.

Such a condition appears to exist throughout the range of posts to which the C.S.P. can claim a reserved right. Take, for instance, the posts of District and Additional District Magistrates which are the key posts upon which the I.C.S. was founded. In East Pakistan, until the year 1958, there were 27 such posts, and in 1950, 8 of these were held by C.S.P. officers, and no less than 19 by P.C.S. officers. In 1954, the P.C.S. held 20 of these posts, but in 1955 their number was reduced to 13 and in 1957 to 11, though it rose again to 14 in 1958. In 1960, the number of these posts was raised to 40, of which only 20 are held by the C.S.P. We found no inclination on the part of the authorities in East Pakistan to admit that this preponderance of P.C.S. officers had brought about any deterioration in administrative standards in that Province. As far as we know, the law-and-order situation, and the revenue collections were as satisfactory, when a P.C.S. officer was the head of the district as when it was a C.S.P. officer.

The position in West Pakistan is no different. The number of such posts in the year 1957—59 was 50, of which only 2 were "listed" i.e., could by right be occupied by a PCS officer. But in 1957, only 27 of these posts were held by C.S.P. officers and 21 by P.C.S. men; in 1959, the C.S.P. held 24 while the P.C.S. held 25. The number of these posts was increased to 53 in 1960, in which year 30 were held by C.S.P. officers and 22 by P.C.S. officers, while in 1961, the proportion was 32 to 20. It is an argument which is sometimes heard that if there were enough C.S.P. officers, this position would never have arisen, suggesting that the P.C.S. were used only as a *pis aller*, or inferior alternative. What we are concerned to show is that the work has been carried on for years and is being successfully carried on, by a class of men, who despite the proof they have given of their adequacy for this work are denied the recognition which is their due, and is the due of the Service to which they belong. The normal method of earning a right to occupy a post in public service should be by proving competence to do so, and in our opinion, the public

which has been enjoying the benefit of the satisfactory service which these officers have rendered owes them this right, and cannot refuse it on the basis of reservations or vested rights, in favour of a certain section, which come down from the period of colonial rule.

In the Secretariats as well, there has been extensive infiltration over a long period by members of the P.C.S. and other services into the field of C.S.P. reservation. Posts of Deputy Secretary and above in the East Pakistan Secretariat are divided among those reserved for the C.S.P., those reserved for the P.C.S., and unreserved posts. Those reserved for the C.S.P. were 17 in 1950, raised later to 21, again in 1958 to 27 and in 1961, to 31. The C.S.P. have never held the full number of their reserved posts, the deficit being 6 in 1950, which increased to as many as 12 in 1958, and at present stands at 9. On the other hand, the P.C.S. have always supplied more than their quota, which was lately increased to 9; they have held as many as 21 posts in 1958, the present number being 17. The position seems similar in West Pakistan. Enjoying reservation of 32 posts out of 56 in the West Pakistan Secretariat, the C.S.P. only held 20 of these posts in 1959, which fell further to 15 in 1960. In 1961, the number of posts was increased to 67 and the C.S.P. reservation to 38, of which only 26 posts were filled by them. The work of the remaining posts, both reserved and unreserved, in the Secretariat was carried by officers of the P.C.S. and we are not aware that they have made a failure of it. The West Pakistan Secretariat enjoys a high reputation for efficiency, and our enquiry seems to show that the P.C.S. can claim a very large share of the credit.

In support of our view that the denial of such credit, and the refusal of the right which goes with the successful performance of the public duty is unjust, we may add that P.C.S. officers have successfully held posts of Secretaries in both Secretariats, to the number of 6 in 1958 in East Pakistan, and three in 1960 and 1961 in West Pakistan. The claim of unique competency for such posts is further prejudiced by the fact that an officer of the Police Service has been promoted to be Chief Secretary in East Pakistan, and is holding the post with success. The conclusion to which we are driven is that no case for reservation of posts in respect of a particular Service, by reason of pre-eminence or outstanding competence, can be successfully made out any longer. The justice of the case demands that the rights of those who have been performing the functions belonging to these posts, over many years, with a great measure of success should now be recognised. Steps should be taken, consistently with the public interest, to replace the monopoly by a more equal division of responsibilities and the corresponding rights among all those, in the public service, who by their education, training, experience and aptitude, are found fit to carry them.

Some thirty five years ago, at the annual dinner which it was customary for Provincial Governors to give to the Members of the Commission (*i.e.*, the I.C.S.), Sir Malcolm Hailey (as he then was) as Governor of the Punjab made an inspiring after-dinner speech, in which he quoted a number of lines from Tennyson's "Ulysses". It was during the short-lived period of Dvarchy, and already the "governing corporation" had felt the loss of important powers to non-official Ministers in the Transferred field. Sensitive as he was to the

inevitable end of the process which had thus begun, Sir Malcolm Hailey chose first the following lines :—

“Death closes all, but something ere the end
Some work of noble note may yet be done”.

And for his peroration, he took the closing lines :—

“and tho’

We are not now that strength which in old times
Moved earth and heaven ; that which we are, we are ;
One equal temper of heroic hearts,
Made weak by time and fate, but strong in will
To strive, to seek, to find, and not to yield.”

The lines are addressed by Ulysses, a legendary Greek hero—“that talkative, bald-headed seaman”—to his mariners, whom he had led on a strange, misguided and much interrupted course from the coast at Troy, round the shores of the Mediterranean Sea, to reach Greece which in a straight line lay just across the waters of the Aegean Sea from Troy. It was an appeal to these tired men to join with him in a fresh enterprise of the same kind, this time to sail out to the West, to the Happy Isles, to meet the souls of departed heroes.

The invocation was appropriate even in 1927. Today, the ship and the mariners, and even the waters are different. The goal is clearly marked and proximate. There is no occasion to drift over trackless seas, in the wake of interests over which, under foreign rule, we had no control. The purposes of the State have been integrated in no uncertain fashion, and there is no excuse for going off course. But the progress could be seriously interrupted, if within the body politic, pockets of entrenched privilege still remained embedded, to disturb the equalitarian texture on which the safety and progress of the State is to be founded. Appeals to tradition, to the people's subservience to personal, paternalistic rule, to need for the *danda*, to past records of “good government”, are siren-songs that can stay the ship, most injuriously, in non-progressive channels, to serve a special interest.

The call to the late I.C.S. thirty five years ago “not to yield” was defeated twenty years later by a determined people. Today, in the fifteenth year of our independent history, there may be need once again of a similar determination.

CHAPTER VII

THE GENERAL ADMINISTRATION

By the expression "General Administration", we mean the administration which at present centres round the offices of the Commissioner, the Deputy Commissioner and the Sub-Divisional officers in districts. The institution of Sub-Divisional Officers is much more wide-spread in East Pakistan than it is in the West Wing. In East Pakistan, every district has a number of Sub-Divisional Officers, whereas in West Pakistan it is a rare district which has a Sub-Division composed of one or two Tehsils marked off for control by an officer of the General Administration. The Sub-Divisional Officer (Civil) in West Pakistan has Magisterial and Revenue functions and also acts as the local agent of the Government under the control of the Deputy Commissioner. In East Pakistan apparently Sub-Divisional Officers (Civil) do not at present have to concern themselves with revenue matters which have recently been placed under Sub-Divisional Managers and Circle Inspectors. It has been decided however by the Government that the post of Sub-Divisional Manager should be abolished and the work of land revenue collection should be entrusted to the Sub-Divisional Officer, who is to have a Deputy Collector as his assistant.

2. These three positions, namely, S.D.O., D.C. and Commissioner, are key positions in the General Administration, which as we have pointed out elsewhere in our report, is by tradition that part of the Administration which has over-sight of, and control over, all the other branches of the Administration. These positions were originally reserved for members of the I.C.S. who were originally all Britishers, and it was plain that the reservation was necessary to preserve control of the entire administration in the hands of the small group of British Civilians to whom by Act of Parliament, the administration of the East India Company's possessions in India had been entrusted. The same group manned the Secretariat from Under Secretary upwards, and had the exclusive right of appointment to Memberships of Provincial Executive Councils, to Provincial Governorships (except in the Presidencies where the Governors were sent out from England) and to nearly all Memberships of the Viceroy's Executive Council. The historical development had been such, and the position built up for itself by the Indian Civil Service, by devoted and efficient administration, was so strong that inevitably, the other Services which slowly were brought into being to perform necessary services in the fields of Education, Health, Engineering, etc., assumed inferior positions, and were allotted a lower status and lower salaries, than were enjoyed by the I.C.S.

3. As time went on, a lower rung of the General Administration Service was brought into being, to cope with the increasing volume of work, namely, the Provincial Civil Service. The work which these officers did was identical with that which the I.C.S. were required to do, but at first they specialised in particular branches viz., the land revenue administration, or the administration of criminal and civil justice. While the I.C.S. officer with a number of years of training in these branches soon achieved the rank of Deputy Commissioner, these P.C.S. officers continued to the end of their time as Assistant Collectors, or as Magistrates, their highest hope being to end their careers as Additional Collectors or Additional

District Magistrates. They did work of a general nature in the Collectorate as well, i.e., as Treasury officers, Local Bodies officers, and were in all respects "generalists", but it was not until the twentieth century was well advanced, and the I.C.S. reservations had been enjoyed for a century and a quarter, that a small number of the District level posts were made available to this category, as Listed Posts, on the Executive as well the Judicial side. In the meantime, recruitment of Indians into the I.C.S. had been commenced on an appreciable scale in 1922 in India, but it is doubtful whether the total number of such persons had reached the figure of 300 by the date of the Partition, to which could be added Indians who were recruited at the examinations in England. Thus, the result was achieved that the "key" posts were occupied, at the Partition, as to a majority by British civilians, and as to a minority, partly by Indian civilians and for the rest by P.C.S. men.

4. We have dilated elsewhere upon the effect which these reservations, which are still continued in favour of the C.S.P., have upon the morale of the other Services, and upon the general equality and equality of opportunity prevailing throughout the public service. The time when the I.C.S. man could say to almost every other serviceman "Every thing you can do, I can do better", is long since past. The other Services, mostly specialist and technical, have long since gained maturity, and with advancing specialisation in knowledge and technique, suiting the requirements of a nation rapidly rising in commercial and industrial activity, they can justly claim the right to be made free of supervision and control by persons outside their special line of work. They complain that their work is reported upon annually by the officers of the General Administration, as a condition of their service. Often the reporting officer is a very junior man, if he belongs to the C.S.P. and as we have shown elsewhere, the present day C.S.P. man cannot claim even intellectual superiority over his contemporaries in the other Superior Services. On a balance, the scales would tilt somewhat in favour of the latter, whose courses of study are much longer, much more strenuous, and much more up-to-date than those of the "generalist" for whom academic competency in subjects such as languages, history, mathematics etc. are his sole claim to recognition.

5. There is also the disparity of opportunity for a successful career, as to which we have said a good deal elsewhere. The reservations of posts in the Secretariat put an effective check on the careers of members of the other Services, and even their executive heads, however large may be the scope or area of their responsibilities, are kept at a lower level of salary and status than a Secretary to the Government they serve. The convention was necessary to keep control of policy in the hands of the "governing corporation" as the I.C.S. has, without injustice, been described. It could, today, be thought to be out of date, particularly in the highly specialised branches, where it is dangerous clog on the movement of Government business that immediately below the Minister, there should be a hierarchy of non-specialist officers to check and counter-check everything coming up from the executive head.

6. There is, thirdly the aspect of elimination of personal rule. The C.S. was admittedly a prestige Service, and its methods of rule over the people were largely paternalistic. Each member, in his place, was a representative of the sovereign power, and it behoved him to maintain himself in that position. A time came when the hearts of the people turned towards thoughts of self-rule, and they accepted a leadership other

than that of the *sarkari mai-bap*, and from that time onward, the paternalistic garb wore thin, and prestige and representative status could be maintained only by showing ability to bend others to the will of the master. For this, there was no weapon available except the law, to be exercised in all departments, upon and through the officers of these departments. It is not without reason that we heard as often as we did, from senior officers of the *elite* service, that the *danda* was still a necessity and as we have said, the *danda* does not mean a straight use of legal controls. The temper of the people has been greatly affected by this attitude. They are accustomed to accept oppression without complaining, except where some political issue might possibly be raised. The tendency to perverse use of law by the Government Agent breeds imitation by the whole body of public servants working under his supervision or control, and the evil is spread until it becomes a permanent epidemic. Out of the demoralisation thus bred, affecting the officers as much as the people whom they are supposed to serve, came many and great evils, of which the worst is corruption, and a good second is retardation of local self-government.

7. We are required by the Constitution to provide that the rule shall be the rule of law, and the corollary is to provide against the rule becoming or remaining the rule of any person or persons within the State. We find that the old system of personal rule, by a small group of public officials, is still in operation in the field of General Administration, and that far from being eliminated, under recent administrative changes, the powers possessed by officers in this privileged field have recently been added to very considerably. We are required to introduce equality into the Services, and equality of opportunity. We have accordingly recommended a new structure of Services which brings all the Superior Services on a level as to salary and status and gives them enlarged opportunities of gaining promotion. But the Scheme is doomed to failure unless we can also provide for the capable, well-educated and honest men who, we hope, will man all the Services to be freed of subjection to any single group of men from among their number. Indeed, the equalisation by itself, poses the question—how do you provide for coordination of the activities of Government at the traditional levels, *viz.*, the District and the Division, and what do you do about that most important “generalist” office, the post of Secretary to Government?

8. We find the answer to lie in changing the character of the office. Where the rule is that of law, and the strength of the law is based upon the consent of the people, a power-symbol is totally out of place. Training in the art of bending a man, or many men, to the will of another man, is irrelevant in such a field of empiricism. Consent has to be obtained by persuasion, or by its modern and more effective equivalent, propaganda and mass-conversion to modern outlooks. The representatives of the people are chosen to assist in this process, and to wield the power and authority of the State by this means. There is no scope, as there was until some 20 years before the close of British rule, for the rulers to decide what was best for the people, and in the case of opposition, to enforce their view by all powers in their possession, being secure in the conviction of the benevolence of their motive. Therefore, a Government Agent equipped with powers, over all other Departmental officers as well as over the population is today an anachronism. He must be an agent for ensuring that the rule of law is being observed, and in our opinion, the only true and systematic method by which that duty can be performed by a member of the executive, in relation to all branches of the executive.

within his jurisdiction, is as the Head of an Administrative Tribunal, after the French style, in his territory.

9. That is, in our opinion, one *essential* aspect which the future head of a District or a Division must assume, if the rule of law is to be honoured in every branch of the administration. For this purpose, he must be relieved of direct responsibility for, or connection with, any of the specialized agencies, and in this connection as we have remarked elsewhere, a number of the functions at present combined in a Deputy Commissioner, or a Commissioner, will require to be separated and reorganised as specialised agencies, e.g., the land revenue-cum-excise and taxation, the criminal judiciary, the local self-government-cum-social welfare, and possibly a number of others. In the Commission's conception, the Head of the District, whom the Commission would prefer to describe as the District Commissioner, would have as members of his Administrative Tribunal, all the heads of the Specialised agencies, from among whom he would choose persons to sit with him for the hearing of cases, according to convenience. As the procedure of an Administrative Tribunal is inquisitorial, the District Commissioner would be provided with a group of two or three officers of the J.E.G. or the first Grade of the Civil Executive Service, who would make investigations of complaints received, and present reports, on the basis of which the Tribunal would require the parties to put in their statements in writing, and proceed to decide the matter, taking evidence, only if it be necessary. It may be said that the present day Deputy Commissioner is capable of doing this, but that could be only on a superficial view. Firstly, the Deputy Commissioner has direct charge of a number of the most important functions in the District, which touch practically every matter that can come up. Secondly, the Deputy Commissioner has no independent agency for investigation of complaints. For instance, if a complaint of oppression is made against a subordinate Police officer, the Deputy Commissioner would mark it to the Superintendent of Police for report, who would mark it lower down, and the chances usually are that the complainant would receive such treatment as would cure him of such foolhardiness for the rest of his life.

10. The second aspect in which a District Commissioner of the future would need to be highly qualified is as far removed from the development of personal prestige, or the power of reducing people to submission, as it is possible to imagine. The quality he needs for the future is to be a real instrument in the field of development of the **country's resources** of men and materials. The accent has moved away from mere law-and-order, and it is well-known that there are sources of revenue which far exceed the net proceeds of the land-revenue over the entire country. Development holds the field and for that, the need as we have said elsewhere, is for men with constructive minds, well-educated in method and technique, with high managerial ability assisting them to bring their ideas to fruition with the cooperation of the people and of the specialist Departments. To illustrate what is the modern requirement, we cannot do better than give the example of an illustrious Indian, whose death at the age of 101 was recently reported. The following is taken from his obituary notice in the "Statesman", a leading English daily of Calcutta. Dr. Visvesvaraya took an engineering degree at Poona in 1883, and served in the Bombay PWD retiring as Superintendent Engineer in 1908, having to his credit a new design for waste weir floodgates, and a plan for drainage and water supply in Aden. In 1909, he joined the Mysore Government as Chief Engineer and Secretary, Public Works and Railway Departments, and in

1912, he was made Dewan of Mysore—a truly “generalist” office, for which according to some of the opinions we received, he would appear to have been totally unqualified. The remainder of his work may be best described in the words of the obituary :—

“REFORMS IN MYSORE

Dr. Visvēśvaraṇya's stay in Mysore, which lasted until 1918, saw many changes and reforms in that State. As Chief Engineer he introduced the “block system” of irrigation and built the Kaveri reservoir, now known as the Krishnarajasagara Dam. After assuming the Dewanship he saw that the State's Representative Assembly and the Legislative Council got more power than they had till then enjoyed.

“A novel system was the ‘efficiency audit’ for taking ‘continuous action necessary for preservation of discipline and efficiency in Government Departments’. A separate unit of the Secretariat, created for this purpose, did very useful work.

“Dr. Visvesvaraya started a vigorous drive for mass education. Special grants were made for the education of the backward classes. Primary education was made compulsory. He also started agricultural, mechanical and engineering schools and, in 1916, the University of Mysore. In the field of industry, too, he did outstanding work. This included manufacture of sandalwood oil and soap, metal and chrome tanning factories, development of sericulture, establishment of printing presses, encouraging new cottage industries, and loans for starting small-scale industries.

“He established a new Railway Department, in charge of an officer deputed by the Government of India, and took over from the Madras and Southern Mahratta Railway the portion that operated within the State. It was called the Mysore Railways. It had 411 miles of track then. This had been increased to 616, with another 46 being laid when he retired.

“The engineer-statesman extended his work to the rural areas and did a lot to make the villages self-supporting. He was one of the long line of Dewans who worked hard to make Mysore one of the country's most progressive Princely States. A lot of pioneering work was done by him.”

The record of his achievements did not end in 1918. He continued to advise on large-scale water works till as lately as 1953. He took a leading part in politics, being President of the All-Party Conference at Bombay in 1922, which endeavoured to persuade the Viceroy to call a Round Table Conference to end the non-cooperation movement. He founded the All-India Manufacturers' Organisation to mobilize talent and money in the service of industry. He was Chairman of a great number of important Committees.

11. That is a case of a brilliant and constructive mind, such as a capable engineer might be expected to possess, gaining entry into a larger field than the cramped limits of the P.W.D. in a Province governed on the same lines as our Provinces are today, and showing what capacity it possessed for management and organisation at the highest level. No mere generalist could have achieved so much, and unless our public servants set before them, as their goal, something of the same kind, and unless

they are allowed the opportunity to exercise the talents they possess, there can be no hope that the objectives of our development schemes will be attained.

12. Therefore, we are of the opinion that the time has come when the position of Coordinator at District level, and above that at Divisional level should be laid open to members of all the Superior Services, to be achieved by pure selection, on proof of talent shown, and of possession of managerial capacities which have been improved by courses of training. We heartily approve of the efforts being made by the Government to provide training courses in Pakistan at different places and at different levels, in management and administration. We have said in the chapter on the new Service Structure, that there should be a pre-PAS grade of the Civil Executive Service, which will be Centrally career-managed. The recommendation we have to make is that the reservation of posts of District Heads for C.S.P. and P.C.S. officers should now be replaced by reservation in favour of officers in the pre-PAS grade. They will be men of about 45 years of age, with some 22 years of experience in the J.E.G. and the C.E.S. and will have the maturity and status necessary to ensure that they are accepted as superiors by the other officers in the District. The salary will be of the order of Rs. 1,620—2,000. The work will be mainly to be the agent for conveyance and explanation of Government plans and requirements to the officers of the specialized agencies and to secure the cooperation of these agencies *inter se* for the successful operation of the plan. They will watch the progress of the work, and report requirements to the Government. They may also be given the power either by themselves or through their Assistants, of making inspections of works in progress and of the working of all Departments. They will take the initiative in preparing plans for further development. Finally, they will, in the capacity of heads of Administrative Tribunals, have oversight of the treatment of the public by public officials, bring all abuses and perversions of power to light, and thus ensure the rule of law.

13. The post of Sub-Divisional Officer (Civil) to have oversight of all Governmental functions in a Sub-division (in East Pakistan, this is generally quite a small area) is regarded either as a training post for a C.S.P. officer who is to be a Deputy Commissioner, or as a reward for good service to a comparatively mature P.C.S. officer, who has spent his first twenty years of service being a Magistrate and doing "general" work such as Treasury officer, Local Bodies Officer and sometimes Revenue Assistant. For P.C.S. officers, also, it is essentially a testing post for that of Deputy Commissioner. In the Scheme we have set out above, there would be no need for such a coordinating officer at lower level than the District. Each specialised agency having its own staff, and its own head, who would be a member of the Civil Executive Service, there would be assurance of responsible control of all subordinate officers wherever they may be working. It would be therefore unnecessary to introduce into the group, at the level of a Tehsil town, an officer of a different service, to be the "eyes and ears" of Government. With much improved communications, it is now readily possible for the District Heads to remain in constant touch with affairs in outlying places. Coordination, and control of the exercise of powers by public servants, can be adequately exercised from District Headquarters.

14. The view has been expressed to us that no one but a trained C.S.P. officer can be a good Deputy Commissioner, an exception being

made in favour of a percentage of P.C.S. officers who are elevated to "listed posts". To the suggestion that all officers at District level are managers of a kind, and that some of them, e.g., Irrigation Engineers, have a wide range of executive functions, apart from their technical work, which keep them in touch with large sections of the rural population, in a matter closely connected with their welfare, the answer generally given was that the Deputy Commissioner's contacts were with everyone, and everything in the District. The further suggestion that by training courses in, say, Secretariat work, and in Public Administration, the handicap of narrow application to a particular field of activity could be overcome, was found hard to accept. The remark was heard frequently—"how can a Veterinary Doctor be a Deputy Commissioner"?

15. We have found it impossible to sympathise with this point of view, which we regret to say, and we say so with all respect, is merely monopolistic. The solution we have indicated above for the problem of finding a District Coordinator or Commissioner is not a new one. It is in actual operation in the Railway Department, where Divisional Superintendents, who are coordinators of all railway activities at Divisional level, may be drawn from any of the branches in the Railway Service, all of which are specialised. In certain respects, the heads of specialised branches at Division level receive their orders from the Headquarters of Railway Administration, but all coordination is in the hands of the Divisional Superintendent, who can be held responsible for the efficient working of each branch in his Division. Even the post of General Manager of a Railway is one to which a member of any branch in the Railway may aspire, and it is from among the heads of the various Branches that the personnel of the Railway Board is selected. Again, the organisation in the Army permits of officers from any of the specialised arms being appointed to the command of Brigades and Divisions, where they exercise both operational and administrative control over technical as well as non-technical units. There is no provision for a "generalist" service to occupy exclusively these managerial positions, and yet in the Army, as well as in the Railways, up-to-the-minute efficiency is imperative. Authority for the maintenance of discipline needs to be exercised (in the Railways over the millions of travellers as well) but no need is felt for power-symbols. Therefore, our idea that the sixty-two District Coordinators or Commissioners whom we envisage as replacing the present Deputy Commissioners, may be found by making a careful selection from among administratively-trained officers of all the Services, on the basis of high achievement, initiative, resources, public spirit and other such qualities, is by no means so revolutionary as it may seem, at first sight. It is revolutionary only in its impact upon entrenched privilege.

16. We are impressed by the fact that so many Doctors (although not Veterinary Doctors) have proved so capable as administrators, when selected for high office. There was Dr. Khan Sahib, who was Chief Minister of the North West Frontier Province, and after the integration, also of the huge Province of West Pakistan. In India there have been a number of doctors who proved to be very capable Ministers. One of them, Dr. B. C. Roy is Chief Minister of West Bengal today and has held that office successfully for over a decade. He is besides accepted as still a very fine physician. But the outstanding examples of "specialists" proving to be "generalist" administrators in a class which the C.S.P. has never yet approached are those provided by distinguished Army officers since the Revolution of October 1958. The vision that has been shown,

the aplomb in the handling of affairs at Provincial and Central level, the initiatives taken and the improvements brought about, are matters of common knowledge, and universal acknowledgement. In the face of such examples, it is mere blindness, in our opinion, to say that nothing but the East India Company's system of "general administration" can be a success in our country.

17. The function of a Divisional Commissioner, as a coordinating agency, stands out in somewhat bolder relief than that of the present-day Deputy Commissioner, for the reason that he exercises no direct powers in the administrative field, otherwise than as an appellate authority in matters affecting the land. We have, in our proposed new service structure, thought that the proper position for a Commissioner is in the Pakistan Administrative Service, in Grade II, and our recommendation is that he should be freed of all direct responsibility in respect of any Department. Working with him, at Divisional Headquarters, there would be divisional heads of all the specialised agencies, so that there would be no need to provide him with Additional Commissioners to deal with particular branches of his work. We have thought of him as the Head of the Divisional Administrative Tribunal, sitting with selected heads of the specialised agencies, to act as appellate Tribunal from decisions of the District Administrative Tribunal, and to be the original Tribunal for cases involving Central Government servants. We have thought of him also as being provided with an inspectorial staff composed of members of the Civil Executive Service in the middle grade, whose business would be to maintain a regular system of inspection of the working of all specialised agencies in the Division. There is no question but that lack of regular inspection by superior authorities is one of the principal causes of the deterioration in efficiency which set in from about the commencement of the Second World War. The Commissioner would be a conduit for communication and exposition of large scale development plans coming down from Provincial Headquarters, and through his staff would watch their progress and coordinate inter-district effort for their fulfilment. Under recent decentralisation orders, a number of the functions previously performed at Provincial Headquarters are to be transferred to the Commissioners, and it is in all respect desirable that he should be assisted as we have suggested by a Council composed of the heads of the specialised agencies, for the performance of these duties. If he is provided with an adequate and specialised Secretariat (to replace the present day Superintendent and Head Vernacular Clerk) there will, we think, be no occasion for the fragmentation of the office which is involved in the appointment of Additional Commissioner, etc. His working would be on the pattern of the office of the Governor. We have spoken elsewhere of the function for which Administrative Tribunals will be found necessary, in the light of the new Constitution. Repeating what we have said, very briefly, the need is for public servants to be controlled, within the executive, so that they are kept within the Principles of Policy, and at the same time, that they do not violate any of the Principles of Law-making, in the exercise of their powers. The Courts are an inadequate instrument for this purpose, and in any case, the Constitution relieves them of this duty. We have attempted to make observance of these Principles binding upon public servants, by making it a rule of conduct. But the machinery of enforcement is a vital necessity to make these Principles a reality, and to ensure the rule of law.

18. There has been recently a good deal of thought given to remodeling the working of the Secretariat, to eliminate delays due to the need for

obtaining repeated formal sanctions from the Finance Department, for expenditure, and other such aspects of red-tapism. It is believed also that the progress of cases through the Secretariat has been expedited, by cutting out certain stages of scrutiny and nothing which have been the rule since the spacious and leisurely days of the British. We are heartily in agreement with these developments. Here we will state our views only regarding the question whether the intervention of the "generalist" as a policy-control within the main Departments, all of which, in their way, are now rightly to be described as specialised, is any longer necessary. The posts of Under-Secretary and Deputy Secretary at the Centre, and these positions as well as the post of Joint Secretary in the Province will be stages in the career of officers of the Civil Executive Service, and we can see no reason why they should not go, as of right, to specialist officers in their own Departments. We believe that this has already been decided upon, and even that the posts of Secretaries are being declared "unreserved" so that this part of the monopoly of the C.S.P. will come to an end. As we have said at other places in our report, the need to keep all policy matters in the hands of the I.C.S. was natural and necessary when the direct rule over India had been entrusted to that Service by the real but remote rulers in England. We have also been at pains to point out that this concept of a "Commission" or a "governing corporation" is wholly inconsistent with, and obnoxious to, our new Constitution (as it also was to that of 1956, though the point had not then received the attention it deserved). Therefore, we conclude (a) that to reserve the role of policy-control for any Service or any member of a Service is out of date and (b) that a Secretary to a Minister, who is the policy-maker within the Government, must confine himself to organising and regulating the work of the various Departments, as it comes up to the Minister, so as to facilitate to the utmost, the disposal of the work, both in the Ministry, as well as in association with other Ministries, and in the Cabinet. The reliance of the Minister should, in our opinion, be upon the heads of the executive departments working under him, for it is of importance to the rate of the country's progress that there should be no impedance by their projects being screened through "generalist" officers. If the argument be put that Ministers are generally ignorant of the details of technical and other schemes placed before them, the reply must be that Ministers must be found who can achieve a grasp over the affairs entrusted to them. The alternative, which has been tacitly accepted since the introduction of representative government, viz., that the Secretaries are the brains of the Ministers, is one which defeats a fundamental purpose of the Constitution, namely, that the power and authority of the State shall be exercised by the chosen representatives of the people. Nothing can lead to defeat of the Constitution more quickly than such a silent and secret transfer of real power from the chosen representatives to service-men. It can be justified on many spacious grounds, the principal one being the ground of efficiency. but, in our opinion, it will be nothing short of disastrous if this is allowed to happen.

19. The method which, in our opinion, holds out the best promise of a radical change in this regard, is to place the Secretary in a position of a real "*chef de cabinet*", or chief of the office, to his Minister, with no power of coming in the way of the Minister working in direct contact with his executive heads. It is desirable that the Secretary in a specialised department should also be a specialist, but it is not desirable that he should also be the executive head of that department, for, in that case, it

will be a just comment that the Minister has no second opinion on any scheme that is brought up to him, and grave errors of miscalculation or faulty judgement may thus be perpetrated to the lasting detriment of the public interest. If the status of the Secretary be lower than that of the executive head, that danger vanishes. It will be up to the Minister to utilise the special knowledge of his Secretary, to check upon any flaws that may exist in a scheme put up by the Secretary's senior in his own service, namely the executive head, and a shrewd Minister would certainly be able to do that. At the same time, the Secretary may, by virtue of his position, be expected to display the qualities necessary to convince the Minister on the one hand as to his possessing circumspection combined with expert knowledge, and on the other, not to offend the head of his own Service. An advantage of a different but not less important kind will accrue from the fact that the utmost progress in a Service will be ensured to the practical man whose interest lies in the execution of the larger tasks pertaining to his speciality, and not to the man whose aptitudes are for criticism of the work of practical men, and for policy-making under the shadow of a Minister. The country is in need of practical men, capable of carrying out the large scale development plans, which are on the *tapis*. It will not fail to find them, if it gives them preference over those who prefer the comforts of Secretariat life.

20. For this reason, we have placed Secretaries in an intermediate grade of the P.A.S. and for executive heads of the great Departments, we have reserved the highest paid positions in the top grade.

21. It remains to consider the future of the C.S.P. and the P.C.S. We do not anticipate that there will be any difficulty in absorbing the present personnel within the Scheme we suggest, since the membership can be easily distributed over the specialised Services among which the functions at present belonging to the "generalist" in the General Administration, would, under our Scheme, be distributed. Taking the P.C.S. first, so many would be allotted to the Land Revenue-cum-Excise and Taxation Service, so many to the Judicial Service, so many to the Social Welfare-cum-Local Self-Government Service, etc. They would, in due course, arrive at positions of District Heads of their particular speciality. It would be necessary for the Implementation Unit to work out a scheme, consistent with that which we have laid down for Group B and Group A, as far as may be, to allow such absorption, and to regulate the entry into the Civil Executive Service. Similarly, the officers of the C.S.P. may be inducted into the J.E.G. or the Civil Executive Service, according to their seniority, with such differences as may be necessary to accommodate (a) their being in permanent service already and (b) the difficulty of applying the Special Provident Fund scheme to them. The reservations they enjoy may be abolished, but since their number is a good deal smaller than the number of posts reserved for them, there need be no effect upon their careers. In fact, this class of officer would be most useful in the capacity of Investigators (or *auditeurs*, as they are called in the French *Conseil d'Etat*) attached to the District and Divisional Administrative Tribunals, as well as in the capacity of Inspectors attached to Commissioners, and in Divisional Secretariats. Recruitment to the C.S.P. as such would be discontinued, and in its place, an equal, or probably, a larger number of persons would be recruited into the J.E.G. in the specialised branches. From among these persons, in due course, men would be selected to be District Commissioners, but that office could very well be created at once, and in our opinion, it would be one to which C.S.P. officers of appropriate seniority and age, may well be given the preference, until the scheme we have suggested comes into full operation.

CHAPTER VIII

THE JUDICIARY

The new Constitution makes firm provision for the Superior Courts, and fixes the salaries of the Judges as well. The composition of the Supreme Court is a matter of pure selection, which hitherto has been confined to persons who are, or have been, High Court Judges. Direct appointment of a Judge to the Supreme Court is possible also for a lawyer, but not for a Service man. For the purposes of this report, it will be sufficient to treat the post of High Court Judge as being at the apex of the pyramid. There are, at present, no reservations by law of posts in the High Courts for Service men. The matter has been reduced to one of convention, which is markedly fluid in its application. Thus, at present, of *twenty seven* Judgeships (including Additional Judgeships) in the West Pakistan High Court, no fewer than thirteen are held by Service Judges, four of whom are former I.C.S. (now C.S.P.) officers and the rest are from the Provincial Civil Service (Judicial). But in East Pakistan of the 11 Judgeships, only three are held by members of the Provincial Service, and there is no C.S.P. Judge. The tradition of the Calcutta High Court in this respect was strongly in favour of reserving the office for the Bar.

2. In a service light, the post of High Court Judge falls in the top grade of the P.A.S. Our scheme provides for all posts in the P.A.S. to be on incremental grades, so that the rise of status and the attached salary is graduated. We consider that from every point of view, including due recognition of work and merit, as an aid to service contentment and efficiency, such a system is to be preferred to that of fixed salaries. This is the more so, as the ordinary length of service has recently been extended by no less than five years, by raising the normal age of retirement to 60 years. As the salary of a High Court Judge is fixed by the Constitution, our discussion will be confined to the graduation of the steps preceding an appointment.

3. In the entire range of the public service, excluding the isolated posts at the highest level, there is no parallel for the sudden increase of status as well as salary which Service men nowadays enjoy upon appointment to a Judgeship. The requirement by way of qualification is pitched low; three years as a Sessions Judge, or ten years as a Subordinate Judge are sufficient. An I.C.S. officer frequently became a Session Judge at five years service, when his age might be as little as 28, and at 31 when his salary might be Rs. 1,200 he was qualified to be a High Court Judge. A Subordinate Judge, now described as Civil Judge in West Pakistan, might enter Service at 24 and be qualified at the age of 34, when his salary might be about Rs. 600. Ordinarily, of course, appointments are given to much more senior men, but even in pre-Partition times, the highest salary of an I.C.S. Sessions Judge was Rs. 2,250, though by way of equalising promotional opportunities with the Executive side, a very few Selection Grade Sessions Judgeships were provided, on the same salary scale as Commissioners, *viz.*, Rs. 3,000. In East Pakistan there are no Selection Grade Sessions Judgeships, but in West Pakistan, there are three. Two was the number provided for the old Punjab Province. Occasions when Provincial Service Sessions Judges reached the Selection Grade, or even the ordinary top salary of Rs. 2,250 were naturally very rare. Induction of C.S.P. officers into the judicial side has of late been very slow. The reason is that in the Senior Scale appointments, *i.e.*,

those at District level, the officers on the Executive side have been granted, since Independence, a number of material advantages, in the way of entertainment allowance, house rent, transport for official use, and even gardener service, which undoubtedly add greatly to the other valued attractions of the Executive career. These include rapid promotion to positions in the Secretariat, carrying extra allowances, and the prospect of even better paid positions in the newly established Government or semi-Government corporations.

4. Here, however, our purpose is to emphasise that under present conditions, the sudden rise in salary, which might for a P.C.S. officer be a process of more than doubling, that Service men enjoy on appointment to High Court Judgeships is inconsistent with the rule of equality which we are attempting to ensure throughout the Service structure of Pakistan. If the posts were isolated, and transcendent merit were therefore the sole criterion, the requirements and status of the office might readily be accepted as determining the emoluments. But that is not the case. As things are, at any rate in West Pakistan, it has become a normal and routine expectation for the Senior Sessions Judges to secure a recommendation for elevation to the High Court. It is common knowledge that the Provincial Civil Judicial Service does not attract the best brains among those emerging from the Universities and the Law Schools. In the I.C.S. transfer to the Judicial side was avoided by all those with ambition, initiative and brains, and we believe that this is still the case with the C.S.P. The situation calls for serious consideration, for we believe that the necessary qualifications for such Judgeships are available according to needs in the ranks of lawyers. But it has been the tradition for a great many decades to include Service Judges in the Benches of the High Courts. What proportion of these Judgeships should go to them is for the Government to decide from time to time. Our concern here, as we indicated above, is to provide a graduated career for entrants into the Judicial Service, which will take them up to a point where selection for the High Court will not involve so disproportionate a jump in status and salary as at present.

5. The career in the Civil Executive Service is to cover a period of 19 years, excluding service in the Junior Executive Grade, which will ordinarily extend from 5 to 7 years. Direct recruitment to the J.E.G. (Judicial) should, in our opinion, be confined to persons, selected by competition, from among (a) double graduates, with an additional degree in law and three years minimum legal practice (b) graduates with recognised foreign legal qualification, viz., barrister-at-law, and three years minimum legal practice or (c) graduates with a law degree, and five years minimum legal practice. The ages of entry, with these qualifications, will be about 24 as a minimum, (for barristers) and could be kept below a prescribed maximum of, say 29. The period of training in the J.E.G., should, at these ages, be kept down to 5 years except where extension is necessary because a vacancy is not available. Upon entry into the Civil Executive Service the character of the work should alter so that the entrant is at once required to deal with cases of high importance. These would be civil suits of value above Rs. 5,000 (not values for purposes of court fee, which are mostly artificially low) and criminal cases triable by Courts of Sessions, which are of two main classes viz., Assistant Sessions Judges, and Sessions Judges, including Additional Sessions Judges. Administrative duties, covering the judicial administration of the District, as a whole, fall upon the District Magistrate, the District

and Sessions Judge, and the Senior Civil Judge. The Civil Executive Service is divided into three grades, and we should place the First class Civil-cum-Assistant Sessions Judge in Grade I (Rs. 900—50—1,200—E.B.—50—1,300, covering 8 years), the First class Civil-cum-Additional Sessions Judge in Grade II (Rs. 1,300—50—1,500—E.B.—50—1,600, 6 years span) and the District and Sessions Judge in Grade III (Rs. 1,500—100—2,000, 5 years span). The Additional Sessions Judge will also assist with Criminal appeals from Subordinate Courts; the District and Sessions Judge will take Civil as well as Criminal appeals from Subordinate Courts. There may be districts where the need for an Additional Sessions Judge may not be felt: in that case, it may be added to some other district or districts for which an Additional Sessions Judge is provided, so that his services may be available in case of need.

6. But in every district, there would be one or more Assistant Sessions Judges, on the same lines as in East Pakistan, which we recommend for adoption in West Pakistan as well. In West Pakistan, the system in vogue is to use Magistrates with section 30 Cr. P. C. powers (i.e., to sentence up to 7 years imprisonment) for the trial of all offences not punishable with death. On the other hand, the East Pakistan practice is not to employ section 30 Cr. P. C. but to follow the main provisions of the Code in bringing all serious crime before Sessions Court for trial with the aid of assessors. This has the following advantages, viz., (1) the prosecuting agency is required to pass these cases through a "screening process" in the Committing Court, so that it is put into a complete and legal shape before it goes to trial, (2) the trial is conducted from day to day, under a well-established system which ensures that all the witnesses on both sides are present from the day the trial commences, (3) members of the public are joined as assessors and this ensures that the trial is held in full and proper form, within the hearing and understanding of the parties and their people who are following the trial, this being ensured by the requirement that counsels for both parties and the Judge address the assessors in the vernacular, on the whole case. We think it is of importance to the true appreciation and acceptance by the people of this mode of trial, which has been adapted from those in vogue in England for centuries, that the full form should be applied in all serious cases. We believe that it will result in economy in expenditure, and it will certainly expedite the disposal of such cases, which are inordinately prolonged as a rule before Magistrates. The extra work involved in the Committing Court is of a nature which is applied in all civilised countries, to clarify and give legal shape to a case before it goes for trial. We do not think it can be eliminated, by allowing the investigating agency to send up cases for trial to Courts of Sessions direct. The results can only be to lower further the standards of criminal justice which prevail, and to minimise the confidence of the people in the whole system.

7. Accordingly, we recommend that (a) the system of trial of all serious crime by the Sessions mode should be extended to cover West Pakistan as well and (b) the Civil Executive Grade should be reserved for Judges trying criminal cases in this mode, who in Grade I will do important Civil original cases as well, in Grade II will do the most important Civil original cases and some criminal appellate work as well, and in Grade III will be the Judicial Administrative Heads of a District, doing *Civil* and criminal appellate work as well. The Criminal (Sessions) cases will be distributed so that the Assistant Sessions Judge would try most serious offences not punishable with death, and the others

would be divided between Additional Sessions Judges and the District and Sessions Judge. The training imparted in the J.E.G. would include Civil experience in the trial of suits of value below Rs. 2,000, and criminal experience as 1st class Magistrates, to which may be added, with advantage, a period of training in the Law Ministry of the Province and a further period of training at the Centre. Posts in the Law Ministry below the level of Secretary may be reserved for Judges in the C.E.S. at different levels: these could be posts of Solicitor, Draftsman, Under and Deputy Secretary.

8. Promotion above the C.E.S. will be into the P.A.S. and in the Provinces, at present, the only posts carrying salaries of Rs. 2,000 which are available for Judicial officers are those of Secretary in the Law Ministry, and in West Pakistan, three Selection Grade Sessions Judgeships. It is here that we think there is a gap which could be filled to the advantage (a) of the public by taking the processes of justice nearer to them (b) of the Judiciary, by providing experience of a character which will bring them up to the standard expected of a High Court Judge and (c) of equality and equality of opportunity in the Services generally. The recommendation we have to make is also closely in line with the decentralization to Divisional Headquarters, which is being carried out extensively in the executive sphere. It is, that at Divisional Headquarters, there should be set up Divisional Appeal Courts, staffed by two Divisional Judges of Appeal (D.J.A.). These Courts would take appeals from the principal District Courts, viz., the Assistant, Additional and District and Sessions Judges' Courts mentioned above, up to a certain level, viz., up to a value of Rs. 25,000 in a civil suit tried by any of these Courts, and up to sentences of 10 years imprisonment. There would be many other respects in which such Divisional Appeal Courts could relieve the High Courts of the concentration of work under the Codes with which they are burdened, viz., they could take revisions from Courts in the Division under the Civil and Criminal Codes, they could deal finally with bail and transfer applications, and all interlocutory matters, with matters concerning advocates and pleaders, and with administrative appeals from the judicial staff, and finally, the Divisional Judges of Appeal would be able to keep up a regular inspection of all the Courts in the Division.

9. The orders of Divisional Appeal Courts would be subject to appeal to the High Court, by special leave only. (The technique of "special leave" is applied as between Superior Courts, i.e., that there is no right of appeal as such from a decision of a Superior Court). Although these Courts would not have all the apparatus of a Superior Court, to confer a measure of finality upon their decisions is of importance, and this could be secured by making an appeal a matter of "special leave" by the next higher Court, namely, the High Court. Now that the "writ jurisdiction" is, under the Constitution, divested of its mystique, and its machinery is reduced to well-considered formulae in plain words, it may be for consideration, at some time in the future, whether the reliefs that Article 98 is designed to give should not be provided for the people at Divisional Headquarters all over the country. It will act strongly in aid of the over-riding provision in the Constitution that the people shall live their lives under the law, and that they shall be afforded all the freedoms and all the protections which the law provides.

10. Appointments of D.J.A. will be as to the PAS, by selection from the pre-PAS grade, viz., that of District and Sessions Judge, at ages between 48 and 53. The post of Provincial Law Secretary will be in Grade I, and there

may be others, on the quasi-Executive side to which Judicial officers may be given preference. Posts of Joint Secretary and Secretary in the Central Law Ministry will be in Grade II and Grade III respectively. For Divisional Judges of Appeal, we recommend P.A.S. Grade II with no restriction of tenure. Ordinarily, no person should be appointed DJA until he has attained the age of 50 years, and it will be an appropriate elevation for such a person, if he is found fit, to become a High Court Judge at the age of 55 when he is drawing a salary of Rs. 3,000. We may mention here that, in our opinion, every effort should be made by career management to provide Judicial officers with periodical breaks in the monotony of their work, at levels below the High Court. Judicial officers of necessity must avoid developing attachments with local society, and have to maintain a degree of aloofness even from other Government officers in the station. Consequently, their life lacks many of the amenities and the work also lacking variety, strains develop which affect their capacity to dispense justice with balance, urbanity and good humour, or in a word, with humanity.

11. As for the underpinning structure of the Judiciary, viz., the great number of Magistrates and Civil Judges who are required to cope with the huge volume of criminal and civil cases, these would naturally be marshalled in Group B. They would, however, all be double graduates (mere LL.Bs. of Universities which do not require an ordinary degree before admission to the Law College would not be admitted), and it is desirable also that they should have a few, say two, years of legal practice before they enter the service. If this were made a condition of their taking the competitive examination for entry into Group B (there should be *no other* mode of entry to this branch of the public service), the result would be that the minimum age of entry would be fixed at 25 years and the maximum at, say, 28. There is a good case for giving some advantage of salary, at the start, and we recommend that for this service, the start should be Rs. 350. The facility of the Special List will be available in Group 'B', and in view (a) of the larger qualifications at entry and (b) that after, say, ten years of experience, the difference between one judicial officer and another is almost entirely one of personal quality, and varies but little with further experience gained, we recommend that subject to other conditions being satisfied, the qualifying period of service in Grade I should be reduced for these officers to five years. This will ensure that by the time they come up to be considered for entry into the J.E.G. they will not already have been completely dulled by the unrelieved monotony of Court work. For good work at the higher level, in Group A, keenness of intelligence and freshness of outlook will be essential, in addition to knowledge of law and experience in the trial of cases. For these promotees into the J.E.G. it may be found convenient to devote a larger part of their five years to training in a Public Administration Institute, in the Law Ministry and otherwise in the Secretariat (e.g., in the Interior or Home Ministry), than for direct recruits. They will already have had ten years of experience in the trial of cases.

12. This experience need not, of course, cover both criminal as well as civil work. In Group B, these officers may be utilised purely for criminal work, as Magistrates, or purely for civil work as Civil Judges, as is the case today. Where our Scheme makes a difference is in this, that it provides for Group B Magistrates as well to qualify through the Special List for entry into the J.E.G. and it will be in the J.E.G. that they will gain acquaintance at first hand with original civil work. At present, it is only Civil Judges who enjoy the great

advantage of promotion to District and Sessions Judgeships, and later of elevation to the High Courts. Moreover, there are among the Magistrates, a fair proportion of men who, in the course of their work, develop aptitude for intelligent trial of cases, and show a real interest in the law as well. Unfortunately, such talent is but little appreciated on the Executive side, and as it cannot, under the existing arrangements, gain recognition for promotion to higher Judgeships, it is usually allowed to languish, and other qualities more useful for gaining promotion on the Executive side come to the fore.

13. Consequently, it is an act of justice, and will also conduce to improvement in the work of Magistrates that they should be allowed the opportunity to improve their prospects by showing excellence of judicial work, through the medium of the Special List, and thus gain entry to the Civil Executive Service (Group A) in the Judiciary.

14. A question which requires more serious consideration than has hitherto been given to it, is raised in acute form, when we examine the fate of those who will remain in Group B for the whole of their careers. On any reckoning these persons will outnumber those in Group A by at least six to one, and they can be offered nothing but the grind of being Magistrates of the 1st class, or Subordinate Civil Judges trying suits of value up to Rs. 5,000, till the end of their careers, at the age of 60. Serious cases of crime, and all suits above Rs. 5,000 in value, whose number is proportionately very small, have been reserved, in our recommendations, for trial by Group A Judges in the Grade 1. Unless escape be provided into side jobs, not involving the trial of suits or criminal cases, the career of a person who starts and finishes his career in Group B will be one of unrelieved monotony after the first ten years or so, during which he is assimilating all the variety that the work can offer. Such side jobs are few and far between. On the criminal judicial side, these officers have hitherto belonged to the lower "generalist" service, and their careers are punctuated with periods of work, in aid of the running of a district. On the civil side, there is practically no relief, but the end of the career holds out promise, now on a fairly large scale, of higher Judgeships. We cannot see merit in preserving the "generalist" services any longer, and in any case, it is undesirable to continue the practice of giving such pre-eminence to run-of-the-mill Magistrates. Nor can we find it possible to extend infiltration by this class into Group A by lowering the standards we have set for that Group.

15. This problem is, one which does not arise, oddly enough, in the U.K. from where we have borrowed our judicial system. It does not arise there because the stipendiary Magistrate is still the exception in the U.K. Most of the criminal judicial work is done, at the appropriate level, by Benches of Magistrates composed of local gentlemen, assisted by a law-trained clerk, and this system is supplemented by that of the Recorder, who is mostly a lawyer *in practice*, who gives part of his time to the trial of cases. The serious crime triable by jury, is dealt with at Quarter Sessions by visiting High Court Judges of the King's Bench, while the civil litigation goes mostly before Country Court Judges, who are in permanent employ. With the conferment of judicial power on the Courts set up in the Basic Democracies, a move has begun in the direction of making law-and-order a responsibility of the communities, and the process—a necessary process wherever rule is seized over

alien power—of withdrawing that function, and reserving it to the King, or the ruling power. The time may have come when further resort to employment of local wisdom and legal talent, on the lines of the Recorder system, may be now feasible. In the period of foreign rule, of which the most vocal and vigorous opponents were the lawyers, themselves trained in the British mode, there was a natural tendency among the rulers to regard lawyers as an incubus on the system of justice, but that tendency is, we hope, on the wane. The standard of the Bar is not now to be assumed to be so low that the lawyer cannot be thought of as a Judge, except at the highest level. There is ample experience, gained since about the year 1946, of the value of the service which lawyers are capable of rendering, in the capacity of Magistrates and Judges. It may well be that the best answer to the problem of finding men to cope with a part of the vast mass of low-level litigation, is to engage lawyers on contract for periods of say 5 to 7 years, after which they may return to their practice. The fear that corruption will follow, is in our opinion, not as real as is supposed.

16. With the number of lawyers growing at the present rate, there should be an ample field of choice, and men may even be found, at a somewhat higher level than necessary for securing Magistrates, to be Recorders of small towns, which they may agree to visit periodically, sparing the necessary time from their practice in a large town. We may mention here that the question whether the Stipendiary Magistrate system is not superior to that of the local Bench and the Recorder, has recently been examined by a Commission in England, and the opinion formed was in favour of *not* extending the stipendiary system. The inclination is in favour of maintaining justice as a thing of the people, and particular notice was taken of the adverse effect upon a stipendiary, of being required to be a purely judicial functionary, year in and year out, among a people with whom his personal contracts have to be restricted to the utmost.

17. These are matters which require examination at a different level. They do not appear to have received consideration in the Law Reforms Commission Report. We consider that they could now be examined, as a further step in aid of transferring the machinery of justice, at a safe level, to the people themselves, as a part of their communal responsibility which has for too long been carried for them by alien shoulders. It has had an appreciable effect in preventing them from becoming self-reliant and well-knit to the extent expected of an independent people.

18. For the present, however, our recommendation is that the rank-and-file of the Judiciary should be incorporated in Group B, within the limited career which their work provides. We would like to emphasise that we do *not* recommend that these persons should, at the fag-end of say, 37 years of service, be given the consolation of holding the higher judicial offices for which Group A is designed. That would water down the quality of the justice which the system is designed to provide. What may be reserved for the most experienced is perhaps the task of summarising cases, both criminal as well as civil (small causes). In this field, their experience may be very useful, though care would be necessary to ensure that this work, which needs brisk and alert minds, does not become the preserve of tired old men. A high post, in each district, should be available for them, viz., that of senior Civil Judge, with an entire subordinate staff and control distribution.

cases. This would be for officers in Grade III, and may have an added allowance of, say Rs. 100, thus bringing the maximum salary to the level of the maximum in Grade I of Group A.

19. It remains to consider the position of the District Magistrate, in the sense of the Criminal Procedure Code. Where the judicial service is separated from the function of over-all management of all services at district level, it is necessary that this post should go to a specialist as well. As we have said elsewhere in this report, the functional duties of the District Magistrate, who under the present system is also the Deputy Commissioner, are performed for the most part by a senior P.C.S. Magistrate, who is described as the Additional District Magistrate. He performs his duties under the supervision of the Deputy Commissioner, who as District Magistrate exercises the superior law-and-order powers under the Code. We conceive no possible difficulty arising if the functions of the District Magistrate are separated from those of the Government Agent, or District Commissioner, as we have described him elsewhere in our report. These functions would include the duty of managing the disposal of the criminal work of the district, through a prosecuting staff composed partly of lawyers and partly of Police officers, and a body of Courts, of which the 1st class Magistrates would be under his direct control, while the serious criminal cases would be sent up to be dealt with through the machinery of the Sessions Courts. On the law-and-order side, he would work in with the district head of the Police, and he would also be in administrative charge of the Courts, to see they are properly housed and equipped with adequate staff to facilitate disposal of cases. The appropriate Group for the District Magistrate thus conceived is clearly Group A, in all its grades. It is not necessary to suppose that a District Magistrate would necessarily remain on the criminal-executive side. Having been trained through the J.E.G. he would be competent to function, for a part of his career in the C.E.S. also as a Sessions Judge in the two lower grades. It would be in the pre-PAS grade that the differentiation would take shape. He may either become, by selection a District Commissioner, or equally by selection a District and Sessions Judge, and thereafter and on entry into the PAS the career would be distinct.

20. We should like to add here that there is a crying need for a Superior officer to undertake, whole-time, the functions of District Magistrate and Administrator of the Criminal Courts. The work has been neglected ever since the I.C.S. District Magistrates became involved in political work to the extent that all their other work was neglected. Today, the District Magistrate, i.e., the Deputy Commissioners, are even more harassed than were their British predecessors. Even though the political atmosphere is not adverse to their very presence as it was for the latter, they have been burdened with so many supervisory duties in their districts, and have to remain so much on call from Provincial Headquarters, besides having to attend a great number of conferences, that it is probably true to say that their contact with the criminal work of the district has been reduced to a bare minimum. This minimum would cover political or security cases, cases in which important personalities are involved, and the more ghastly crimes (not mere murder cases, for these are common place, but holocausts). The prosecuting agency has been mostly looking after itself, and the body of Magistrates have worked under the supervision of one of their own class, promoted to be

A.D.M. while the degree of human congestion in the criminal courts, the inefficiency in the disposal of business which prevails, resulting in enormous backlogs of files, the poor quality of the equipment, the inadequacy and bad design of the Court rooms provided, the extent of toutting and the immanence of corruption, are indescribable. It is time that a responsible superior officer was appointed in each district to attend to these matters, and bring them to order.

21. The condition in the Civil Courts is not nearly so bad, as the institution of cases is smaller, but the backlog is still high, and there is every need for competent senior Civil Judges to deal with these matters under the supervision of the District and Sessions Judges.

STAFF OF THE SUPREME AND HIGH COURTS

22. In the annexed charts we indicate how the existing staff of the Supreme Court of Pakistan and the two High Courts may be adjusted within our general Scheme of salaries and structure.

Staff of the Supreme Court of Pakistan

Categories	No. of Posts	Existing Scale with DA/CLA	Grade and Scale recommended		No. of Posts
1	2	3	4		5
GROUP 'F'					
		Rs.		Rs.	
Peons	19	63—67	Training	60 (fixed)	As per requirements.
Jamādars	6	70—75	Grade I	65—1—80	15
			Grade II	75—1—85	8
			Grade III	85—1—95	2
	25				25
GROUP 'E'					
Daftaries	2	73—80	Training	70	As per requirements.
Record Sorters	2	75—99	Grade I	75—2—105	
			Grade II	90—3—120	
			Grade III	110—3—140—5—150	
	4				4
GROUP 'D'					
Junior Clerks	14	99—160	Training	100	As per requirements.
Senior Clerks	6	124—280	Grade I	110—4—150—5—75.	
Cashier	1	135—288			
Stenotypists	4	135—293	Grade II	150—5—185—10—225.	
Editor of Paper Books ..	2		Grade III	225—10—295—25/2—370.	
Assistant Librarian ..	1	166—305	Grade IV	375—25/2—450	
	28				

1	2	3	4	5
GROUP 'C'				
Stenographer ..	1	Rs. 211—385	Training 200	As per requirements.
Assistants ..	3	211—473		
Judicial Assistants ..	5	255—573	Grade I 250—10—300— 15—450.	12
Court Associate ..	1		Grade II 350—15—500	5
Adm. Assistant ..	1		Grade III 500—20—700	2
Bench Readers ..	5		Grade IV 650—25—850	1
Librarian ..	1	355—573		
Superintendents ..	3	458—685		
	20			20
GROUP 'B'				
Secretary to the Chief Justice.	1	470—735	Training 300 fixed	As per requirements.
Assistant Registrars ..	2	735—1,000	Grade I 350—25—600	Nil.
			Grade II 500—35—850	2
			Grade III 800—40—1,200	1
	3			3
GROUP 'A'				
Deputy Registrar ..	1	1,020—1,765	C. E.S.	
Registrar ..	1	1,375—1,850	Grade I 900—50—1,200— EB—50—1,300	Nil.
			Grade II 1,300—50—1,500 —EB—50—1,600	1
			Grade III 1,500—100—2,000	1

Staff of the High Court of East Pakistan, Dacca

1	2	3	4	5
GROUP 'F'				
	8	Rs. 66—85	Training 60	As per requirements.
Peons ..	42	66—85	Grade I 65—1—80	70
Orderlies ..	55	66—85	Grade II 75—1—85	35
Jamadars ..	15	71—90	Grade III 85—1—95	15
	120			120
GROUP 'E'				
Daftaries ..	17	66—85	Training 70	As per requirements.
Record Arrangers ..	17	71—90	Grade I 75—2—105	20
			Grade II 90—3—120	10
			Grade III 110—3—140— 5—150.	4
	34			34

1	2	3	4	5
GROUP 'D'				
		Rs.	Rs.	
Typists	8	105—218	Training 100	As per requirements.
Lower Grade Asstt-stants.	130	115—248	Grade I 110—4—150—5—175.	105
Upper Division Asstts.	18	191—352	Grade II 150—5—185—10—225.	53
Translators ..	4	228—388	Grade III 225—10—295—	12
Commissioner of Affidavits.	1	228—388	25/2—370.	
Supdts. Grade III ..	9	228—388	Grade IV 375—25/2—450	8
Cashier	1	248—352		
Librarian	1	248—352		
Editor	1	298—352		
	173			173
GROUP 'C'				
Asstt. Bench Clerk ..	11	191—352	Training 200	As per requirements.
Committee Clerk ..	1	248—352		
Supdt. Grade II ..	2	248—411	Grade I 250—10—300—15—450.	18
Supdt. Grade I ..	1	273—440	Grade II 350—15—500	8
Court Keeper ..	1	323—440	Grade III 500—20—700	2
Accountant ..	11	298—470	Grade IV 650—25—850	1
Bench Clerks ..	1	411—535		
Stamp Reporter ..	29			29
GROUP 'B'				
Asstt. Registrar (Writs).	1	470—635	Training 300	As per requirements.
Third Asstt. Registrar.	1	535—685		
Second Asstt. Registrar.	1	535—685	Grade I 350—25—600	
First Asstt. Registrar.	1	660—760	Grade II 500—35—850	
Secretary to the Chief Justice.	1	685—835	Grade III 800—40—1,200	
	5			5
GROUP 'A'				
Deputy Registrar (Additional post).	1	835—1,100	C.E.S. Grade I 900—50—1,200—EB—1,300	
Registrar	1	1,265—2,150	Grade II 1,300—50—1,600—EB—1,600—1,500—100—2,000	
	2			

Staff of the High Court of West Pakistan (Lahore Bench)

1	2	3	4	5
GROUP 'F'				
		Rs.	Rs.	
Menial Establishment (paid out of contingencies).	23	62—65	Training 60	As per require- ment.
			Grade I 65—1—80	75
			Grade II 75—1—85	35
Peons/Orderlies/Ushers	106	59—63	Grade III 85—1—95	19
	129			129
GROUP 'E'				
			Training 70	As per require- ment.
			Grade I 75—2—105	13
Daftries	21	62—76	Grade II 90—3—120	6
			Grade III 110—3—140—5—150	2
				21
GROUP 'D'				
			Training 100	As per require- ment.
Junior Clerks ..	78	95—153	Grade I 110—4—150—5—175	80
Senior Clerks ..	55	110—223	Grade II 150—5—185—10—225	40
Junior Translators ..	43	110—223	Grade III 225—10—295—25/2—370	11
Senior Translator ..	1	191—43	Grade IV 375—25/2—450	6
	137			137
GROUP 'C'				
			Training 200	As per require- ment.
Stenographers ..	35	191—434	Grade I 250—10—300—15—450	40
Document writers ..	10	191—434	Grade II 350—15—500	20
Peons ..	15	248—434	Grade III 500—20—700	4
Printendents ..	6	411—685	Grade IV 650—25—850	2
	66			66
GROUP 'B'				
Assistant Registrar ..	1	635—835	Grade II 500—35—850	1
Deputy Registrar ..	1	735—1,000	Grade III 800—40—1,200	1
	2			2
GROUP 'A'				
Registrar	1	1,050—1,700	C.E.S.	
			Grade II 1,300—50—1,500	1
			E.B.—50—1,600.	
			Grade III 1,500—100—2,000.	

Staff of the High Court of West Pakistan (Karachi Bench)

Categories	No. of Posts	Existing Scale with D.A./CLA.	Grade and Scale recommended	No. of Posts
1	2	3	4	5
GROUP 'F'				
		Rs.	Rs.	
Peons	45	59—63	Training 60	As per requirement.
Jamadar	1	61—71	Grade I 65—1—80	30
Naik	1	61—71	Grade II 75—1—85	15
Hawaldar	1	61—71	Grade III 85—1—95	4
Chobdar	1	66—90		
	49			49
GROUP 'E'				
Daftaries	8	66—90	Training 70	As per requirement.
Bailiffs	5	66—100	Grad I 75—2—105	10
Book Binders	2	73—95	Grade II 90—3—120	5
Head Bailiff	1	90—115	Grade III 110—3—140—5—150.	1
	16			16
GROUP 'D'				
Junior Clerks	27	95—153	Training 100	As per requirement.
Senior Clerks	18	110—223	Grade I 110—4—150—5—175	30
Junior Translators	2	135—248		
Senior Translators	2	191—434	Grade II 150—5—185—10—225	15
			Grade III 225—10—295—25/2—370	3
			Grade IV 375—25/2—450	1
	49			49

1	2	3	4	5
GROUP 'C'				
		Rs.	Rs.	
Assistants ..	22	191—434	Training 200	As per requirements.
Judgment writers ..	8			30
Readers ..	8	248—434	Grade I 250—10—300—15—450	
Serishtedars ..	8	273—520	Grade II 350—15—500	14
Superintendents ..	2	411—685	Grade III 500—20—700	3
			Grade IV 650—25—850	1
	48			48
GROUP 'B'				
Assistant Registrar ..	1	635—835	Grade II 500—35—850	1
GROUP 'A'				
C.E.S.				
Additional Registrar ..	1	950—1,595	Grade I 900—50—1,200—EB—50—1,300	1
			Grade II 1,300—50—1,500—EB—50—1,600	
Staff of the High Court of West Pakistan (Quetta Bench)				
1	2	3	4	5
GROUP 'F'				
	2	59—63	Rs.	
			Training 60	As per requirements.
			Grade I 65—1—80	1
			Grade II 75—1—85	1
				2
GROUP 'E'				
	1	66—76	Training 70	As per requirements.
			Grade I 75—2—105	1
			Grade II 90—3—120	
GROUP 'D'				
Clerks ..	3	95—153	Training 100	As per requirements.
Clerks ..	1	110—191	Grade I 110—4—150—5—175	2
	4		Grade II 150—5—185—10—225	1
			Grade III 225—10—295—25/2—370	1
				4
GROUP 'C'				
ants ..	2	191—434	Training 200	As per requirements.
ntendent ..	1	298—470	Grade I 250—10—300—15—450	2
	3		Grade II 350—15—500	1
				3
GROUP 'B'				
bnal Registrar ..	1	411—1,000	Grade II 500—35—850	1
			Grade III 800—40—1,200	

Staff of the High Court of West Pakistan (Bahawalpur Bench)

Categories	No. of Posts	Existing Scale with DA/CLA	Grade and Scale recommended	No. of Posts	
1	2	3	4	5	
GROUP ' F '					
		Rs.	Rs.		
Peons	10	} 59—63	Training	60	As per requirements.
Usher	1		Grade I	65—1—80		6
			Grade II	75—1—85	3
			Grade III	85—1—95	2
	<u>11</u>				<u>11</u>
GROUP ' D '					
Junior Clerks' ..	19	95—153	Training	100	As per requirements.
Senior Clerks ..	4	110—223	Grade I	110—4—150—5—175	15
Translation... ..	1	191—434	Grade II	150—5—185—10—225	6
			Grade III	225—10—295—25/2—370	2
			Grade IV	375—25/2—450	1
	<u>24</u>				<u>24</u>
GROUP ' C '					
Assistants	3	191—434	Training	200	As per requirements.
Superintendent ..	1	298—470	Grade I	250—10—300—15—450	3
			Grade II	350—15—500	1
	<u>4</u>				<u>4</u>
GROUP ' B '					
Additional-Registrar ..	1	411—1,000	Grade II	500—35—850	} 1
			Grade III	800—40—1,200	

Staff of the High Court of West Pakistan (Peshawar Bench)

1	2	3	4	5
GROUP 'F'				
		Rs.	Rs.	
Orderlies	17	59—63	Training 60	As per requirement.
Ushers	2	64—68	Grade I 65—1—80	12
			Grade II 75—1—85	5
			Grade III 85—1—95	2
	19			19
GROUP 'E'				
Daftaries	4	61—71	Training 70	As per requirement.
Record Lifters ..			Grade I 75—2—105	2
			Grade II 90—3—120	1
			Grade III 110—3—140—5—150	1
	4			4
GROUP 'D'				
Junior Clerks ..	22	95—153	Training 100	As per requirement.
Senior Clerks ..	13	110—223	Grade I 110—4—150—5—175.	20
			Grade II 150—5—185—10—225.	10
			Grade III 225—10—295—25/2—370	4
			Grade IV 375—25/2—450	1
	35			35
GROUP 'C'				
Assistants	9	191—434	Training 200	As per requirement.
Document writers ..	3	191—434	Grade I 250—10—300—15—450	9
Deputy Clerks	2	248—434	Grade II 350—15—500	4
Deputy Registrars ..	2	411—685	Grade III 500—20—700	2
			Grade IV 650—25—850	1
	16			16
GROUP 'A'				
Additional Registrar ..	1	1,100—1,265	C.E.S.	
			Grade I 900—50—1,200—EB—50—1,300	}
			Grade II 1,300—50—1,500—EB—50—1,600.	

CHAPTER IX

LAND REVENUE ADMINISTRATION

As a decision appears to have been taken that the land revenue administration of East Pakistan should be converted to follow the lines of the West Pakistan land revenue administration, it will be sufficient, if we employ the structure of the latter administration, for the purpose of showing how the existing hierarchy can be accommodated in the Commission's proposed structure for the Services. There is at Provincial level a Board of Revenue which has taken over the functions of the Revenue Department of the Secretariat. Below the Board of Revenue there are Divisional Commissioners and below them Collectors of Districts and then there are Sub-Divisional Officers controlling one or at the most two tehsils. Below them, there are Tehsildars for each Tehsil assisted by one or two Naib Tehsildars. Getting down to the villages, there are patwaris in each village and above them there are Qanungos each of whom supervises the work of 12 patwaris. This hierarchy can in our opinion be readily accommodated within our proposed structure as below :—

Patwaris in Group	E,
Qanungos in Group	D,
Naib Tehsildars in Group	C,
Tehsildars in Group	B,
Collectors in Group	A,
and	
Divisional Commissioners	
and Members of the Board of Revenue in P.A.S.	

The 'basic officer' in the Revenue administration will be the Tehsildar and for him the minimum qualification for recruitment should be graduation preferably in the subject of Agriculture. It is surprising that in all the years during which, under British rule, the maximum emphasis was placed upon good administration of the rural areas whose only source of subsistence is agriculture, no importance was given to scientific knowledge of agriculture in recruitment of the personnel to whom administration of the land revenue which depended wholly upon successful agriculture was entrusted. In our view, this aspect of the matter should no longer be neglected. With a rapidly rising population, and expanding money incomes through service in employment field where large scale developmental projects are in operation, it is of the utmost importance to the economy both from the viewpoint of self-sufficiency in food as well as to maintain prices at a uniform level, that the villages should be producing the maximum amount of food-grains. The same is, of course, true of other agricultural production such as cotton, sugarcane, tobacco, etc., which are of universal consumption. The personnel of the Revenue Department are required to be continuously in direct contact with the rural population within their jurisdiction. Among these, the 'basic officer' is clearly the Tehsildar and our recommendation would be that recruitment to this should either be confined to persons holding a bachelor's degree in agriculture, or to persons who acquire an equivalent diploma by taking an external examination in case their degree is in some other subject. With the establishment of Agricultural Universities in both the Wings, the supply of agricultural

graduates for such appointments should not be insufficient. The present maximum salary of a Tehsildar in West Pakistan is Rs. 600 and he is in Class II below the P.C.S. The suggestion we are making is one which eliminates the P.C.S. officer as such from the "general administration". The work at present entrusted to them on the revenue side would be undertaken partly by Group B officers, and partly by the J.E.G. in Group A. Officers in Grade III in Group B would be those occupying special posts at district level, such as that of the present Revenue Assistant, as well as at Divisional and Provincial headquarters, in the Land Revenue and allied fields, e.g., Land Records, Settlements, etc.

2. According to the Commission's Scheme, Tehsildars of ages between 32 and 40 would qualify for entry by competitive selection into the Junior, Executive Grade of the Collector's rank i.e., Group A. They would enter side by side with direct recruits from the Universities and for the latter our suggestion is that they should have a double degree and preferably one of them should be a degree in agriculture. A degree in law would also be an advantage for the reason that the work of a Collector lies largely in the judicial field. The J.E.G. would all be Assistant Collectors of the first Grade, and would complete their 5 to 7 years of training in a variety of courses culminating in the post of Revenue Assistant. At this point we may mention that we fully approve of the suggestion made by the West Pakistan Provincial Re-organization Committee that

"..... the work of Excise and Taxation should be integrated with the normal revenue agency at the Divisional level. The present Directorate of Excise and Taxation may be abolished along with its regional offices. In each Division, there should be a Divisional Officer, Excise and Taxation, directly under the Commissioner. He should supervise the work of the Excise and Taxation Officers in the district and should have all the powers of the Director, Excise and Taxation".

There is our opinion, no reason whatsoever why such an amalgamation should not be carried out with complete success. It would of course be necessary to provide training for Tehsildars and for J.E.G. officers in Excise and Taxation routines, and for those who are to rise further in the service, it would be advisable also to provide for them a course of training in the Finance Training School where they would acquire wider general knowledge in the fields of economics and public finance, than they could get from merely working within the land revenue administration. Such an amalgamation would also add to the number of posts available for training the young officers and for testing the ability of most seniors as they travel upwards in their careers. On completion of training in the J.E.G. the officer would, at an age not less than 37, if he be a direct recruit, and approximately 37 to 40, if he started as a Tehsildar, rise to the rank of District Collector of Revenue, Excise and Taxation. Not being at the same time a Deputy Commissioner or District Agent, this officer would be able to give his whole-time to the performance of his duty which would be that of maintaining the efficiency of the revenue system in his district, hearing appeals which lie within the jurisdiction of the District Collector, to which he would add, if our suggestion of the entire staff being trained in agriculture was adopted, a general supervision of the improvements of standard of agricultural output throughout the district. In due course, a capable Collector would have his chance of working in the Secretariat of the Board of Revenue, at a level such as Deputy Secretary, where he could acquire

specialised knowledge of the legal and administrative problems connected with the various departments controlled by the Board. In the 'pre-PAS' stage, he would be a Divisional officer, dealing with all matters pertaining to the land revenue which are at present dealt with by Divisional Commissioners or their Assistants, e.g., Additional Divisional Commissioners, and in addition, following the proposal of the West Pakistan Provincial Re-organization Committee, he would be Director of Excise and Taxation, hearing appeals and exercising supervision over that department directly under the Commissioner.

3. One of the benefits of our structural Scheme which has been mentioned earlier might be seen to appear clearly in this arrangement. An officer will be recruited either with post-graduate education, or with a degree and a good deal of experience in the same department, to be a part of the *corps d'elite* in the Revenue, Excise and Taxation Department as a specialist. He will be the Manager of all the affairs relating to Revenue, Excise and Taxation in his district and will also cast a careful eye over the general development of agriculture in his area. In doing so, he will be assisting the Agriculture Department whose contacts up to the present with the population have not been as extensive as they might be. Moreover, a mere agricultural scientist, even if he may have some experience of administering agricultural relief, cannot have the same powerful influence over the mind of the rural population as is possessed by the well-established land revenue administration, which the people have come to trust and obey.

4. The result achieved at the district level will be that competent and fully trained land revenue experts will be appointed to perform this function in their independent right and not as mere shadows of a Government agent, and this we feel certain will inculcate a sense of pride in efficient performance, which today is lacking by reason of the fact that the credit for all the work that these people do has to be wholly conceded in favour of the district head, merely by virtue of his position. At the second stage also, the members of this Group will have their chance of distinction and recognition, namely, they will have the headship of the Department at Divisional level as well, and will there be able to prove their worth for higher promotion as specialists into the top directory service. To be sure, these officers will not be working in the independence of co-ordination either at district or divisional level. Our proposal is that there should be a co-ordinating officer who will be placed at each of the specialist heads of agencies at the district level and at the divisional level. He will be of a greater seniority in most cases and will have higher emoluments than any of those who head the specialist agencies. Our ideas on the subject are given in detail in a later chapter.

5. The posts in the Pakistan Administrative Service to which members of the Revenue, Excise and Taxation section of the Civil Service may aspire will be those of Members of the Board of Revenue and the Secretaries of the Board (not Joint or Deputy Secretaries) in such posts in the Central Secretariat as, by their ability and experience, they might be found suitable for, e.g., posts in the Agricultural Ministry at the Centre and through these posts, preference to posts abroad in International organizations. The career is a long and honourable

Besides giving complete satisfaction to the ambitious and able among those who enter either as Tehsildars or at J.E.G. level, it will in our opinion serve two other necessary purposes. Firstly, we feel no doubt that it would lead to increased efficiency in the administration of these Provincial taxes, and by intelligent provision of training courses, the best use will be made of the best brains in the department. Secondly it will remove the feeling of frustration among a large number of truly able officers who through the incident of being inducted at a lower level for many decades were obliged to commence and end their careers in obscurity, although their efforts were a major asset to the efficiency of the administration and taken together, those efforts were entitled to receive nearly the whole of the credit, which was taken instead by the ruling class of officers imposed upon the department from above.

6. The opinion was expressed by a few officers of the senior service, that the possession of criminal powers as Magistrates was a necessary weapon in the armoury of a Tehsildar, if he was to be successful as an agent for the recovery of land revenue. It was said that without the *danda* they would be rendered ineffective. So far as we are aware, occasions when recourse has to be taken to legal process for recovery of land revenue are extremely infrequent. The mere dread of having land brought to sale for payment of land revenue is sufficient to ensure regularity in this respect. Our information is that it is only wealthy and politically influential land-owners who allow their dues to fall into arrear and do so in the hope that their friends in high places will eventually remit the debt. The recent Land Reforms have greatly reduced the number of such defaulters by fixing the maximum area which a single person may own at 500 acres. Moreover, it was also admitted before us that the possession of the *danda* was mainly valuable for obtaining results which could not be obtained by legal means. In our opinion such a motive is no longer consistent with the aims and objects of the country. No sense of freedom can develop among the population, if it is possible for officers at fairly low level to oppress people to gain irregular ends, and the people have no redress, for fear of falling foul of these officers. The regime which the new Constitution is designed to install is a regime of rule *by law* and *under law*, and consequently we make no excuse for refusing to accept the reasons given for empowering the Tehsildars as Magistrates. On the other hand, if it be a matter of convenience from the point of view of criminal administration and if a Tehsildar here or there has the available time, then, in order to supply the needs of an outlying area there would be nothing wrong in giving him such powers as might be necessary and these need not be powers to cover all offences under the Penal Code, but only under such Acts as relate to rural institutions and agencies.

7. In this chapter, we have not made detailed examination of a number of other duties which fall within the sphere of the land revenue administration as settlement, maintenance of land records, compulsory acquisition of land. These and a number of other branches of the administration show ample scope for widening the training and experience of the officers of the Revenue Department so that under careful career management they may qualify by ability and experience for positions in the general

CHAPTER X

CENTRAL REVENUE ADMINISTRATION

Under the new Constitution Central Government is responsible for various duties and taxes as enumerated in Item 43 of the Third Schedule. These include :—

- (a) duties of customs (including export duties) ;
- (b) duties of excise (including duties on salt, but not including duties on alcoholic liquor, opium, or other narcotics) ;
- (c) corporation taxes and taxes on income other than agricultural income ;
- (d) estate and succession duties ;
- (e) taxes on the capital value of assets, not including taxes on capital gains on immovable property ;
- (f) taxes on sales and purchases ;
- (g) terminal taxes on goods or passengers carried by sea or air, and taxes on their fares and freights ; and
- (h) taxes on mineral oil, natural gas and minerals for use in the generation of nuclear energy.

Of these the more important sources of revenue are the corporation taxes and taxes on income, which together with estate and succession duties, are looked after by the Income-tax administration ; customs and excise duties, looked after by the Sea Customs and the Land Customs and the Central Excise Administrations. There is no separate administration for the sales tax and officers of the Income-tax, Customs and Excise Departments also perform duties relating to the collection of sales tax.

2. The responsibility for the collection of the main duties and taxes mentioned above is vested in the Centre. This arrangement continues from the time the 1935 Act was passed when the process of conversion of a unitary administration, which had existed from the beginning of the British rule in India, reached a decisive stage with the grant of full provincial autonomy to the provinces.

Till the Montague-Chelmsford Reforms, all sources of revenue were centralised ; all revenues, whether they accrued from land revenue or from customs or from any other sources were treated as revenues of the British Government which were allotted between the Centre and the Provinces. Originally, fixed grants were given for a period of years to the Provinces. Then in 1912, a system of divided heads was introduced. Some sources were to the Centre and some to the Provinces not as a legal division but as a basis of the division of the revenues. It was the Government of 1919 that made a complete separation of the sources. Tax and excise (other than liquor excise) were made sources while land revenue, liquor excise, irrigation receipts assigned to Provinces. When this division was made in 1920 the Centre would be in deficit and a system of contributions from the Centre was devised. This was found unsatisfactory as receipts grew, the contributions were abolished

in 1928. Between the years 1928 and 1935 there were various reports and committees and frequent discussions relating to the financial relations between the Centre and the Provinces and their final result was embodied in the Government of India Act, 1935. Under that Act, income-tax and corporation tax were made exclusively Central and the agricultural income-tax, Provincial. As it was estimated that Provinces would be in deficit, it was laid down that some share of income-tax should be assigned to them. It was also laid down that salt, excise and export duties *could* be shared if considered necessary. As Bengal had an inelastic land revenue system, it was provided that not less than 50% of the jute export duty should be distributed to the jute producing States according to their jute production.

3. This is more or less the arrangement which has been followed since Independence. There have been some adjustments in the distribution of revenues between the Centre and the Provinces, first on the basis of the Raisman Award, and recently on the basis of the recommendations of the National Finance Commission. According to the earlier Award, half of the net proceeds from taxes on income, other than corporation tax, central surcharge, taxes on Central emoluments and the taxes attributable to the Federal territory of Karachi, was payable to Provinces. East Pakistan accordingly received 45% and West Pakistan 52.2% of the net divisible pool. According to a recent decision, revenues from the corporation taxes are included in the divisible pool and the distribution between the Provinces is based on population and not on the basis of area of collections as was the case previously. The Raisman Award, in addition, allocated 50% of the Central excise collections on tobacco, betel-nut and tea to Provinces, which percentage has now been raised to 60. Moreover, from now on, 100% of the export duties of jute and cotton will be allocated to the provinces concerned. Thus the allocation to Provinces of the revenues collected by the Centre has been substantially increased.

4. It may be mentioned that of all the federal problems, the financial relations between the Centre and the units are the most difficult. It is not always easy to match functions with resources. For this reason the older federations placed taxation in the concurrent list. They thought that by leaving the Centre and the units to tax people according to their needs, this problem would be most easily solved. But such a procedure in actual practice is not conducive to good relations. In Canada and Australia, it was found that simultaneous levy of income-tax, corporation tax, and other taxes by both the Centre and the units caused a lot of confusion. The States could differentiate between one corporation and another in order to attract industries to their own States, and therefore, the federal Governments had to negotiate and offer compensation to the States to give up their rights for income-tax and other taxes. In the United States of America, the Centre and the units, both continue to exercise the powers of concurrent taxation. But, even there, some kind of arrangement has been made to enable the States to keep their income-tax within limits. The other way is to divide the sources of taxation between the Centre and the units. When that is done a new set of difficult problems arises because complicated arrangements have to be made to ensure that what the Centre and the units receive is enough for their respective needs.

We are following the latter system which requires periodical reviews by a National Finance Commission in order to revise the allocations according to changing needs. Of late, the need for planned economic development has introduced concepts which, if the effort is to succeed, can only mean the working of a "unified" revenue and financial administration. This is mainly due to the fact that it is increasingly difficult to segregate the ordinary "revenue" expenditure from the developmental expenditure, as the former is continuously affected by the latter. Again, during the time the infra-structure of the economy of a Province is being built, the revenue resources which can be raised within the Province, or allocated by the Centre on the basis of current receipts, may not be sufficient. Normally, the development expenditure is sought to be met from loans and aids and to some extent through deficit financing but such expenditure continues to raise the levels of the current "revenue" expenditure which the ordinary resources of the Province may not be able to meet, from the comparatively inelastic sources at their disposal. The problem, therefore, requires an integrated approach to the entire economic and financial field.

5. We have referred to these matters in some detail in order to focus attention on the overall integrity of our financial and revenue administration. Another important feature of our Revenue Administration is its growing size and complexity, in view of the rapidly increasing "revenue" requirements of Government for the "positive" role assumed by the State. In 1937-38, the total revenues of the Central Government of India were about 86 crores of which sea-customs contributed 43 crores, income-tax about 16 crores and excise about 7 crores. The revenue receipts of Pakistan Central Government are now around 156 crores: Rs. 60 crores from customs, 31 crores from income-tax and corporation taxes, 36 crores from excise and 24 crores from sales tax. These figures show the rapid rate of growth in revenue receipts due to the desire to extend the taxation net for meeting the requirements of economic growth. This has an important effect on the Revenue Administration which now needs quick adaptation and adjustment to rapidly changing conditions. It is, therefore, necessary that the officers in the Revenue Administration should have expert knowledge, *perspicacity* and intelligence which one would not expect to find amongst "gentlemen amateurs".

6. Another important feature deserving of special notice is that the rapid increase in receipts from income-tax and excise is of comparatively recent origin. The same is true of sales tax. Sea-customs duties have been there for a long time and the revenues from this source have also continued to increase gradually. This means that large specialised services functioning in these fields are of comparatively recent origin which are jostling for their rightful place in the Administration. But administrative concepts change very slowly and that has created a fairly big problem.

7. Before the consolidation of the Income-Tax Act in 1922 (which is followed by us also after necessary adaptation), the taxes on income were administered through the Provincial machinery for land revenue. The Income-Tax Act of 1922 created a separate organisation for the assessment and collection of income-tax. A Board of Inland Revenue was constituted at the Centre for administration of income-tax which was replaced in 1924 by the Central Board of Revenue to whom was

entrusted the administration of all the direct and indirect taxes levied by the Central Government. The income-tax service started from small beginnings and a regular Class I service was only set up in 1944.

By the time the Islington Commission made its enquiry, an Imperial Customs Service and the Northern Salt Revenue Department existed as centrally administered services apart from Provincial Salt and Excise Departments. The officers of the Imperial Customs Service supervised the operations of the various offices or departments of customs at the major ports. The Imperial Service, as a centralised service, was constituted in 1906. Prior to that year the Service was organised on Provincial basis. The Northern Salt Revenue Department was headed by an I.C.S. Commissioner and was not divided into Imperial and Provincial Branches. This Department had taken over the "salt" work of the United Provinces, the Central Province, and the Punjab and these Provinces were thus concerned only with "excise" work and had their own Provincial services for the purpose. In the provinces which had both salt and excise departments there was generally a combined cadre. In these departments also there was no division between Imperial and Provincial Branches of the services. The Islington Commission did not recommend any change and approved of the arrangement whereby I.C.S. officers were seconded to these departments for duty in the top posts. That arrangement continued till the Partition and even thereafter in spite of the fact that the increased number of specialised superior posts admitted of the formulation of a self-contained cadre.

8. During a period of about thirty years before the Partition the forces at work shaping the Central Revenue Administration were thus as follows :—

- (a) A growing demarcation between the Central and Provincial spheres of Revenue Administration overlaid by the necessity on the part of the Centre of making contributions to the Provinces for which an arrangement for reviews through periodical Finance Commissions came to be established ;
- (b) the rapid and precipitate growth in the central revenues first on account of war expenditure and later due to the assumption of a "positive" role by the State, in recent years fashioned more and more by the urgent need for rapid economic growth ; and
- (c) the rapid expansion in the revenue collecting agencies and services which has culminated in the organisation of fairly large cadres of regularly constituted superior services.

9. We have noted elsewhere that the I.C.S. was designed to play a political role and that its control over the economic and financial administration was extensive and was so designed in the "Imperial" interests. In the Imperial Customs Service, which had been set up as early as 1906, some of the top posts were "reserved" for the I.C.S., who also held the top posts in the various Salt and Excise Administrations. As the Income-Tax Department started growing some of the posts of Commissioners of Income Tax were held by I.C.S. officers by convention though the posts were not included in the "reserved posts" list to start with. In 1939 when the need was felt for setting up a "specialised" cadre of officers in the Secretariat and the Finance and Commerce Pool was created, posts reserved for or held by I.C.S. officers in the Central Revenue Administration and the Finance and Accounts Departments were no doubt included in

the Pool in which the I.C.S. officers could also be included but this had the effect indirectly of continuing the reservation of these posts for them. This was a special arrangement and has to be taken note of. In other regularly constituted services working in the Central sphere, induction from the I.C.S. had ceased much before Independence. Even in services operating in the Provincial fields, as the services continued to grow, and workable superior cadres could be formed, the reservation for the I.C.S. was gradually withdrawn. However, in respect of the departments concerned with Central Revenue Administration, and with Accounts and Finance work, the induction of the I.C.S. officers, through the device of the Pool cadre, became an established tradition.

The tradition set up by the creation of the Pool in India in 1939 has been continued in the Pool Service formed in Pakistan first in 1950 and revived and resurrected in 1959. It fails to take into account the rapid changes in the shape and structure of Revenue services that were taking place and which have been referred to above. The Central Revenue Services in Pakistan have come to be organised into regular and proper services which should have resulted in a withdrawal of the I.C.S./C.S.P. "réservation" atleast from the service cadres of these departments. This was unfortunately not done and the result is that C.S.P. officers continue to be appointed as Members, Collectors of Customs and Income-tax Commissioners either direct, or *via* the Pool cadre in which, since 1959, 60% posts are "reserved" for C.S.P. officers in blind limitation of a tradition that has no longer any justification. The arrangement can have the result of junior C.S.P. officers coming and occupying, to the great frustration of the senior officers of these Departments, posts which rightfully belong to them. We fail to see how such an arrangement can be conducive to efficiency. In the first place, officers with no knowledge of the law and practice of these specialised departments cannot but be a liability for a considerable time. In the second, service officers of these departments naturally feel aggrieved having to work directly under, and to be reported upon by, junior officers of others services. We expect that in view of our general Scheme for setting up integrated functional services the present arrangement will be abolished and that the superior cadres of services concerned with Central Revenue Administration, or Accounts and Finance work would be organised and integrated as a separate specialist group.

10. Especially in respect of revenue services the practice uniformly followed in other countries is to have separate and distinct cadres. In the United Kingdom the revenue administration is entrusted to the Board of Inland Revenue and the Board of Customs and Excise. These Boards control services whose structure is adapted to their own special needs and admits of no inter-transfer with other service cadres. Again, these Boards function as full departments of Government (equivalent to our Ministries) and their heads are equal in rank to permanent secretaries who work in the "ministerial" departments. In other countries also the practice is to keep the revenue services as separate and distinct entities. We, therefore, recommend that the superior posts in the various offices concerned with the Central Revenue Administration, including the Central Board of Revenue, should be included in the cadres of the Income Tax Service and the Customs and Excise Service on the basis of functions.

11. With these general observations we would now proceed to examine the existing organization of the Central Revenue Administration, its service structures and operative salary scales.

12. The Central Board of Revenue is responsible for administering the Revenue Services that have been set up for collection of Central revenues. The Board also functioned, till lately, as the Revenue Division of the Ministry of Finance but at present it has the status of an "attached" office of the Ministry of Finance. Now, only the three Members in the Board enjoy "*ex officio*" status of Joint Secretary to the Central Government while the Finance Secretary functions as Chairman of the Board. In view of this change the various posts in the Board, including those of Members, should be filled by officers of departmental services. The Secretariat service officers at the lower levels and C.S.P. "reservation" in the higher posts as reflected in the Pool Service, should be eliminated. We understand that so far as lower posts are concerned necessary action is being taken. We hope that the higher posts would be similarly treated.

13. The central office of the Board has a number of directorates which function as its "attached" departments like the Directorate of Inspection and Training (Customs and Central Excise) and the Directorate of Inspection (Taxes) at Karachi. Some other directorates, like the Directorate of Training (Income-Tax), and the Directorate of Customs, Intelligence and Investigation and the office of the Controller of Valuation, however, function as "subordinate" offices of the Central Board of Revenue. Here again, there is a certain element of confusion and one wonders as to why some offices are treated as "attached" offices and others as "subordinate" offices. This, however, is not a new question. The distinction has been criticised on a number of occasions in the past but apparently without any results. We can only point out the anomaly and would leave it at that.

The field offices are those of (i) Collectors of Central Excise and Land Customs (4 in number), (ii) Collectors of Sea Customs (2 in number) and (iii) Commissioners of Income-Tax (4 in number). Administratively, the Income-tax offices, the Sea Customs offices and the Central Excise and Land Customs offices, together with the relevant functional directorates, form 3 separate sets of offices each of which is placed under one Member in the Board.

14. *Income-tax Administration*.—Apart from the 4 offices of Commissioners of Income-tax organized on a regional basis, excepting the central charge at Karachi, which is organized on a functional basis, the offices of the Controller of Estate Duty, the Directorate of Training (Income-tax) and the Directorate of Inspection (Taxes) are also concerned with income-tax administration.

The Directorate of Inspection (Taxes) was first created in India in 1940 on the recommendations of the Income-tax Enquiry Committee of 1936 which pointed out that need existed at the head office for staff "with practical income-tax experience to advise the Central Board of Revenue upon technical matters" and recommended that a Chief Commissioner of Income-tax should be appointed to serve as a technical adviser to the Central Board of Revenue and to co-ordinate the administration of income-tax throughout the country. Instead of creating the post of Chief Commissioner of Income-tax, the Government of India created a Directorate of Inspection. In Pakistan, a Directorate of Inspection was created in 1954 and is supposed to exercise overall supervision over the technical work done in the charges of the various Commissioners. The officers of the Directorate inspect the work of

Appellate Assistant Commissioners, Inspecting Assistant Commissioners and Income-tax officers, keep a close watch on the arrears of assessment and collection, comment on the work done by various officers, and offer their views to the Board on matters of law, imposition of additional taxes and on the grant of reliefs in existing taxes. The Directorate of Training was created in 1955 for imparting specialised training to Income-tax officers who, after recruitment, receive initial training in the Finance Services Academy.

The office of the Controller of Estate Duty was created in 1953 on the passing of the Estate Duty Act of 1950 which provides for the taxation of estate passing or deemed to pass to successors on the death of a person on or after 1st April, 1950.

15. The superior Class I service which is a common service for all the income-tax offices in both the Wings comprises Income-tax officers, in the hands of the "generalist service". There is no longer any occasion Commissioners. The posts of Directors and other superior posts connected with income-tax work are also included in the superior cadre. A Central Class I Income-tax Service was created in 1944 when Class I Income-tax officers were placed in two grades while posts of Income-tax officers in Class II were also continued. The Assistant Commissioners of Income-tax performed dual functions of appeal and inspection till 1939 when these two duties were bifurcated and entrusted to two sets of officers. Posts of Appellate Assistant Commissioners and Inspecting Assistant Commissioners were therefore created. Both types of posts are included in the superior Class I Income-tax cadre. In 1957 the Class II charges were abolished and all posts of Income-tax officers were upgraded to Class I.

Recruitment, as in other regular Class I Services, is made through the combined superior service examination. Promotion from the lower cadre of Examining Officers is made to the extent of 20%. The superior cadre has by now grown quite large but the prospects of officers are affected by the few posts of Commissioners being shared by C.S.P. officers through the Pool. The post of taxation Member in the Board is also not available to the service officers. With the growth in income-tax receipts, from about Rs. 3 crores in 1947-48 to Rs. 31 crores in 1961-62, the crucial role of the department cannot be denied and it is also reflected in the fact that the superior charges have all been included in Class I. It cannot be denied that this is a specialised cadre, in which none but specialists should find a place. The introduction of "generalists" is capable of exploration only if the intention be to retain control in the hands of the "generalist service". There is no longer any occasion for that.

The role of Income-tax officers is of very great importance. Their efforts and the way they proceed about their work can have a direct impact on the economic development programme. Considering the importance and powers of the growing industrial and business class with whom these officers come into contact, it is essential that the Service should be built up from amongst officers of the highest character and integrity who should also have sufficient ability to match the intelligence of those with whom they come into daily contact. The record of the work of Income-tax officers is impressive, and they have fully deserved to be provided with opportunities of advancement equal to those of all other Superior Services. For this reason, as well as the fact that in most

of the progressive countries of the world, the Income-tax or Inland Revenue services are self-contained it is necessary that all the posts in the Income-tax administration right up to that of taxation Member in the Board should be included in the superior cadre of Income-tax officers.

There is also a small cadre of Class II Examining Officers in the Department who are all promoted from the rank of Inspector. Prior to the Partition, the Income-tax officers in certain Provinces were assisted by Examiners of Accounts in arriving at figures of taxable income. This cadre was abolished in 1944. Posts of Examining officers were, however, created in 1956 about the time when the Class II posts of Income-tax officers were upgraded to Class I. As originally conceived, the cadre was meant to provide assistance to Income-tax officers but from 1959 they have also been given limited powers of assessment. However, the cadre is rather limited and it is not clear why this is so. If the experiment is a success, a bigger cadre should have come into existence by now, otherwise it should have been abolished. We feel that some of the junior charges of income-tax officers with proper adjustment of duties might with advantage be converted into the cadre of Examining officers. We are making this suggestion because in our view it would be possible to provide for a more rational structure thereby.

Below the Examining Officers are posts of Income-tax Inspectors who carry out external surveys, collect information from government departments and other sources, and conduct detailed enquiries in specific cases according to instructions. They are primarily responsible for collecting and bringing on record outside information and for verifying and cross-checking the information already on record. Inspectors are directly recruited to the extent of 50% and the remaining 50% posts are filled up by promotion of supervisors. The latter posts are meant for supervision of clerical work and are promotion posts for the clerical ranks in the income-tax offices.

On the clerical side there are lower division and upper division clerks and their supervisors. The clerical staff assists the income-tax officers in the maintenance of files, in issuing notices, etc., in making calculations and doing other clerical work as desired by the officers. Where the offices of two or more income-tax officers operate as one unit, there is common clerical staff.

16. We propose to take one of the offices of the Commissioners of Income Tax—that at Lahore—to give a representative example showing how the Income Tax staff in various offices should be organised according to our Scheme. The existing position of establishment in this office and our recommendations are mentioned below :

The posts of Bailiffs and Notice Servers are in Class IV as under :—

Designation	Scale of Pay with D.A./C.L.A.	No. of Posts
	- Rs.	
Notice Servers	.. 62—67	25
Bailiffs ..	.. 69—95	6

These posts should be placed in Group 'E' as shown below. Bailiffs should be appointed by promotion from amongst Notice Servers.

GROUP 'E'

Category	Grade	Proposed Scale	No. of Posts
		Rs.	
	Training	70 (fixed)	According to requirements.
Notice Servers	I	75—2—105	16
Bailiffs.	II	90—3—120	9
	III	110—3—140—5—150	6

17. The posts of Inspectors, Supervisors, U.D.C. and L.D.C. are in Class III. The Clerks in Income Tax offices do not merely perform ministerial duties but also attend to departmental clerical work. The existing position is shown below :—

Designation	Existing Scale of Pay with Dearness Allowance	No. of Posts
	Rs.	
L.D.C.s	99—160	119
U.D.C.s	124—280	183
Supervisors	162—414	28
Inspectors	162—415	38

The posts of Inspectors may be placed in Group 'C' as this is a point of fresh recruitment, and is promotional, *qua* Supervisors, who by some anomaly are at present in the same salary scale :—

GROUP 'C'

Category	Grade	Proposed Scale	No. of Posts
		Rs.	
	Training	200 (fixed)	According to requirements.
Inspectors	I	250—10 300 15 450	28
	II	350—15—500	8
	III	50 20 700.	2

GROUP 'D'

Category	Grade	Proposed Scale	No. of Posts
		Rs.	
	Training	100 (fixed)	According to requirements
Lower Division and Upper Division Clerks.	Grade I	110—4 150 5 175	128
	Grade II	150—5—185 10 225	160
Supervisors	Grade III	225—10—295—25/2 370	25
	Grade IV	375—25/2—450	17

18. There are at present 10 posts of Examining Officers in Class II in the office of the Income Tax Officer, Lahore, whose emoluments range between Rs. 298 to Rs. 835. These posts should be placed in Group 'B' We would like some posts of income-tax officers in the junior time-scale to be converted into those of Examining Officers by adjustment of duties

so that improved under-pinning for the superior cadre is provided. In our view 9 posts can be so converted. In the following table we recommend the constitution of Group 'B'. Figures in brackets show the position after conversion as suggested. These posts may be placed in Group 'B' as under :—

GROUP 'B'			
Category	Grade	Proposed Scale	No. of Posts
		Rs.	
	Training	300 (fixed)	According to requirements.
Examining Officers	Grade I	350 25- 600	7 (13)
	Grade II	500 35 850	2 (4)
	Grade III	800 -40- 1,200	1 (2)

19. Above the Group 'B', the Group 'A' cadre will be an integrated one for the Civil Executive Service to which, besides, direct recruitment, promotions will take place according to our Scheme from Group 'B' in all the Commissionerships and Directorates. The existing position of Class I Services is shown below :—

Designation	Existing Scale of Pay with C.L.A.	No. of Posts
	Rs.	
<i>Senior Administrative Grade :</i>		
Commissioner	1,850	4
Director of Inspection (Taxes)		1
Director of Training (I.T.)		1
Controller of Estate Duty		1
<i>Junior Administrative Grade :</i>		
Assistan Commissioners	1,540	29
Public Relations Officers		1
Departmental Representatives on I.T.A.T.		2
<i>Senior Time Scale :</i>		
Income Tax Officers	685—1,265	73
<i>Junior Time Scale :</i>		
Income Tax Officers	353- 950	109

These posts should be grouped and graded as follows :—

GROUP 'A'			
Category	Grade	Proposed Scale	No. of Posts
		Rs.	
	J.E.G.	400- 50 700	90
	C.E.S.		
Income Tax Officers	Grade I	900- 50 1,200- EB- 50- 1,300.	70
	Grade II	1,300—50- 1,500- EB- 50- 1,600.	22
(i) Assistant Commissioners			
(ii) Public Relations Officer (if an Income-tax officer)	C.E.S. Pre-P. A.S.		
(iii) Departmental Representative on I.T.A.T.	Grade III	1,500— 100 2,000	32

Note. -It is suggested that 29 posts of Junior Income-tax Officers may be converted into those of Examining Officers by adjustment of duties. In that event the position should be J.E.G., 80 ; C.E.S. Grade I, 50 and Grade II, 23 which we consider a better distribution.

GROUP P. A. S.

Category	Grade	Proposed Scale Rs.	No. of Posts
Commissioners	Grade I	2,000—100—2,500	4
Directors	Grade II	2,500—100—3,000	3
Controllers			

Note.—Post of taxation Member should also be included in the P.A.S. Its scale should be Rs. 3,000—100—3,500.

21. *Sea Customs Administration.*—For the Sea Customs Administration and the Land Customs and Excise Administration, there is now a combined superior Class I Service. However, the field offices are separate and the work in the Board is also looked after by two separate Members. At the time of the Partition the Sea Customs Service was a separate service. For the Central Excise work a Class II service of Assistant Collectors was inherited which, when the land customs work grew and the excise work expanded enormously, was replaced by a Central Land Customs and Excise Service in Class I in 1952. In 1959 the Sea Customs Service and the new Class I Land Customs and Excise Service were combined into one Service called the Pakistan Customs and Excise Service. We have mentioned earlier that the I.C.S. had some reservations on the Sea Customs side and that they were also appointed to the few Class I charges of Collectors and Commissioners on the Salt and Excise side. Those “reservations” have been embodied in the Pool cadre. Thus some posts of Collectors and Assistant Collectors are included in the Pool cadre and the posts of the two Members in the Board, who look after Customs and Excise work, are also included in the Pool cadre. We expect that induction of officers from outside the specialised service would be stopped.

22. The receipts from Customs have increased from about Rs. 11 crores in 1947-48 to Rs. 60 crores in 1961-62 but it is the excise duties which have piled high very rapidly so as to increase from Rs. 1.3 crores in 1947-48 to Rs. 36.6 crores in 1961-62. Receipts from Sales Tax, which is also the responsibility of officers of the Central Revenue Administration, have increased from about Rs. 4 crores in 1947-48 to Rs. 24.7 crores in 1961-62. In a country like ours struggling to reach quickly the stage of self-propelled economic growth it would be necessary to continue to increase revenue earnings from direct and indirect taxes and duties. That would require strict vigilance, sustained efforts and absolute integrity on the part of officers connected with Central Revenue Administration. Particularly on the excise side, as also on customs and income-tax side, though to a lesser extent, the scope and variety of taxes, and of the concepts underlying these, are liable to change a great deal. It requires very capable and intelligent top administration to ensure that the financial laws enacted from year to year are efficiently and smoothly worked so that all that is due to the State is properly collected and accounted for. It is necessary, therefore, to have satisfied and well-paid officers. We, therefore, put great emphasis on our recommendation about stopping the ingress of officers of other services, as that would greatly improve the morale of departmental service officers. We have made other recommendations also, involving upgradation of a few categories, which would go a long way in improving the conditions in these services.

23. On the Sea Customs side Assistant Collectors, Deputy Collectors and Collectors are in the Class I Service. Posts of Chief Inspectors (lately designated as Superintendents) are in Class II (Gazetted) service. Posts of Inspectors are Class II (Non-Gazetted) and Preventive Officers and Wharfingers are in Class III. On the Appraising side, Principal Appraisers are in Class II (Gazetted), Appraisers are Class II (Non-Gazetted) and Examiners are in Class III.

On the Preventive side direct recruitment is made both in the rank of Wharfingers and Preventive officers (87½% and 75% respectively) while Inspectors are promoted from the ranks of Preventive Officers. Posts of Chief Inspector (now Superintendents) are filled by promotion from Inspectors.

On the Appraising side, Examiners are mainly (75%) recruited direct while the remaining posts are filled from U.D.Cs. posts of Appraisers are filled direct to the extent of 50% and by promotion of Examiners to the extent of 27½% while the remaining posts are filled by promotion of Superintendents. Posts of Principal Appraisers are filled entirely by promotion from the ranks of Appraisers.

24. Here again we take the Karachi Custom House as a representative example for showing how the main categories of staff on Customs side should be fitted into our Scheme. The existing position of establishment on the Sea Customs side and our recommendations are dealt with hereafter.

25. In the Sea Customs Offices there are the usual categories of peons and sepoy and their supervisors. The latter carry designations of Havildars and Jamadars and receive Rs. 3 and Rs. 5 as additional pay over the Peons' scale. The position is shown below :—

Description	Existing Scale of Pay with D.A.	No. of Posts
	Rs.	
Peons and Sepoys	57 -64	313
Havildars	60—67	9
Jamadars and Naiks	62—69	10

These categories should be placed in Group 'F' as shown below :—

Category	Grade	Proposed Scale	No. of Posts
		Rs.	
Peons	Training	60 fixed.	According to requirements.
	I	65 1 -80	220
Havildars and	II	75- 1 85	93
Jamadars	III	85 1 95	19

26. In Class III there are posts of Lower Division and Upper Division Clerks, "Office" Deputy Superintendents and Office Superintendents. The pay scales of "Office" Deputy Superintendents and Superintendents are different from those of the executive staff, similarly designated, in the land customs and sea customs offices. It is suggested that their designation should be changed as Head Clerks and Supervisors in order to remove the ambiguity in the existing designations.

27. There is also a small category of executive staff, employed for preventive work, known as Wharfingers. Their total number is 33 in the office of the Collector of Customs, Karachi and they are in the pay scale of Rs. 75—160. They are mainly recruited direct from amongst matriculates while some of the L.D.Cs. are also promoted to this category. They are employed on preventive work which function is performed in the main by a higher category of staff called Preventive officers. The category of Wharfingers is, however, being liquidated and we have therefore ignored this category.

28. The other field categories are organised in 2 groups : Preventive and Appraising. On the preventive side, the main Class III category is of Preventive officers, above whom there are Inspectors and finally the posts of Chief Inspectors in Class II. Lately the designation of Superintendents has come to be applied to posts equivalent to those of Chief Inspectors. On the Appraising side, the lowest category is that of Examiners, above whom are Appraisers and finally Principal Appraisers in Class II.

29. The existing position of the clerical staff in Class III is shown below :—

Designation	Existing Scale of Pay with D.A.	No. of Posts
	Rs.	
LDCs	99- 160	169
UDCs	124 280	216
Office Deputy Superintendents	163—434	17
Office Superintendents	255—573	15

The ministerial staff excepting Office Superintendents should be placed in Group 'D' as shown below :—

GROUP 'D'

Category	Grade	Proposed Scale	No. of Posts
		Rs.	
Lower & Upper Division Clerks ..	Training	100 fixed.	According to requirements. 225
	I	110- 4—150- 5 175	
	II	150- 5 - 185 -10- 225	160
Head Clerks (revised designation for Office Deputy Superintendents).	III	225- 10 295—25/2— 370	10
	IV	375—25/2— 450	7

The Office Superintendents should be placed in Group 'C' as shown below :—

GROUP 'C'

Category	Grade	Proposed Scale	No. of Posts
		Rs.	
Supervisors (revised designation for Office Superintendents).	Training	200 fixed.	According to requirements. 8 5 2
	I	250- 10 -300- 15 450	
	II	350- 15— 500	
	III	500 20—700	

30. The existing position in respect of Classes II and III field staff on the Preventive and Appraising side is shown below :—

Preventive					Existing Scale of Pay with D.A./C.L.A.	No. of Posts
					Rs.	
Preventive Officer	..	..	(Class III)	..	162—414	195
Inspectors	..	..	(Class II)	..	414 -573	9
Superintendents	..	}	Class II, Gazetted)	..	298 -835	5
Chief Inspector	..			..	520—835	1
<i>Appraising :</i>						
Examiners	..	..	(Class III)	..	162- 414	40
Appraisers	..	..	(Class II)	..	255 -573	59
Principal Appraisers	..	..	(Class II, Gazetted)	..	520— 835	14

The posts of Preventive Officers and Examiners should be placed in Group 'C' and the other posts in Group 'B'. The placement of the posts in Groups 'C' and 'B' should be as shown below :—

Category	Grade	Proposed Scale	No. of Posts	
		Rs.	Pre.	App.
GROUP ' C '				
Preventive Officers and Examiners.	Training	200 fixed.	According to requirements.	
	I	250—10—300—15—450	98	20
	II	300—15—500	58	12
	III	500—20—700	39	8
GROUP ' B '				
Inspectors (Prev.) Appraisers Senior Insp. (Prev.) (at present designated as Superintendents).	Training	300 fixed.	According to requirements.	
	I	350—25—600	9	36
	II	500—35—850	5	23
Principal Appraiser	III	800—40—1,200	1	14

31. The post of Assistant Collectors, Deputy Collectors and Collectors on the Sea Customs side, which form a combined cadre with Class I posts on the Land Customs and Central Excise side have been dealt with at a later stage.

32. *Land Customs and Excise Administration.*—In the Land Customs and Central Excise Department the posts of Collectors, Deputy Collectors and Assistant Collectors are in Class I and these posts have been integrated with the Class I

cadre on the Sea Customs side. Posts of Superintendents are in Class II, of Deputy Superintendents in Class II, non-gazetted, and of Inspectors in Class III. The clerical staff and their supervisors are also in Class III. Posts of Naiks and Sepoys are in Class IV.

Direct recruitment to Class I posts is made, like other regular Class I Services, on the basis of combined Superior Services Examination. There is also a limited provision for promotion from the Class II cadre of Superintendents. The latter are mainly recruited (67%) on the basis of the combined Superior Services Examination. The remaining posts are filled by promotion from amongst Deputy Superintendents. The posts in the ranks of Inspectors are filled to the extent of 90% by direct recruitment, mainly from amongst graduates, who have to pass an examination in departmental law and practice for confirmation and for eligibility for promotion as Deputy Superintendents. The latter are all promotion posts but these are filled on the basis of a promotion examination combined with selection. The selection lists are changed from year to year which has been a source of great discontentment amongst the staff.

The posts of Superintendents on the Land Customs and Excise side really constitute the district officer category. These officers are incharge of circles whose jurisdiction at times covers more or less over two administrative districts. They supervise the work of a number of Deputy Superintendents and Inspectors. The latter are engaged on assessment and collection of excise duties from various factories and industrial establishments which have been growing at a fast rate, as well as levy and collection of excise on tobacco which requires a great deal of field survey, and assessment work in the warehouses, etc. The Inspectors are the assessing officers and enjoy large powers and importance even though the assessment, excepting in a few cases, is not involved or very complicated. The Deputy Superintendents really assist the Inspectors, but that does not prevent the Superintendents from directly supervising the work of Inspectors. In view of the nature of work involved and the responsibility assumed by these officials in the Land Customs and Excise side we have no hesitation in recommending that most of the posts of Superintendents should be placed in Group 'A' which would mean, in existing terms, their upgradation to Class I. The less important charges together with the existing posts of Deputy Superintendents should be in Group 'B'.

33. The existing position of establishment in the Collectorate of Land Customs and Central Excise, Lahore and our recommendations thereon are contained in the following paragraphs.

34. There are no posts of office peons or office Jamadars in these offices and the sepoys are employed as peons. We would recommend that the posts of office peons and office jamadars should be segregated and should be placed in Group 'F' as in all other ministerial offices. Sepoys should no longer be utilized for this duty. Out of a total number of about 1,600 sepoys, one Naik and 175 Jamadars, we estimate, that it would be necessary to utilize about 150 persons as office peons for whom 20 'peon jamadars' may be placed in grade III of Group 'F'. We expect that this recommendation would be put into effect on the basis of actual requirements and Group 'F' formed out of the strength of Group 'E', as for the present, we have not made the necessary change in the number against the categories of sepoys and jamadars shown by us in Group 'E' below.

The sepoys, naiks and jamadars, apart from those who might be utilized for duties as office peons and orderlies, should be placed in Group 'E'. The

existing position (without excluding such numbers as might be transferred to Group 'F' as peons, etc.) is as follows :—

Designation					Existing Scale of Pay with D.A.	No. of Posts
					Rs.	
Sepoys	..	..	..	..	64—74	1,429
Naik	..	..	..	..	69—95	1
Jamadars	..	..	..	..	69—95	175

These posts should be placed in Group 'E' as indicated below :—

GROUP 'E'

Category		Grade	Proposed Scale	No. of Posts
			Rs.	
Sepoys	..	Training	70 fixed.	According to requirements. 805
Naik and Jamadars	..	Grade I	75—2—105	
		Grade II	90—3—120	
		Grade III	110—3—140—5—150	

35. In Class III there are the usual clerical staff in the categories of lower division clerks, upper division clerks, head clerks and office superintendents. The posts of Inspectors form the main category of field staff. There are also 8 posts of Wharfingers and 5 posts of Appraisers. We have ignored the Wharfingers as this category of posts is being abolished. It is also not necessary to have separate posts of Appraisers who can be provided on deputation from one of the Customs Houses. The Inspectors on the Land Customs and Excise side are entrusted both with preventive and assessment work and one of two appraisers are needed only to coordinate their work and guide them. It is not therefore necessary to have these posts on a regular basis in the Collectorate. In fact the real need can only be met by having experienced officers from the Customs House.

36. The existing position of clerical staff is shown below :—

Designation					Existing Scale of Pay with D.A.	No. of Posts
					Rs.	
<i>Clerical Staff :</i>						
L. D. Cs.	..	..	..	..	99—160	127
U. D. Cs.	..	..	..	..	124—280	188
Head Clerks	..	..	..	..	195—444	24
Office Superintendents	..	..	..	..	255—573	10

The clerical staff should be placed in Group 'D', excepting posts of Office Superintendents which should be placed in Group 'C', in the following manner :—

GROUP 'D'

Category	Grade	Proposed Scale	No. of Posts
	Training	Rs. 100 fixed	According to requirements.
LDC/UDC	{ Grade I	110—4—150—5—175	159
	Grade II	150—5—185—10—225	150
Head Clerks	Grade III	225—10—295—25/2—370	18
	Grade IV	375—25/2—450	12

The posts of Office Superintendents should be placed in Group 'C' as shown below :—

GROUP 'C'

Category	Grade	Proposed Scale	No. of Posts
	Training	Rs. 200 fixed.	According to requirement.
Supervisors (Office Superintendents redesignated).	Grade I	250—10—300—15—450	5
	Grade II	350—15—500	4
	Grade III	500—20—700	1

37. The existing position of Class III field staff and of Class II is as follows :—

Designation	Existing Scale of Pay with D.A./C.L.A.	No. of Posts
Rs.		
Class III		
Wharfingers	114—212	8
Inspectors	163—413	634
Appraisers	255—573	2
Class II		
Deputy Superintendents (Non-Gazetted)	255—573	60
Superintendents (Gazetted)	300—835	21

38. As mentioned earlier the posts of Wharfingers would be abolished and Appraisers will be on deputation. The posts of Excise Inspectors should be placed in Group 'C'. All the posts of Deputy Superintendents and 50%

should also be included in the integrated superior cadre. With these observations, we make the following recommendations in respect of grades and pay scales of the integrated Group 'A' Service. The posts which should be included in the PAS Group are also indicated in the following table :—

GROUP 'A'			
Category	Grade	Pay Scale	No. of Posts
Rs.			
Assistant Collectors (Superintendents/ Assistant Collectors, etc.).	J. E.G.	400—50—700	35+19
Deputy Collectors (or Sr. Assistant Collectors).	C.E.S. Grade I	900—50—1,200—EB—50 —1,300	38
	Grade II	1,300—50—1,500—EB—50 —1,600	18
	Pre-P.A.S. Grade III	1,500—100—2,000	9
P.A.S. GROUP			
Collectors (6)	.. ..	Grade I 2,000—100—2,500	6
Director (1)	.. ..	Grade II 2,500—100—3,000	2
Controller (1)	.. ..		

N.B.—(i) 5 junior time-scale posts which carry special pays of Rs. 100 and Rs. 150 have been upgraded as senior time-scale charges. The reserve, 27 posts, has been added to senior time-scale posts. According to our Scheme the basic cadre in Group 'A' is in respect of senior time-scale posts and hence the reserve should be added to Senior time-scale posts. Thus the total number of senior time-scale posts would come to 61. Five posts of Assistant Collectors on the Land Customs side should also be upgraded which would give a total of 66 Senior time-scale posts which have been distributed in Grades I and II of the C.E.S. in the above table.

(ii) Post of Members in the Board should also be included in the cadre as recommended earlier. In that case these posts should be placed in Grade III in the P.A.S. on the scale of Rs. 3,000—100—3,500.

(iii) The secretariat posts of Section Officers and Deputy Secretaries (2) should also be included in the superior cadre by conversion and redesignation. These are not shown in the above table but, when included in the cadre, the number of posts in various Grades in Group 'A' should be suitably increased.

CHAPTER XI

CENTRAL AND PROVINCIAL SECRETARIATS

The organisation of secretariat departments or divisions separate from the "operating" or "Line" departments, both in the Central and Provincial spheres, is a peculiar development of the Sub-Continent. This dichotomy between the policy-making and the executive functions has also affected the personnel policies with regard to staffing the secretariat. In the latter, a distinction has been consistently maintained between the "officers" and the "office". Posts of officers from Under Secretary upwards are filled on a tenure basis, mainly from I.C.S./C.S.P. officers, while the lower secretariat posts constitute the "permanent" element filled by ministerial staff. Lately, the class of Section Officers has replaced the lower permanent element, and in the process the posts of Under Secretaries have also disappeared. That would mean that "field" officers would come to the secretariat at a rather high level without any previous training in secretariat work which they used to receive earlier in posts of Under Secretaries. It means also that at the level of Under Secretary, there is no longer available that first hand knowledge of conditions in the "field" that was such a valuable asset under the earlier system. The arrangement for a continuous flux in the higher secretariat appointments is another peculiar feature of the system of administration that has grown in the Sub-Continent. It was justified on the ground that recent "field" experience was an essential pre-requisite for the policy-making function in the secretariat. When Government activities expanded and various other fields opened up in which I.C.S. officers could not or did not receive any "field" experience, the reservation of posts for the I.C.S. was still continued, on other considerations. Those, in short, have been that ICS/CSP officers are "general administrators" and "coordinators" and hence they alone can hold secretariat posts. Imperceptibly the theory and the justification for reserving secretariat posts for the ICS/CSP has undergone a change which requires critical analysis.

2. In actual fact it was the concept of the I.C.S. as a "governing corporation" that required that the key posts in district administration and in the Secretariat and the top directory posts in technical and specialised departments, should be "reserved" for the I.C.S. Its members were placed in positions in which they were expected to gain acquaintance with the entire field of government activities within a department at one time. Equipped with such experience they were regarded as being in the best position to be able to frame "policy" in the secretariat. However, there were some exceptions. In 1861 when the rule of "reservations" was given statutory recognition for the first time, the higher secretariat posts in the Departments of Army, Marine and Public Works, were not reserved. By 1919 the Foreign and Political and Education Departments had come to be excluded. The Railway Board and some other Boards also employed specialist officers. In the Maxwell Report of 1937 a recommendation for reservation of 2/3rd of the higher secretariat posts was made. With the growth of provincial autonomy it came to be recognised that I.C.S. officers, having no field experience in spheres earmarked for the Centre, could not hold secretariat appointments in departments looking after the Central sphere of activities. But this restriction of the field of experience failed to affect the reservations of policy-making positions for the I.C.S. Larger issues intervened and the process of administrative rationalization was

relegated to the background. The empirical foundation of the reservations, namely, field experience having disappeared, they continued thereafter in favour of ICS/CSP officers as a mere monopoly.

We might mention that complete segregation between policy-making and execution is difficult to achieve and this is recognized almost without exception now-a-days in progressive countries like the U.S.A. and the U.K. Our tradition has also been that extensive administrative and financial powers, apart from legislative and rule-making powers, were vested in the secretariats which meant that the heads of secretariat departments functioned as administrative heads. Even at present the secretariats enjoy fairly extensive administrative and financial powers and do not merely exercise rule-making powers which means that they do not discharge purely policy-making functions.

3. However, the result of the system that has grown up has been that operational or field departments have been separately organised and are known variously as attached departments, directorates or subordinate offices. The attached departments are offices containing technical experts and specialists required to give "advice" to the "policy makers" in the secretariat. In this role they render what is known as "staff" function to the secretariat officers who therefore function as "rulers". In other countries the "staff" function is performed by the secretariat officers *vis-a-vis* the political heads of departments or ministers.

The attached departments also function as administrative headquarters of operational departments. When they act thus there is a blurring of the distinction between the attached and subordinate offices. The basis for the distinction between attached and subordinate offices has been questioned on a number of occasions but no satisfactory answer has yet been found.

4. Our secretariat organisation has been subjected to repeated criticism by foreign experts who have been engaged from time to time to report on certain aspects of administration. The consensus of opinion among these experts has been that it is not prudent to segregate the policy-making and operational functions. In other words, they would have liked to see an integration of the secretariat departments with the appropriate operational field departments.

5. In the integrated administrative units conceived by these foreign experts, the political element provides the headship, advised and aided in the policy-making function by the career civil servants who are mainly specialists in the appropriate fields. There are also other civil servants concerned with the certain auxiliary or "common" functions, while the heads of the operational field departments are also available in the composite headquarters offices thus formed. The heads of operational departments are in direct contact with the Minister. The latter also leans on the staff assistance available to him within the headquarters office of the department. The staff work is again specialized. "There are atleast 3 different kinds of work done at the apex of an administrative hierarchy that can be labelled staff. First, there are the auxiliary services like finance, personnel, and supply that perform phases of the task of keeping the organization going at all levels and in all its operations. In many ways, these auxiliary services, each involving a technique of its own, require the most professional and permanent elements in administration. Second, there are the advisers on strategy, including directors of such research activities and planning facilities as may exist in any agency. In the third

place, there are subject-matter specialists with their assistants who advise the chief administrator on the supervision of various technical phases of the operations of the agency. At the top of the administrative hierarchy, they are not strictly operating officials, although they seem so in comparison with the two groups already mentioned". [White, "Introduction to the Study of Public Administration (Macmillan, New York) p. 34 footnote"]. In our view the heads of operating departments, particularly large departments concerned with engineering works, health administration, railways, posts and tele-communications, etc., should function in direct contact with the appropriate Ministers, Central or Provincial. Critical assistance to the Ministers should be provided by the "staff" office, located in the Ministry itself, reporting to the Ministers from all ancillary angles, as well as assisting in their comprehension of administrative and technical aspects of the proposed operation.

6. The head of this staff office should be the "Secretary" who must be a subject-matter specialist himself and should reach that position on the basis of special aptitude and flair for staff work. We are placing the Secretary in a grade just below that of the operational head, Director General or whatever he may be, for two reasons. The accent in the secretariats of the Sub-Continent has far too long been placed on the deliberative and critical function. This has had a chilling effect on those whose task is to design and carry out the development plans of the country. The remedy is to place the executive head at a higher level than the *chef de cabinet*, or Chief of office to the Minister, and by putting the executive head in direct contact with the Minister ensure that the policy-maker and the operator work together, without the intervention of a third party of equal status, viz., simulacrum of the old-time *official* policy-maker, viz., the I.C.S. Secretary. The Secretary of our conception will be a man who will whole-heartedly place his technical knowledge, and his judgment for what it is worth at the disposal of the Minister, who must learn to use him as a check on the feasibility of the plans of the executive head. The Secretary too must learn to function so as not to offend his own departmental superior. A high degree of tact and intelligence will be called for in all these, but of course, these positions are not for the crude or the insensitive.

The auxiliary services, like finance and personnel work, in each such integrated ministerial headquarter office would again be provided by appropriate specialists partly organized in the departments and partly outside and linked to the parent ministry meant for "common" services like Finance, Establishment or Works, etc. Thus conceived it should be possible to integrate the posts of Secretaries in the relevant service cadres while the personnel of auxiliary services would come from appropriate functional groups. A staff organisation thus conceived can be easily assimilated in the existing administrative structure, with benefit to efficiency and economy all-round. We place great importance on the principle that the posts of the heads of some of the major departments should be in the highest grades in the P.A.S. group, while the posts of secretaries and the top posts in the auxiliary services should be in grades III and II, but not in the same grade as the executive heads.

7. We should here note that this idea is not quite in line with those prevalent in high administrative circles, as appearing from the report of the Provincial Administration Commission, and the later report of the Shoaib Committee. While we agree that the Secretariat or Staff should

assist Ministers "in the formulation of policies", we do not agree that the directorates should be relegated to the position of executants of policies, in the formulation of which they have merely been associated as secondary advisers. We think that the further conclusion that the Secretariat should undertake the control of implementation of such policies by the directorates, through a proper system of reporting, progressing, and following-up action relegates the actual operational heads to a position of supervised inferiority, which is one of the basic reasons for retarded development in the practical field. These considerations, in our opinion, all derive from the tradition of the Sub-Continent, to give the utmost importance to the deliberative and critical functions which the I.C.S., as a conduit for the carrying-out of the policies of Whitehall, was so exclusively trained to perform. We have been concerned to indicate, at more than one places in our report, that the man with the big voice, in a field of active development is not the man who sits to criticize those who are planning and conducting the operation. The big voice must be allowed to the man who is at the head of the operation, who has applied his constructive imagination, his technical knowledge, and his acquaintance with the terrain, to the creation of the plan, and whose heart and soul are in the job of putting it into effect, to see his vision turn into reality. We suggest that it is this man, a "technocratic administrator" or "administrative technocrat", who should have the direct approach to the Minister, in consultation with whom, the plans will have taken shape. The Minister will not be without other advice, and we have suggested that this should be from another technical man, belonging to the same department, who as Secretary plays a double role, as liaison between the technician and the true "generalist", namely, the Minister. To introduce another "generalist", indeed another trained official "policy maker" at this level will, in our opinion, unfailingly result in discouragement of the technical and operational head on the one hand, and usurpation of the Minister's policy-making function, on the other. This could not happen with a technical Secretary, at a lower service level than the "technocratic" head, for he can have no individual logs to roll or axes to grind. What is to be advanced is the aim and purpose of the Department to which he belongs, and even a small measure of *despirt de corps* will suffice to ensure harmony between the two specialists. Assuming an equality of character-cum-shrewdness potential in the three men at the apex of affairs, the result will, in our opinion, favour the active operational angle, rather than that of hampering criticism. To have a Secretary from a "generalist" Service, carrying an aura of superiority with it, would merely mean a reversion to British times, when either the British Secretaries were the brains of the Ministers, and thus the real 'policy makers', or where they failed to satisfy, they left the feeling behind that ignorance had prevailed over high intellectuality. The country's interest suffered in either case.

As for the argument that the specialist lacks detachment, it can only avail if, at the same time, the specialists' word is the last word. In actual fact, it is the word of the Minister, and the decision of the Cabinet in serious cases, which are definitive. We assume that the quality of cold judgement, from the view-point of political and general interest will be supplied by these chosen representatives of the people. The intervention between them and the executive heads of a "generalist" Service with an aristocratic tradition cannot fail to denigrate and obstruct the specialists in their work, and at the same time to transfer some part of the ultimate power to the interveners, as a Service.

8. It would, however, be necessary to place greater emphasis on administrative training and proper orientation for Specialist officers at appropriate stages,

to provide a broad knowledge of the economy of the Province or the Country, in itself as well as in relation to relevant aspects of world economy, and to enable them to acquire the administrative expertise necessary for filling the top directory and secretariat posts. It is this requirement which the Pakistan Administrative Service may be expected to supply. We have discussed that concept in detail elsewhere. In the Provinces, posts of Commissioners, Provincial Executive Heads and Secretaries upwards, and at the Centre, persons at the head of great Directorates, Secretaries and Joint Secretaries would belong to the P.A.S. group. These officers, would hold the higher posts both in the directorates and the secretariats, principally in their respective fields of specialization but they would be available also, if otherwise suitable by character, training and performance, for work in cognate fields or even as "generalists". We have seen, since Independence, that officers of the Police Service have attained positions of Secretary to the Central Government and in several instances, of Governors of Provinces. The aptitude of the Police Service for work of a political nature was proved by the appointment of an Inspector General of Police to be Chief Minister of his Province, and later, Chief Minister of the great Province of West Pakistan. The seal of competency of the Police Service for the highest appointments in the "generalist" field would, however, appear to have been finally set by the recent appointment of a member of that Service to be Chief Secretary of a Province.

There would, of course, be a number of such posts which it may not be possible to encadre in any functional service. Such posts might be placed in a "general administration pool" and without having to create a separate cadre for manning these posts, it should be possible to fill these from amongst the whole field of P.A.S. officers on the basis of proved aptitudes which would inevitably come to light under continuous review and assessment by Personnel Management.

9. Thus, so far as the higher secretariat posts in the Centre and the Provinces are concerned, we recommend that posts up to and including the level of Central Deputy Secretaries and Provincial Joint Secretaries should be integrated in the cadres of regularly constituted functional services, or in the hierarchies of other specialized services in Group A. Posts of Joint Secretaries and Secretaries to the Central Government, of Secretaries to Provincial Governments, and of Heads of great Executive Directorates should also be provided for in the cadres of various functional and specialised services by way of P.A.S. reserve. As we have remarked elsewhere, these posts do not readily lend themselves to encadrement, and moreover, as appointment to the P.A.S., which will enjoy a reserved right to these posts is to be permanent, liens on posts in the next below Service cannot be retained.

10. A similar arrangement obtains in the U.S.A. where the bureaus are more or less like our operational departments. They are organized on a uni-functional basis. The departments (equivalent to our Ministries) deal with functions with which a number of bureaus are concerned. The career appointments in the departments are filled up from amongst relevant bureau officers. In the U.K. also, inspite of the fact that there is a unified "general" or "Treasury" class, called the Administrative Class, the various secretariat posts are filled, with few exceptions, by officers who have specialized in the relevant field.

11. The lower secretariat staff who have been regarded as the permanent element in the secretariat comprised clerical ranks and their supervisors called, till lately, superintendents. At one time there were lower and upper division Clerks only but with the growth in the importance of the secretariat and adoption of procedures, which required a great deal of noting by the "permanent" element, for the benefit of the higher officers coming in on a tenure basis, as "birds of passage", need was felt for having a better type of clerical assistance and the grades of secretariat assistants, in non-gazetted Class II, came to be established. The superintendents or registrars (a designation which was fairly common at one time) supervised the work of assistants and added their knowledge to the secretariat notings. A few posts of assistant secretaries, in Class I, came to be developed which provided an avenue of promotion to the secretariat ministerial staff and thereby strengthened the permanent element. However, in some provinces, especially Bengal, the posts of Assistant Secretaries were filled by P.C.S. officers. The Wheeler Committee (1937) reported that out of 8 posts of assistant secretaries then in existence all, excepting one, were held by P.C.S. officers. In the Punjab at that time there were only two posts of assistant secretaries and both these were held by promoted ministerial officials. The posts of assistant secretaries in the Centre were very few at that time and were mainly held by ministerial staff. The equivalent posts of under secretaries, who functioned as branch officers, were held by superior service officers and in these posts the I.C.S. enjoyed reservation.

12. Lately the concept about the lower secretariat posts has undergone a radical change with the introduction of the secretariat Section Officer's scheme. This is Class I cadre, to which there is to be 50% direct recruitment, 10% promotion from lower ministerial ranks, and 40% induction from other superior services. In the *initial* recruitment the bulk of these posts have gone to the ministerial staff. The section officers are required to function in the manner of officers in commercial houses and are to have their own self-contained offices assisted by one clerical assistant and a stenotypist. The assistants have been debarred from any notings on the files and they now function only as routine clerks. According to another decision, the attached departments or directorates are required to maintain most of the files which, after noting and decision in the secretariat, including issue of government orders, are to be returned to the attached offices.

13. These orders naturally mean that the headquarters of attached departments would henceforth function in the main as the repository of precedents. The Section Officers would thus function almost in the same manner as higher secretariat officers used to do in the past excepting that they would constitute a distinct secretariat cadre. The greatest drawback of this arrangement would be that officers with no field experience would be required to take part in policy making which cannot be justified on any considerations. It may be mentioned that the question of reducing the secretariat ministerial establishment by using a more responsible type of officials has been under consideration for a pretty long time. Suggestions to that effect were made in the Wheeler Committee Report (1937) and in the Tottenham Report (1945). When the suggestions were originally made, it was conceded that it would be necessary to impart "field" experience to the secretariat services that might be thus set up.

14. We are of the view that the attached departments and the directorates should be fully responsible for the whole work arising in a particular field,

including processing of papers necessary for policy making, and that the second examination in separate secretariat offices should be only a high level examination, which should eliminate the need for maintaining lower secretariat cadres. In the Shoaib Report also, there is a recommendation that the proposals coming from the attached departments should not be examined at levels lower than those of Deputy Secretaries. However, we appreciate that so long as the secretariat ministries and departments continue to retain administrative and financial powers, and the power to issue sanctions on behalf of government, a lower level would be necessary for dealing with routine cases of sanctions. These lower level officers need not, however, come into the picture so far as the policy-making function proper is concerned.

15. In the Provincial Governments we notice that a different arrangement is taking shape. In a fairly wide sphere, the attached departments have disappeared and the secretariat departments would naturally now function as the top administrative and executive headquarters in the relevant spheres. In spite of the fact that there is a simultaneous trend of delegating larger administrative and financial powers to the divisions and districts it is obvious that the secretariat departments would have to operate not only as policy-making offices but also as the headquarters for the particular services. We notice in this arrangement a development which we ourselves regard as the logical one of integrating the attached departments or directorates with their relevant secretariats. The policy-making and the executive or operational functions are coming together, in consequence, and in our view this is of advantage, but here we would stress again that the intervention of a "generalist" group between the Ministers, *i.e.*, the Government, and the operational heads will be a retrograde step, calculated to infringe the principles (a) of exercise of power by the chosen representatives and (b) of equality, and equality of opportunity, subject to competency, over the entire range of the Services. We may note, as a healthy sign, that concern is already being felt by one of the Services concerned, as to the future of the mere "generalist", and the remedy of obtaining training in "specialised branches", and of gaining prolonged experience in "technical jobs" is being considered.

16. In the Provincial Secretariats also our recommendations would be that wherever the secretariat offices and attached departments are kept separate or integrated, the personnel should be integrated. Up to the level of the Deputy Secretary the arrangement in the secretariat is that an officer deals only with a particular directorate and posts up to that level can therefore easily be integrated in the relevant functional services. At the level of Joint Secretary (pre-PAS) or Secretary (PAS), the Ministry (or Provincial Department) might deal with two or three functional departments. These may be filled as we have suggested by officers, from one of the functional Services concerned, or from a cognate service, or failing these, from the whole pre-PAS or PAS class, on the basis of aptitude and proved performance in a "generalist" capacity.

17. The lower secretariat services, though these are managed from a common office, have generally developed as compartmentalized groups dealing with various specialised sectors. This was recognized by the Wheeler Committee also who were of the view that specialisation was

necessary and should be continued. In the Central Finance Department in the Government of India, the posts of Assistants and Assistant Secretaries were filled from the Audit and Accounts offices which emphasised the need for specialisation. Thus the lower secretariat services also tend to specialise but what distinguishes them from the operational field departments is their knowledge of the secretariat rules of business. This is crucial assistance in securing full and complete treatment of proposals coming up from field departments by the various secretariat departments concerned with different aspects of the matter. It is the orientation given to different proposals in the frame-work of the general Central policies and budget that distinguishes the secretariat work. The lower echelons in the Secretariat thus perform ancillary functions of a vital nature to the swift and correct functioning of Government. The necessary expertise can be very easily acquired by the officers of various functional services and the lower secretariat appointments can therefore with advantage be integrated with the relevant functional services operating in the field. In one field, Government has also given recognition to this inevitable development by their decision to integrate some posts of Section Officers in the P.F.S. cadre, and by treating the other posts of Section Officers in the Ministry of External Affairs as an exclusive group, as well as by integrating the lower secretariat posts in the Ministry of Health and Education in the relevant specialised hierarchies.

18. The creation of a corps of Section Officers from within the Secretariat cadre has given rise to a number of difficulties. For one thing, it is a blind-alley cadre, for without first-hand field experience, a Secretariat Section Officer could hardly qualify for a post of Deputy Secretary, involving entry into the field of examination and making of policy. It would be dangerous to allow a person to advise at that level on executory matters, who has no experience in the operational field. Officers from the latter field do not appreciate a posting as Section Officer in the Secretariat, even as a temporary stage in their careers.

19. Taking all these matters into consideration, we have come to the conclusion that the rank of Under Secretaries should be revived. These posts, together with posts of Deputy Secretaries, should be encadred in the relevant functional services. Officers, selected for aptitude for secretariat work, involving coordination and general administration, could then be brought from the various field offices for spells of duty in the appropriate secretariats. Posts of Under-Secretary may be provided either for Departmental candidates in the J.E.G., or for senior officers in Group B : for direct appointees to J.E.G., it may not be appropriate to bring them into the Secretariat till they are permanent employees in the Civil Executive Service. Posts of Deputy Secretary could be reserved at the Centre for pre-PAS officers, and in the Provinces, for middle grade officers of the Civil Executive Service (Group A). Excluding posts of Under-Secretaries, which should be created by conversion, the remaining posts should be those of secretariat Section Officers who should be placed in Group 'B' and provision should be made for interchange with officers in the functional Group 'B' services, wherever possible. That would enable officers appointed to the secretariat to gain valuable field experience.

20. We understand that at present one Deputy Secretary is required to supervise the work of 6 or 7 section officers. In future under a Deputy Secretary there might be two or three Under Secretaries concerned with

more important work, including work connected with policy-making, review and analysis of field operations, including inspection work, and three or four posts of secretariat section officers concerned with most of the routine and "rules of business" work. Our proposal would probably not result in any increase in the number of officers required.

21. We also note that in the Secretariat, there is no justification for retaining posts of Assistants in future. Considering the decision that these functionaries are only to be entrusted with routine duties, these posts should be downgraded and should all be included in Group 'D'.

CHAPTER XII

ECONOMIC AND FINANCIAL ADMINISTRATION

Financial administration involves determination of financial and monetary policies in the current economic setting, gearing the public expenditure pattern to the policy objectives and raising sufficient revenues to meet these objectives. Audit machinery generally stands apart, mainly as the hand-maiden of legislative bodies which control the purse strings, in all democratic countries, to watch over the legality and propriety of expenditure incurred by various spending departments. The Ministry of Finance also carries out a number of regulatory functions concerned with banking operations and is further responsible for management of currency and of Government debt. Lately, in the past few decades, the management of the economy, through fiscal and monetary policies, has gained preponderating importance which has added a new dimension to the functions of the Ministry of Finance. The extent and nature of such management is determined by the overall ideology of the State, and differences in policy approach and procedures arise depending on whether socialist policies are pursued or the aim is to build up or preserve a free economy.

2. In the Sub-Continent financial administration has been distinguished by a system of combined audit and accounts offices under the Auditor-General. A unified audit and accounts machinery for looking after the bulk of the financial administration, whether Central or Provincial, was developed due to the peculiar requirements of the country. The rationale for the separation of audit and accounts, in accordance with the normally accepted practice in other countries, was never questioned except for reasons of economy. The system however did not produce the usual conflicts for reasons that fitted the peculiar circumstance in that audit was an instrument of the Secretary of State instead of a sovereign and independent legislature in a democracy. Even then in large sectors, like the Railways and Defence, accounts were separated from audit. Recently Government has taken a decision to decentralize the accounting functions and integrate this work with financial advice, disbursements and treasury work.

3. The development of the system in the Sub-Continent was also influenced by another characteristic feature, *viz.*, separation of the secretariat and field departments and reservation of the secretariat posts for the I.C.S. In respect of financial administration the reservations were carried a stage further and a number of higher administrative posts in the Accounts and in Revenue organization continued to be reserved for the I.C.S. till the Partition. This practice was continued despite the recommendation for a gradual withdrawal of reservations made by the Islington Commission as early as 1912. They said that in the Indian Finance Department—

“recruitment from Europe be discontinued. This being so, the Indian Civil Service element should be retained, *pending the further development of indigenous talent*” (page 21 of their Report).

As a result of continued reservation for the I.C.S. in some of the higher posts in the field departments, and in the higher secretariat posts concerned with financial administration, the I.C.S./C.S.P. officers were given a major share in the Pool cadre originally formed in India in 1939, which was revived in Pakistan in 1950, and resurrected recently in 1959.

4. Financial administration which is concerned with work like budget, expenditure and accounts, and financial advice is regarded as Staff work in other countries for which specialised services are invariably developed. The fact that resort had to be made to the special device of creating a Finance and Economic Pool, supported the prevalent tradition in other countries which is to have specialised corps of officers for dealing with finance. The organizational form was determined by the traditional peculiarities. A much simpler solution would have been to develop specialized cadres of finance and budget officers.

5. Our general recommendations that specialized functional services should be developed, and that superior posts in the secretariat should be integrated with their relevant field services, would be equally applicable in respect of the services dealing with financial administration. We note that the recent decision about decentralization of finance and accounts works would enable creation of integrated superior financial services at the Centre and in the Provinces. It should be possible to create a Group 'A' service for the Centre, and similarly, Group 'A' services in the two Provinces in respect of Finance and Accounts work. In the P.A.S., it should be possible to have an integrated group of Finance officers entrusted with financial work both at the Centre and in the Provinces.

We have recommended separately that the Central and Provincial Revenue Services should be distinctly and separately organized. At the P.A.S. stage the posts required for financial and revenue administration might allow some scope for interchange depending on aptitude, training and experience of the officers concerned.

6. The regulatory work in the Ministry of Finance, *viz.*, that connected with currency, banking and debt operations, requires specialised training and experience, as does work connected with economic planning, whether in the Ministry of Finance, in the Economic Affairs Division or in the Planning Commission. Posts concerned with such work could be borne on a "special pool list" and officers from the Financial Services of the Centre and the Provinces, as well as officers belonging to some other cadres, like those of Economists, as and when these should be formed, could provide the personnel for filling up posts borne on the "special pool list". Posts borne on the special pool list could also be filled from outside Government service.

7. It will be clear that in view of our general scheme, especially our recommendation for the elimination of reservations in favour of the C.S.P., there could be no place for the Economic Pool cadre as at present organised and we recommend that it should be dissolved. The present Economic Pool has been constituted on the basis of a 60% reservation in favour of the C.S.P.

According to our general recommendations the posts in various Departments, like accounts, customs or income-tax, which have been included in the Pool in view of the historical reservation in favour of the I.C.S. in those departments, would have to be released and included in the functional cadres of those Departments. The result of this recommendation would also be that the Economic Pool as at present constituted would have to be dissolved.

We have also noted that almost all the posts in the Economic Pool cadre have been filled up including the higher selection posts. This means that for a long time to come Government would be forced to confine its selection, while filling up the higher posts connected with financial administration, from a group of officers, which was formed at one stroke on the basis of reservations and quotas. We are opposed in principle to the creation of such monopolistic interests. In our view as and when higher selection posts, *e.g.*, of Joint Secretaries and Secretaries, fall vacant selection should be made from the whole field of relevant functional services and the most deserving officers selected and appointed on pure merit.

It has also come to our notice that comparatively junior officers, who were taken in the Pool cadre on the basis of reservations and quotas and who have no previous experience or knowledge of the working of specialized departments like customs and income-tax nor the requisite academic qualifications are being appointed to the highest jobs in these specialized fields. Such appointments can only affect the working of these departments adversely. Recently a comparatively junior C.S.P. Officer was appointed directly as Income-tax Commissioner without previous experience in the field of Income-tax administration and acquaintance with Income-tax law and practice, no officer can be expected to render proper service at that level. The Income-tax Service is composed of an integrated body of specialists, rendering service of high quality in a field whose importance is increasing annually, and such appointments, which were common enough in the period of colonial rule, are apt now to be received with justifiable resentment.

8. In the Provincial sphere it will be necessary to develop integrated financial and accounts services in the light of the decision to decentralise financial and accounting work. The opportunity thus appears of providing such officers with "ground-level" experience in the economic field, as a preparation for the later work, mainly in offices and on paper, with which they will be faced. A useful innovation may be to attach a young finance officer, under training, or even at an early stage of his permanent career, to certain District Commissioners (of the type envisaged in our scheme) to work on the economic-financial aspects of plans in operation in, or projected for the District, to inspect system of accounts in force in the various specialised agencies, to make special economic surveys of particular small industries or business, or even of special kinds of agriculture, *e.g.*, cash-crop cultivation. The experience thus gained should be of great assistance to the officer at the later and more important stages of his career. It would be equally valuable for finance officers serving under the Centre to gain such "field" experience. Another aspect of the suggestion is that it will provide a District Commissioner with a competent Economic-financial officer. Under the present system, a Deputy Commissioner has to be his own economic expert, which merely adds to the multiplicity of his duties without holding out any hope of the function being properly performed. The Centre already has well-equipped accounts departments, whose officers can provide competent personnel for the financial administration.

9. The Central accounts organisation has 3 main divisions : Civil Audit and Accounts, Military Accounts, and the Railway Accounts. Their establishment, in various grades, is shown in the following table :—

						Civil Accounts	Military Accounts	Railway Accounts
<i>Class IV Establishment :</i>								
Peons	..	..	.	..	..	900	451	557
Daftarries	..	..	..	..	..	95	89	63
Record Clerks/Sorters/Suppliers				..	..	117	44	31
<i>Class III Establishment :</i>								
<i>Auditing Clerks :</i>								
Routine Clerks	..	..	..	..	..	—	—	269
L.D.C./CC II	..	..	..	..	..	1,056	826	1,919
U.D.C./CC I ..	..	..	..	..	..	4,456	3,039	779
<i>Supervisors/Accountants :</i>								
Sub-heads	..	..	..	..	..	—	—	259
Divisional Accountants			..	..	..	411	—	
Accountants	..	..	..	..	..	647	628	196
<i>Class II Officers :</i>								
Assistant Accounts Officers	..	..	..	..	..	145	118	23
<i>Class I Officers :</i>								
Junior Time Scale	..	..	..	.	..	28	27	18
Senior Time Scale	..	..	..	..	..	26	12	11
Junior Administrative	..	..	..	..	..	10	6	7
Senior Administrative	..	..	..	..	..	6	3	2

N.B. (i).—In addition there are posts for deputation, leave and training reserves : 38, 16 and 19 respectively.

(ii) The Class I officers of the three Accounts Departments are eligible for appointment to the Economic Pool. The officers of these Services together with the officers of the Central Revenue Services are entitled to 40% of the Economic Pool posts.

(iii) The officers of the Railway Accounts Department also enjoy the right of appointment to posts of Directors and Deputy Directors in the Railway Board, while officers of the Military Accounts mainly provided the personnel in the secretariat of the Military Finance.

10. In accordance with our general scheme the peons should be placed in Group F, Daftarries and Record Clerks etc. in Group E, Auditing Clerks in Group D, Supervisors and Accountants in Group C, Assistant Accounts Officers in Group B and Class I officers in Group A. Since the Group A cadre would be a cadre of district/senior time scale officers, the leave and deputation reserve posts should be added to the C.E.S. grades.

11. We would further like to recommend that while the cadres in Group B and below might be organized according to departments concerned with analogous functions, it would be advisable to form an integrated Financial Service in respect of all the existing Class I posts in the 3 Accounts Departments. Further, we would recommend that the posts of Financial Advisers and their Deputies in the Central Secretariat should be encadred in this service. The existing cadre of Section Officers in the Ministry of Finance should be integrated in the various Group B cadres which might be formed. In our view the financial work of departments concerned with transport and communications like railways, posts and telegraphs, and civil aviation and ports and shipping, etc., could form one integrated Group B. The Defence Services could provide another integrated Group B, and the remaining Central departments, after the decentralization of financial and accounting work, could be organized into one or more Group B cadres.

12. The grade structure and pay scales of Group 'A' cadres, taking the existing separate cadres into consideration, would be as follows :—

		Civil Accounts	Military Accounts	Railway Accounts
	Rs.			
(i) J.E.G.	.. 400—50—700	37*	31*	20*
(ii) C.E.S. Grade I	900—50—1,200—EB—50 1,300	35†	15†	18†
Grade II	1,300—50—1,500—EB 50 —1,600.	20 †	9 †	10†
Pre-P.A.S	.. 1,500—100—2,000	10	6	7
(iii) P.A.S.I	.. 2,000—100—2,500	—	2	
P.A.S. II	.. 2,500—100—3,000	6	1	2 ⁴

*Including 9, 4 and 2 posts of training reserve.

†Including 29, 12 and 17 posts of deputation and leave reserve.

CHAPTER XIII

PERSONNEL MANAGEMENT, PROMOTION AND THE CIVIL SERVICE COMMISSIONS

It is inherent in the Commission's Scheme for reconstructing the Services that promotion within a Group, and much more so, promotion from one Group to another, is to be governed by positive steps taken in advance to discover and develop the necessary aptitude and ability, and to ascertain suitability for promotion by test in working posts—in other words, by systematic career management. This would be an innovation in the Civil Services. It is already firmly established in the Defence Services, where a fully trained staff "career-manages" all officers with the aid of electronic equipment. A Defence Service career is punctuated by a series of training courses, culminating in the Staff College course, but even after that has been successfully passed, the senior officers are required to take high level courses at home and abroad before they can qualify for high command or staff appointments. Nothing of that kind has ever been practised on the Civil side. As has been said elsewhere, in the British period, full reliance was placed on the presence of the superior British officials to maintain, in themselves and among their subordinates, the necessary standard of honesty and efficiency. Training for higher posts has not been given in the United Kingdom the emphasis which the rising complexity of public affairs demands, and which has already been provided in countries such as France and Germany. The exhaustive, detailed, and altogether excellent training provided in France for all their superior officers, in the Finance, the Engineering, and in the General Services, is a source of pride to the people. The availability of these able officers is a principal reason for the great success achieved in the socialization of many great industries in France. Our country is not pursuing that objective, but it cannot afford any longer to follow the tradition left behind by the British, of applying a preliminary test of general ability and knowledge, and then throwing the selected person into the whirlpool of his work, trusting that the need for survival would suffice to bring out his abilities to the full, in a manner adapted to the requirements of his office. It is one of the ways of teaching a person to swim, to throw him into the water as his first lesson, but ordinarily, without further lessons, he would invent or adopt a style of his own, and there would be no guarantee that that style would be in harmony with those of his co-workers, or in keeping with the requirements of his work. The fact of foreign rule, and the necessity of working under the eye of one of the foreign rulers was, of course, a powerful influence in aid of uniformity, in method, and integrity of policy, namely, to act always in aid of the foreign rulers and their interests, whether as a ruling nation, or as individual local "power-symbols".

2. Now that these aids have disappeared, public servants would naturally begin to show, as the saying goes, their "true colours", which would, in the absence of controlling influences, be as diverse as the number employed. The need for graduated training courses thus appears in bold relief, and the first task of personnel management would be to devise courses to suit each branch of the work, and to fix the stages at which they must be taken. Built into this system, would be opportunities for officials to acquire knowledge and training which they were not able to afford before they entered service. There would have to be a search for aptitudes, coupled with the necessary desire to rise, and all this adds up to a great increase of interest by officers in their subordinates over that which is being shown today. To regulate these activities, there would be a

Personnel Management Cell required in every large Department, and throughout the Services, it would also be necessary to provide a Personnel Management Officer at appropriate levels who could also be Welfare Officer and whose business it would be to guide his subordinates in the way of rendering the best service of which they are capable, at the highest level which their talents justify. In the absence of such aid, we fear that the best results will not be secured from the promotional possibilities which our scheme puts in the way of public officials at all levels. But, if there be fair and sympathetic guidance, it cannot in our opinion fail to produce a massive response from the entire body of public servants. Their loyalty is undoubted and once freed of the frustrating and stagnating influences which we find in the existing order of things, they will surely show their appreciation of the promise of a just reward for their efforts by an all-round improvement in efficiency and sense of responsibility. When the occasion demanded that each man give of his best, and that was in the years immediately following the Partition, the public services proved equal to the requirement, to carry the administration through a period of great danger. The same spirit, freshened and enlivened by the prospect of free and equal opportunities for self-advancement, may confidently be relied upon to carry the country forward to fulfilment of its promise, under the new Constitution.

3. Where the career of each official is competently managed, on a just and many-sided appraisal of his qualities, the question of selecting for promotion is shorn of much of its difficulty. In our scheme, the principal stage at which careful selection will be required is that of entry into the Special List from the bottom grade. The others who enter the second grade will do so on the basis of seniority-*cum*-fitness, in other words, that in the absence of a clear element of unfitness for the higher grade, they will go into it on the strength of their seniority. For promotion into the top grade, the test we suggest is that of seniority-*cum*-fitness from the General List as well as from the Special List, in the correct proportions and in a prescribed rotation. Where already the factor of competition is operating, by reason of the Special List, within that List and as between that List and the General List, to introduce a further selection is, in our view, likely to be both unnecessary, since detailed appraisal of each candidate will be provided by personnel management, and may also lead to unhealthy rivalry and charges of favouritism.

4. But for promotion from one Group to the next, there must be selection, on pure merit, from among those within the prescribed age-limits, and for this, independent judgement is requisite. We have indicated how selections should be made to the Pakistan Administrative Service. The pre-PAS grade in Group A will be filled by selections made by the Public Service Commissions out of names sent up by the appropriate Governments, and after 5 years of strict career management by the Central Personnel Management Bureau, which we conceive of as working directly under the President, without intervention of a Minister, there will be appointments to the PAS by selection from among these persons, to fill existing or anticipated vacancies, by the highest-powered Board that the country can provide. At lower levels, *viz.*, entry to the Junior Executive Grade in Group A and into Group B, the competitive examination and the examining of departmental candidates for selection should be entrusted to the Public Service Commissions, who would however not be required to certify as to the fitness of a J.E.G. man for permanent appointment in the Civil Executive Service. The later function would be best performed by a career management cell of the appropriate Personnel Management Authority. In the case where a J.E.G. trainee, at any stage of his training is found unfit to continue, his discharge would be under notice in terms

of his contract, and the functions of Public Service Commission would not be attracted. There would however be nothing to prevent the Government from prescribing by rule that in such a case, the opinion of the Public Service Commission should be sought. Such a provision would make for access of public and service confidence.

5. We do not think the existing Public Service Commissions would have the time to deal with recruits to Groups C, D and E ; numbers would be large and the educational standard low. Yet, as justice and recognition of merit are enjoined by the new Constitution, and every such recruit has the opportunity to rise fairly high in the public service, it is desirable that uniform standards should be set and enforced by an independent Authority. Therefore we consider that the Government would be well-advised to set up one or more Public Service Commissions of lower status to perform functions in relation to entry into Groups E, D and C similar to those which the existing Public Service Commissions will perform, under this Scheme, with reference to Groups B and A (excluding the J.E.G.). There used to be, and may still be, a commission of this kind operating for recruitment of subordinate staff by the Railways.

6. We may conveniently state our views regarding the Public Service Commissions in this chapter. They have been continued in their functions by the new Constitution. We have indicated the part which they might usefully play in the operation of our Scheme. We have suggested that they be used at every stage at which the danger of departmental narrowness of any kind is to be feared, being a statutory body, in which the public has, by now, learned to repose a measure of confidence. Such a stage is the recruiting stage, and we have included in this, the system of recruitment by promotion from the next below Group. We think too that when the promise of a superior career held out to a J.E.G., man is to be destroyed, on the ground of unsuitability or inadequacy, there, although the tenure is on contract, yet its termination should not take place until the appropriate Commission has been first consulted. The Commission's opinion may be recorded after hearing the official concerned, and should be reported in confidence. Access to all papers, except those of high security importance, should be allowed. But for promotion within a Group, we do not think a Commission need be consulted. Nor do we consider it necessary that a Commission should be consulted where a delinquent official is to be punished, upon the report of an enquiry held against him. The Scheme we have put forward for enquiry into charges has two built-in safeguards for the delinquent. Firstly, before he is charged, there will be an enquiry in his office, by a Welfare Officer, who will call into consultation, to get a light on the methods of working in the office, an official of equal status with the delinquent. The charge will only be framed after the two sides of the matter have been placed before the Welfare Officer, sitting with the delinquent's "friend". Secondly, the enquiry will be made by a judicial officer, who will bring an independent mind to bear on the case. When a punishment has been ordered by a competent officer, there will be at least one appeal, and from that, as a final measure, a review or memorial to the highest authority, *viz.*, the President and the Governors in the Provinces. There seems no occasion for seeking a further opinion from the Public Service Commission, the more so as control of personnel will at the Centre as well as the Provinces be a function of the President, and of the Governors, in their respective fields, acting otherwise than with the aid of the Ministers. The principal *raison d'être* of the Commissions, in British times, was to guard the Services against victimization by politicians, *viz.*, those whom in the interest of foreign rule, the public services

had for many years been engaged in suppressing. That condition does not obtain today, and in our opinion, it would lighten the burden on the Commissions, and avoid duplication of work, if their opinions, were no longer required in disciplinary cases.

7. Another respect in which we would like to offer a suggestion is as to the composition of Commissions. It is possible to include non-officials, and it would be desirable to appoint to Commissions, persons who have had experience in recruitment of personnel for large public companies, which are rivals of Government for suitable recruits from the employment market. The practice of engaging retired Government servants for these posts has now become settled. When the economy is expanding and modernization is proceeding apace, it would seem more appropriate to use on the Commissions persons whose knowledge is recent and up-to-date, and who bring with them recent experience of direct engagement in field work, rather than those whose years of instruction lie perhaps 30 years behind them, and whose last five or more years in service were spent in dealing with files behind closed doors, or at conference tables. We received from an eminent administrator the opinion that appointments to the Commission should be given to distinguished serving officers, at about the middle stage of their careers, and we endorse this opinion heartily, and offer the suggestion that these posts should be equated with grades in the P.A.S. and secondment for a period of say three years should be made possible. The fear of political influence need not, under the new Constitution, be carried to the length that such persons should be denied the right to serve the Government in any other capacity, after they leave the Commission post. It might, in fact, be thought that this restraint would be likely to produce the opposite effect to that desired.

CHAPTER XIV

MINISTRY OF EXTERNAL AFFAIRS AND THE PAKISTAN FOREIGN SERVICE

Traditionally foreign affairs were conducted by the kings in their personal capacity through hand-picked agents. This tradition is reflected in the arrangement whereby the chief executive enjoys a wide prerogative in conducting foreign affairs and in making key appointments even in a democracy like the U.S.A.

Nevertheless a noticeable feature in the conduct of foreign relations has been the growth of "specialised" career services in various countries. Some of the higher posts, like those of ministers and ambassadors are, however, not filled only by career diplomats; able persons from within the community, and from members of other services or the armed forces, with the necessary flair and aptitude, are appointed as senior representatives in foreign countries. Such appointments are made at the discretion of the chief executive.

2. Even in the U.K. where, from the mid-19th century, there has been a conscious attempt at creating a "unified" civil service, stemming from Trevelyan-Northcote Report of 1853, the special requirements of foreign relations, diplomatic as well as consular, have led to the creation of a specialised foreign service outside the unified 'home' civil service. In the reforms of the French Civil Services, dating from the year 1946, which aimed at creating a "unified" superior civil service, "common" recruitment is provided for but a specialised foreign service has emerged. In the U.S.A., with a strong tradition for specialised services, in fields in which distinct career services have come to be established, the organisation of the foreign service has naturally been as a specialised career service. Nevertheless, the peculiar requirements of conducting foreign relations and the prerogative of the chief executive in the matter has resulted in an arrangement whereby all the higher appointments are not encadred in the specialised service. Up to 50% of the posts of ministers and ambassadors are filled up from outside the specialised service usually from amongst prominent public men, business and industrial magnates and the like.

3. In Pakistan also a specialised foreign service has grown up, the members of which fill most of the superior appointments in the Ministry of External Affairs and in the foreign missions abroad while persons from outside the service are also appointed as ministers and ambassadors. The lower establishment comprising posts of Section Officers (such of the posts in this category as are not encadred in the P.F.S.), ministerial and clerical staff in the Ministry, and in the foreign missions, have also come to be organised as departmental services. From the organisational point of view such a trend is justifiable and should be taken to its logical conclusion.

4. On the whole, we are of the opinion that the case for having a specialised career service for filling up the superior posts both in the External Affairs Ministry and in our Missions abroad is unanswerable. For equally weighty reasons we think that a reasonable percentage of the higher superior posts like those of ministers and ambassadors should be available for appointment of suitable persons from outside the service at the discretion of the President.

It may be mentioned that a reference was received by us from the Government on 17th January, 1962, seeking our views about amalgamation of the P.F.S. with C.S.P., to which a specific reply was sought. In our reply, which we sent on 3rd March, 1962 (the reference was well as our reply are included as Annexure to this Chapter), we expressed the view that the proposal about the merger of the P.F.S. with the C.S.P. as inadvisable. We would like to reiterate in this report our view on the subject. We are decidedly of the opinion that the two services should not be amalgamated.

5. At the time of Independence the External Affairs, Commonwealth Relations and Political Departments, of the late Government of India, were merged to form the Ministry of Foreign Affairs and Commonwealth Relations. Later on in 1948, the units of the Political and External Departments which formed an adjunct of the Ministry of Foreign Affairs were separated to form the Ministry of States and Frontier Regions, leaving the rest as the Ministry of Foreign Affairs and Commonwealth Relations.

The Pakistan Foreign Service came into existence in 1948 when it was decided to create "a Pakistan Foreign Service as a service entirely for diplomatic missions and consular and commercial posts abroad and the Ministry of Foreign Affairs and Commonwealth Relations". Nevertheless, the commercial work has been generally looked after by officers other than those of the P.F.S. and the question of absorbing this work within the P.F.S. has been considered on numerous occasions. It was also decided in the beginning that during the initial stages the highest posts would be filled up by men prominent in other walks of life.

6. The question of reorganisation of the P.F.S. has been the subject of several reports in the past. A number of specialist posts had come into existence in course of time which were filled by specialist officers deputed by the appropriate administrative ministries. In the proposals for reorganisation one of the major questions has been whether all such specialist work abroad connected with finance and economic problems, labour, education, press information, trade and commerce, etc., should be handled through the officers of the P.F.S. or whether such work should be handled through specialist officers, wherever the nature and quantum of work did not justify routine or generalist treatment. Another matter has been whether the administrative control of specialist officers while working in foreign missions, should be retained in the appropriate Ministry or in the External Affairs Ministry.

7. The Pakistan Pay Commission of 1949, while accepting the need for posting specialist officers in some of the foreign missions, recommended that the administrative control of such specialist officers should vest in the External Affairs Ministry. The Economy Committee of 1957 expressed the view that technical ministries should first explore the possibilities of utilizing the service of P.F.S. officers available on the spot instead of sending their own officers. Thus the need for appointment of specialist officers, where the nature of work justified such action, was conceded but it was suggested that it should be possible, through improved management, to reduce the number of such specialist appointments.

It may be mentioned that while in most of our foreign missions various types of work can probably be handled by P.F.S. officers, yet it is difficult to imagine that in some of the posts of strategic value in a specialist field, especially those connected with financial and economic issues involving loans and aid, etc., the necessary expertise can be expected

from members of the P.F.S. as a class. This matter has to be considered also in the light of the fact that P.F.S. officers are themselves required to specialise in particular aspects of their own work and with respect to the peculiar and varying problems of diplomatic work in different regions. The question has naturally arisen whether P.F.S. should function as a unified cadre or whether specialised sub-cadres should be set up within the service itself. There are various answers to the question and, in due course and with necessary experience, the appropriate answer would eventually be found. Nevertheless, the problem throws into perspective the question whether on top of their own diplomatic work, in which the need for specialisation poses quite a few problems, P.F.S. officers can be expected to specialise in other technical and complex fields like those of financial and economic affairs.

The Administrative Reorganization Committee recommended, in their Report of October, 1959, that commercial and press functions should be undertaken by P.F.S. officers as part of their normal responsibilities. But with regard to problems of labour welfare, education and finance and economic work, for which a few posts exist in some of the foreign missions, they did not visualise that these specialist functions can also be undertaken by P.F.S. officers. It is believed that the final decisions are in line with this recommendation. Service Attaches, of course, fall in a category by themselves. We understand that a decision has also been taken that wherever P.F.S. officers are entrusted with specialised work of other ministries they should be subject to direct control of such ministries.

While we generally endorse the decisions which have already been taken we would like to point out that on this question it is difficult to lay down any hard and fast rules. P.F.S. officers should, of course, have sufficient general background of affairs in various fields of activities apart from diplomatic work, mainly in respect of consular, commercial and public relations, work. But even within these fields, in a number of countries, specialized knowledge of certain affairs may be of crucial importance. The complex of international trade is not to be comprehended by a mere "generalist", and even social and labour welfare, in certain countries, e.g. the U.K. in the past year or so, may require the undivided attention of experts from Pakistan. Amalgamation of duties may ease the burden on salaries, but this is a field in which the line dividing true economy from dangerously false economy will need to be carefully watched.

8. We think that the P.F.S. should be continued as a specialised service and that all the superior posts in the Ministry of External Affairs and in foreign missions abroad (excepting posts which should be filled up by non-career men) should be encadred in the P.F.S. Fifty per cent of posts of Ministers and Ambassadors, which need not be encadred, could be filled by suitable persons from outside the service by the President in his discretion. The P.F.S. officers should be regarded as "generalists", who have some training also in commercial work. The question whether the existing commercial and press attaches, who were appointed on an *ad hoc* basis, should be absorbed *en bloc* in the P.F.S. is one for administrative decision, bearing in mind that the distinction between the "generalist" and the "specialist", in Pakistan's representation abroad may be of critical importance to the international standing of the country in matters of trade and public relations.

9. In the Ministry there are also 64 posts of Section Officers of which 26 posts are to be filled by P.F.S. officers, which should be encadred in the Service, while 38 are meant to be filled by Secretariat Section Officers. We have dealt with Secretariat organisation elsewhere but would like to mention here that Secretariat Section Officers posted to the External Affairs Ministry have become an exclusive group. Being also Class I officers, under the existing arrangement, this group constitutes a blind alley cadre.

10. The work in the Ministry of External Affairs and in our foreign missions abroad is mainly of clerical nature at the lower levels. Apart from some security staff, including their supervisors and inspectors, cypher assistants and their superintendents, the lower staff in the foreign missions include lower and upper division clerks, and assistants and superintendents. There is also the usual complement of peons, messengers, staff car drivers, cleaners and gardeners, etc. Out of about one thousand staff in the lower establishment about four hundred are Pakistan based and the rest are locally recruited employees, who are paid on scales equivalent to those of the local civil service. These are *ad hoc* arrangements, not easily susceptible of rationalisation, and therefore more suitable for administrative decision on the spot.

11. Taken together the total number of Class IV staff, excluding locally recruited staff, is as follows :—

CLASS IV STAFF

Category						Pay Scale — D.A.	No. of Posts
						Rs.	
Peons	..	..	..	..	..	57—61	214
Peon Jamadars	..	..	..	..	..	60—64	8
Daftaries	..	..	..	..	..	67—74	30
Record Sorters	..	..	..	..	..	69—95	30
Guards and Head Guards	..	..	..	..	..	69—95	11
Armed Guards	..	..	..	..	..	95	5
Night Guards	..	..	..	..	..	135	42

12. The peons and Jamadars should be placed in Group 'F' as follows :—

GROUP 'F'

Category						Grade	Pay Scale	No. of Posts
							Rs.	
Peons	..	..	..	..	..	Training	60 (fixed)	According to requirements
Do.	..	..	..	..	..	I }	65—1—80	
Do.	..	..	..	..	..	II }	75—1—85	
Jamadars	..	..	..	..	..	III	85—1—45	8

Daftaries and Record Sorters in the offices and the Security Guards should be placed in Group 'E' as shown below :—

GROUP 'E'

Category	Grade	Pay Scale	No. of Posts
		Rs.	
	Training	70 fixed.	According to requirements.
Daftries and Record Sorters	} I II III	75—2—105	30
		90—3—120	20
		110—3—140—	10
		5—150.	

The Guards, Head Guards, Armed and Night Guards should be distributed in the three grades so that out of a total of 28 posts, 11 posts are in Grade I, 10 in Grade II and 7 in Grade III.

CLASS III ESTABLISHMENT

13. The despatch riders (6), and staff car drivers (25), who are in Class III at present, should also be placed in Group 'E' as follows :—

GROUP 'E'

Category	Grade	No. of Posts
Staff car Drivers/Despatch Riders	II	16/4
	III	9/2

14. Steno-typists (87), L. D. Clerks (176), and U. D. Clerks (55) should be placed in Group 'D'. Stenographers (75) and Private Secretaries (2), Assistants (152), Accountants (36), and Cypher Assistants (77) should be placed in Group 'C'. There should be 3 cadres : (i) for Stenographers and Private Secretaries, (ii) for Assistants and Accountants, and (iii) for Cypher Assistants.

Gazetted Class II and some other categories :

15. Superintendents, gazetted and non-gazetted (14 and 10) and Cypher Superintendents (2) should be placed in Group 'B'. We notice that the number of Cypher Superintendents is very small compared to the number of Cypher Assistants. While to a Cypher Assistant a special pay of Rs. 50.00 is given in view of the special importance of the work handled by these persons, their chances of promotion are very limited because, we understand, these persons are not allowed an avenue of promotion into the other posts of superintendents. We think that the number of posts should be increased from 2 to atleast 7. These posts and all other posts of superintendents should be included in an integrated

Group 'B' together with posts of Secretariat Section Officers whose number is 38. Thus, in an integrated Group 'B', there would be a total number of 69 officers. The structure of the integrated Group 'B' should be as follows :—

GROUP 'B'

Category			Grade	Pay Scale	No. of Posts
				Rs.	
			Training	300 (fixed)	According to requirements.
(i) Sectt. Section Officers	..	..	I	350—25—600	40
(ii) Superintendents	..	..	II	500—35—850	19
(iii) Cypher Superintendents	..	..	III	800—40—1,200	10

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16. Group 'A' and P.A.S. would include the existing posts in the P.F.S. as well as 26 posts of Section Officers which, on the recommendations of the A.R.C., are to be included in the cadre of the P.F.S. Posts higher than those of Counsellors and Deputy Secretaries, need not be more than 30 compared to the existing number which is 45. Of these 15 may be reserved for Foreign Service men, and the rest may go to suitable persons from public life or from other Services, at the discretion of the President. Since the posts in the Ministry, *viz.*, those of Joint Secretaries and Secretary (7 in all) can only be held by P.F.S. Officers, that leaves 8 posts of Ambassadors (various grades) and Ministers or Deputy High Commissioners which would be available for P.F.S. Officers.

17. The posts of *Counsellors, Deputy Secretaries*, 1st Secretaries, and 2nd Secretaries should be placed in various grades in the Civil Executive Service and posts of 3rd Secretaries should be included in the J.E.G. We have discussed Secretariat organisation elsewhere and have recommended that the grade of the Under Secretary should be revived which would also be in the Civil Executive Service (Grade I). In accordance with that suggestion the existing posts of Section Officers in the External Affairs Ministry, tenable by P.F.S. officers, should be converted into posts of Under Secretaries. That would also make 'home' posting of P.F.S. officers, holding ranks of 1st and 2nd Secretaries in the Foreign Missions, in the Ministry easier. There would be no financial implications since P.F.S. officers in the ranks of 1st and 2nd Secretaries are being posted as Section Officers at present.

18. The existing grades and pay scales in the P.F.S. are indicated in the following table :—

Designation				Total emoluments	No. of Posts
				Rs.	
<i>Junior Time Scale—</i>					
P.F.S. Section Officers/3rd Secretaries	..			410—950	52 (26/26)
<i>Senior Time Scale—</i>					
2nd Secretaries	..	..	..	785—1,430	25
1st Secretaries	..	..	..	785—1,430	23

Category	Total emoluments	No. of Posts
	Rs.	
<i>Selection Posts—</i>		
Counsellors	1,250—1,750	16
Deputy Secretaries/Director, Research	1,250—1,750	16/1
<i>Senior Selection Posts—</i>		
Joint Secretaries	2,150	6
Ministers/Deputy High Commissioners	1,950—2,150	3
Ambassadors (IV)	2,150	10
Ambassadors III	2,500	11
Ambassadors II	2,750	9
Ambassadors (I)	3,000	5
Secretary	2,500	1

19. Taking into consideration some of the observations made by us earlier the following grades and salary scales are recommended for the P.F.S. Officers :—

GROUP 'A'

Category	Grade	Pay Scale	No. of Posts
		Rs.	
3rd Secretaries	J.E.G.	400—50—700	26
Under Secretaries/2nd Secretaries	C.E.S. Grade I	900—50—1,200—EB —50—1,300	51 (26+25)
1st Secretaries/Counsellors	Grade II	1,300—50—1,500— EB—50—1,600	39 (23+16)
Deputy Secretaries/Director, Research	Pre-PAS	1,500—100—2,000	17 (16+1)

Grade III

GROUP 'PAS'

Ministers/Deputy High Commissioners/ Ambassadors.	P.A.S. Grade I	2,000—100—2,500	10
Joint Secretaries/Ambassadors	Grade II	2,500—100—3,000	10
Ambassadors/Secretary	Grade III	3,000—100—3,500	7
Ambassadors	Grade IV	3,500—100—4,000	3

N.B.—Fifty per cent of the total number of posts in the P.A.S. will not be reserved for members of the Service.

20. The foreign service officers and staff are also entitled to certain special concessions and allowances arising out of the nature of their duties. Allowances like out-fit and special kit allowance, travelling and daily allowances in different countries as well as the foreign allowance have to be determined according to varying climatic, social and economic conditions of different countries. These also involve local knowledge and study on the spot and for these reasons it is not possible for us to go into these questions in detail. Other allowances like free medical treatment and free furnished accommodation, separation allowance, children education allowance, on some of which different opinions have been expressed in the past, have all to be viewed in the light of some basic principle. We consider that the principle to be followed in these matters should be that the total emoluments, including salaries and the various allowances, should be such that our officers can live reasonably well by the economic and social standards of the country in which they are posted. In the under-developed new countries of Asia and Africa a show of ostentation should be avoided and in the economically developed countries we should not present a false picture of affluence or prosperity. On the whole, the principle should be that our officers are enabled to maintain standards comparable with officers of the country of assignment, with whom they generally come into contact. Some entertainment grant is, of course, a necessity.

At present the foreign allowance is a composite of two elements : (i) a compensation for the difference in the cost of living in the country of posting and (ii) the entertainment component. At present, the entertainment allowance is adjusted in relation to the extent of contacts which each officer is required to maintain with his local counterparts, on social side. It has been suggested that a lump sum provision for entertainment may be made for each foreign mission from which officers may draw according to requirements. At present the position is that government has indicated the ratios of the foreign allowance which are to be treated as the entertainment component and the officers are required to submit statements of expenditure accounting for the entertainment done by them. Whatever procedure is adopted, it should be ensured that the amounts allowed for entertainment are not excessive and that they are properly accounted for.

In fixing our foreign allowances, we take our cue from the rates sanctioned by the Government of the United Kingdom from time to time from which a percentage reduction is made. That Government has an Inspectorate which reviews various allowances in the light of the changes in economic conditions which, in recent times, are quite frequent. India also employs an Inspectorate. We recommend that we should also set up an Inspectorate consisting of an officer of Additional Secretary's rank assisted by a senior finance officer, say, of the rank of a Joint Secretary to the Government. The Inspectorate would make its recommendations after enquiries on the spot, made from time to time. This would enable application of the basic principles accepted by the Government in this behalf, to changing conditions. We would like to add recommendations in three specific matters, viz.—

(1) *Entertainment allowance for Foreign Service Officers posted in Pakistan :*

Such allowances are paid, at a modest rate, in Great Britain, free of income-tax, to officers whose position involves them in social relations with their counterparts in foreign missions. There is good reason why some relief of the same kind should be provided in Pakistan as well, for married officers, in the pre-PAS and the PAS grades, at rates between Rs. 100 and Rs. 250 according to status, free of income-tax.

(2) *Language allowance :*

None is paid to our foreign service officers at present. Perhaps a monthly allowance may not be justified, but it would be in order to make lump sum grants for passing examinations in languages other than French, Spanish, and of the oriental languages Urdu and Bengali. The grants may be increased for especially difficult languages such as Chinese, or Japanese or Russian, and perhaps also for some of the African languages, since diplomatic and trade representations in the African Continent has now attained great importance.

(3) *Leave :*

The leave entitlement of officers of the foreign service posted abroad, which is 50% in excess of that in Pakistan seems unduly high, particularly where the posting is to countries where the living conditions are agreeable, e.g., in Europe or North America. We find that the leave allowed is not being utilised to the full. Our suggestion is that the entitlement should be the same as we have recommended for officers in Pakistan, and the grant of leave should be on the same principles, but with scope for variation, under special orders, where the conditions of service abroad may require. Such variation may be provided by introducing special terms in the conditions of service in such areas.

21. We may mention that in making these recommendations, we have taken into consideration also the opinions of the Minister for External Affairs, expressed in a report on the reorganisation of the Ministry.

22. We would like to point out that the Pakistan Foreign Service is regarded as an All-Pakistan Service at present. Since External Affairs is a purely Central subject, the Pakistan Foreign Service can only be treated as a Central Class I Service. Under our general Scheme there would not be in future any distinction between All-Pakistan and Central or Provincial Class I Services. At the superior level there would be Group 'A' Services and at the next higher stage all services would be centrally managed and controlled. Thus the higher echelons of all Services, whether Central or Provincial, would be unified under the umbrella of the Pakistan Administrative Service—a concept of unity in terms of management and not of cadres. The cadres for various specialised services would continue to be separate and distinct.

Annexure I

COPY OF D. O. LETTER NO. 3/CM/62, DATED THE 17TH JANUARY, 1962, FROM N. A. FARUQUI, ESQR., C.S.P., CABINET SECRETARY, PRESIDENT'S SECRETARIAT, GOVERNMENT OF PAKISTAN, RAWALPINDI, TO MR. JUSTICE A. R. CORNELIUS, CHAIRMAN, PAY AND SERVICES COMMISSION.

I have been asked by the President to put the following problem to the Pay and Services Commission for favour of urgent advice.

2. Government have felt for some time that it was not in the best interest of the country that the Pakistan Foreign Service should be manned by people who stay out of the country most of the time. The matter was therefore referred to the Administrative Reorganisation Committee some time ago, and its views are contained in the paper sent herewith. It was suggested as an alternative that P.F.S. officers should be brought back at regular intervals to posts in the Ministry of External Affairs for re-acquaintance with their own country. But even this has not proved satisfactory particularly as the number of posts in the Ministry is not large enough to provide that opportunity.

3. The matter was further discussed in the Cabinet meeting day before yesterday and I send to you a copy of the minutes for your confidential information.

4. Would you kindly have this matter discussed in the Commission and let us have its views as early as possible ?

Annexure II

COPY OF THE D. O. LETTER No. 453-P&SC/62, DATED THE 3RD MARCH, 1962, FROM MR. JUSTICE A. R. CORNELIUS, CHAIRMAN, PAY AND SERVICES COMMISSION, KARACHI, TO N. A. FARUQUI, ESQR., S. PK., C.S.P., SECRETARY, PRESIDENT'S SECRETARIAT (CABINET DIVISION), GOVERNMENT OF PAKISTAN, KARACHI.

Kindly refer to the correspondence resting with my letter No. 481-P&SC/62, dated the 23rd January, 1962, on the question of the merger of the CSP and the PFS. The Commission heard the views of Mr. Dehlavi, and after careful consideration has come to the conclusion that it would be inadvisable to amalgamate the two Services.

2. The question of amalgamation has been before the Government on a number of occasions during the last few years. The Administrative Reorganisation Committee in its 13th Report recommended partial amalgamation, to which a note of dissent was appended by an able and experienced C.S.P. member. Later after consultation with the Ministry of External Affairs, the Administrative Reorganisation Committee revised their views and in their 41st Report, submitted in August, 1960, they stated that "owing to the importance and specialised nature of work in the field of diplomacy, the Pakistan Foreign Service should continue to retain its separate entity and should not be merged with the C.S.P.". The record of the Cabinet's decision of the 15th January, 1962, enclosed with your letter of the 17th January, 1962, is worded so as to give the impression that the decision to merge the two Services had already been taken. The Commission, however, has not understood that it was required to assist in the implementation of any decision. It has proceeded upon the basis that the President has sought its views as to how best to deal with the de-orientation as to home affairs which our Foreign Service Officers suffer through spending most of their period of Service abroad.

3. The Commission's opinion is that the requirement, which is genuine and important, that P.F.S. officers should have up to date and thorough knowledge of conditions within their own country is not likely to be achieved either by introducing them to the routine at lower levels of district administration in their initial years, or by requiring them to engage in the general administration at different levels, during their Service careers. While the Foreign Service man must rapidly acquire the poise and finesse required in dealing with his foreign counterparts, of at least equal status, and with foreign citizens of weight and standing, the CPS officer is from the outset confined to exercising authority over subordinates and subjects, seeing few equals around him and only a few superior authorities above him. There is a total differentiation between the attitudes that the diversified requirements and experience develop in these two Services. Again, the main work of the Foreign Service Officer lies in the fields of international politics, *i.e.*, diplomacy, and international economics, *i.e.*, trade, industry and finance. The Commission cannot find that any of the routines with which C.S.P. Officers are familiar can be a suitable training ground for proficiency in either of these two fields. Emphasis in the make up of the successful Foreign Service man is laid initially on his capacity to achieve a sympathetic understanding of, and relationship with, his foreign counterparts, and secondly upon his possessing both a clear concept of the technique of international political and economic relationships, as well as a sound acquaintance with(a) the policies

in these aspects of his own country, and (b) those respects in which his country can best be assisted by the development of relationships with the country to which he is accredited. The first requirement postulates good cultural and public relations background and aptitudes. The other requirement can only be met fully by early introduction to the techniques practised in Pakistan, in the "economic" administration, and by readiness to acquire knowledge of the corresponding techniques in the other country. When this is backed up by a sound up-to-date knowledge of general economic theory and practice, the Foreign Service Officer may be said to have become really useful to his country.

4. The Commission was of the view that such a result cannot be hoped for by de-specialising the Foreign Service. On the contrary, the only hope of success lies in emphasising the specialisation, on rational lines, which might in their opinion, suitably be somewhat as follows :—

- (1) The young Officer, who will already have passed an examination in one or more foreign modern languages, may be posted as attache to the Chief Secretary of a Province, for a period of say three months, and allowed to see papers in all branches as they pass through: in this period may also be included a visit to a District Headquarters, to watch the various agencies, executive, developmental and judicial, at work : he should visit a number of the major developmental projects, of which he will already have seen some papers as an attache in the Secretariat ;
- (2) period of training abroad, as at present in vogue, may follow ;
- (3) thereafter, he should spend two months as an *attache* to each of the Central Ministries of Economic Affairs, Commerce and Industry, seeing in particular the files relating to the areas to which he is likely to be posted ; and
- (4) Throughout this period of nine months, he should receive instruction in, or otherwise imbibe knowledge of the cultural history and current cultural developments in Pakistan, in the major fields of philosophy and the social and decorative arts : this will enable development of mutual respect and understanding with his foreign counterparts.

5. After such an initial training, the young Officer may work abroad for a period of 3 years, in which he should be required to learn a modern language other than that or those in which he has already qualified : the work may begin as an attache gaining acquaintance with a number of activities of the Mission, and after a year or so, he may be appointed 3rd Secretary. The career thereafter would be planned in the Foreign Office, with the proviso that after every term of service abroad, the officer would go through a further course of planned re-orientation at home, during a period of home leave. At a later stage of the career, say when he is of age 45, there should be a major re-orientation coupled with preparation for the higher offices open to the P.F.S., at a Foreign Service Institute of the type maintained by the U.S. Government in Washington. The course would include instruction on the cultural and public relations aspects not only of Pakistan, but also of the region or regions where the officer is likely to spend the balance of his service career.

6. The Commission believes that such a system would ensure that Foreign Service Officers, while gaining in specialised knowledge of, and consequently, in usefulness for, the affairs for which their Ministry is responsible, would at the same time retain up-to-date knowledge of the conditions of social and economic life in their own country, and the handicap arising from their staying out of the country would be then overcome to the greatest advantage of the country.

CHAPTER XV

RAILWAY ADMINISTRATION

(General)

In the sub-continent, the first railways made their appearance in the private sector in the fifties of the last century. Companies were formed in the United Kingdom which were encouraged to build railways in different areas by the grant of certain facilities like free land, a guaranteed rate of interest on the capital and some expectation of profit. A little later there was a brief spell when Government undertook construction on its own but from 1880 there was again a reversion to the older system of encouraging private enterprise. Government reserved the right to purchase the interests of the private companies and some of the systems were acquired. It was from 1925 onwards that a definite policy of state management was adopted. Even then a number of railways, especially branch line railways, remained in the ownership of companies and it was only during the last Great War that the policy of complete public ownership and management finally took shape.

At the time of the Islington Commission's enquiry only three of the main railways in India were being directly administered by Government namely, the North-Western Railway, the East Bengal Railway and the Oudh and Rohilkhand Railway. The various railway systems, although subject to the controlling authority of Government, were administered by their own Boards of Directors. By 1931, according to a special railway commission called the Whitley Commission, 75% of the total route mileage had come to be owned by the Government but only 45% of the total railway system was directly managed by the State.

2. While guaranteeing the return of interest and some profit to the companies, Government had to employ an extensive system of control since the railways were a public utility concern. Government approved the fare and freight rates, carried out examination of books of accounts and financial return and inspected the working of the servants of the companies. The power to fix the routes, the number, the speed and timings of the trains was also reserved. However, in matters such as purchase of stores and recruitment and gradation of staff the Companies enjoyed extensive powers though the government reserved the authority to put a ceiling on the scales of pay and other conditions of service like leave, pension, etc. Certain legal requirements like the "carrier liability" of the railways, and consequently detailed rules about handling of traffic carried by the railways, and provisions about 'safety', etc., also required attention of the government and various enactments were passed from time to time which were finally consolidated in the Indian Railways Act, IX of 1890. After Independence the old Railway Act was adapted and it now forms the basis of the overall management and working of railways in Pakistan.

The powers of the Central Government, as contained in the Act, were initially exercised through the Public Works Department with a Deputy Secretary, in charge of the Railways Branch. Soon a State Railways Directorate came to be established and its Director functioned as the head of the department while in the secretariat a Deputy Secretary in the Railways Branch of the Public Works Department continued. A consulting engineer from the civil engineering side functioned as an adviser. This arrangement did not prove satisfactory and need was felt for having a separate organisation for the overall control of the railways. In 1905 a Railway Board was established in place

of the Railways Branch of the Public Works Department. The Board eventually came to be known collectively as the Railway Department independent of the department of Commerce and Industries under which it was initially placed. However, the Member for Commerce and Industries continued to function as the Railway Member, and was later replaced by a Member with financial and commercial qualifications, and finally by the Member incharge of Communications in 1937. The organisation of the Railway Board also underwent modifications and by 1922 a Chief Commissioner was appointed who was made responsible for arriving at decisions on technical matters and for advising the Government of India on matters of railway policy. He was also empowered to over-rule his colleagues. A Financial Commissioner came to be appointed in 1923 with full powers of the Government of India in matters of expenditure subject to the general control of the Ministry of Finance. There were two other Members on the Board and the Chief Commissioner acted as the Secretary to the Government of India in the Railway Department. In 1924 the railway budget was separated from the general budget and that system continued up to the Partition. The Board was vested with all powers of the Central Government contained in the Railways Act of 1890 and also enjoyed the powers of making general rules under Section 47 of that act.

With the separation of the Railways budget from the general budget of the Government of India the Railway Board, a multiheaded administrative agency in the secretariat of the Railway Department, virtually came to function more or less as an independent unit with full control over its policies, finances and services. The railway inspectorate concerned with the statutory requirements of supervising standards of 'safety' also functioned under the Board. The Board, thus had both a quasi-legislative role under the Act, as well as the administrative function of co-ordination, control and policy determination in respect of which it exercised full powers of Government. With growing 'nationalisation' the nature of control required to be exercised on behalf of Government over company-managed railways underwent a change and its role as the top administrative agency of Government came to be emphasised. The Board and its office continued to work as an integrated self-contained Government department.

3. The railway finances, after the separation in 1924 were administered on commercial principles which required detailed preparation of commercial accounts, balance-sheets, capital and profit and loss accounts, maintenance of depreciation and renewal reserves, etc. Provision was also made for sharing the surplus profits with the Central Government according to a formula. For the administration of railway finances a separate Railway Finance and Accounts Service was set up in 1929 which was responsible for the receipt and custody of railways revenues, and for disbursements made from it (*i.e.*, the treasury function), for the preparation of annual commercial accounts and for their incorporation into Government finance accounts for budgetary purposes. Detailed rules for justifying capital and revenue expenditure according to commercial principles came into operation and the officers of the Accounts Department also functioned as financial advisers. The post of the F. C. in the Railway Board was filled by I.C.S. officers in the beginning though it was not a "reserved" post. By 1940, non-I.C.S. officers came to be appointed as F.Cs.

Thus organised, the railway organisation functioned efficiently and this was recognised when it was envisaged in the Government of India Act, 1935, that a Federal Railway Authority, as a corporate body to which complete responsibility for railway administration, its finances and its services,

was to be entrusted, would be set up. The Central Government was, however, to remain responsible for the requirement of 'safety' and for this purpose it was provided that the Governor-General would make rules in his discretion. The provisions about setting up a Federal Railway Authority did not come into operation because the provisions of 1935 Act never came to be extended to the Centre.

After Independence, the Railway Board continued to function in India. In Pakistan, for various reasons it was decided not to continue the Railway Board and a Directorate-General was set up which functioned as a division of the Ministry of Communications and the railway finances were integrated with Governmental finances. In the 1956 Constitution, the railways were included in the Provincial List but the transfer of the railways to Provinces did not take place. Instead, an Expert Committee was appointed which reported in the matter and finally, a Central Railway Board was established in 1959 on the old pattern and railway finances were again separated. The first separate railway budget was submitted for the year 1961-62.

Under the new Constitution, the railways have again been provincialised. There would now be two separate Provincial Railway Boards which is a recognition of the principle that a multi-headed administrative agency is more suited for railway working. It is not clear whether these Boards would also function as provincial secretariat departments, or as attached departments only. If the success of the organisational form that came to be established in pre-Independence days is to be any guide, we should expect that the Provincial Boards would function as Provincial Railway Departments also. Interposition of a separate secretariat department between the Boards and the Minister does not appeal to us and would be against the general principles of an integrated secretariat, and field departments which should prove more efficient and economical. We also understand that in the sphere of Provincial Revenue Administration, the separate Revenue Departments have been abolished and we, therefore, have no grounds to assume that for railway administration, the same principle would not be applied.

4. The various railway services will also be reconstituted as Provincial Class I Services excepting for the Railway Accounts Service which has been transferred under the Comptroller and Auditor General of Pakistan as a transitional arrangement. Members of Railway Accounts service, working on either railways, would, however, be under the administrative and disciplinary control of the Finance Members in the Provincial Railway Boards, excepting for penalties involving dismissal, removal and reduction for which it shall be necessary to obtain the orders of the President. This decision has been taken in view of the fact that at present the Comptroller and Auditor-General is responsible for the entire accounts work, both of the Provinces and the Centre. It is envisaged that as and when Provincial Accounts Services are set up, the Railway accounts Service may also be decentralised and embodied in the Provincial Accounts Services.

5. Provision has been made also for setting up a co-ordination unit for the railways at the Centre under a Railway Commissioner of the status of Joint Secretary to the Central Government. It was considered necessary to have this central co-ordination unit in view of the fact that the Central Government would continue to perform the following functions in respect of the railways :—

- (i) Negotiations with International organisations and foreign countries, and implementation of agreements with them ;

- (ii) co-ordination of development projects of Railways as a part of the National Development Programme ;
- (iii) standardization and specifications of materials and stores ; and
- (iv) over-all efficiency and safety of Railways.

The present Government Inspectorate of Railways is to be retained in the Centre and will continue to exercise such powers and perform such functions as have been assigned to it under the Railways Act of 1890. The Government Inspector would, however, be required to submit his reports to the Provincial Governments.

The co-ordination unit at the Centre is to function as an attached department of the Ministry of Communications which means that the latter would have a separate secretariat. On the Posts and Telegraphs side the two new Directorate-General are similarly to function as attached departments. In our opinion these offices should function as divisions or branches of the Ministry of Communications instead of as attached offices. That would eliminate the necessity, which would be felt otherwise, of having a separate secretariat establishment, which would be superfluous. In case a separate secretariat establishment is set up we would recommend that posts therein should be filled up from amongst appropriate specialist officers.

6. In the Central Railway Board, the existing organisation is as follows. The Board consists of three members one of whom acts as the Chairman, one as Financial Commissioner and the third as a Member. All are in receipt of emoluments as for Secretaries to Central Government, *i.e.*, Rs. 4,000 as the present members are on pre-'31' pay scales. Below the Members are various Directors incharge of different functional branches like Traffic, Engineering, Finance, etc., who are in receipt of salaries equivalent to joint secretaries to the Central Government under post-'31' scales but in the senior administrative grade in post-'49' scales. Below them are Jt. Directors in some of the Directorates who are in the Junior Administrative Grade and draw a special pay in addition.

All the officers mentioned above, including the Members and Chairman of the Railway Board belong to appropriate Railway Services. The post of F.C. has, however, been included in the Pool. In accordance with our general scheme, the post of F.C. or its successor post, should be encadred in the Railway Accounts Service.

Below the Deputy Directors, there are post of Section Officers some of which are filled by officers of Railway Services and some by Secretariat Service officers. The lower establishment, comprising Assistants and Clerks, also belong to Secretariat Services though there is a provision to fill up a percentage of these posts from the clerical cadres of the Railways. We have dealt with lower Secretariat establishment elsewhere and those recommendations should be equally applicable in their case.

7. For the future the Railway Commissioner would have under him, Directors, Joint and Deputy Directors, etc., in the attached department of which he will be the head. The Railway Commissioner should be placed at least in grade III in P.A.S., Directors in grade II of P.A.S., Joint Directors in Grade I of P.A.S. and Deputy Directors in grade III of Group 'A'. These posts should be filled up from amongst superior

Railway service officers. Since the posts would be in the pre-PAS grade or in the P.A.S. group there should be no difficulty about drawing these officers from the separate Group 'A' cadres when the railways are provincialised.

In the Ministry of Communications, there would also be a Financial Adviser who would be responsible for finance work both in the Ministry as well as in the attached departments including Railways, Posts, and Tele-communications. We expect that the post of Financial Adviser in the Ministry of Communications would be encadred in the Railway Accounts Service.

8. In the Provincial Railway Board, the posts of Chairman and Members are to be filled from amongst Railway Service officers according to the Government decision. It has also been prescribed that the posts of Finance Members would be filled from amongst officers having previous experience of financial administration. We recommend that the posts of Finance Members in the Provincial Railway Boards should be encadred in the Railway Accounts Service. That would be in line with the decision that the posts of other Members are to be filled up from amongst officers of Railway Services.

It has also been decided that the Chairman of the Provincial Railway Board would be in the grade of Secretary to the Central Government and the Members in the grade of Joint Secretaries to the Central Government. The arrangement about filling up these posts as well as the decision about their status is more or less in line with our own thinking and appropriate salary scales in Grade IV and Grade III respectively of the P.A.S. should be extended to the holders of these posts.

9. The two Railway Administrations, which are responsible for operational matters and execution of policies determined by the Railway Board, operate through a number of functional departments whose working is coordinated and controlled in the offices of General Managers. The various departments are virtually self-contained and have their own services. The Superior Railway services were broadly divided into two main groups, called Superior Engineering Service and the Superior Revenue Establishment at one time. The former term applied only to the 'civil engineering' service while the latter included various other service cadres like Traffic, Loco, carriage and wagon (in the Mechanical Department), Electrical, Signal and Stores etc. Apart from that there was the Railway Accounts Service organized as a separate self-contained service. After Independence the two main groups of services in the Railways that have come to be organized are known as (i) the Pakistan Railways Service of Engineers and (ii) the Pakistan Railways Transportation (Traffic and Commercial) Service. The former is not a unified service. In fact the superior services in the civil Engineering Department, the Motive-power and Mechanical Engineering Department, the Electrical Engineering Department, the Signal Engineering Department and the Stores Departments, all of which employ engineers distinctly specialised, have their own separate cadres. The rather generalised use of the term 'service' on the Railways connotes unified management, and unified conditions of service, etc., but there is not, and cannot be, any inter-transfer from one specialised cadre to another specialised cadre. Each of these cadres can be referred to as a distinct service and in fact under our scheme they would each separately form a distinct Group A service. We have dealt with each department and their superior services and "other establishment" in detail in the following chapters. However, we would

like to point out that after provincialization the superior or Group A Services in the various departments (excepting Railway Accounts Department) would each split up into two and function as separate Provincial Services. But, in accordance with our scheme of centralized management, from the pre-P.A.S. stage onward, there would be integration and unification at the higher levels, as it should be made possible from that stage to move officers from Group A service in one Province to the appropriate Group A service in the other Province.

10. As the Railway administration was developed in an exclusive and self-contained manner the Railway services also retained their exclusive character and evolved their own rules and regulations. We do not think there is any justification for this arrangement, now that uniform pay scales and terms and conditions are being prescribed by us for railway men. Railway services should be treated at par with other civil services in all matters including centralised personnel management. We have recommended in the relevant chapter that railway servants should be treated at par with others in the matter of leave travel facilities by curtailing their privilege passes and P.T.O.s., which was one of the reasons why their pay scales were different from *i.e.*, lower than those of comparable categories.

11. One of the results of the earlier separation of control and management of railway services *vis-a-vis* other Central Government or Provincial services has been that the grade structure, and at one time the pay scales, of railway servants developed differently from those of other civilian services. We have mentioned earlier that in spite of the fairly extensive control exercised by the Central Government over various railway companies the latter enjoyed powers to fix their establishments and their pay scales. The result was that there was a great diversity in gradation and emoluments of railway personnel. Moreover, the railway staff were traditionally undergraded partly for the reason that some of the companies had their headquarters in Scotland and partly for the reason that the railways have always been regarded as a public utility service. There has always been a great hue and cry when fares and freights are to be increased and these, therefore, never kept pace with the rising costs of railway operations. The need to make sizeable contributions to the general revenues in order to strengthen the financial position of the Central Government was also regarded as a primary objective. The pay scales were kept lower than those of comparable categories in other civil departments partly to off set the advantage, the railway servants had in getting privilege passes and P.T.Os. In consequence, the railway staff have therefore been undergraded and underpaid. We find that a system has grown up under which throughout there is a very heavy dependence on low quality unskilled staff. The supervisors and the officers who have always been appointed in very small numbers mainly for reasons of economy, which had the result of throwing comparatively greater burden on them, nevertheless came to be treated according to uniform general standards as these came to be applied. At one time the upper Class III salaries and salaries of the officer class were somewhat better, but in the period of the great depression when the low post-'31' scales were introduced there was a general levelling down and the higher class III staff on the railways were also made subject to the overall ceiling of Rs. 400. Thus Foremen in railway workshops, supervising hundreds of workers, Station Superintendents, and other officials with huge responsibilities were reduced to very low emoluments. The maximum of post-'49' scales for Class III staff was raised to Rs. 500 and the position of the upper Class III subordinates on the railways also improved to some extent but their status and emoluments have never been commensurate with the responsibilities entrusted to them. The following table which

shows the comparative position of some of the upper Class III staff, and officers, would make the position clearer, especially when it is kept in view that the number of posts at these levels is astonishingly low. A Divisional Superintendent is required to supervise the working of fifteen to eighteen thousand staff in a jurisdiction which spreads sometimes over two or more administrative divisions is at present in the junior administrative grade and the General Manager of the P.W.R. with a lakh and a half employees under him and a budget of about Rs. 50 crores is in receipt of emoluments only slightly above those of a joint secretary to the Central Government.

Category	Scale of Pay		
	*Pre-1931	Post-1931	Post-1949
	Rs.	Rs.	Rs.
I. RAILWAYS			
(a) <i>Non-gazetted.</i>			
Foreman ..	675—25—700	400	
P. W. I. ..	625—25—675	400	
Station Superintendent }	650	400	230—500
(b) <i>Gazetted I.</i>			
(i) Junior Scale. ..	300—50—850 (NTT)	300—25—500	300—850
	375—50—975 (Techi)	350—25—500	350—850
(ii) Senior Scale. ..	550—50—1,200	750 ; 850 ;	600—1,150+ 50 T.P.
	625—50—1,375 }	950 ;	in Technical services.
	{ 1,500—60—1,850 }		
	{ 1,750—100—1,950 }	1,300	1,400
(iii) Junior Administrative posts*	{ 1,750—100—2,150 }		
	{ 1,950 }		
	{ 2,150 }		
(iv) Senior Administrative (Heads of Departments)*	{ 2,000—125—2,500 }	{ 1,750 ; 1,950 }	{ 1,700+100 T.P. in Technical Services.
	{ 2,500 }	{ 2,000 }	
	{ 2,500—125—2,750 }	{ 2,500 }	
	{ 2,750—125—3,000 }		
(v) General Manager ..	3,500	3,500	2,250
*(+ Special overseas pays according to different slabs in cases of the Europe-recruited officers.)			
II. RAILWAY BOARD			
(Sectt. posts excluded).			
(a) Deputy Directors*	Senior Scale pay plus Special pay of Rs. 250.	1,000	600—1,150+ 250
(b) Joint Directors* ..	Pay in Junior Admin. grade*+ Rs. 250.	1,300+ 250	1,400+ 250.
(c) Directors* ..	2,500—100—3,000	2,250	1,700+ 100 T.P. in Technical Services.
Members, F.C.R. ..		4,000	2,500
Chairman, Railway Board	4,000	4,000	2,500

12. We have been impressed by the fact that the middle supervisory railway staff and the officer class carry a much heavier work-load than similar staff and officers in other departments. They are required to supervise the work of lower Class III and Class IV staff whose number is usually 5 to 10 times greater than the number of staff supervised by upper subordinates and officers in other departments. This would be clear from the fact that there are only about 400 Class I and 250 Class II officials on both the railways and about 500 upper subordinate drawing salaries above Rs. 400 ; and 1,300 such subordinates drawing salaries between Rs. 300 to Rs. 400. It is to them that the supervision of the work of a large army of about 35,000 lower class III staff and about 140,000 Class IV staff is entrusted. In the Provincial Government of West Pakistan where the total number of employees is only about 20% greater the number of Class I officers is 2,900 of Class II officers about 5,800 and of upper subordinates about 3,000. Even conceding that there is a difference in the nature of work, the magnitude of difference in the 'span of control' cannot be explained excepting in terms of traditional under-grading.

In our view it is essential that the middle and the higher ranks in the railway cadre should be greatly strengthened both by increasing the number of officials in these ranks as well as by drawing upon better qualified educated and trained staff. In our detailed recommendations which follow we have tried to indicate to some extent how the desired results should be achieved and we expect that it would be possible to bring about necessary improvement within a comparatively short time if the lines indicated by us are adopted and followed. We also consider it essential that greater induction of better educated and trained staff should take place in what now constitute the upper Class III and Class II levels. We have noted that on the railways the tendency is to fill up the posts in all these ranks almost entirely through promotion excepting, to some extent, in the technical departments. It is necessary that in the new Group C and Group B cadres, which would replace the existing upper Class III and Class II ranks, there should be a much greater element of better qualified direct recruits to help in providing appropriate underpinning for the superior Group A services which should also be strengthened by greater expansion. We hope that the somewhat better salaries we are recommending will provide the necessary fillip to recruitment.

13. We have also been struck by the fact that while the operations and the revenues of the railways have expanded very greatly, expansion in the staff has not been at all in proportion. It is possible that one of the reasons for this development is that spare capacity is being better utilized. But we think that there certainly has been an increase in the work-load of the staff. Further, we understand that the railways are engaged on a large programme of modernization in order to improve the existing operational capacity to cope with the rapidly increasing traffic. So far the strain has been carried, most creditably, by staff which is admittedly under-qualified. But giving honour where it is due, and an appropriate recognition in the shape of extended avenues of promotion, which we are providing, the modern necessity clearly is for staff of better calibre, thoroughly trained and equipped, to be utilized more and more, if the projected improvements are to be assimilated within the system efficiently and rapidly. The days of relying heavily on unskilled and semi-skilled staff are definitely over. Viewed in this light the reasons for our recommendations, involving greater induction of better qualified and trained staff at the middle and upper levels, would probably be better appreciated and would be more readily acceptable. The strengthening

of the middle and superior ranks should not throw an unbearable financial burden on the railways. We find that the net earnings of the railways have improved from 4.7 crores in 1948-49 to 14.7 crores, in 1960-61. The number of posts during this period increased only by about 6% and the cost of the establishment by about 71%, mainly, we presume, on account of the revised pay scales introduced from 1949. An increase in the number of the middle and higher supervising staff such as seems fully warranted by the numbers mentioned above and justified by requirements of efficiency, would certainly not upset the railways financially, when net earnings are so satisfactory. In due course, this improvement would also result in comparatively less increase in the number of unskilled and semi-skilled staff and on the whole the railway personnel administration would have entered a phase of modernization which would more appropriately match its projected programmes.

(i) GENERAL MANAGEMENT AND MINISTERIAL STAFF

14. The two Railways function independently each under a General Manager. The Railway Board provides the co-ordinating agency in the Central Secretariat. According to a recent decision about provincialization of the Railways, two separate Boards, one in each Province, is being constituted and, in addition, there would be a small co-ordinating office at the Centre which will function as a Division of the Communications Ministry.

In the Central Railway Board the superior charges were held by Railway officers of various departments, like Engineering, Transportation, etc., on a deputation basis. The lower Secretariat staff organised on the lines of the main Secretariat, included a percentage of persons recruited from the field staff of the Railways. The same pattern will presumably be adopted or followed in the organization of Provincial Railway Boards. We have dealt with secretariat organization separately and our recommendations should apply to the organization of Provincial Railway Boards equally.

15. On the two Railways the work of various departments is co-ordinated in the headquarters offices, under a General Manager, and in the 'divisions', under Divisional Superintendents, on the P. W. Railway. On the P. E. Railway there is a 'district system' which means that the lines of authority in respect of different functional departments run in parallel from the headquarters to the respective district officers. It is understood that a decision is likely to be taken soon to introduce the divisional system on the P. E. Railway also. Below the divisions there are sub-divisions in which offices of various Railway departments function separately and report to their opposite numbers in the divisional headquarters.

In other words, on the P. W. Railway, apart from the headquarters office the divisions provide a lower level of 'co-ordination' for the working of the different Railway departments mainly for 'operational' and administrative purposes. Responsibility for technical matters vests in each functional line. The General Managers, their Deputies, and, on the P. W. Railway, the Divisional Superintendents are regarded as "general administrators". The posts held by them are referred to as "general" posts and are filled, on a tenure basis, by selection from amongst officers belonging to various departments."

16. Both in the headquarters office and in the divisions there are separate offices of various departments. The "officer" charges in these offices are held by specialist officers belonging to the various departments. The ministerial establishment is organized into separate cadres at the lower levels but forms one integrated cadre at the higher level (the pay scale of Rs. 125—225 forming the line of demarkation broadly). The lower ministerial staff in the divisions is also organized into distinct cadres according to each department. The ministerial staff in the sub-Divisions are encadred with the lower ministerial staff of each department in the divisions.

17. While the cadres are separately organized a special feature of the railway administration is that all staff, ministerial or field workers, are centrally managed by a Personnel Department. In the headquarters of both the Railways there are posts of Deputy General Managers (Personnel), assisted by other Personnel Officers, and separate ministerial staff, for dealing with personnel matters. Personnel officers are also posted to the divisions and deal with 'establishment' matters in respect of staff of all the departments. They are directly responsible for the lower cadres which are organized on a divisional basis. The higher cadres are centrally managed by the headquarters Personnel Department.

18. With this brief background we now proceed to deal with the posts of officers known as "general" posts and would thereafter deal with ministerial establishment and the personnel organization.

19. The General Managers are assisted by Deputy General Managers of which there are generally two, one dealing with personnel matters, and the other with miscellaneous duties including the works programme. In respect of other matters the heads of various departments report direct to the General Manager. The two posts of Deputy General Managers are in the Junior Administrative Grade, and the original recommendation of the Railway Administration was that both should be upgraded to the Senior Administrative Grade. The functions of the two posts vary considerably in importance and scope. The Deputy General Manager (Personnel) exercises delegated disciplinary and other powers of the General Manager over most of the Railway personnel, and, in addition, is responsible for the Railway code, for the management of establishment matters for the welfare of workers, and all matters pertaining to labour administration. His place is appropriately in PAS Grade I. The Deputy General Manager (Works) is an Assistant to the General Manager, who holds administrative charge of the Headquarters office, and has along with other less important duties, the task of collating the works programme and the plans for development to be placed before the General Manager. His functions do not, in our opinion, rate sufficiently higher for inclusion of the post in the PAS and we would accordingly place the Deputy General Manager (Works) in the pre-PAS Grade. It would be necessary to differentiate the designations of the two posts, to adapt to the new gradation. The Deputy General Manager (P) may be re-designated Chief Personnel Officer. The Railway Administration as also recommended that posts of Divisional Superintendent, at present in the junior administrative grade, should be upgraded in view of the nature of work and responsibilities devolving on these officers which have grown considerably in magnitude and importance. This post is in fact, a very suitable avenue and training ground for capable specialist officers rising from posts of Deputy Principal Officers to posts of Principal Officers and eventually General Manager. We agree with this suggestion.

also and recommend that the posts of Divisional Superintendents should be placed in grade I of the P.A.S.

20. In the light of the foregoing our recommendations about grades and salary scales, which should be applicable to 'general' posts, are as follows :

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts		
	PWR	PER			PWR	PER	
				Rs.			
				PAS			
Divisional Superintendents	..	6	—	I	2,000—100—2,500	6	—
Deputy General Manager	..	2	2	I	2,000—100—2,500	1	1
General Manager	..	1	1	III	3,000—100—3,500	1	1

21. The other posts are dealt with below in ascending order. The existing position of class IV establishments in the headquarters offices and divisional offices is shown below :—

Categories	Existing emoluments including D.A.		No. of Posts	
	PWR	PER	PWR	PER
Rs.				
Peons, Sweepers, Chowkidars, etc. ..	..	..	61—65	897 894
<i>Heavy Workers :</i>				
Coolies, Labourers, etc. ..	..	..	66—70	282 —
Jamadars and Labour Jamadars ..	..	..	66—70	43 —
			71—75	4 —
			73.50—77.50	
Peon Jamadars, Daftaries, etc. ..	..	..	71—78	68 38
R/Sorters, Book Binders, etc. ..	..	..	73—99	128 151
R/Sorters, and Liftmen, etc. ..	..	..	99—119	90 —

22. The grades and salary scales recommended for these are as follows :

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER

GROUP ' F '						
				Rs.		
Peons, Sweepers ..	} 897	894	Training	60 fixed	(As per requirement.)	
Chowkidars ..			I	65—1—80	707	536
Coolies ..	282	—	II	75—1—85	472	358
Jamadars of Peons, etc. ..	47	?	III	85—1—95	47	(Actual Number)

GROUP ' E '						
				Rs.		
			Training	70 fixed	(As per requirement.)	
Daftaries ..	} 68	38	I	75—2—105	143	94
Liftmen ..			II	90—3—120	86	57
Book Binders ..			III	110—3—140—5—150.	57	38
R/Sorter, etc. ..	90	?				

23. The existing position in respect of ministerial cadres is as given below :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Rs.			
<i>Miniserial cadre :</i>			
(i) Lower Clerical Cadre, Clerks	99—160 114—198 114—280	2,061* 1,733 25	2,017 534 1
(ii) Sub-Heads in Hd. Qrs./Divisional Offices and Head Clerks in District and Subordinate offices.	160—218 211—310	629+ 252	325+ 117
(iii) Section Superintendents	240—356 260—379	99‡ 8	2 54
(iv) Office Superintendents	285—483	21	—
(v) Senior Superintendents	285—573	2	21

*Including 41 Number Takers.

+Including Cypher Clerks and Allocators.

‡Including Cypher Inspectors, Pass and Statistical Inspectors and Estimate Checkers.

24. These categories should be fitted into grade D. & C. of our general scheme as follows:—

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP ' D '						
				Rs. 100 fixed	Training (as per requirements).	
Clerks }	3,577	2,435	I	110—4—150—5— 175	2,233	1,440
Clerks }			II	150—5—185—10 225.	1,345	995
Sub-heads and Head Clerks ..	881	442	III	225—10—295— 25/2—370.	705	354
			IV	375—25/2—450	176	88
GROUP ' C '						
				200 fixed	Training (as per requirements).	
Section Superintendents ..	107	56	I	250—10—300— 15—450.	72	37
			II	350—15—500	35	19
Office Superintendents ..			III	500—20—700	15	14
Senior Office Superintendents }	23	21	IV	650—25—850	8	7

25. *Personnel Department.*—Class I officers dealing with personnel matters are mainly drawn from the cadre of Transportation and Commercial officers at present. They should continue to be so drawn from that cadre on deputation on a selective basis from amongst officers who may have received special training in, or possess better knowledge of, establishment matters, till such time as separate workable cadres can be formed for this Department.

Some special categories of Class III establishment dealing with welfare and personnel matters, at present organised as distinct cadres, and the lower gazetted charges, concerned with personnel administration, which are filled on selection basis both from the ministerial staff and Class III personnel cadres need separate consideration. The present position in respect of this staff is as shown in the table below:—

Welfare Assistants and Inspectors Cadre :

(i) Welfare Assistants	166—280	11*	2
(ii) Junior Welfare Inspectors	240—356	25†	8
(iii) Welfare Inspectors	285—483	3	3
Personnel Inspectors.		—	2
(iv) Senior Welfare Inspector and Labour Wardens. ..	285—513	6	—

*Including Lady Welfare Worker.

† Including Personnel Inspector in each grade.

These cadres should be placed in Group 'C' as shown below. For direct recruitment to these cadres suitable qualifications in social welfare or public administration should be prescribed :—

Categories	Existing No. of Posts		Group and Grades	Proposed Pay Scale	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'C'						
				Rs.		
				200 fixed.	Training (as per requirements).	
Welfare Assistants	11	2	I	250—10—300 15—450.	*24	6
Junior Welfare Inspectors	25	8	II	350—15—500	12	4
Welfare Inspectors	3	5	III	500—20—700	6	3†
Senior Welfare Inspectors	6	—	IV	650—25—850	3	2†

*Including 1 Lady Welfare Worker.

† Including 1 Personnel Inspector in each grade.

26. The lower gazetted service officers dealing with personnel matters are only a hand-full, at present 10 on P.W.R. and 6 on P.E.R. It is recommended that the existing arrangements for promotion to lower gazetted charges, to be re-organized into Group 'B', from ministerial staff and Class III cadres doing personnel work should be continued because the cadres are very small and direct recruitment into Group 'B' may not be workable. However, it is a matter which will be for the railway administration to decide but it would be necessary that the minimum qualifications for promotion or recruitment to Group 'B' should be scrupulously followed and entrants to this group should be required to possess a degree in Social Welfare or Public Administration.

As for isolated and miscellaneous posts with which we have not been able to deal specifically, we have no doubt that the Railway Administration will be able to adjust them, within the new structure on the basis of equivalence with similar posts in other departments, or of equivalence of qualifications, as the case may be.

(ii) RAILWAY ENGINEERING DEPARTMENT

27. This department is primarily responsible for (i) Permanent Way (Track), (ii) Works (construction of Railway building), (iii) Bridges, (iv) Signal, and (v) Block-works. It also maintains small workshops for mechanical work. The structure of this department also has the same general four-fold classification of services and posts into Classes IV, III, II and I, as found elsewhere.

1. Class IV Establishments :

The existing Class IV establishment may be divided into :—

- (i) Unskilled staff,
- (ii) Semi-skilled staff,
- (iii) Skilled staff including mistries.

28. The unskilled staff include sweepers, watermen, gatemen, chowkidars, coolies, beldars, gangmen, bhishties, etc. They are recruited on local basis generally from illiterate staff of good physique. Their cadres are organised on the following basis :—

Categories	Existing emoluments including D.A.	Sanctioned No.	
		PWR	PER
Rs.			
<i>Light Workers :</i>			
Sweepers, Peons, Watermen, etc.	61—65	263	289
<i>Heavy Workers :</i>			
Coolies, Beldars, Gangmen, etc.	66—70	23,332	8,061
Jamadars of Coolies, etc.	71—75/77.5	2,991	667

These cadres should be reconstituted into Group 'F' cadre in the Commission's scheme. It is proposed to distribute this lot in the new scheme as under :—

Categories	Existing No. of Posts		Group and Grade	Pay Scale proposed	Numbers	
	PWR	PER			PWR	PER

GROUP 'F'

				Rs.			
				Training	60 fixed.	(According to requirements).	
All unskilled Categories	23,595	8,350	}	I	65—1—80	14,157	5,010
				II	75—1—85	9,438	3,340
Jamadars	2,991	667		III	85—1—95	2,991	667

29. The Semi-skilled group includes a few categories peculiar to the department, e.g., P. W. Mates, Head Survey Khallasies, Bridge Khallasies, etc., and a series of industrial categories, such as, Carpenters, Fitters, Turners, Black-smiths, etc. Generally no direct recruitment is made in the semi-skilled categories, and the unskilled heavy workers acquire some working knowledge indirectly through normal association with the craftsmen, and enter semi-skilled jobs after passing trade test prescribed for each profession.

The present position of Semi-skilled categories is shown below :—

Categories	Existing emoluments including D. A.	No. of Posts	
		PWR	PER
Semi-skilled workers	71—78	688	560
	73—99	1,132	650

Group E of the Commission's scheme would cover this lot. Consequently, 60% of posts (or a suitable number as may be determined by Railway Administration) are to be filled in the future by direct recruitment of persons possessing literacy up to primary standard or corresponding vocational training. The balance 40% posts would be filled by selective promotion from Group F. Subject to these considerations, their distribution should be as shown below :—

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'E'						
				Rs.		
				70	Training (as per requirements).	
All Semi-skilled workers	1,820	1,210	I	75—2—105	910	605
			II	90—3—120	546	363
			III	110—3—140—5—150	364	242

30. The "skilled" categories include the general industrial categories some of which like carpenters and blacksmiths are also included in semi-skilled group, and also few typical categories peculiar to the department, e.g. Steam Road-Roller Driver, Motor Trolley Driver, Plumbers, and Serange, etc. Unlike the system in vogue in mechanical department, there is no apprenticeship scheme for this group and induction is normally by two channels, viz. :

- (a) generally by promotion from semi-skilled categories after passing trade test, and,
- (b) casually by direct recruitment from open market on local basis.

These categories are employed on various pay scales as given below :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
	Rs.		
Skilled Artisans	99—119	1,235	893
	99—139	1,119	3
	107—139	32	—
	114—160	—	155
Mistries	124—160	100	13
	139—171	12	—
	114—198	21	—
	147—198	10	12
	166—260	—	1

In addition to the above posts, there are a few other posts, at present classified as Class III, which have emerged either from the skilled group, or as a result of direct recruitment of staff, as shown below :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Journeymen	139—198	3	— (Promoted from Mistries and skilled artisans).
Block Maintainers	Do.	57	—
Junior Chargemen	166—280	10	1

The Journeymen get promoted, in due course, as Junior Chargemen whereas the Block Maintainers fall in the line of promotion of Assistant Block Inspectors (Rs. 125—225).

The following grade structure and pay scales are recommended for "skilled" workers :—

Categories	Existing No. of Posts		Group and Grades	Pay Scales proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'D'						
Rs. 100 Training (as per requirements).						
Skilled Artisans	2,386	1,051	I	110—4—150	1,193	525
and Mistries	143	26	II	150—5—175	716	315
				150—5—185—10—225	580	230
			III	225—10—295 (Amended).	40	7
Block Maintainers, Journeymen, and Junior Chargemen.	70	1	III	225—10—295—25/2—370.	70	1*

*As diminishing cadre.

II. Class III Establishment :

31. Apart from the ministerial cadre which would be dealt with along with the staff of the Administration Department, the Engineering Department has a number of cadres each consisting of Assistant and Inspectorial charges and each having its own prescribed channel for promotion. The point of entry in these cadres is the post of Assistant Inspectors in the

existing grade of Rs. 125—225 ; generally through recruitment of 'B' Class diploma holders, or through apprentices recruited with an intermediate certificate and given practical training of varying duration lasting from 1 to 3 years on the Railways. Twenty to thirty three per cent of the posts are also reserved for selective promotion of staff from the appropriate lower cadres. There is some amount of disparity in the procedure and percentages for direct recruitment and promotions on the two railways which would be rationalised in the light of Commission's scheme.

32. The various cadres of Inspectors should be placed in Group 'C' as described hereunder :—

(a) *Permanent Way Inspectors' Cadre :*

Their existing cadre is as under :—

Categories	Emoluments including D.A.	No. of Posts	
		PWR	PER
A.P.W.I.	166—280	187	35*
P.W.I. Grade I	240—356	74	21**
P.W.I. Grade II	285—573	35†	9
Superintendent Creosoting Plant	513—573	1	—

*Including 1 Plan Inspector.

**Including 1 Superintendent Sleeper Treating Plant.

† Including 1 Superintendent Track Depot.

This group is responsible for laying and maintenance of Track, level crossings and fencings.

The Superintendent Track Depot is responsible for supply of Track material and general supervision of Track Depots, and the Superintendent Creosoting Plant supervises the working of Creosoting plant where wooden sleepers are treated and seasoned. Both these posts fall in the line of promotion of P. W. Is.

33. The following grade structure and pay scales are recommended. A slight departure has been made from the general scheme inasmuch as the general Grade III in Group 'C' has been split into two grades (called III and IV) within the salary range of the general Grade III.

Categories			Existing No. of Posts		Group and Grades	Pay Scales proposed	No. of Posts		
			PWR	PER			PWR	PER	
GROUP 'C'									
Rs.									
200 fixed.									
							Training (according to actual requirements).		
Assistant P.W.Is.	..	..	187	35	I	250—10—300—15—450.	187	35	
P.W.Is. (Grade I)	..	..	74	21	II	350—15—500	74	21	
P.W.Is. (Grade II)	.	..	35	9	III	500—20—700	24	6	
P.W.Is. (Grade III) and Superintendents. (Track and Creosoting).			1	—	IV	650—25—850	12	3	

(b) *Inspector of Works cadre :*

34. This cadre is constituted as shown below :—

Categories	Existing emolument including D.A.	No. of Posts	
		PWR	PER
Surveyor	166—280	5	—
Assistant Inspector of Works	240—356	111*	44
Surveyor	240—356	2	—
Inspector of Works Grade I	285—483	47	21
Inspector, Water Supply	285—573	2	—
Inspector of Works Grade II	285—573	28	10

*Including 2 Estate Inspectors.

The duties of this unit comprise the execution of structural works according to specifications ; maintenance of all service and residential buildings, roads, bridges, platforms, sheds, and water supply arrangements, etc.

35. The following grade structure and pay scales are recommended for this cadre. A slight departure has been made from the general scheme inasmuch as the general grade III in Group 'C' has been split into two grades (called III and IV) within the salary range of the general grade III.

Categories	Existing No. of Posts		Group and Grade	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'C'						
Rs.						
200 fixed.						
					Training	(according to actual requirement).
Surveyors	5	—	I	250—10—300— 15—450.	5	—
Assistant I.O.Ws.	111	44			111	44
Surveyors	2	—			2	—
I.O.Ws.	47	21	II	350—15—500	47	21
I.W.O.	—	—			—	—
Inspector Water Supply	2	—	III	500—20—700	20	6
I.O.W.	28	10	IV	650—25—850	10	4

(c) *Bridge Inspectors' cadre :*

36. This unit maintains railway bridges. The existing cadre is constituted as follows :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Assistant Bridge Inspector	166—280	20	4
Bridge Inspector	240—356	13	2*
Do.	285—573	5	1

*Including 1 Echo-sounding technician.

37. Keeping in view the considerations mentioned above regarding cadres of the Inspectors of Works, etc. the following structure and pay scales are recommended for the Bridge Inspectors :—

Categories	Existing No. of Posts		Group and Grades	Pay Scales proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'C'						
				Rs. 200 fixed	Training (according to actual requirement).	
Assistant Bridge Inspectors	20	4	I	250—10—300— 15—450	20	3
Bridge Inspector	13	2	II	350—15—500	13	2
Do.	5	1	III	500—20—700	3	1
			IV	650—25—850	2	1

(d) Block Inspectors' cadre | Signal and Interlocking Inspectors cadre :

38. This cadre is as under :—

Categories	Emoluments including D.A.	No. of Posts	
		PWR	PER
Assistant Block/Assistant Signal and Interlocking Inspector.	166—280	10+6	12
Block Inspector/Signal and Interlocking Inspector	240—356	7+10	6
Block Inspector /Signal and Interlocking Inspector	285—573	4+5	1

The duties of Block Inspectors as also of the Signal and Interlocking Inspectors are to overhaul and test control miniature frames, handle new construction and remodelling works and inspection of all the Block and Signal gear. On the P. E. Railway there is no category of Block Inspectors and their duties are entrusted to Signal and Interlocking Inspectors.

39. We propose the following grade structure and pay scales for this cadre. Here again the same observations as are made in respect of

cadres at (a) and (b) above would apply so far as grades III and IV are concerned.

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'C'						
Rs.						
Assistant, Block Inspector	10+6	12	I	250—10—300—	10	9
Assistant Signal Inspector				15—450.	10	
Block Inspectors ..	7+10	6	II	350—15—500	7	6
Signal Inspectors ..					6	
Do.	4+5	1	III	500—20—700	3	3
Do.					4	
Do.					1	1
Do.					1	
			IV	650—25—850		

(e) *Civil Engineering (Workshop) cadre :*

40. The Civil Engineering Workshops are separate units mainly for Signals and the Bridge Works. The cadre position is as under :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Assistant Chargemen	166—280	7	2
Chargemen (Assistant) Foreman on PER)	240—356	16	1
Do. Grade I	285—450	2	—
Do. Grade II	450—513	4	—
Do. Grade III	513—573	2	—
Foreman (on PER)	285—573	—	2

Recruitment to the Cadre is made at the lowest level from amongst diploma holders. A percentage of the lower posts are also filled by promotion of the staff in the lower cadres.

We recommend that these cadres should be merged with similar cadres of the Mechanical Department.

III. Lower Gazetted Service :

41. At present, there are 22 posts of Class II officers on the P. W. Railway in grade Rs. 250—750 and 10 on the P. E. Railway. This cadre is filled by promotion of selected staff from upper non-gazetted supervisory positions. Class II charges are interchangeable with, and identical to, Junior Time scale charges in Class I service. It is felt that in order to feed Group A in the future there should be a properly constituted group with appropriate qualifications. For this purpose direct recruitment to this new Group B shall have to be made from Engineering Graduates. Promotions from Group C would be permissible according to our general

scheme. Consequently, the L.G.S. should be abolished, and 22 posts on PWR and 10 on PER merged in Group 'B'. The number of posts to be allocated to various grades in Group B may be determined by the Railway Administration.

IV. Group A and PAS :

42. These groups would replace the present Class I charges. The present cadre is constituted as under :—

Categories	Emoluments including C.L.A.	No. of Posts	
		PWR	PER
Junior Time Scale Charges	414—950	60	14
District Charges	735—1,315	34	11
Deputy Charges	1,540	7	3
Head of Department	1,950	2	1

The following cadre and pay scales are recommended for these groups :—

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of posts	
	PWR	PER			PWR	PER
GROUP 'A'						
J.E.G.						
Junior Time Scale	60	14		400—50—700	60	14
C.E.S.						
District Charges	34	11	I	900—50—1,200	34	11
				—EB—50—1,300		
			II	1,300—50—1,500		
				—EB—50—1,600.		
Deputies Charges	7+1	3+1	III	1,500—100—2,000.	7+1	3+1
P.A.S.						
(Including Dy. GM/W)						
Head of Department	2	1	II	2,500—100—3,000	2	1

(iii) MECHANICAL AND ELECTRICAL DEPARTMENT

43. The existing classification grade structures and pay scales in the department is as follows :—

I. Class IV Establishment :

This class covers the following categories—

- (a) Un-skilled workers and their supervisors (Jamadars etc.).
- (b) Semi-skilled workers,
- (c) Skilled workers (artisans), and,
- (d) Mistries.

44. The detail of these staff is as follows—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Rs.			
(a) Unskilled :			
(i) Peons, Sweepers and other <i>light</i> workers	61—65	1,451	590
(ii) Coolies and other <i>heavy</i> workers	66—70	13,048	5,156
(iii) Cooly Jamadars etc.	71—75 to 73.50—77.50	25	5
(b) Semi-skilled workers	71—78	4,980	2,736
	73—99	5,756	1,993
(c) Skilled artisans	99—119	7,577	4,892
	99—139	5,732	14
	114—160	—	2,174
	114—198	88	9
(d) Mistries	114/124—160.	432	208
	139—173	223	—
	147—198	234	139
	166—260	—	99

45. Un-skilled staff are recruited on local basis. There is no interchangeability between light and heavy workers. Heavy workers rise to semi-skilled positions as a result of selective trade tests. There is no direct recruitment to the semi-skilled group, and the cadre carries two grades of 38—45 and 40—60. The next stage of direct recruitment is to the lowest skilled grade. There are three sources from which staff are drawn for skilled cadres :

- (i) direct recruitment on passing a prescribed test ;
- (ii) absorption of the "trade apprentices" on successful completion of 4 years' training in railway workshops ; and
- (iii) by promotion of the existing semi-skilled staff on the basis of selective trade tests.

The skilled trades generally have two grades : 60—80 and 60—100 on the P. W. Railway and 60—80 and 75/120 on the P. E. Railway.

While direct recruitment is from amongst persons possessing the prescribed qualifications the system of "trade" apprenticeship needs some explanation. This system is in vogue on the railways since before Independence. Bulk of the Trade apprentices are recruited from amongst sons and other near relations of railway employees, who are given 4 years theoretical and practical training in railway workshops. Generally, this group is available in the Mechanical and Electrical departments. The minimum qualifications laid down for recruitment as a trade apprentice is literacy in English up to class VIII standard.

Mistries exercise supervision over the skilled artisans and other staff in their respective units. They also serve as intermediaries between workers and higher supervisory levels, viz., Chargemen and Foremen etc., and as such, are required to possess a thorough back ground of their work. They rise from skilled artisans on the basis of seniority and trade test. There are 3 to 4 grades of Mistries although the nature of responsibility is the same in all grades.

The top grades of Mistries, viz., 110—150 (PWR) and 125—205 (PWR) are not identical.

For further promotion of mistries, on the PER, there is also a reservation of 20% of vacancies in the cadre of Junior Chargemen—first level supervisory posts in the existing class III establishment. On the PWR, there are posts of Jr. Chargemen which are filled solely by promotion of Mistries while those directly recruited are called Assistant Chargemen. The main source of recruitment for the supervisory ranks is from 'B' class diploma holders.

According to our classification scheme, the present class IV services shall be replaced by Group F ("un-skilled" workers) and E ("semi-skilled" workers). In this department the "skilled" workers who have been treated as class IV, but who are equivalent to lower class III staff by virtue of their emoluments and qualifications should be placed in Group D.

46. The class IV establishment of this department should be classified in future as indicated in the table below :—

Categories	Existing No. of Posts ¹		Group and Grade No.	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'F'						
Rs.						
(i) Peons, Sweepers, Coolies, etc.	14,499	5,746		60 fixed.	Training (As per requirements).	
			I	65—1—80	8,699	3,448
			II	75—1—85	5,800	2,298
(ii) Jamadars, etc.	25	5	III	85—1—95	25	5
GROUP 'E'						
70 fixed.						
Training (As per requirements).						
(iii) Semi-skilled staff Assistant Carpenters, Hammermen, Assistant Black-Smith, etc. etc. and All Drivers of vehicles of various sorts.	10,736	4,729	I	75—2—105	5,368	2,364
			II	90—3—120	3,221	1,419
			III	110—3—140—5—150.	2,147	946

¹The number of skilled staff shown in Group 'D.' should be re-adjusted to exclude Drivers of all Vehicles. They should be included in Group 'E.' and placed in grades II and III in the ratio of 2 : 1.

Category				Pay Scales proposed		No. of Posts	
						PWR	PER
GROUP ' D '							
				100 fixed.		Training (As per requirements).	
(iv) Skilled artisans, e. g., Black Smith, Turners, Linemen, etc., Job Card Writing Clerks, Roster Clerks, Tool Keepers, Mistries, Progress Chasers, Loco Yard Gunners, etc.	13,397	7,089	I	110—4—150	6,698	3,544	
				150—5—175	4,020	2,127	
			II	150—5—185— 10—225.	3,390	1,775	
				III	225—10—295 (amended)	178	89
(v) Junior Chargemen, etc.	332	49	III/A	225—10—295— 25/2—370.	332*	49	

*Including 10 Electricians in Grade 125/225 and 141 Journeymen in Grade 100/150.

We have included some of the promoted junior Chargemen and also Journeymen in Group D in the above table as these staff do not possess the minimum educational/technical qualification laid down for entry into the new Group C. It is proposed to keep them as a diminishing cadre in Grade D/III. The number of posts of Junior Chargemen becoming available in the future through normal wastage should be added to Group 'C'.

II. Class III Establishment :

47. The present class III establishment comprise a number of categories organised as functional cadres, as follows :

- Ministerial staff,
- Workshop and Shed cadres,
- Boiler and Oil Engine cadres,
- Train Examiners cadre, and
- Loco Running cadre.

(a) The Ministerial staff have been dealt separately along with the General Management and Ministerial Staff.

48. (b&c). The workshops, Sheds, Boiler and Oil Engine Cadres are constituted as under—

Category				Existing emolument including D. A.	No. of Posts	
					PWR	PER
Assistant Chargeman	..	..	..	166—280	279	111
Senior Chargeman	..	..	..	240—356	*430	132
Foreman	..	..	..	285—449	107	71
Boiler Inspector	..	..	..			
Oil Engine Inspector	..	..	..			
Superintendent, Fire	..	..	..	285—573	3	—
Brick Factory	..	..	..	285—573	1	—
Motor Vehicle Foreman,	..	..	..			
Desel School Instructor.	..	..	..			
Foreman	..	..	..	285—573	1	1
Boiler Inspector	..	..	..			
Foreman and ..	..	..	..	449—513	59	27
Boiler Inspector	..	..	..	513—573	58	28
					—	1

*Including 1 Weighing Machine Inspector.

Direct recruitment in the cadres takes place in the grade of Asstt. Junior Chargeman from Diploma holders to the extent of 66 2/3% and 80% on the P. W. and P. E. Railways respectively. The balance of posts is filled by promotion from Journeymen, Mistries, etc. Chargemen are promoted as Foremen on the basis of selection.

A Chargeman is a sectional supervisor in a shop and controls the workmen employed under him and guides them in the technical and practical aspect of the work carried out in his section.

A Foreman is in overall charge of a shop. He supervises the work of skilled, semi-skilled and unskilled workers and is responsible for appropriate outturn from his shop. He is assisted by Chargemen, Assistant Chargemen, Junior Chargemen and Mistries etc. In more important and larger shops the Foreman-in-charge is also assisted by one or more lower grade Foremen. A Boiler Inspector is required to inspect boilers and fire-boxes and report on the general condition of locomotive, stationary and pumping engines and all other plants subject to internal pressure under working condition.

The cadre of Foremen and Senior Chargemen is determined on the basis of work-load and the quality of supervision required. The Commission are of the opinion that this group is under-paid. It is also felt that there should be only two grades of foremen to be distributed in the ratio of 2 : 1. Supervisory staff in other departments of the Railways are on one continuous long scale and it is inequitable to retain the majority of Foremen in the lowest grade which ends at Rs. 380 p.m. whereas the single scale for others goes up to Rs. 500 p.m.

(d) *Train Examiners Cadres :*

49. This cadre is constituted at present as under—

Category	Total emoluments including D.A.	No. of Posts	
		PWR	PER
	Rs.		
Assistant Train Examiner	{ 99—160 139—198	74 113	84 73
Train Examiner	166—280	62	46
Head Train Examiner	240—356	84	*19
Head Train Examiner	285—513	11	*5
Carriage and Wagon Inspector	285—573	10	†5

* Including 1 post of Instructor in each grade.

† Including one post of Head Instructor in grade 440—500.

This group is responsible for carrying out necessary repairs to rolling stock (carriage and wagon) and also for its cleanliness etc., and is assisted by Asstt. Train Examiners, skilled and semi-skilled staff and un-skilled workmen.

The Head Train Examiner is incharge of train examining depots, and the Carriage and Wagon Inspector is required to make inspection of examining depots and running trains within his jurisdiction.

On P. W. Railway, the cadre starts from Assistant Train Examiners in grade 60—120 from amongst staff promoted from class IV services. In grade Rs. 100—150 direct recruitment up to 67% is made from matriculates who are initially employed as Apprentice Train Examiners and given four-years practical and theoretical training. The remaining 33% vacancies are filled by promotion from Assistant Train Examiners in the Grade of Rs. 60—120. Promotion as Head Train Examiners and Carriage and Wagon Inspectors is made by selection. On P. E. Railway, there are two points of recruitment: (i) from amongst Matriculates as Assistant Train Examiners in grade 60—120 against 80% vacancies; and (ii) from Diploma holders as Train examiner against 25% vacancies in grade 125—225. There is thus a disparity in the method of recruitment and avenue of promotion on the two railways. In the light of other details, the Commission feel that the Train Examiner's cadre in grade Rs. 100—150 is under-valued. 2/3 of the existing number is accordingly being upgraded to Group C and the remaining 1/3 down-graded to Asstt. Train Examiner's level.

In view of the ambitious programme of building up railway coaches being undertaken by the railways and the responsibility for proper repairs and maintenance of the growing and more modern coaching stock, it would be necessary to engage staff with higher academic and technical qualifications. For that purpose, a uniform system should be adopted to recruit Matriculates who should be given four years training on the Railways before employment as Assistant Train Examiners, or alternatively diploma-holder should be so recruited direct.

(e) (i) *Loco Running (Higher Group) Cadre :*

50. This cadre is constituted as follows :—

Categories	Existing emoluments including D. A.	No. of Posts	
		PWR	PER
	Rs.		
Fireman (1)	99—119	—	54
Fireman (2)	99—139	109	39
Shunter	114—166	43	43
Driver (1)	114—198	—	58
Diesel Engine Driver	166—280	40	—
Driver (2)	166—280	160	33
Shedman and Driver Instructor	166—280	40	23
Shedman, etc.	240—356	38	—
Power Controller	285—449	25	14
Loco Inspector (1)	285—449	12	—
Loco Inspectors (2)	449—513	6	6
Loco Inspectors (3)	513—573	1	8
		474	278

The duties of a Power Controller are to ensure improved engine utilisation and to watch the availability of power and operating crews while giving train force-cast and to keep a vigilant eye on detentions to running trains and to avoid under load running of trains. A Shedman is responsible for ensuring that repairs booked in respect of engines are promptly and correctly carried-out. A Loco Inspector is required to carry out periodical inspection of Sheds for the maintenance of locomotives, consumption of fuel on engines, frequent "foot-plate" inspections on engines with special attention to the economical working of engines etc.

The cadre starts from Firemen, Who are directly recruited as apprentices with a minimum qualification of Matriculation, and given three years training, on completion of which they are appointed as Firemen in grade Rs. 60—80 (PER) and 60—100 (PWR). On P. E. Railway 20% vacancies are also filled by selection from Firemen (Lower group) (existing grades 38—45|40—60) possessing a good literacy standard. The Firemen are promoted as Shunters and Drivers after qualifying in prescribed courses. Firemen, Shunters and Drivers are also eligible for promotion as Power controllers, Shedmen, and Loco Inspectors.

(ii) *Loco Running (Lower Group) Cadre :*

This cadre is constituted as follows :—

Categories	Existing emoluments including D. A.	No. of Posts	
		PWR	PER
Firemen	71—78	1,707	980
	75—99	..	775
Shunter	99—139	626	372
Shed Instructor	99—139	4	..
Shed Instructor	99—160	1	..
Shed Instructor	139—198	1	..
Shedman	99—139	..	6
	114—198	29	19
Driver	114—166	860	507
		3,228	2,659

The duties of staff in this group are the same as for their counterparts in higher group but they are generally employed on less important trains. The staff in this group mainly consist of semi-literate persons.

The point of entry in this group is from Engine Cleaners who are un-skilled and are directly recruited in the grade 33—37. They are promoted as Fireman, and then as Shunters and Drivers, all in lower group, after passing prescribed departmental courses of varying duration. The difference in the method of induction from lower to the higher group between the two railways should be resolved in the light of our general scheme for classification.

III. Lower 'Gazetted' Service (Class II) :

51. Under the rules in vogue, no direct recruitment is made to this cadre, which is constituted by selecting suitable staff in the upper supervisory levels in Class III service. LGS and Junior Time Scale (Class I) charges are interchangeable and the duties and responsibilities involved in both are identical. There is a reservation for the promotion of LGS Officers in the Junior Time Scale (Class I) up to 20% of vacancies :

The L. G. S. cadre for this department is as under—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
L. G. S. Officers	Rs. 305—835	16	7

The foregoing details of various cadres specially in the Foremen cadre, would show that there is considerable load on the top non-gazetted supervisory positions and also on the L. G. S. officers. In the new scheme, it is proposed to set up a new Group 'B' in which posts shall be filled by direct recruitment from persons possessing a degree, and by promotion from the lower Group C. This new group is to combine in itself some of the managerial responsibilities involved in the present L.G.S. charges and also inspectorial duties of the foremen. It would thus be necessary to abolish the L.G.S., and to transfer all the existing L.G.S. posts *plus* some of the top foremen and inspectorial positions, into the new Group B, recruitment to which shall be on the basis of a competitive examination so far as the directly recruited element is concerned.

52. In the case of a first class factory such as the Workshops maintained by the Railways, where it is expected that modernisation will be a continuous process, we have thought that special attention should be paid to the maintenance of a high level of up-to-date knowledge, experience and efficiency among the senior executives, *viz.*, the Foremen and Inspectors. It has been brought to our notice that there are a large number of Pakistanis working in similar positions abroad, *e.g.*, in the U.K. who would be willing to return to Pakistan if they were offered terms approximately to those which they are enjoying abroad. For such personnel, salaries of £ 25 per week are not exceptional in the U.K. Accordingly, to permit absorption of such personnel, we are making special provision in Group 'C', by adding a fifth grade, *viz.*, Rs. 700—50½—800—40—1,000, and recommend that, in this particular grade, direct recruitment may be made to the extent thought fit by the Department, but not exceeding 20 per cent of the total posts in Grades IV and V combined.

53. In the light of the following discussion, the following classification, grade structure and pay scales are recommended :

Workshop, Shed, Boiler and Oil Engine Cadres :

Categories	Existing No. of Posts		Group and Grade No.	Pay Scales proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'C'						
Rs.						
200 fixed Training (as per requirements.)						
Assistant Chargemen ..	279	111	I	250—10—300 —15—450	279	111
Senior Chargemen ..	430	132	II	350—15—500	430	132
Foremen, Oil Engine and } Boiler Inspector. .. }	231	131	III	500—20—700	156	88
			IV	650—25—850	75	43*

GROUP 'D'

(d) *Train Examiners Cadre :*

				100 fixed Training†	
Assistant Train Examiners	138	108	I	110—4—150 —5—175	75 50
			II	150—5—185 —10—225	38 28
			III	225—10—295 —25/2—370	25 30

GROUP 'C'

					200	fixed	Training†	
Senior Train Examiners	..	..	111	95	I	250—10—300 —15—450	111	68
					II	350—15— 500	84	46
Head Train Examiners	..	}	105	29	III	500—20— 700	14	6‡
C&W Supervisors	..				IV	650—25— 850	7	4

(e) *Loco Running Lower Group :*

GROUP 'E' & 'D' (Combined)

GROUP 'E'

				70 fixed Training†	
Firemen	1,707	1,755	I	75—2—105 } 90—3—120 }	1,707 1,755
Shunters	626	372	III	110—3—140 —5—150	626 372

*Subject to distribution in Grades IV & V as indicated above.

† As per actual requirements.

‡ Including 2 instructors.

Categories	Existing No. of Posts		Group and Grade No.	Pay Scales proposed	No. of Posts	
	PWR	PER			PWR	PER
1	2		3	4	5	
GROUP ' D '						
Instruction Shedmen and Driver	895	532	I	110—4—150 —5—175	24 774	17 457
			II	150—5—185 —10—225	11 86	8 50
Loco Running (Higher) Cadres :						
GROUP ' D '						
Firemen	109	93	I	100 fixed Training*		
				110—4—150 —5—175	109	93
Shunters/D. E. Driver	43 +40	43	II	150—5—185 —10—225	83	43
Drivers	160	91	III	225—10—295 —25/2—370	160	91
GROUP ' C '						
Shedmen and Instructors	40	23	I	200 fixed Training*		
				250—10—300 —15—450	40	23
Shedmen	82	28	II	350—15—500	38	—
Power Controllers			III	500—20—700	25	14
Loco Inspectors					13	9
Loco Inspectors			IV	650—25—850	6	5

54. As mentioned earlier a new Group 'B' should be constituted to which direct recruitments should also be made. The qualification for direct recruits should be a degree in Mechanical/Electrical Engineering or equivalent qualifications depending on the special needs of Railway Administration in this department. It would be appropriate to give a new designation also to this Group. They should be called Assistant Officers or known as a group as Chief Mechanical Inspectors.

Categories	Existing No. of posts		Group and Grade No.	Pay Scales proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP ' B '						
Assistant Officers or Chief Mechanical Inspectors	..	..	I	300 fixed. 350—25—600	Training	Exact to be determined accord- ing to the need of the Département.
			II	500—35—850		
			III	800—40—1,200		

*As per actual requirements.

GROUPS 'A' & 'PAS'

55. The present Class I cadres are constituted on a combined basis for both the Railways and recruitment has been made to the Junior Time Scale by the FPSC. With the bifurcation of the railways, future recruitment would have to be made on provincial basis. The present cadre along with the proposed classification is given below :

Categories	Existing emoluments with CLA	No. of Posts		Distribution		No. of Posts	
		PWR	PER	Group and Grade No.	Pay Scales proposed	PWR	PER

GROUP ' A '							
Rs.							
J.E.G.							
Junior Time Scale	.. 411—996	31	9		400—50—700	31	9
C.E.S.							
District Charges	.. 735—1,320	25	13	I	900—50—1,200—	25	13
					EB—50—1,300.		
				II	1,300—50—1,500— EB—50—1,600.		
Deputies Charges	} 1,540	7	3	III	1,500—100—2,000	6	3
Including Divl. Supdt., Workshop.				I	PAS 2,000—100—2,500	1	—
Heads of Departments	1,950	1	1	II	2,500—100—3,000	1	1

(iv) TRANSPORTATION AND COMMERCIAL DEPARTMENTS

56. The Transportation and Commercial departments are administratively separate units on the P. W. Railway under two heads of departments. The lower establishments are interconnected at several points and cadres of one department have avenues of promotion in the cadres of the other Department. The Class I services are unified. On the P. E. Railway the position is similar but administratively the two Departments are unified under a single head of department. The Transportation Department is mainly responsible for the running of trains and all operational matters whereas the Commercial Department deals with the revenue side.

I. Class IV Establishments :

These include the usual :—

- (i) Un-skilled,
- (ii) Semi-skilled, and
- (iii) Skilled workers.

57. The un-skilled group comprises the illiterate staff like Peons, Cleaners, Coolies, etc. They are recruited on regional or district basis and are normally not transferable to other districts and divisions.

The un-skilled Class IV establishment of both the departments are shown below :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Peons, Sweepers, etc.	61—65	2,399	538
Coolies, etc.	66—70	2,872	1,730
Labour Jamadars	73.50—77.50	19	—
		6,290	2,268

These should be placed in Group 'F' as indicated below :—

Training Grade	60 fixed.	As per requirement.	
Grade I	65—1—80	3,915	1,428
Grade II	75—1—85	2,356	840
Grade III	85—1—95	19	—
		6,290	2,268

(ii) *Semi-skilled Workers :*

58. This group consists of categories like Pointsmen, Shunting Porters, Shunting Jamadars, and Cabinmen, etc. At present no direct recruitment is made in these categories on the PER, and personnel are drawn by a selective process from the un-skilled group. On the PWR, direct recruitment is also resorted to if suitable persons are not available in the un-skilled ranks, the minimum qualification having been fixed as VI class. In this group there are various levels of responsibilities as reflected in the differences in their emoluments, as shown below :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Pointsmen	71—78	4,192	1,894
Shunting Porters	76—83	1,199	254
Pilot Jamadars		49	—
Shunting Jamadars	73—99	456	203
Cabinmen		766	140
Other Categories		45	79

Pointsmen and Shunting Porters have difference in their responsibilities. The latter have to face hazards of life during shunting operations and, therefore, receive higher emoluments. The posts of shunting Jamadars, Cabinmen, etc., in the existing grade 40—60 are higher in the line of promotion of the two categories stated earlier. Each existing level can be converted into one of the grades in Group "E" as shown below :—

Categories	Pay Scale	No. of Posts	
		PWR	PER
GROUP 'E'			
	Rs.		
Training Grade	.. 70 fixed.	As per requirements.	
Grade I	.. 75—2—105	4,192	1,900
		(All pointmen)	
Grade II	.. 90—3—120	1,248	256
		(All Shunting Porters and Pilot Jamadars).	
Grade III	.. 110—3—140—5—150	1,268	351
		(All Shunting Jamadars, Cabinmen, etc., in the Existing grade Rs. 40—60).	

(iii) Skilled Categories :

59. These categories are filled by promotion of semi-skilled categories by selective process. There is a very small number of such staff in the two departments and their existing position is as follows :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Rs.			
Skilled Artisans	99—119	72	122
	99—139	15	—
	114—160	—	3
Mistries	124—160	1	

60. It is recommended that these categories should be placed in Group 'D' as under :—

Categories		Existing No. of Posts		Grade No.	Pay Scale proposed	No. of Posts		
		PWR	PER			PWR	PER	
GROUP 'D'								
Rs.								
Skilled Artisans	}	..	87	125	1	110—4—150	52	75
						150—5—175*	26	40
Mistries	..	..	1	—	11	150—25—185—10—225	10	10

N.B.—*Promotion to higher scale posts should be on the basis of seniority-cum-fitness.

II. Class III Establishments :

(A) Transportation Department :

61. This group consists of the main line workers, their supervisors, staff with responsibilities of higher character and the inspectorial group. The principal categories are: Station Masters; Yard Staff, including Trains Clerks; Guards; Traffic Control Staff and Traffic Inspectors.

62. The various Transportation cadres are at present constituted as under :—

Existing emoluments including D. A.	No. of Posts in various cadres and grades on the two Railways									
	S.M. Group		Yard		Train Clerks		*GUARDS		Controllers	
	PWR	PER	PWR	PER	PWR	PER	PWR	PER	PWR	PER
Rs.										
99—119	—	—	—	—	—	185	—	—	—	—
99—160	1,496	992	189	174	421	215	957(a)	433(a)	—	—
114—198			70	43	111	21	—	—	—	—
166—280	670	223	27	25	16	5	100(b) 74(c)	17(b) 46(c)	—	55
240—356	398	100	5	5	—	—	—	—	113	—
285—513	19	7	2	2	—	—	—	—	25	11
285—573			2	—	—	—	—	—	8	—
Total ..	2,585	1,322	293	249	548	426	1,131	496	146	66

*Average Gross emoluments of Guards including Mileage Allowance for running duties.

PWR	PER
(a) 306	294
(b) 377	331
(c) 467	371

Traffic Inspectors
Traffic Inspectors

240—356
285—537

PWR

PER

30

8
12

The above table also shows the direct line of promotion in each cadre and their final avenue to posts of Traffic Inspectors. In each cadre inductions at various levels also take place from other cadres both on the Transportation and Commercial sides which has been described later on.

On the P. W. Railway, recruitment to the initial grades of Assistant Station Masters, Yard Foremen, and Trains Clerks, is made from amongst matriculates. In the category of Guards direct recruitment is made up to 50% from Intermediate certificate holders and 20% from degree holders, in the initial and next higher grades respectively. The remaining posts are filled by promotion of Trains Clerks, Ticket Collectors, and Yard Foremen. On P. E. Railway recruitment is made in all these cadres at the initial stage from matriculates. There is a fairly complicated arrangement of lateral movement of staff belonging to various cadres at the higher levels, and to which a few persons from the Commercial categories, e.g., S. T. Es. Ticket Collectors, etc., also find access. The Traffic Control and Traffic Inspector's cadres are constituted at middle and top levels from amongst Station Masters, Guards, Yard Foremen etc., as also from S. T. Es. Ticket Collectors, etc., on the basis of selection.

63. The salient features of each cadre are as under :—

(i) *Station Master Group :*

The initial recruitment of this group on P. W. Railway is as "trainees", who are given 10 months training after which they are appointed in the initial grade of Rs. 60—120 as Signallers and after five to six months of service, are promoted as A. S. Ms. in the grade of Rs. 72—150. All higher posts in the cadre fall in the direct line of promotion of these staff, except that at the stage of A. S. Ms. present grade IV, in the scale Rs. 185—300, there is also induction of staff up to a limited percentage from other cadres, viz., Guards, Yard Foremen, Reservation and Enquiry Clerks, Ticket Collectors, Assistant Platform Inspectors working in a lower grade (Rs. 125—225) provided they have qualified in the prescribed test which entails departmental training.

On the P. E. Railway, recruitment is made as Signallers who are subsequently promoted as A. S. Ms. and thereafter find promotion to higher grades in the cadre. There is hardly any induction from other cadres of the higher levels except from the category of qualified Guards to the post of ASM (Important) grade Rs. 125—225.

The stations are graded according to their individual commercial importance. Senior Station Masters and Station Superintendents are incharge of bigger stations with a large number of other employees working under them. They have to shoulder very heavy responsibilities in connection with the receipt and despatch of trains and with the rapid increase in traffic the overall working of most of the stations has changed beyond recognition in recent years. Nevertheless, the grading of stations, and consequently the grades of the posts, have continued to follow standards which are no longer practicable in the present circumstances. The Commission is of the opinion that Railway staff, especially those holding supervisory posts are underpaid, and of these the Station masters group represents the works affected category. We recommend that the number of higher paid charges should be increased and staff of other cadres should only be brought over sparingly to the cadre of station masters, as this affects their prospects of promotion especially as the higher paid posts are comparatively very few. We understand that a

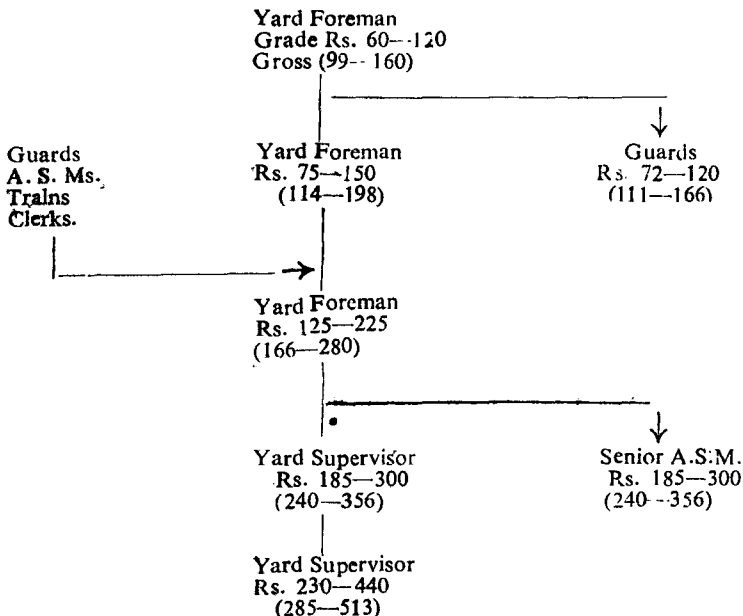
review of the commercial grading of different stations is contemplated, but, tentatively, we have increased this number to some extent. In our view the number of higher charges should go up still further. Otherwise we recommend that the cadre of Assistant Station Masters and Station Masters should be separately constituted, the former to be in Group "D" and the latter in Group "C". The need for better educated supervisory staff, who should be thoroughly trained before being entrusted with regular charges is, in our view, very great on the railways if the challenge of modernisation and rapidly changing conditions of traffic have to be adequately met.

(ii) *Yard Staff (Operating) :*

(iii) *Trains Clerks (Non-Operating) :*

The Yard Staff are responsible for sorting and marshalling of trains in Yards. Assistant Yard Foremen, in the grade Rs. 60—120, are mainly derived from direct recruitment. The Class IV categories of staff like Cabinmen, Shunting Jamadars who assist them in the Yard working are also promoted as Assistant Yard Foremen in a certain proportion against a reserved percentage of posts. For the working of Yards another category of staff, known as Trains Clerks are also required. They are not concerned with the actual movement of rolling stock but instead maintain statistics of incoming and outgoing stock, mainly by physical verification. They work both in the Yards and in the Offices. Recruitment is made in the initial grade from matriculates. A percentage of posts is also reserved for promotion of the relevant class IV categories.

While the operating cadre of Yard Foremen and Supervisors is fairly self contained, the Train Clerks (non-operating cadre) are also considered for promotion, on reaching their top-most grade, into the cadre of Yard Foremen and Supervisors. Apart from that there are some other categories of staff also who find an (indirect) avenue of promotion in the Yard group, while staff from the Yard cadres also go out and join other cadres as would be seen from the following table.



It does not seem necessary to provide for lateral movement to and from different cadres. Apart from the fact that, in our view, such movement is quite unnecessary, it provides a great source of disaffection amongst staff when others come and occupy higher posts in their functional line. There have been complaints of favouritism also which appear understandable as uniform standards for selection cannot be applied owing to persons for particular appointments being selected from diverse sources. We recommend that Yard Foremen and Trains Clerks should constitute self-contained cadres in Group "D" while Yard Supervisors should constitute another self-contained cadre in Group "C". However, for group to group promotions, according to the principles embodied in our general scheme, the staff in the two cadres of Yard Foremen and Trains Clerks in Group "D" should be eligible for induction into the single cadre of Yard Supervisors in Group "C". Necessary tests of competence, involving requisite training, for promotion to Group "C" should be provided.

We also find that Yard staff are comparatively undergraded considering the nature of their responsibilities and the nature of their work which is required to be performed in all seasons, in wind and rain, blazing hot days and cold dark nights. We have therefore upgraded the posts of Yard Foremen in the scale of Rs. 125—225 and incorporated them in Group "C" alongwith Yard Supervisors. Their designation would also undergo a change thereby. We also recommend that Yard Foremen, who are being placed in Group "D" should be designated as Assistant Yard Supervisors since the designation of "Foremen", as applied to these staff is high sounding considering the fact that "Foremen" in other departments of the Railways are of a comparatively much higher rank.

(iv) *Guards Cadre :*

Guards, who are also known as Traffic Running Staff, are in direct charge of and responsible for the movement of trains. The initial cadre consists of direct recruits. Train Clerks/Ticket Collectors and Yard Foremen are also promoted as Guards. The existing grade III Guards (emoluments Rs. 160—280) are employed on mail and express trains on the P. W. Railway, those in Grade II generally on ordinary passengers trains and those in Grade I on goods trains but utilization naturally depends on the exigencies of service and requirements varying from time to time. On P. E. Railway, because of absence of mail trains, grade III posts are filled on selection basis though there is no difference in the nature of duties.

It is recommended that Guards should be placed in Group "D". They should have an avenue of promotion into the cadre of Controllers (which we are recommending should be placed in Group "C") in accordance with the principles mentioned in our general scheme. Induction of Commercial categories to this cadre should be stopped as the latter are being provided with full careers in their own lines separately, and as such, we find no justification for such induction which can only cause disaffection in spite of the best intentions on the part of the Administration. Similarly Guards should only be moved sparingly across to other cadres like those of A.S.Ms. and Station Masters. We appreciate that staff in each operating cadre in the Transportation Department needs some knowledge of the working of other cadres engaged in the combined operation of railway

transportation. Such knowledge and any experience considered necessary should be provided through training or by creation of a few supernumerary posts in the cadre concerned while the staff in that cadre is required to receive actual experience, of limited duration, in the duties which are the concern of another cadre.

(v) *Traffic Control Staff (Train Controllers) :*

The Control staff are responsible for crossing and reception of trains at stations in order to ensure prompt and expeditious movement of traffic. Section Controllers on the P. W. Railway and Assistant Controllers on the P. E. Railway control the movements of trains in the sections allotted to them and maintain record of their actual movements. Deputy Controllers, where provided, co-ordinate the work of different yards for the supply of "empties", clearance of stock, arrangements of trains, etc. The Chief/District Controllers are in overall charge of Traffic Control Offices. With the rapidly mounting density of traffic, and increasing speeds, in order to better utilise the existing track capacity, the nature of responsibilities entrusted to this staff has assumed new dimensions.

No direct recruitment is made in this cadre, which is chiefly initially constituted in the grade of Rs. 185—300 on P. W. Railway, for which personnel are drawn from the categories of Station Masters, Yard Foremen, Enquiry Clerks, Platform Inspectors, Ticket Collectors, and Special Ticket Examiners, all in grade Rs. 125—225, and Guards of all grades.

Posts of similar responsibility are designated as Assistant Train Controllers on P. E. Railway and are in the lower grade of Rs. 125—225, because, personnel are drawn, on promotion, from lower grades, i.e., A.S.Ms., grade Rs. 75—150 and Guards in the grades of Rs. 125—175, etc.

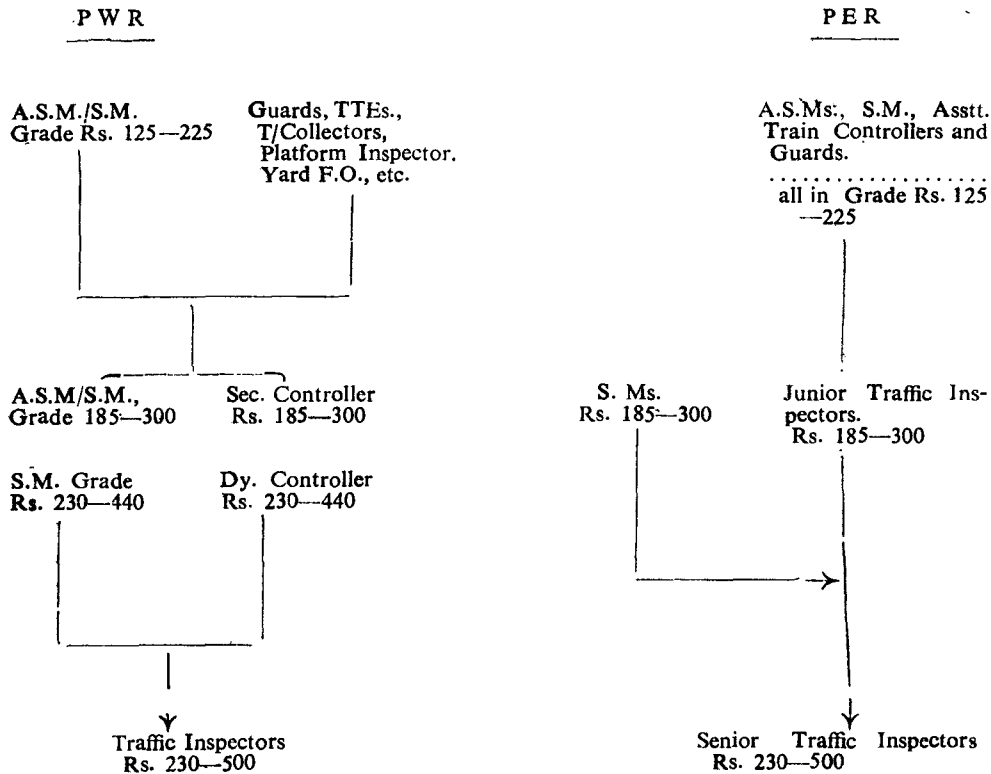
The nature of duties of Section Controllers on P.W.R. and Assistant Trains Controllers on P.E.R. are almost identical. The existing difference in their salary scales, which is the result of different "sources" from which personnel are drawn, needs to be removed. We have, therefore, upgraded the posts of Assistant Controllers (55) on the P.E.R. so that these should also fall in Group "C". The advantage of promotion into these posts would mainly fall to Guards although the field for selection may remain the same as it is today. Existing staff working as Assistant Controllers on P. E. Railway should not be automatically promoted to the higher post which would exist in future. They should, however, have a chance of selection alongwith other eligible staff in the cadre of Guards. Those who are found unsuitable, or cannot meet the minimum standards prescribed for induction to Group "C" can be reverted.

The Control Staff on P. W. Railway should also be placed in Group "C".

(vi) *Traffic Inspectors Cadre :*

These Inspectors are mainly responsible for inspection of stations and general supervision on the movement of traffic. They hold enquiries into transportation matter as needed and also take charge of traffic operations on the spot in case of accidents, in absence of the superior departmental officers.

There is no direct recruitment to this cadre which is constituted from staff selected from different sources as illustrated below :—



64. We are of the view that the Inspectors should be found from amongst better educated persons and should be fully grounded in all facets of Railway transportation during a period of intensive training so that they can function effectively as Inspectors and General Supervisors. Picking up persons here and there from different functional cadres, or having Junior Inspectors as on P.E.R., cannot serve any useful purpose to our mind. We, therefore, recommend that the bulk if not all the posts of Traffic Inspectors and L.G.S. Officers should be reconstituted into a new Group "B" to which graduate should be directly recruited against vacancies in the initial grade and given extensive training; the balance vacancies to be filled by promotion of staff from Group "C" in accordance with our general scheme. If this is acceptable then the existing posts of Junior and Senior Inspectors should form a diminishing cadre. Promotion, in accordance with our general scheme, should be allowed from the three cadres in Group "C" that we have recommended. If, however, this recommendation is not accepted, these posts of Inspectors should be placed in the higher grades in Group "C" as shown in the following table. In any case posts of Junior Inspectors on the P. E. Railway should be abolished.

65. Keeping in view the foregoing considerations, we recommend the grades and pay scales for the various Transportation cadres in class III as shown in the following table :-

Group and Grade	Pay Scales proposed	No. of Posts in various functional groups							
		A.S.Ms. Group		Yard Foremen		Train Clerks		GUARDS	
		PWR	PER	PWR	PER	PWR	PER	PWR	PER
<i>Existing No. of Posts</i>		1,611	1,011	261	224	548	426	1,131	496
GROUP "D"									
Training	Rs. 100	(According to actual requirement)							
I	110-4-150-5-175.	726	456	130	112	274	213	566	248
II	150-5-185-10-225.	674	423	105	90	219	170	452	198
III	225-10-295-25/2-370.	160	100	26	22	55	43	113	50
IV	375-25/2-450	51	32						
GROUP "C"									
		S.M. & S.S.		Yard Supervisors		Train Controllers.			
Existing No. of Posts :		PWR 974	PER 311	PWR 32	PER 25	PWR 146		PER 66	
Training*	Rs. 200*	*(According to actual requirements)							
I	250-10-300-15-450.	563	180	16	14	68		33	
II	350-15-500	390	124	12	7	43		22	
III	500-20-700	14	5	3	3	22		7	
IV	650-25-850	7	2	1	1	11		4	
↓									
Traffic Inspectors "C"									
No. of Posts									
PWR PER									
Grade III Rs. 500-20-700 20 8									
Grade IV Rs. 650-25-850 10 4									

66. We have dealt with the L.G.S. and class I officers of both the Transportation and Commercial departments after dealing with class III establishment on the Commercial side in the following paragraphs.

B. COMMERCIAL DEPARTMENT

67. We have mentioned earlier that the Commercial deptt. deals with the revenue side of the railways. We have also dealt with the Class IV establishment of this department alongwith similar staff of the Transportation Department. We now deal with Class III and higher categories of staff on the Commercial side.

I. Class III Establishment :

68. The following main categories are found :

- (i) "Goods" Clerks,
- (ii) "Coaching" Clerks (*i.e.*, Booking and Parcel Clerks),
- (iii) Ticket Checking staff (*viz.*, Ticket Collectors, STEs, Head Ticket Collectors, and Inspectors of STEs.),
- (iv) Reservation and Enquiry staff, and
- (v) Other Inspectorial staff.

69. The existing position of various cadres is as under :—

No. of Posts in various cadres and grades on the two Railways											
Existing emoluments including dearness allowance.	Goods Clerks		Coaching Clerks		Ticket Checking staff		Reservation and Enquiry staff		Van Train staff		Tran- ship- ment staff
	PWR	PER	PWR	PER	PWR	PER	PWR	PER	PWR	PER	
(a) Departmental Clerks etc.											
Rs. 99—119	3	329	..	..	..	..	..	..	..	..	..
Rs. 99—160	906	184	1,187	779	446	786	..	5	92	118	
Rs. 114—198	239	38	241	52	141	233	17	..	9	10	
Rs. 114—280	..	..	..	..	523. (STEs)		..	..	..	..	..
Rs. 124—280	..	..	..	..	..	..	..	..	..	..	..
Rs. 166—280	47	4	39	4	31	12	24	..	..	..	..
Rs. 240—280	1	2	1	2	..	..	..	..	..	..	..
Total	1,196	557	1,468	837	1,141	1,031	41	5	101	128	
(b) Inspectorial Cadres											
							No. of Posts				
							PWR	PER			
(i) Assistant Inspectors :											
Rs. 166—280	{ Assistant Rates Inspectors				..	..	9	5			
	{ Assistant Claims Inspectors				..	..	17	14			
	{ Platform Inspectors				..	..	2	4			
	{ Retiring Room Inspector				..	..	—	1			
	{ Assistant Luggage Inspectors				..	..	2	—			
Total ..							30	24			
(ii) Senior Inspectors :											
Rs. 240—355	{ Reservation Supervisors				..	..	3	—			
	{ Inspectors of S.T.Es.				..	..	7*	6			
	{ Platform Inspectors				..	..	2	1			
	{ Commercial Assistant to S/S Keamari				..	..	1	—			
	{ Supervisor L.P.O.				..	..	1	—			
	{ Rates Inspector				..	..	1	—			
Rs. 285—483	{ Claims Inspectors				..	..	14	4			
	{ Commercial Inspectors				..	..	12	1			
	{ Superintendent Lost Property Office (LPO)				..	..	—	2			
	Total ..							41	14		

*Including one Head Ticket Collector.

(a) (i) *Commercial Clerks Cadre :*

70. The Railways recruit matriculates for the clerical cadres of Commercial staff. On the P. W. Railway the recruitment is in the rank of Commercial Group Students, who are given 5 months training and then appointed as Booking|Parcel|Goods Clerks at a higher stage of Rs. 68 in the grade of Rs. 60—120. On the P. E. Railway Tally Clerks are recruited direct in the grade of Rs. 60—80 from amongst matriculates and the posts of Goods, Booking and Parcel Clerks, in the grade of Rs. 60—120, fall in the line of their promotion. The cadres of Goods, Booking, and Parcel Clerks are separate on P. W. Railway though in the higher promotional grades there is integration. On the P. E. Railway the cadre of Booking and Parcel clerks is combined. The various cadres have avenues of promotion, though very limited, in the higher grade posts in the respective functional line. Certain cadres like those of Enquiry Clerks, on P. W. Railway, to which direct recruitment is not made are fed from this main cadres of Commercial Clerks. The cadres of Inspectors are fed mainly from the cadres of Commercial Clerks. The highest post reached are those of Commercial Inspectors for which the total emoluments are Rs. 285 to 483.

Clerical cadres on the Ministerial side are not allowed an avenue into the Commercial Inspectorate except to a very limited extent on the Rates side, but have avenues into higher personnel and Welfare Cadres. The existing practice in this respect should continue.

The Railway Board have recommended that a new category of Goods Supervisors alongwith the old category of Coaching Supervisors should be created. We are of the view that it is generally necessary to strengthen supervision on the Commercial side, and as such we have introduced an integrated cadre of Supervisors.

The Commercial Clerks, being drawn mainly from amongst Matriculates, should be placed in group 'D'.

Integrated cadres of "Supervisors" in replacement of the existing inspectorial staff, should be placed in group 'C' as amplified later on.

(a) (ii) *Ticket Checking Staff*

There are two cadres under this group interlocked with each other : Ticket Collectors, and Special Ticket Examiners. Ticket Collectors are employed on platforms mainly for collecting tickets and checking ticketless travel. Special Ticket Examiners (Junior T. T. Es. on P. E. Railway), check tickets, luggage etc. of passengers in running trains and also at railway stations. Head Ticket Collectors, and Inspector of S. T. Es. hold the supervisory posts.

Recruitment to posts of Ticket Collectors is made from Matriculates, in the grade of Rs. 60—120. 20% posts in the existing grade II, viz., Rs. 75—150, are also filled on the P. W. R., by direct recruitment from those holding Intermediate certificate, and the remaining by promotion from grade I on the basis of seniority. There is no direct recruitment to the existing grade II on the P. E. Railway and all the posts are filled on seniority basis from Grade I. Higher posts are filled on selection basis on both the railways.

On the P.W. Railway the posts of S.T.E's. are filled to the extent of 20% by direct recruitment from persons with Intermediate certificates and the balance by promotion of Ticket Collectors etc. On P.E.R., the cadre of T.T.Es. is separate right from the start and Junior T.T.Es. are initially recruited from amongst Matriculates in the grade of Rs. 60—120.

Although the Ticket Checking staff (S.T.Es./T. Collectors) are Commercial staff, they also find access to the cadres of Guards and Senior A.S.Ms. in the Transportation Department on the P.W. Railway. We have recommended elsewhere that transfer of Commercial Staff to Transportation cadres should be stopped since we are providing adequate careers for them in their respective fields of specialisation and we would reiterate this recommendation here.

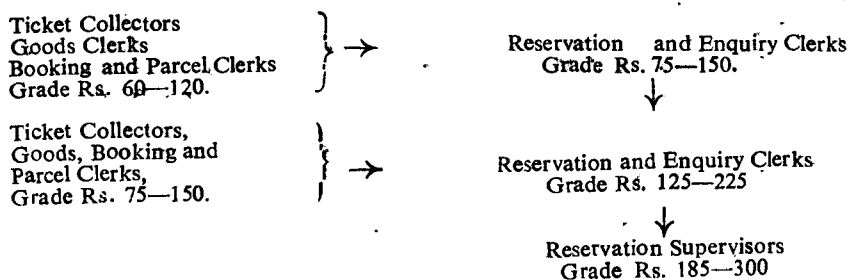
In view of the nature of the ticket checking job, limited direct recruitment of persons with a higher secondary certificate, as done in the P.W.R., does not appear necessary. Accordingly, we have placed the cadres of S. T. Es. and Ticket Collectors in group 'D'. We also recommend that the two cadres should be combined.

(a). (iii) *Reservation and Enquiry Clerks and Supervisors*

This cadre has not been properly organised. On P. E. Railway there are only 5 posts of Reservation and Enquiry Clerks in the lowest grade of Rs. 60—120. Apparently these posts function at Chittagong and Dacca Railway Stations only. On the P. W. Railway the number is larger as given below but they are all drafted from the general category of Commercial Clerks and also to a lesser extent from the S. T. Es. and T. Cs.

						Rs.	
Reservation Clerks	}	..	..	..	..	75—150	2
Enquiry Clerks		..	..	..	..		15
Do.		..	..	..	..	125—225	8
							16
Reservation Supervisors		..	..	..	..	185—300	3
							44

The following chart shows movement to this group from other categories as well as within the group.



We recommended that these posts should be integrated in the unified cadre of ticket checking staff which suffers at present from lack of avenues. Thus induction from the cadres of other Commercial Clerks and of Guards would be eliminated. We have, therefore, added them to the numbers in grades II and III in group 'D' cadre of Ticket Checking

staff. The Reservation Supervisors on the P.W.R., have been transferred to an integrated group 'C', discussed later on.

On the P. E. Railway also, there is need for providing Reservation and Enquiry staff of better standards at least at Chittagong and Dacca Stations and we have added 3 posts in grade II and 2 in grade III to the cadre of the Ticket Checking staff with this end in view.

There is also a group of 17 Lady Reservation Clerks in the grade of Rs. 85—225 (i.e., grade III) on the P.W. Railway. They were all directly recruited in that grade. It is understood that originally the qualification laid down for their recruitment was F. A. | F. Sc., but it was lowered to Matriculation due to administrative reasons. In the new scheme, the appropriate place for them is in group 'D' where they have been merged by us.

The Van Trains | Transhipment Clerks and Inspectors (who are in the same pay scale) should be merged in the Cadre of Goods Clerks. Parcel Clerks and Booking Clerks should form an integrated cadre of "Coaching" Clerks. We have computed their numbers accordingly. The designation of 'Inspectors' is incongruous. The senior man on the same train where more than one clerk accompanies it can be placed "Incharge" in whatever grade he may be.

(b) *Inspectorial Cadres :*

The lowest posts in this cadre are those of Assistant Inspectors in the grade of Rs. 125—225 to which no direct recruitment is made. They are mainly drafted from Commercial clerks but to some categories of Inspectors staff from the Transportation side are also eligible as shown in the following table. The position is as follows :—

Goods Clerks, qualified in Goods, Booking and Parcel Clerks, qualified in Coaching.	} As Assistant Claims Inspector, Grade Rs. 125—225.
Office Clerks (Head Quarters in Rates and Refund Sections, Commercial Clerks qualified in Goods and Coaching.	} As Assistant Rates Inspectors, Grade Rs. 125—225.
T. C, Booking and Parcel Clerks Grade Rs. 75—150; STEs., Grade Rs. 75—225, and Res., Clerks, Grade Rs. 125—225.	} As Platform and Luggage Inspectors, Grade Rs. 125—225.

Some of the Transportation staff brought over to the Commercial side are shown below :—

Guards, Grade Rs. 125—225	As Platform and Luggage Inspectors Grade Rs. 185—300.
Assistant Station Masters, Grade Rs. 72—150. As Station Masters, Grade Rs. 125—225.	} Assistant Claims Inspectors, Grade Rs. 125—225 and Superintendent, L. P. O. Grade Rs. 185—300.

The highest supervisory posts of Commercial Inspectors are filled by selective promotion from amongst Claims, Rates and Platform Inspectors, as well as from Chief Goods Clerks, Chief Booking and Parcel Clerks etc.

71. We are of the view that induction from the Transportation staff should not longer be made and the various categories of Inspectorial staff should be integrated into one cadre, placed in group 'C' and promotion from Commercial staff in group 'D' should be allowed in accordance with our general scheme.

This integrated cadre should preferably be designated and "Coaching and Goods Supervisors".

72. We would like to make an observation here regarding the designations of 'Inspectors' or 'Asstt. Inspectors' used in many cases on the railways for staff which we have included in Group 'D' later on. For staff in Group 'D' the designation of Inspectors sounds inappropriate and in future generally the designation of Inspectors or Assistant Inspectors should not be applied.

RECOMMENDATIONS

73. Staff dealt with by us in sections (a) (i), (ii) and (iii) in the foregoing paragraphs should be rearranged into new cadres in Group 'D', in accordance with the grades and salary scales shown in the following table:—

Group and Grades	Pay Scale proposed	No. of Posts in various cadre and grades on the two railways					
		Goods		Clerks		Coaching Clerks	
		PWR	PER	PWR	PER	Ticket staff (T. Cs., & S. T. Es.)	checking (T. Cs., & S. T. Es.)
Existing No. of Posts :		1,297	685	1,468	837	1,199	1,036.
I.—GROUP 'D'							
Rs.							
	100 fixed	Training		(As per requirements).			
Grade I	100—4—150—5—175.	778	412	884	503	719	622
Grade II	150—5—185—10—225.	389	205	438	250	360	311
Grade III	225—10—295—25/2—370.	130	68	146	84	120	103
Total		1,297	685	1,468	837	1,199	1,036

74. So far as staff dealt with in section (b) in paragraph 3 above is concerned we have already mentioned that they should be reconstituted into an 'integrated' cadre, on each Railway, to be known as 'Coaching and Goods Supervisors'.

The position of the cadres in new group 'C' should be as indicated in the following table, in the light of observations, made in the foregoing paragraph :—

COMMERCIAL SUPERVISORS

Categories	Existing No. of Posts		Group and Grade	Pay Scale proposed	No. of posts	
	PWR	PER			PWR	PER
GROUP 'C'						
Rs.						
Training Grade 200 fixed (as per requirements).						
Coaching and Goods Supervisors.	59	38	Grade I	250—10—300—15—450.	34	29
			Grade II	350—15—500	20	12
			Grade III	500—20—700—25—850.	5	3

- N.B.*—1. The Number of Assistant and Senior Inspectors P.E. Railway has been increased by 6 as the existing numbers are very small.
2. The numbers shown in the above table show the combined position in respect of 'Coaching' and 'Goods' supervisors. The cadre may be divided into 'coaching' and 'Goods', if considered necessary in the light of administrative requirements but the structure should be more or less the same as shown in the above table.
3. Promotion in accordance with our general scheme should be allowed from Group 'D'

75. The new group 'B' should be an integrated group, both for Coaching and Goods' work. It should consist of the existing posts of Commercial Inspectors and Superintendents, Lost Property Office and the existing L. G. S. posts. We have also included the number of these posts to eight from three on the P. E. Railway. We have already mentioned while dealing with Transportation Department that group 'B' would be an integrated cadre for both the departments. Posts of Traffic Inspectors (30 on PWR and 12 on PER) have accordingly been placed in this combined Group 'B'. The L. G. S. Posts, on the Transportation and Commercial side are 14 and 9 respectively on the two railways. The new group 'B' in which in future, vacancies shall be filled by direct recruitment from graduates and by promotion of staff with requisite qualification from group 'C', would thus be formed as shown below :—

Categories	Existing No. of Posts		Group and Grade	Proposed Scale of pay	No. of Posts	
	PWR	PER			PWR	PER
GROUP ' B '						
				Rs.	Training (as per requirements).	
				300 fixed.		
Assistant Commercial Officers (or Senior Commercial Inspectors).	56	29	Grade I	350—25—600	31	16
			Grade II	500—35—850	20	10
			Grade III	800—40—1,200	5	3

Class I Cadres :

76. The present class I cadres in the Transportation and Commercial Departments are unified and the existing position is as follows :—

Category					Existing emoluments including C.L.A.	No. of Posts	
						PWR	PER
					Rs.		
Junior Scale	..	..	..	..	414—950	24	11
Senior Scale	..	..	..	..	685—1,265	17	11
Junior Administrative	..	..	..	..	1,540	6	2
Senior Administrative	..	..	..	..	1,850	2	1
						49	25

The following structure and pay scales are recommended for the new group 'A' cadres and posts in the P.A.S. which should replace the existing class I posts :—

Categories	Group and Grade	Proposed Scale of Pay	No. of Posts	
			PWR	PER
GROUP ' A '				
Rs.				
J.E.O				
Junior Commercial Officers		400—50—700	24	11
C.E.S.				
Senior Commercial Officers	Grade I	900—50—1,200—EB —50—1,300.	17	11
	Grade II	1,300—50—1,500— EB—50—1,600.		
Junior Administrative Grade Posts (Deputies Heads of Departments)	Grade III	1,500—100—2,000	6	2
PAS				
Heads of Departments	Grade II	2,500—100—3,000	2	1

(v) STORES DEPARTMENT

77. This department deals with the procurement, receipt, storage, preservation and issue of material required for the operation and maintenance of the railways. It also maintains a small stores manufacturing and clothing factory. This department also carries the usual four-fold classification of services (Class IV, III, II and I).

I. Class IV Establishment .

78. The Class IV establishment include un-skilled, semi-skilled and skilled staff including mistries. The un-skilled staff include categories like those of sweepers and coolies. They are recruited locally from illiterate persons of good physique, and should be placed in Group 'F'. Their existing position is indicated in the following table :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
	Rs.		
Sweepers, Peons, Watermen. etc.	61—65	131	23
Coolies, etc.	66—70	3,404	961
Jamadars of Coolies, etc.	71—75	36	..
	73.50—77.50		

The following gradation and salary scales are proposed for them :—

Categories	Existing No. of Posts		Groups and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
				GROUP ' F '		
				Rs.		
				60 fixed	Training (As per requirement).	
Sweepers, Peons, Watermen etc.	131	23	I	65—1—80	2,121	590
Coolies etc.	3,404	961	II	75—1—85	1,414	394
Jamadars of Coolies, etc.	36	..	III	85—1—95	36	..

79. The semi-skilled group includes a few categories peculiar to the department, such as, Store Issuer, Challandars, etc., and the usual industrial categories. No direct recruitment is generally made in this group and the posts are filled by promotion from un-skilled staff after passing a prescribed trade test.

The existing position of categories is given below :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Semi-skilled workers; including Store-issuers	71—78	281	94
Challandars, etc.	73—99	526	17

The grades structure and pay scales for these categories should be as indicated in the following table :—

Categories	Existing No. of Posts		Group and Grade	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP ' E '						
Rs.						
70 fixed						
					Training (as per requirement).	
Semi-skilled categories ..	281	94	I	75—2—105	403	55
			II	90—3—120	242	34
Store Issuers, Challandars, and all Drivers* of Vehicles, etc.	526	17	III	110—3—140—5—150	162	22

: 80. The skilled group includes the general industrial categories and also a few categories peculiar to the department, e.g., Store Jamadars, Markmen, Truck Drivers, etc. Their existing position is as under :—

Categories	Existing emoluments including D.A.		No. of Posts	
	PWR	PER	PWR	PER
Rs.				
Skilled Artisans	..	..	99—119	320 95
			99—130	196 ..
			107—139	8 ..
			114—160	.. 1
Mistries, including special uniform Cutters, Tailors.			114—198	3 1
Fitters, etc.			124—160	10 ..
			139—171	15 ..
			147—198	2 1
			130—240	1 ..
			124—280	.. 7

N.B.—A few posts of senior Stock Cutters, Assistant Supervisor, Clothing, Junior Charge-men, etc., (5 on PWR and 3 on PER) also belong to this group as these posts are filled by promotion from the categories included in the foregoing table, though they are classified at present as Class III.

*Drivers are to be placed in grades II & III of Group E in the ratio of 2 : 1.

Unlike the Mechanical Engineering Department, there is no apprenticeship scheme for staff belonging to the skilled group in this department, and the posts are filled in the same manner as in the Civil Engineering Department, i.e., generally by promotion from semi-skilled categories and casually by direct recruitment on local basis.

The considerations mentioned in the case of skilled group of the Civil Engineering department equally apply to the Stores Department. It is, therefore, proposed that the skilled categories in the Stores Department should be placed at par with those in the Engineering Department, and the apprenticeship scheme should be a broad based one in order to cater for the need of skilled personnel for all the railway departments.

Subject to these considerations, we recommend the following structure and pay scales for the categories excepting Truck Drivers who have been placed in Group 'E' and their number should be adjusted accordingly.

Categories	Existing No. of Posts		Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP 'D'						
				Rs.		
				100 fixed.	Training (as per requirement).	
Skilled artisans, Uniform cutters, Tailor-Fitters & Mistries, etc.	555	105	I	110—4—150	314	55
			II	150—5—175	154	28
				150—5—185—10—225.	72	16
Senior Stock Cutters Assistant Supervisor, Clothing, Junior Chargemen.			III	225—10—295	10	3
			III	225—10—295—25/2—370.	5	3

II. Class III Establishment

81. The Class III establishment include the following categories and their existing scales and number of posts are shown against each:—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
Depot Clerks	99—160	246	378
Depot Clerks including Store Delivery Clerks and Ledger Keepers.	114—198	234	102
Ward Keepers	166—280	117	73
Assistant Store-Keepers. Assistant Landing and Shipping Inspectors and Stationery and Forms Inspectors, etc.	240—356	79	34
Deputy Assistant Superintendent Stationery ..	285—573	1	..
Depot Store Keepers and Landing and Shipping Inspectors.	285—450	11	16
	450—513	6	6
	513—575	2	2
Total		696	611

Direct recruitment is made in the cadre of Depot Clerks grade Rs. 60—120 from amongst matriculates. Direct recruitment of graduate to the extent of 20% of vacancies is also made in the categories of Ledger-Keepers, grade Rs. 75—150, and Ward Keepers, grade 125—225. Posts in the higher categories are filled by promotion according to the prescribed channel of advancement.

82. In the light of practical experience, the Railway Administration have decided to make direct recruitment of Ward Keepers in future, from amongst diploma holders. As such, the Ward Keepers cadre and higher posts in their avenue of promotion would fall in the new Group 'C'.

83. Various categories discussed in the foregoing paragraph would be placed in groups 'D' and 'C' as indicated below :—

Categories	Existing No. of Posts		Grades	Pay scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP ' D '						
				Rs.		
				100 fixed.	Training (as per requirement).	
Depot Clerks, including Store Van Delivery Clerks and Ledger Keepers.	524	498	I	110—4—150—5—	288	288
			II	175.		
				150—5—185—10	144	144
			III	225.		
				225—10—295—	92	66
				25 1/2—370.	524	498
GROUP ' C '						
				200 fixed	Training (as per requirement).	
Ward Keepers, Assistant Store Keepers. Assistant Landing and Shipping Ins- pectors Stationery and Forms Inspectors, Depot Store Keepers/Chief Assistants.	172	113	I	250—10—300—15—	102	68
			II	450.		
				350—15—500	50	33
			III	500—20—700	13	8
			IV	650—25—850	7	4
					172	113

III. Lower Gazetted Service Officers.

84. There are three L.G.S. posts on the P.W. Railway and two on the P. E. Railway in scale Rs. 250—750 (total emoluments Rs. 305—835). Consequent upon the setting up of separate purchase organisation on the Railway by transfer of work from the Central Directorate of Supply and Development, the number of Officers is likely to increase.

The L.G.S. posts are filled by selective promotion from the supervisory non-technical staff. For the reasons that the duties and responsibilities of the L.G.S. Officers are comparable to those of officers in the Junior Time Scale, who are generally drawn from technical services, i.e., from Engineering or Mechanical Departments, it is necessary, in the interest of efficiency, to employ technically trained persons as stores officer in the railway, in Group B also. It would be necessary

to constitute a new group 'B' after abolition of the existing L.G.S. charges. The number of Officers to be employed in the new Group 'B' may be determined in the light of actual requirements.

GROUP 'A' AND PAS

85. The present Class I cadre is constituted as under :—

Categories	Existing emoluments including C.L.A.	No. of Posts	
		PWR	PER
	Rs.		
Junior Time Scale Posts	414—950	13	6
Senior Time Scale Posts	{ 685—1,265* 573—1,315† }	7	5
Deputies	1,540	2	1
Head of Department	{ 1,850* 1,950† }	1	1

* Mon-technical officers.

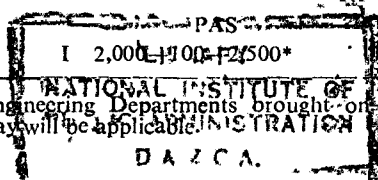
† Technical officers.

Till lately there were no properly constituted Stores Services on the Railways. "Officer" charges were, therefore, held by Officers transferred from Engineering and Mechanical Department on deputation and a few posts were also held by officers promoted from non-technical services. Recently, however, a separate service has been formed to which recruitment has been made from Engineering graduates. Till such time therefore, these newly recruited officers come up to the required standard, induction of engineers would presumably continue to be made from the Mechanical and Civil Engineering Departments.

We recommend the following grade structure and scales of pay for the department :—

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP ' A '						
Rs.						
J.E.G.						
Junior Time Scale charges	13	6		400—50—700	13	6
C.E.S.						
District Charges ..	7	5	I	900—50—1,200—EB— 50—1,300.	7	5
			II	1,300—50—1,500—EB— 50—1,600.		
Deputies Charges ..	2	1	III	1,500—100—2,000	2	1
PAS						
Head of Department ..	1	1	I	2,000—100—2,500*		1

* Note.—In the case of Officers of the Engineering Departments brought on deputation to the Stores Department, their own scales of pay will be applicable.



(vi) ACCOUNTS DEPARTMENT

86. The Railway Accounts department is responsible for accounts and treasury work and for financial advice. This department already functions in a form which is envisaged in the recent decisions of the Government about decentralisation of finance and accounts work in other spheres also, which would involve a basic change in the working of the existing Civil Accounts Department. Our recommendations regarding the reorganisation of the structure of the cadres of this Department are as follows :—

Class IV Establishment

87. The class IV establishment comprise the usual categories of Peons, Jamadars, Daftaries, Record Sorters, Book Binders, etc. The existing categories and their pay scales, etc., are as under :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
	Rs.		
Peons, Sweepers, etc.	61—65	338	190
Khallasies etc.	66—70	10	22
Sweepers Jamadar	66—70	1	—
Peon Jamadars	71—78	1	1
Daftaries }	71—78	39	24
Book Binders }		1	—
R/Suppliers	99—119	11	12
' Return ' Distributors	99—119	10	—

The categories should be placed in Groups 'F' and 'E' as shown below :—

Categories	Group and Grades	Pay Scale proposed	No. of Posts	
			PWR	PER
GROUP ' F ' .				
		Rs.		
		60 fixed.	Training (As per requirements).	
Peons, Sweepers	I	65—1—80	232	127
Khallasies, etc.	II	75—1—85	116	85
Jamadars, including Peon Jamadars ..	III	85—1—95	2	1
GROUP ' E ' .				
		70 fixed.	Training (As per requirements).	
Daftaries, B/Binders, R/Suppliers and Return Distributors.	I	75—2—105	31	18
	II	90—3—120	18	10
	III	110—3—140—5—150	13	8

II. Class III Establishment

88. The position of various categories in class III is shown below :—

Categories	Existing emoluments including D.A.	No. of Posts	
		PWR	PER
	Rs.		
Routine Clerks, Cash Counters, etc.	99—160	280	129
Clerks, Class II, and *Senior Counters	114—198+15*	976	834
Pay Clerks	124—280	61	18
Clerks, Class I	to 211—473	432	287
Finger Print Insps., etc.	144—300	3	1
Cash Supervisors/Heads Clerks, Cash Office	to 154—310	4	2
Sub-Heads	235—493	124	100
Stock Verifiers	to 245—503	28	15
Divisional Pay Masters, Asstt. Pay Masters, Assistant Cashiers, Assistant Treasurers. Cash and Pay Inspectors Inspectors of Station Accounts Inspectors of Store Accounts Accountants	298—590	9 52 6 78	9 23 3 57

89. Besides the above staff, there is also some Ticket Checking staff which carries out a 'super check' alongwith the Traffic (executive) Ticket Checking staff. Their numbers are :—

Travelling Ticket Examiners	134—223	—	12
Travelling Ticket Examiners	134—300	25	—
Inspectors of Travelling Ticket Examiners ..	285—408	2	2

90. The above class III cadres can be grouped as (i) Clerical, (ii) Ticket Checking and (iii) Sub-Heads and Accountants. Other posts shown in the above table are analogous.

91. There are two stages of entry in the clerical cadres. (i) Matriculates are directly recruited as Routine Clerks in the grade of Rs. 60—120 and (ii) Intermediate certificate holders are directly recruited as (a) clerks, class II, in the grade of Rs. 75—150 (up to 80% vacancies) and as (b) Pay Clerks in the grade of Rs. 85—225 (up to 20% vacancies). These clerks are promoted as Clerks, Class I, after passing a fairly stiff examination dealing with book-keeping and departmental accounts called Appendix II-A examination. Further, promotion on the basis of selection is possible to the rank of sub-head without passing any further examination in 50% posts but the remaining posts of sub-heads are filled up from amongst such class I and II Clerks only who have passed another examination of a higher standard called Appendix III-A examination. Posts of Accountants are filled only from amongst sub-heads and class I clerks who have passed the higher examination.

92. Posts in the Ticket Checking group are filled from amongst the Clerical staff purely on selection basis.

93. The bulk of the clerical staff up to Clerk Class I should be placed in Group 'D' and supervisory charges from Sub-Heads upwards should be included in Group 'C'. Direct recruitment to Group 'C' should be of those having higher Secondary Education certificate in Commerce and Economics or Mathematics. During the period of training the direct recruits should be required to pass both the departmental examinations mentioned above. Promotions from Group 'D' below should be allowed only to those clerks who have passed these two examinations and hold Higher Secondary stage certificate in general education or possess higher qualifications.

94. Subject to these observations, we recommend the following service structure and pay scales :—

Categories	Existing No. of Posts		Groups and Grade Nos.	Proposed Pay Scales	No. of Posts	
	PWR	PER			PWR	PER
GROUP ' D '						
				Rs. 100 fixed.	Training per ments).	(As require-
Clerks ; (Routine and Class II.)	1,756	1,271	I	110—4—150— 5—175	420	320
Cash Counters			II	150—5—185— 10—225.	936+17*	643+8*
Clerks ; (Class I)			III	225—10—295— 25/2—370.	321 + 8*	246+ 4*
Pay Clerks;			IV	375 -25/2—450	75	60
Finger Print Inspectors						
GROUP ' C '						
				200 fixed.	Training (As per requirement).	
Sub-Heads;	288	198	I	250—10—300—15—450.	110	87
Cash Supervisors, Stock Verifiers					29	16
Accountants,			II	350—15—500	62+2†	40+2†
Assistant Pay Masters			III	500—20—700	58	37
Assistant Cashiers,						
Assistant Treasurers.						
Inspectors,	IV	650—25—850	29	18		
Accountants; D.P.M. Cash and Inspector						

*T.T.Es.

†Inspector S. T. E.

III. Gazetted Services

95. The present cadre is a combined one in class I and separate for each railway in class II. The cadre position, grades and pay scales, are shown below :—

Categories					Existing emoluments including C.L.A.	No. of Posts	
						PWR	PER
<i>Class II :</i>					Rs.		
A. A. Os.	..	..	..	..	305—835	20	14
<i>Class I :</i>							
A. Os. (Junior Time Scale)	..	..	..	..	411—990	Combined	
						18*	
Sr. A. Os. (Sr. Time Scale)	..	..	..	..	685—1,265	11	
Deputy C. A. Os.	..	..	..	..	1,540	7	
F. A. & C. A. Os.	..	..	..	..	1,850	2	

*Including training and leave reserve.

96. Class II Gazetted posts are filled on selection basis from amongst Accountants, D.P.M. and Inspectors of Accounts and the class I charges by direct recruitment, through the combined examination for superior services. It is necessary that a separate group B should be constituted, to which direct recruitment should take place from amongst graduates in commerce and economics or mathematics, who should be given necessary training before appointment to regular charges. Promotion from group 'C' below, to the extent envisaged in the general scheme, should be confined to those who acquire the qualification prescribed for recruitment to Group 'B'. Direct recruitment to Group 'A' would be on the present basis subject to the general recommendation that only those who are double graduates or have post-graduate qualifications would be eligible.

97. The class I service of Railway Accounts department has been continued as an integrated service even after the provincialisation of Railways. It has been placed under the Auditor General for purposes of recruitment, training and cadre management. It should be continued as a wing of the integrated Central Finance and Accounts Service with which we have dealt separately.

98. We recommend the following cadre structure and scales of pay for the Gazetted Services :—

					Groups and Grades	Pay Scales proposed	No. of Posts	
							PWR	PER
					GROUP B			
					Rs.			
					300 fixed			
							Training (As per requirements).	
					I	350—35—600	12	9
					II	500—35—850	6	4
					III	800—40—1,200	2	1
A. A. Os.	..	..	20	14	{			

	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP A						
Rs.						
J.E.G.						
Junior A. Os.	Combined			400—50—700	Combined	
	18				18	
C. E. S.						
Senior A. Os.	11		I	900—50—1,200— EB—50—1,300.	}	11
			II	1,300—50—1,500— EB—50—1,600.		
Deputy C. A. Os.	7		III	1,500—100—2,000		
P.A.S.						
F. A. & C. A. Os.	2		II	2,500—100—3,000	2	

(vii) MEDICAL DEPARTMENT

99. The Pakistan railways maintain full-fledged hospitals and dispensaries which provide general medical treatment to railway employees. Though specialists are not employed in railway hospitals provision exists in the railway rules under which consultation with specialists is admissible at the discretion of competent authorities. This department also carries the usual four-fold classification of services, the details of which are as follows.

I. Class IV Establishment

100. The present class IV cadres are constituted as under :—

Categories	Existing emoluments including D. A.	No. of Posts	
		PWR	PER
(i) <i>Light Workers</i> :	Rs.		
Ayabs, Ward Attendants, Chowkidars, Sweepers, etc.	61—65	1,797	2,265
(ii) <i>Heavy Workers</i> :			
Malies, Dhobies, Cooks, Coolies, etc.	66—70	592	522
(iii) <i>Semi-skilled</i> :			
Nursing orderlies, Dressers, Anti-malaria mates	71—78	130	93
and Laboratory Attendants, etc.	73—99	56	9

Normally, Ward Attendants rise to positions of Dressers and Nursing Orderlies in the semi-skilled categories, and Sweepers, Bhishties, and Coolies rise to posts of Jamadars and Anti-Malaria mates, etc.

101. There are a few categories in the skilled group also, such as, Carpenters, Blacksmiths, Ambulance Drivers, who are either locally recruited or obtained from the Mechanical department, and would be dealt with under that department.

102. We recommend the following grades and scales of pay for the present class IV establishment :—

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
GROUP ' F '						
Rs.						
65 fixed						
(i) Ayahs, Ward Attendants, Sweepers, Mates, Cooks, etc. Jamadars }	2,389	2,787	I	65—1—80	1,433	1,672
			II	75—1—85	956	1,115
			III	85- 1 95	Actual Number.	
GROUP ' E '						
70 fixed.						
(ii) Anti-Malaria Mates, Lab. Attendants, Dressers, Nursing Orderlies etc. }	130	93	I	75—2—105	96	57
			II	90—3—120	55	33
			III	110—3—140- 5- -150	35	12
	186	102				

II. Class III Establishment

103. The main categories are as shown below :—

Categories				Existing emoluments including D. A.	No. of Posts	
					PWR	PER
(a) <i>Dais</i> : (Midwife)	..	..	..	99—160	27	..
(b) Dispensers } Stewards : }	..	..	..	114- 198	96	69
Storekeepers }	..	..	..	124- 280	4	2
(c) (i) <i>Malaria Staff</i> :						
Sub-Assistant Inspectors	..	..	..	99—119	..	11
Assistant Inspectors	..	..	..	99—160	..	4
				114- 198	2	..
Inspectors	..	..	..	166—280	1	2
(ii) <i>Sanitation Staff</i> :						
Assistant Inspectors	..	..	..	99 160		14
Assistant Inspectors	..	..	..	114—198	18	10
Inspectors	..	..	..	166 -280	5	6
(d) <i>Nursing Staff</i> :						
Nurses	..	..	..	114—198*	..	46 (Jr.)
				166—280*	53	12 (Sr.)
Sisters-in-Charge	..	..	..	240- 356*	5	4
Matrons	..	..	..	414—473*	3	..
Matrons	..	..	..	285- 573	..	1
(e) Sub-Assistant Surgeons (" Licentiate Medical Practitioners ").	..	..	..	198—356	28	65

*Plus other benefits.

104. In addition, there are a number of isolated categories the details of which are as under :—

Categories	Existings emoluments including D. A.	No. of Posts	
		PWR	PER
Operation Room/Lab. Assistants	99—160	..	1
	99—160	4	6
	to 114—198		
X-Ray Assistants	114—198	5	4
Dental Mechs.	114—198	1	..
Chemists	240—356	..	1
Assistant Bacteriologists	290—406	..	:

105. There are various levels of recruitment with varying qualifications for the categories included in class III establishment. For instance, Dais are required to be literate and to possess a certificate in mid-wifery. Dispensers are recruited from amongst matriculates who should have received 9 months' training in dispensing work. The cadre of Malaria Inspectors starts on the P. E. Railway in the grade of Rs. 60—80. But direct recruitment to some extent is also made in the next higher grade of Rs. 60—120 from amongst (a) literate staff with practical experience in anti-Malaria field work and sanitation, and (b) matriculates with a certificate in field and laboratory work for malaria. Similarly, in the cadre of Sanitary Inspectors there are two levels of direct recruitment, viz., 80% in the initial grade of Rs. 60—120 from those possessing a certificate from a recognised institute, and 20% in the next higher grade of 75—150 from trained staff. A percentage of Assistant Malaria Inspectors, in grade of Rs. 60—80, is also eligible for promotion as Assistant Sanitary Inspectors in grade of Rs. 60—120.

The P. W. Railway make initial recruitment both of malaria and Sanitation staff in the grade of Rs. 75—150 only from amongst Matriculates with necessary training.

Nurses

On the P. E. Railway Junior Nurses are recruited in the grade of Rs. 75—150. 80% posts of Senior Nurses in grade of Rs. 125—225 are filled by promotion of Junior Nurses and 20% by direct recruitment. On the P. W. Railway Senior Nurses are only recruited and there is no grade of Junior Nurses. Higher posts in the cadre are filled by promotion. The Nurses get additional allowance towards messing and uniform, etc., and benefits of free quarters, electricity, water etc., which conform to Jinnah Central Hospital scales for Nurses employed on the P. W. Railway and East Pakistan Government scales for Nurses employed on P. E. Railway.

Sub-Assistant Surgeons

Licentiate Medical Practitioners

According to a recent Government decision, there would be no category of Licentiate Medical Practitioners in future. The existing sub-Assistant Surgeon would constitute a diminishing cadre. The existing staff may be given suitable revised scales.

106. In consideration of the foregoing details, and subject to the condition that the levels of recruitment, etc., should conform to our general scheme, we recommend the following structure and pay scales for the various categories and cadres included in class III establishments.

Categories	Existing No. of Posts		Group and Grades	Pay Scale proposed	No. of Posts	
	PWR	PER			PWR	PER
1	2		3	4	5	
GROUP 'D'						
Rs.						
100 fixed						
Training (as per requirements).						
(i) Dispensers Store-Keepers Stewards	100	76	I	110—4—150—5—175	58	42
			II	150—5—185—10—225	35	29
			III	225—10—295—25/2—370.	5	4
			IV	375—25/2—450	2	1
Training 100 (fixed)						
According to requirements.						
(ii) Malaria Inspector Sanitary Inspector	3 23 23	17 30 30	I	110—4—150—5—175	1	10
			II	150—5—185—10—225	12	15
			III	225—10—295—25/2—370.	1	5
			IV	375—25/2—450‡	6	9
Training 100 (fixed)						
According to requirements.						
(iii) Operation Room Assistant. Dental Mechanic	1	—	I	110—4—150—5—175.	1	1
			II	150—5—185—10—225.	1	1
Library Assistant	4	6	I	110—4—150—5—175.	2+3	4+2
X-Ray Assistant	5	4	II	150—10—185—10—225.	2+2	2+2
Training 100 (fixed)						
According to requirements.						
(vi) Junior Nurses† (Mid-wives)*	27*	46 †	I	110—4—150—5—175.	37*	30†
			II	150—10—185—10—225.	..	16†
(*They shall be confined to Grade I only).						
GROUP 'C'						
Senior Nurses ..	53	12	I	250—10—300—15—450.	53	12
Sister-in-Charge	5	4	II	350—15—500	5	4
Matrons ..	3	1	III	500—20—700	3	1

‡Sanitary Inspector.

GROUP 'A'				
'JEG'				
Junior Medical Officer ..	2	400—40—700	6*	4*
'CES'				
Divisional Medical Officer	4	I { 900—50—1,200—EB—	3	2
		50—1,300.		
		II { 1,300—50—1,500—	2	1
		EB—50—1,600.		
		III { 1,500—100—1,200.	1	1
'PAS'				
Chief Medical Officers ..	1	I { 2,000—100—2,500	1	1
		II { 2,500—100—3,000		

(viii) WATCH AND WARD DEPARTMENT

109. The Watch and Ward Department is primarily responsible for the prevention and detection of crimes, thefts and pilferages in railway premises. It also provides armed guards for the Cash and Pay branch of the railway, and for night goods trains where.

I. Class IV Establishment

110. Class IV establishment is composed of Watchmen, Lance Head Watchmen, Naiks and Head Watchmen/Jamadars. Direct recruitment is made in the category of watchmen generally from ex-servicemen of a particular physical standard. The posts of Lance Head watchmen are in the same scale of pay as watchmen, and the two categories are interchangeable. The posts of Head Watchmen, etc., are filled by selective promotion from the lower posts.

111. The existing position is shown below.

Categories				Total emoluments including D.A.		No. of Posts	
						PW	PER
				Rs.			
Watchmen	..	..	..	66—70		3,782	2,076
Lance Head watchmen	..	..	..	66—70		103	..
Naiks	..	..	..	73.50—77.50		..	12
Head watchmen	..	..	..	73.50—77.50		11	187
Head watchmen	..	..	..	71—78		271	..
Jamadars	..	..	..	73—99		..	70

All these categories should be placed in Group 'F' as shown in the following table :—

Categories	Existing No. of Posts		Group and Grades	Proposed Pay Scale	No. of Posts		
	PWR	PER			PWR	PER	
GROUP ' F ' ,							
Rs.							
				60 fixed	Training**		
Watchmen, Lance Head	3,885	2,088	{	I	65—1—80	2,331	1,246
Watchmen and Naiks.				II	75—1—85	1,554	842
Head Watchmen	282	257	{	III†	85—1—95	282	257*

*Jamadars to be treated as diminishing cadre.

† Only those Watchmen etc., who satisfy the requirement of literacy at least up to Primary standard should be eligible for promotion to grade III.

**As per requirements.

II. Class III Establishment

112. The class III establishment with the exception of ministerial staff which has been included in the Administration department, comprise mainly of inspectorial categories, to which direct recruitment is made from amongst matriculates in grade Rs. 60—120. Direct recruitment is also made in grade Rs. 75—150 up to certain percentage. A percentage of vacancies is also filled by promotion from below, i.e., Head Watchmen, etc.

The existing set up is as under :—

Categories					Existing emoluments	No. of Posts	
						PWR	PER
					Rs.		
Sub-Inspectors	..	..	..	..	99—160	31	30
Sub-Inspectors	..	..	..	..	114—198	37	19
Assistant Inspectors	..	..	..	..	166—280	23	10*
Inspectors	..	..	..	..	240—356	19	12
Chief Inspector	..	..	..	..	285—573	..	1

*Including 1 Instructor.

The Inspectors cadres should be placed in Groups 'D' and 'C' as indicated in the following table.

Categories	Existing No. of Posts		Groups and Grades	Proposed Scale of Pay	Distribution	
	PWR	PER			PWR	PER
GROUP ' D '						
Rs.						
100 fixed.						
Sub-Inspectors	68	49	I	110—4—150—5—175	40	30
Assistant Inspectors	23	10	II	150—5—185—10—225	28	19
			III	225—10—295—25/2—370.	23	10
GROUP ' C '						
200						
Training**						
Inspectors	19	12	I	250—10—300—15—450.	13	9
		1	II	350—15—500	6	4

Only Two Grades are considered enough.

**As per requirements.

III. Lower Gazetted Service Cadre

113. With the exception of one Junior Time Scale post in class I on the P. W. Railway, all the posts of (Assistant) Superintendents, Watch and Ward, belong to the L.G.S. (Class II) in scale Rs. 250—750 (gross emoluments Rs. 305—835). There are no senior scale posts, but one post of Chief Superintendent on each railway in the Junior Administrative grade. On the P. W. Railway, this post is held by an officer seconded from the Police department, whereas on the P. E. Railway a senior Transportation Officer is working against it.

114. In view of the special requirements of the department, the posts of Chief Superintendents might continue to be filled from Police officers who should be brought over on deputation.

(ix) DRAWING OFFICE CADRES

115. At present, the Drawing Office cadres consist of two distinct groups—viz. the non-technical group shown below under Part I, and the technical group *vide* Part II. The position is as below :—

Categories	Existing emoluments including D. A.	No. of Posts	
		PWR	PER
Rs.			
<i>Part I.—Non-Technical Group :</i>			
Tracer }	99—119	84	..
Ferro Typist }		12	..
Tracer }	99—160	125	66
Ferro Typist }		..	3
Track Recorder }	114—198	5	..
Record Keeper }		1	..
Berco Operator }		3	..
Draftsmen }	114—240	96	43
Estimator }		6	5
Track Recorder }	166—280	1	..
Record Keeper }		4	..
Berco Operator }		2	1
<i>Part II.—Technical Group :</i>			
Draftsman }	166—280	64	42
Estimator }		8	1
Computer }	164—280	2	2
Estimator }			
Estimator }	211—310	1	..
Head Track Recorder }	240—356	1	..
Computer }	240—356	4	..
Draftsman }	240—356	36	..
Estimator }		6	..
Head Draftsman }	240—414	13	21
Head Calculator }		1	3
Head Computer }	240—414	2	2
Head Calculator }			
Chief Draftsman }	285—449	..	5
Assistant Chief }	449—513	..	3
Draftsman/Mechanical and Electrical Superintendent. }	513—573	..	3
Drawing Office (Engineering) }	285—573	5	1

Consequently, there is a separate stage of direct recruitment for each group. For the staff shown in Part I, the initial cadre starts from Tracers in grade Rs. 60—80 to 60—120. The P. W. Railway recruited tracers in the lower grade (60—80) from amongst non-matriculates possessing knowledge of tracing work, and promoted them, in due course, to the next grade Rs. 60—120. P.E. Railway recruited Tracers from matriculates in grade Rs. 60—120. The other higher posts in Part I are filled by promotion of Tracers.

Part II covers two main groups : Draftsmen (including Estimators) and Computers or Calculators. Minimum qualifications laid down for recruitment of Draftsmen group is matriculation with a diploma in technical training or a certificate in Draftsmanship from recognised Engineering Colleges and for Computers/Calculators, a Mathematics and/or Science degree. Both groups are recruited in the same grade of Rs. 125—225, and are not interchangeable but have their own line of advancements.

— In spite of sustained efforts, recruitment programme of the technically qualified Draftsmen has not proved successful in the past. Consequently, a large number of Draftsmen of the non-technical group, that is, those promoted from Tracers, had to be employed in higher charges meant for direct recruits from amongst technically trained personnel. These promoted personnel were, therefore, given a lower grade Rs. 75—180.

The paucity of properly trained personnel is also reflected in the device adopted by the P.E. Railway, where Foremen, Mechanical and Electrical Branches, are employed against the posts of Head/Chief Draftsmen. The pay ranges of Rs. 285—449, 449—513 and 513—573 shown under Part II of the table refer to Foremen group.

116. We recommend that the Draftsmen cadre, to which recruitment is made from diploma holders, should be placed in the new group 'C'. Draftsmen not so qualified should be included in group 'D' alongwith Tracers.

The grade structure and salary scales should be according to the following table.

Categories	Groups and Grade No.	Proposed Scales	No. of Posts	
			PWR	PER

GROUP ' D '					
Existing No. of Posts :	PWR 482	PER 200	Rs.		
			100 fixed.	Training cording actual requirements).	
				(Ac- to re- quirements).	
Tracers,	}	I	110—4—150—5—175	131	42
Record Keepers,		II	150—5—185—10—225	92	29
Track Recorders		III	225—10—295—25/2—	40	11
and Barco Operators.			370.		
				263	82

Categories	Groups and Grade No.	Proposed Scales	No. of Posts	
			PWR	PER
GROUP 'C'				
		Rs.		
		200 fixed.	Training according actual requirements).	(Ac- to re-
Draftsmen, Estimators, Calculators.	I	250—10—300—15—450	119	69
	II	350—15—500	70	39
	III	500—20—700	20	13
Computors, Head Track Recorders.	IV	650—25—850	10	6
			219	118
		GRAND TOTAL ..	482	200

CHAPTER XVI

THE POLICE ADMINISTRATION

This has been examined recently by a special Commission, whose report has been made available to us. The Police Administration comprises a large number of separate departments and offices. There is the Central Intelligence Bureau, with seven regional offices, a Training School and a small technical staff. At the Centre also, there is a Special Police Establishment, dealing with major offences such as smuggling, hoarding and black-marketing, foreign exchange irregularities, and corruption in the Central Services. It has five regional offices known as Circles. The Provincial Police Forces are integrated under an Inspector General and comprise very large staffs. Their functions are divided into a number of divisions, viz., security, maintenance of law and order, investigation of crime, traffic control, guard duties, prosecution of cases before Magistrates, and the control of corruption. With the exception of the isolated posts, which require special treatment, the main posts on the executive side are graded in the same manner, viz., Constables, Head Constables, Assistant Sub-Inspectors and Sub-Inspectors, Inspectors, Deputy Superintendents, Assistant Superintendents, Superintendents (of whom a few of the seniors are designated Assistant Inspectors General) and in the upper directorate, Deputy and Additional Inspectors-General and finally Inspector General.

In this chapter, we indicate how the Commission's Scheme may be adapted to the existing staffs. None of the Police staff proper seems to us to fall in Group 'F' of our Scheme. In our Group 'E' we would fit Constables, Naiks (in East Pakistan only) and Head Constables, as below :—

GROUP 'E'

Designation	No. of Existing Posts		Grade	Proposed Scale	No. of Posts	
	W. Pak.	E. Pak.			W. Pak.	E. Pak.
Constables	47,553	18,825	Training	Rs. 70 (fixed.)	According to requirements.	
Naiks	—	350				
			I	Rs. 75—2—105	32,497	12,121
			II	Rs. 90—3—120	15,000	15,000
Head Constables	8,444	946	III	Rs. 110—3—140— 5—150	8,500	3,000

In view of the general increases in basic salaries, as well as in the compensatory allowances, most of which were not available to equivalent Police officers in East Pakistan, it is for the consideration of the Government concerned whether the provision of rations at concession rates to Police officers up to the rank of Sub-Inspectors in East Pakistan should be continued any longer. Our recommendation is that, so far as possible, there should be equality in this, as in all other respects between the two Wings.

The minimum educational qualification would be the new primary dard, but those with lower Secondary (Matriculation) would have chance of rising to Head Constables after about 10 years service,

through the technique of the Special List, which will be part of Grade II. The proportion in which persons in the Ordinary List and those in the Special List in Grade II would be entitled to promotion to Head Constable would be for the Department concerned to determine. In certain departments, the need may be for younger men, with more agile and adaptable minds and greater degree of literacy: in others, mature and seasoned men may be mainly required.

The figures in the last column are a break-down of the existing figures. In West Pakistan, the proportion of Head Constables to Constables is just a little over 1 to 6; in East Pakistan it is 1 to 20. We have indicated how the career might be opened out, and opportunities for advancement can be equalised, in accordance with our general Scheme. The present condition leads to depression and consequent frustration among Constables in general, leading to the Service being even more unattractive than its duties need make it, and inevitably to the spread of evils such as corruption.

In our Group D, we would place Assistant Sub-Inspectors, Sergeants and Sub-Inspectors, on the supposition that the status of the latter is to be retained as it is, under the advice of the Police Commission. The minimum standard of education for entry should be Lower Secondary (Matriculation). Sergeants form a small class, mainly of Anglo-Pakistanis and it seems unnecessary to provide for them separately. There is, in West Pakistan, an even smaller class of Deputy Inspectors, who may similarly be merged in this Group i.e., 'D'

We recommend the placement of these officials in Group D as below:—

GROUP 'D'

Category <i>As</i>	No. of Existing Posts		Grade	Proposed Scale	No. of Posts	
	W. Pak.	E. Pak.			W. Pak.	E. Pak.
Assistant Sub-Inspectors	2,082	1,588	} Train- ing. I	Rs. 100 (fixed)—According to requirements.		
Sergeants	32	70		Rs. 110—4—150 —5—175.	1,662	1,370
Sub-Inspectors	2,029	1,793	} II III	Rs. 150—5—185 —10—225.	1,495	1,209
Deputy Inspectors	6	—		Rs. 225—10—295 —25/2—370	744	654
			} IV	Rs. 375—25/2—450	248	218

Here again, Grade II would include a Special List, to provide the "quick career" for those who have educational qualifications equal to those prescribed for Group B, i.e., Graduates, and this would provide an avenue for young and ambitious officers to rise above Group D at an age when they can hope to come on a level with the direct recruits into Group B. We propose to place the next echelon of Police Officers namely, Inspectors and Deputy Superintendents, not in Group C, for which Rs. 250 is the recommended starting pay, but in Group B, for reason that the present starting salary of Inspectors and Deputy Superintendents is of the order of Rs. 300 Group B is the group in w

in other Departments, we have placed the basic officer class, who carry the bulk of the direct control of the operations of the Department and are themselves engaged in those operations in most cases. In the Police Department, this "basic officer" is, we believe under the present conditions, the Sub-Inspector. He himself investigates crimes, hunts for proclaimed offenders, interferes to maintain law and order, holds inquests, presents cases in court, and follows their progress, besides carrying a large number of direct responsibilities connected with the maintenance of public order. It is, in the opinion of the Commission, a matter of regret, and a very real source of complaint regarding the web of the Police Department in general, that all this work is left to an inferior officer to perform. The impression gained is that it is too "dirty" for the superior officers to touch, even for the purpose of being trained for their high supervisory duties. All the duties involve direct contact with the public, in Western countries, they are undertaken by officers of superior grade. It is perhaps because of the small areas allotted to Thanas, that the status of the person in charge is kept at a low level. In East Pakistan, we find that Thanas are grouped in a Circle, under an Inspector, but there again, the Inspector is one who exercises his powers at a distance from the people, appearing only from time to time. A Magistrate of an *ilqa* or area is responsible for the whole area directly, within the limits of his powers, and for that purpose, must be available at all times for spot inspections and other on-the-spot duties, besides being required to try cases from the area himself. To breed confidence in his office, he is given the requisite status and salary, as well as the facilities to perform his duties. The contacts of a Sub-Inspector, performing very important on-the-spot duties throughout the area allotted to him, with the people of that area, do not we believe, result in similar development of trust and confidence, and our belief is that the reason lies in the down-grading of the office. The result is that the superior officers, are mainly trained in dealing on paper with matters arising out of Police activities, and lack that direct knowledge of what "goes on" which (a) is necessary for proper exercise of supervision and (b) would be a real guarantee to the people against much that, in fact, "goes on", and under which they groan, without complaining lest they suffer even more.

If it were decided that the principal Police Officer who, in direct contact with the people, investigates crimes, enforces laws, maintains order, was to be given the "basic officer" status of Group B, the rest would be a matter of administration. The sizes of Thanas would be increased, or direct responsibility for the running of a number of Thanas could be entrusted to the "basic officer" who would be provided with transport facilities to enable him to cover his area efficiently. The measure adopted by the Police Commission, namely, the number of cases investigated in an area, would seem to determine what area, or number of Thanas could be placed under the control of a single "basic officer". We put forward this suggestion in all sincerity, as we feel most strongly that the powers possessed over the liberties and properties of the people by a Sub-Inspector are too great to be safely entrusted to an officer of that status, the exercise of these powers is necessary for the safety and security of the State, but their abuse is a grave drawback in the development and growth into freedom of the people. The only remedy is, in our opinion, to up-grade the officer to whom these great powers are entrusted, and to open up the career for them to the highest positions.

For group B, we recommend the following :—

Category	No. of Existing Posts		Grade	Proposed Scale	No. of Posts	
	W. Pak.	E. Pak.			W. Pak.	E. Pak.
Inspectors	342	281	{ Training I	Rs. 200 (fixed) Rs. 350—25—600	According to re- quirements. 342 281	
Deputy Superintendents ..	148	50	{ II III	Rs. 500—36—850 Rs. 800—40—1,200	118 30	40 10

It should be possible for the Government to devise a system under which a proportion of middle-career Sub-Inspectors are promoted into Group B, without the intervention of Group C.

We now come to posts in the Civil Executive Service, corresponding to those in the Police Service of Pakistan, and those we propose to place, as in the case of other specialized agencies, in Group A and in the Pakistan Administrative Services. The minimum qualifications for direct recruitment would be double graduation, one of the degrees being a law degree.

The posts in the Civil Executive Grade would be as below :—

GROUP 'A'

Category	No. of Existing Posts		Grade	Proposed Scale	No. of Posts	
	W. Pak.	E. Pak.			W. Pak.	E. Pak.
Assistant Superintendents of Police ..	18	37	J.E.G.	Rs. 400—50—700	18	37
Superintendents of Police ..	86	56	{ Civil Executive Grade I. Civil Executive Grade II.	900—50—1,200— EB—50—1,300. 1,300—50—1,500— EB—50—1,600.	60 26	40 16
D.I.G.	14	7	Civil Executive pre-PAS Grade.	1,500—100—2,000.	14	

It will be observed that we are not continuing the present system namely D.S.Ps. may be given direct promotion to the P.S.P. as Superintendents of Police. This is because we are abolishing the class distinction among the services. It will be possible for D.S.Ps. to rise to Group A via the J.E.G. at the appropriate age. They would, of course, have the necessary educational qualification.

The senior posts would be in the Pakistan Administrative Service, and we propose the following scales of pay :—

Category	No. of Existing Posts		Grade	Proposed Scale	No. of Posts	
	W. Pak.	E. Pak.			W. Pak.	E. Pak.
Additional I. G.	1	—	I	Rs. 2,000—100—2,500	1	..
I. G.	1	1	III	Rs. 3,000—100—3,500	1	1

As we are not recommending any Special Pays, there may be need to up-grade certain of the higher posts, *e.g.*, D.I.G., C.I.D.

The detailed application of our Scheme to each of the specialized branches within the Police Administration may be left to later implementation. The above treatment is recommended as suitable for all posts, in all these branches, which carry the designation dealt with above. We think it necessary, however, to deal separately with one branch, namely, the Prosecuting Branch. The staff is composed of Sub-Inspectors, Inspectors and Deputy Superintendents and although a degree in law is requisite, the salary offered is the same as for the ordinary Sub-Inspector, *viz.*, Rs. 150. It seems to us that the parallelism with the ordinary cadres is responsible for this very serious, and dangerous, under-payment. The cadre, if it is to be maintained, should be re-designated as Junior Police Prosecutors, Senior Police Prosecutors, and for the Prosecuting D.S.P. who is at the head of the organisation, Principal Police Prosecutor, or in their case, it would be appropriate to insist on double graduation, *viz.*, an ordinary degree as well as a law degree coupled with 3 years of legal practice (certain universities grant the law degree without an ordinary degree, thus lowering standards). The salaries might then be as below :—

GROUP 'B'

Junior Police Prosecutor	Grade I	Rs. 350—25—600
Senior Police Prosecutor	Grade II	Rs. 500—35—850
Police Attorney	Grade III	Rs. 800—40—1,200

No training period is provided, as they will have three years of legal practice before they enter the service.

At the close of this chapter, we would like to mention, and to commend, a suggestion made to us by a Senior Political Administrator, now in retirement. It is that in the large towns of Pakistan, a start may be made in converting to a Police Commissioner System, on the lines prevailing in Great Britain. The Criminal Procedure Code already provides for Police Commissioner administration of law and order in the "Presidency Towns", *viz.*, Calcutta, Bombay and Madras, all of which are in India. It is often remarked that the Police Administration of these cities is much more smooth and efficient than that prevailing over the rest of the country. We note that the Police Commission has not recommended the adoption of this system even for Karachi. At the same time, on grounds which are plainly consistent with reason, they have

recommended a degree of sharing between the head of the Police and the District Magistrate, of the law-and-order responsibility. Our opinion is that the existing position gives rise to irreconcilable conflicts between these two officers, between whom by reason of origin or education, or even age, there is nothing to choose as there used to be in British times. These conflicts have appeared in West Pakistan twice within the past year or two, in circumstances which might have led to public danger in the one case, and interference with justice in the other. The remedy applied is to transfer the officers, and while this must lower the administration in the eyes of the public, it does nothing, on the other hand, to improve the situation out of which the trouble arises. The real remedy lies in unifying the public and administrative responsibility with the powers of implementation, in the hands of Police Officers, under necessary, but distinct, supervision.

Therefore, our feeling is that we should, by trial, endeavour to produce the same smooth conditions, at least in our large cities such as Karachi, Lahore and Dacca, as undoubtedly exist, in this respect, in the much greater cities of Bombay and Calcutta. To this may be added an experiment in utilizing the services of a public figure, e.g., a person of the status of General Robertson who was appointed Commissioner of Police in London, in our large cities. There would be a real gain in public confidence, by the presence and availability to approach by the public, of such a person at the head of the City's Police Force.

CHAPTER XVII

EDUCATIONAL SERVICES

The scope of the notified terms of reference of our Commission does not include private and semi-Government educational institutions and Universities. But through several letters, Government have asked us to give our recommendations in respect of these also. We have been specifically asked to give our recommendations regarding salary scales for the Cadet Colleges at Hasan Abdal and Petaro.

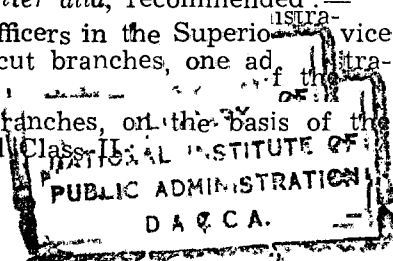
General Historical Background :

2. The Department of Public Instruction was established in 1855 in the old province of Bengal, with two main branches, the Superior and the Subordinate Services, besides some special ungraded appointments. To the Superior Graded Service belonged Principals and Professors of Government Colleges and Inspectors of Schools, divided into four classes, with salaries ranging from Rs. 500 to Rs. 1,500. After 1881, only two-thirds of these salaries were admissible to "Indians". In the Subordinate (Graded) Service, salaries ranged from Rs. 100 to Rs. 500. European officers were selected by the Secretary of State and "Indians" by the Local Government. Promotion was strictly on seniority-cum-fitness basis. This system was extended to the Punjab in 1856 and further extended gradually to other provinces in India.

At the time when the Islington Commission (1912—15) were drawing up their Report, the Education Departments of the various Provinces were composed of two main groups of officers. One group consisted of Headmasters of Model Government High Schools, higher officials of Teachers Training Colleges and Inspectors of Schools. Their duties being primarily administrative, these officers constituted a service in the ordinary sense of the term in that their functions were similar in kind and permitted of individuals being moved from one post to another without loss of efficiency. The other main group of officers was employed on purely teaching work in the various Government colleges and could hardly be said to constitute a service at all. Each officer was recruited to teach a particular subject and no interchangeability between any two teachers was ordinarily possible. The only link which bound together the college professors and lecturers was their common interest in the college and their common subordination to the principal—there was also usually a common standard rate of salary. In theory, there was only one service over and above the subordinate service. This higher service was divided into an Imperial and a Provincial branch, theoretically equal and parallel in status but the first recruited in Europe and the other in India. The original object of this distinction was to find some means by which different rates of salaries for Europeans and Indians could conveniently be enforced. But this device broke down when the Provincial ranks were opened to officers with the necessary educational qualifications. The Provincial section in due course drifted into a definitely inferior position.

The Islington Commission (1912—15), *inter alia*, recommended :—

- (i) Formal grouping of educational officers in the Superior Service in each Province into two clear-cut branches, one administrative and the other collegiate ;
- (ii) Classification of each of these branches, on the basis of the work to be done, into Class I and Class II.



- (iii) Recruitment to class II being entirely in India and to Class I in Europe and in India in the proportion of 3 : 1 ;
- (iv) Half of the total recruitment in India to the Class I of the administrative branch and 50% of the total recruitment in India to Class I of the collegiate branch, to be reserved for promotion from among properly qualified Class II officers ;
- (v) Incremental scales of pay for Class I and Class II ;
- (iv) Directorships of Public Instruction being open to both the branches ; and
- (vii) Setting up of a Women's Education Service divided into Class I and Class II and special appointments.

Under the Constitution Act of 1919, education became a transferred subject. The Lee Commission (1924) accordingly recommended abolition of the Indian Educational Service. The Centre, however, continued to be responsible for the Central libraries, museums, Archaeological Survey and for the coordination of educational activities throughout the country. These functions were looked after by the Education, Health and Lands Department until its trifurcation during the last War. Matters relating to education proper were dealt with by an Educational Commissioner. This post of Educational Commissioner was later designated as Educational Adviser.

Existing Organisations at the Centre :

3. Central Ministry of Education and Scientific Research.—The Secretariat set-up of this Ministry at present consists of :—

1	Educational Adviser	..	..	..	Status and pay scale equivalent to a Secretary to Government ;
1	Joint Educational Adviser	..	..	..	pay scale: Rs. 1,700 ;
4	Deputy Educational Advisers	..	..	..	pay scale : Junior administrative grade ;
1	Deputy Secretary				
10	Assistant Educational Advisers		..	..	pay scale : Senior Class I ;
12	Assistant Educational Advisers (including Section Officers).				pay scale : Junior Class I.

and the usual complement of Secretariat staff.

The primary functions of the present Central Ministry of Education and Scientific Research, apart from the functions relating to scientific research, are now recognised to be as follows :—

- (i) To collect, analyse, publish and disseminate statistical information about the state and progress of education in the country as a whole ;
- (ii) To promote the planning of education and assist in relating the educational plans to the growing needs of social and economic development throughout the country ;
- (iii) To provide leadership and co-ordination on a national basis and in particular to arrange for conferences of educational and lay leaders to consider major educational problems ; and

- (iv) To maintain relationships with educational agencies in foreign countries and in the United Nations and administer co-operative and exchange programmes involving these agencies.

To sum up, the Centre is supposed to exercise informational, advisory, co-ordinating and supportive role of leadership in education. What substantial changes in the present scope of functions of the Central Ministry of Education and Scientific Research would be necessitated by the new constitution remains to be seen.

Existing Organisations in West Pakistan Province :

4. The West Pakistan Education Department deals with Universities, Colleges, Technical Education, Teachers Training Institutions, Secondary Education, Primary Education, Libraries, Museums, Sports and Games and Cultural Activities. In accordance with the recommendation of the Provincial Re-organisation Committee, the Provincial headquarters would in future look after only the Universities, Board of Secondary Education, technical colleges and polytechnics. The Education Extension Centre and the Bureau of Education would be maintained as attached offices; a Bureau of Publications and a Bureau of Examinations would also be set up at the headquarters as attached offices. All the other activities of the Provincial headquarters would be decentralised and entrusted to six Regional Directors of Karachi, Hyderabad, Quetta, Lahore, Rawalpindi and Peshawar regions—there would be no Central Directorate in the Province. Each Regional Directorate would as far as possible be self-contained and would look after all educational institutions except technical colleges and polytechnics. It would have suitable Inspectorial staff as well as staff for conducting examinations and for looking after the preparation of regional publications.

At present this Province has three regularly constituted educational services, namely, West Pakistan Education Service Class I, West Pakistan Education Service Class II, and Subordinate Education Service. The Class I and II Services are on all-Province basis while the Subordinate Education Service is on regional basis. Appointments to these services are made partly by initial recruitment and partly by promotion. In-service training is being undertaken in the Directorate of Technical Education. The Directorate of Public Instruction send abroad a number of officials for training in special fields. No departmental examinations have been prescribed as a condition for confirmation. Some particulars of these services are as follows:—

West Pakistan Education Services, Class I and II :

Qualifications :

M.A. ; M.Ed. ; M.A., B.Ed. ; B.A., B.T. ; BA, SAV, etc.

Duties :

To hold the following posts :

Secretary, Director, Regional Director, Inspector, Officer on Special Duty, Deputy District Inspector, Head Master, Principal, Professor, Lecturer, etc.

Pay Scales :

Rs. 250—750 Class II.

Rs. 300—850 Class I (Junior scale).

Rs. 600—1,150 Class I (Senior scale).

Subordinate Education Service (English Section) :**Qualifications :**

M.A. ; M.Ed ; M.A., B.T. ; B.A., B.T. ; B.A., S.A.V. ;
F.A., I.T.

Duties :

To be employed in the following posts :

Assistant District Inspector and Teachers in Secondary Schools teaching English, Mathematics, General Knowledge and Science.

Pay Scales :

Rs. 130—200.

Rs. 250—355.

Subordinate Education Service (Classical and Vernacular Section) :**Qualifications :**

M.A., M.O.L. ; B.A., O.T. ; F.A., O.T. ; Matric, OT ; Hons. in Arabic, Persian and Urdu ; Matric, S.V. ; F.A. ; B.A. ; S.V., etc.

Duties :

To be employed as :

Teachers of Urdu, Persian, Arabic, Islamiat and as Drill Masters, etc.

Pay Scales :

Rs. 60—140.

Rs. 150—250 (15% only).

Existing Organisations in East Pakistan Province :

5. In East Pakistan the Provincial Education Department is headed by a Secretary, a senior C.S.P. Officer with a special pay of Rs. 400, who is assisted by 2 Deputy Secretaries, 7 Section Officers and requisite clerical establishments. To assist and advise the Education Department there is a Directorate of Public Instruction and a Directorate of Technical Education at the headquarters of the Province.

The Directorate of Public Instruction controls and manages school education and Government colleges and training and aid in regard to education as well as scholarships for overseas studies, sports and physical education, archives, libraries and museums of national importance, etc. At its headquarters, this Directorate has 7 Assistant Directors, 12 Deputy Assistant Directors, a Director of Physical Education, a Technical Officer, an Administrative Officer and requisite clerical establishment. The field organisation under this Directorate at the Divisional level consists of a Deputy Director, 2 Deputy Assistant Directors, a Divisional Inspector of Schools, an Inspectress of Schools and an Assistant Inspector and an Assistant Inspectress of Schools. It looks after secondary education, junior training colleges, sports and cultural activities of local importance

The District level staff consists of a District Education Officer (Secondary Education) and a Deputy Inspector of Schools (Primary Education). It looks after primary education, primary training institutions, libraries and museums of local importance.

There is a Sub-Divisional Education Officer at the Sub-Division level in each Sub-Division and a Thana Education Officer in each Thana.

There are three regularly constituted Education Services in this Province, viz., the East Pakistan Senior Education Service, the E. P. Junior Education Service and the E. P. Subordinate Education Service. Each of these services is divided into two branches, one for men and the other for women. Some of the teaching staff like headmasters, headmistresses, lecturers, demonstrators and professors also belong to one or another of these services. Members of the Subordinate Education Service are eligible for promotion to the Senior Education Service through the Junior Education Service by selection.

The three services mentioned above carry the following representative scales of pay:—

E. P. Senior Education Service I:

Rs. 350—25—500—30—560—40—1,000—50—1,150 (with S.P. of Rs. 100 or Rs. 200 attached to certain posts).

This is a combination of Junior and Senior Class I scales. In West Pakistan, both the scales exist separately and the minimum of the junior scale is lower than that of the East Pakistan scale.

E. P. Junior Education Service Class II:

Rs. 250—15—550 ;

Rs. 250—20—350—25—750 (with a S.P. attached to certain posts) ;

Rs. 275—25—550—30—850 ;

Rs. 1,000 (Selection Grade for 3 Professors).

The last two scales compare favourably with the West Pakistan scale of Class II Education Service.

Subordinate Education Service Class III:

Rs. 70—4—110 ;

Rs. 90—5—150—EB—5—170 ;

Rs. 110—5—170—EB—8—210 ;

Rs. 140—5—195—EB—10—275 ;

Rs. 220—10—320.

On the whole, these scales are more liberal than the scales of West Pakistan Subordinate Education Service.

The Directorate of Technical Education controls engineering education below the University standard and research and development. It consists of a Director, Deputy Director, two Assistant Directors, a Project Officer and an Assistant Project Officer. The Divisional level set-up under it looks after the technical institutions and consists of a Divisional Inspector and an Assistant Inspector of Technical Education.

Some demands presented to this Commission :

(i) *General Enhancement of pay scales of educational personnel.*—This seemed to be a universal demand based on various considerations mostly mentioned in the Report of the National Education Commission.

(ii) *Discrimination between Railway School Teachers and Government School Teachers in the matter of salary scale.*—The E.B. Railway Teachers' Association *inter alia* demanded that pay scales of Railway School Teachers should be raised and equated with those of other Government school teachers.

(iii) *Discrimination between "classical and vernacular" teachers and English teachers in matters of salary scales and prospects of promotions (West Pakistan).*—The Government Classical and Vernacular Teachers Union, West Pakistan, referred to the very much lower pay scales of classical and vernacular teachers of secondary schools as compared to those of English teachers and pointed out that this discrimination did not exist before 1933. They requested that this discrimination be removed and that classical and vernacular teachers be linked with English teachers so that the former might become eligible to be promoted to the higher grades of Headmasters, Inspectors, etc.

(iv) *Difference between the pay of technical and non-technical employees of Engineering Universities.*—The staff of the Ahsanullah Engineering College, Dacca, while asking for various improvements in their terms and conditions of employment, suggested that the margin of difference between the pay of technical and non-technical employees should not be abnormally high.

(v) *Discrimination between the physical education staff and other staff of the Education Department in matters of pay scales and prospects of promotion (West Pakistan).*—The West Pakistan Physical Education Association pointed out that the pay scales and prospects of promotion of the teaching and inspectorial staff on the physical education side prior to 1953 had been the same as those of their counterparts in the other branches of education in West Pakistan. The pay scales and avenues of promotion on the physical education side have remained unchanged while those of their counterparts in other branches have been improved from time to time after 12th March 1953. The Association requested that this discrimination be removed.

(vi) *Low pay scales of teachers of private schools (East Pakistan).*—The East Pakistan Teachers' Association asked for improvement in the pay scales of teachers of private schools and pleaded that Government should find ways and means of prevailing upon the managements of private schools to enforce enhanced pay scales.

(vii) *Upgradation of District Inspectors.*—Upgradation of posts of District Inspectors of Schools both in West and East Pakistan was demanded on the ground that they had to deal with other District Officers.

Views of Education Commission regarding servicing and remuneration of Educational personnel :

7. (i) *Highest educational service.*—This should be organised with the same financial attractions and professional opportunities as the C.S.P. There should be separate cadres for the Provinces and the Centre but recruitment should be on a national basis through competitive examination and direct selection of persons of demonstrated abilities from universities, colleges and schools as well as by promotion of suitable Government headmasters, inspectors, specialists and departmental educational personnel.

(ii) *General School Teachers.*—Salary scales of primary school teachers should be adequate ; higher pay or special allowances should be given in expensive urban areas.

Pay scales of secondary school teachers should be raised substantially without making a comparison with pay scales of subordinate services of other departments—without this no improvement in the educational system is possible. Distinction between teachers of classical or Pakistani languages and other teachers, in matters of qualifications and pay scales, should be removed.

(iii) *University teachers and research workers.*—There should be three cadres of university teachers, viz., professors, readers, and lecturers. Roughly the number of lecturers should be equal to the number of professors and readers taken together. However, the strength of these cadres should not be fixed rigidly ; they should vary from time to time depending on the availability of teachers with appropriate qualifications and competence. On recruitment, the teacher should undergo a probation of 3 years ; confirmation should be made on the basis of merit ; on confirmation the teacher should be placed on a contract or tenure basis within his rank ; promotion should be given in recognition of superior achievement and not on the basis of mere seniority. Adequate salary scales should be allowed ; increments should be granted as an effective stimulus for work and as a recognition of good performance—not automatically.

(iv) *Vocational/technical school teachers.*—The existing technical institutes and schools have so far failed to attract properly qualified teachers—salary scales and attendant benefits for technical teachers should, therefore, be improved suitably.

(v) *Teachers of engineering colleges and universities.*—Rigid limitations in different categories of staff should be removed ; staff should be appointed in the rank commensurate with their qualifications. Pay scales, especially starting pay should be raised appreciably ; they must be given much higher salary than those in the field of arts, social sciences and humanities.

FUTURE PATTERN

8. Under the reforms proposed by the Commission on National Education, generally speaking, there would be the following stages of education in this country :—

- | | | |
|---|---------|---------------------------------|
| (i) Primary School stage | .. .. . | = 5 years (Classes I to V). |
| (ii) Secondary School Middle stage | .. .. . | = 3 years (Classes VI to VIII). |
| (iii) Lower Secondary final stage (present Matriculation) | .. .. . | = 2 years (Classes IX and X). |
| (iv) Higher Secondary stage (present Intermediate) | .. .. . | = 2 years (Classes XI and XII). |
| (v) Bachelor's degree course General (Pass and Honours) | .. .. . | = 3 years. |
| Engineering | .. .. . | = 4 years. |
| Agriculture (after Lower Secondary) | .. .. . | = 5 years. |
| (vi) Master's degree course : | | |
| For B. A. /B. Sc. (Pass) | .. .. . | = 2 years. |
| For B. A. /B. Sc. (Hons.) | .. .. . | = 1 year. |
| (vii) Doctorate degree course | .. .. . | = 2 years. |

The following have been recommended by the Education Commission as minimum qualifications to be prescribed for teachers of different stages :—

- | | | |
|--|---------|--|
| (i) Primary school teachers | .. .. . | = Lower Secondary Certificate + 1 year teacher training. |
| (ii) Middle stage Secondary School teachers | .. .. . | = Higher Secondary certificate + 2 years teacher training. |
| (iii) Lower Secondary stage teachers and Middle stage English teachers. | .. .. . | = Bachelor's degree + 2 years teacher training. |
| (iv) Higher Secondary School teachers | .. .. . | = Master's degree + short courses of teacher training or 3 years Bachelor's degree + 2 years teacher training. |
| (v) College/University teachers of B.A. / B.Sc., (Pass) courses — Lecturers. | .. .. . | = High 2nd Class Master's degree. |
| (vi) College/University teachers of B.A./B.Sc., (Hons.) and M.A./M.Sc. courses — Readers and Professors. | .. .. . | = Ph. D. or recognised research qualifications. |

More or less similar standards of qualifications have been suggested by the Education Commission for vocational, technical and professional teachers of corresponding stages.

According to the recommendations of the Provincial Re-organisation Committee, administration of education in West Pakistan would be decentralised. Lower categories of teachers belonging to Subordinate Education Service, Class III and Class IV, would be borne on Regional, Divisional or District cadres and would be recruited locally and would not be transferable outside the respective Regions, Divisions or Districts. Lecturers and other teachers belonging to West Pakistan Education Service Class II, though borne on a Provincial cadre, would be distributed into Regional Sub-cadres and would not ordinarily be transferable outside their respective Regions. Readers and Professors and others, belonging to West Pakistan Education Service Class I, would be borne on a Provincial cadre but they also would be assigned to Regions on semi-permanent basis and would be transferable outside their respective regions only after attaining a fairly high grade.

Similar is likely to be the future pattern of teaching cadres of Government educational institutions in East Pakistan.

RECOMMENDATIONS

THE TEACHING SIDE

9. The gradation of qualifications for teachers which has been adopted by the National Education Commission appears to us be appropriate, and we also find it a convenient base upon which to build our recommendations for teachers' salary scales. The profession exhibits certain sharp divisions, which are seldom crossed, viz., lower school and secondary school teachers and headmasters, college lecturers, professors and principals, and teachers at University level. The Commission's Scheme, however, will enable an ambitious person to rise above a division, by the technique of the "Special List", provided he has gained the necessary qualification, at an age when he can successfully adapt himself to his new status and environment. Two factors which have had a bearing on the appropriate remuneration of teachers are (1) that they enjoy usually an appreciable period of vacations each year and (2) that some of them have, at a certain level, a supplementary source of income from examination fees. It seems, however, that vacations are rarely quite free of work for teachers and again, that it is only at University teacher level that examination fees, as an aid, can be relied upon. The advantage of a settled life was once a factor in the choice of education as a career but today this feature applies only in a minority of cases of teachers below University level, and even among the latter, it is not invariably enjoyed. Reliance on income from private tuition is to be firmly discouraged, as it leads to abuses and strains the very faculties which the employee should devote to his work as a Government employee. At the same time, it is of paramount importance that the right stamp of person, namely, a person with high and genuine academic qualifications who is devoted to the cause of the uplift of the nation through education, should not be deterred from choosing the profession by the temptation of better remuneration and better prospects in some other department of Government. The career must be opened to all, and the salary should be at least equal to that provided for persons with the same qualifications elsewhere.

10. There is one other feature affecting teachers at the highest level, which calls for special treatment, and that is the question of premium to be allowed for possession of degrees which are highly valued abroad. An appreciable number of teachers are known to go abroad often at their own expenses to acquire a high foreign qualification only to find on their return that at home they are refused recognition and are obliged to continue in their old grades when if they had stayed abroad they would have enjoyed an excellent salary by reason of their new degree. Added to this is the chagrin of finding that the Government through the various agencies of foreign aid, imports foreigners to work side by side with them whose qualifications are no better than theirs but whose remuneration is, in the aggregate, perhaps, five times as much as their own. We reproduce below an extract from an advertisement which appeared in March 1962 in the London Times :—

"BRITISH COUNCIL

Applications are invited for the following posts :—

Indonesia :

- (i)
- (ii)

Pakistan :

(iii) Reader in Modern English and Educational Method in the English Language unit of the University of Punjab, Lahore. Candidates must be graduates and must be conversant with modern methods of teaching English as a foreign language. Two year contract with British Council. Salary on a scale for (i) of. ; for (ii) of. ; and for (iii) on a scale of £ 1,980 to £ 2,505. Overseas allowance, Children's and Home Education Allowances. Free furnished accommodation. Installation grant. Medical Scheme. Outward car freight paid. Fares paid and for family (including mid tour passages for children in U.K.) employer's portion U.K. superannuation paid".

It can be worked out that the total advantage to be enjoyed by the fortunate appointee in a two year period would be, in terms of money, nothing short of £ 8,000 which is well over a lakh of rupees, and that is the cost of a British graduate who has taken a course in how to teach English to foreigners. A Pakistani, who has mastered the English language sufficiently to obtain a Master's degree or even a Doctorate in England and may even perhaps have taken a course in how to convey his knowledge to his own people would be fortunate if he could claim a thousand rupees a month as salary in the same University. We have had to give serious thought to this problem.

11. Our recommendations are as follows and are based on the possession of qualifications as specified in the National Education Commission's report. Where a teacher or professor is under-qualified for his post, he will until he obtains the necessary qualification, receive salary on the scale appropriate to his qualification.

Post	Minimum Qualifications	Grades
Rs.		
1. Primary School Teachers	Lower Secondary Certificate plus 1 year teacher training.	I 110-4-150-5-175. II 150-5-185-10-225. III 225-10-295-25/2-370 (Head Masters only).
2. Middle Stage Secondary School Teachers (other than English Teachers).	Higher Secondary Certificate plus 2 years teacher training.	I 250-10-300-15-450+25. II 350-15-500+25. III 500-25-750-50/2-800. (Head Masters only who must have degree).
3. Lower Secondary and Middle Stage (English) Teachers.	Bachelors degree plus 2 years teacher training.	Those holding a Bachelor's degree or higher to receive the supplementary salary.
4. Higher Secondary School Teachers.	3 years Bachelor's degree + 2 years T. T. : or Masters's degree + short course of T.T.	I 350-25-600. II 500-35-850. III 800-40-1,200. (Headmasters only).
5. College Lecturers for Bachelor's degree (Pass) Courses.	Masters's degree Minimum 2nd Class	I 350-25-600 + 50. II 500-35-850 + 75. III 800-40-1,200 + 100.

Principals as in III with special pay of Rs. 200.

1	2	3
6. College Lecturers for Honours degree of B.A./B.Sc.	Ph. D. or other Doctorate or recognised research qualification.	I 500—50—850.
7. College Lecturers for M.A./M. Sc. Courses		II 900—50—1,200—EB—50—1,300.
8. University Readers ..		III 1,300—50—1,500—EB—50—1,600.
9. University Professors ..		Principals as in III with special pay of Rs. 400. 1,200—100—1,500—125/2—1,750. 1,500—100—2,500.

For categories No. 6, 7, 8 and 9 above there should be a graduated scale of allowances for possession of foreign degrees or qualifications according to the respect in which such degrees are held in world academic circles. We lack the necessary information to evaluate these degrees, but feel that such supplementary pay should be very substantial. Thus, for an F.R.S., supplement of Rs. 500 p.m. would not be excessive; for a Doctorate of Science or Literature or Law from Oxford or Cambridge an allowance of Rs. 250 p.m. would be appropriate. Degrees from other institutions of high standing would be compensated in proportion.

For category 5 also, there is need to provide a supplement for possession of foreign qualifications which are of assistance in improving the tone and quality of the teaching, particularly in the approach to modern standards abroad. A graduated chart of such qualifications may be drawn up and supplementary salaries fixed in proportion which may be Rs. 100 as a minimum and Rs. 200 as a maximum.

12. We have been asked also to advise as to the remuneration suitable for Vice-Chancellors of Universities. The matter generally falls within the powers of the Governing Body of the University concerned, within the principle of autonomy, and the Governing Body may be assumed to be in the best position to gauge the appropriate salary, having regard to the scope of the duties and the available funds. The size and importance of the various Universities of Pakistan differ over a wide range, and it is not easy for us to apply any formula relative to these circumstances. But as we are placing the maximum salary for a Professor at Rs. 2,500, we consider that a Vice-Chancellor of any University, however small, should not receive less than Rs. 2,500 p.m. For larger Universities, the salary may be Rs. 3,000 and for the largest, Rs. 3,500. In each case, the present facilities as to accommodation should be continued, and the supplements for high foreign qualifications should be available as for University Professors.

13. A similar scheme of supplementary remuneration for possession of foreign technical qualifications will, in our opinion, meet the demands of teachers in Technical Institutions for increases of salary. The scales we have suggested above may serve as the base, and salaries of different categories of staff in Technical Institutes may be settled on an equivalence rating. Particularly for Technical Institutions, insistence on possession of recent foreign qualifications of good standard for grant of supplementary salary is most important in the aspect of rapid modernisation. A Technical School may be equated to a Higher Secondary School,

a Polytechnic Institute to a Pass Degree College and a Degree College (e.g., of Engineering) to an Honours Degree College. A University, e.g., of Agriculture or Engineering would rate equal to an ordinary University for purposes of remuneration of the staff.

14. We may note that in settling these scales, we have followed, as nearly as may be the general scales we have thought appropriate for other Services. The usual ground advanced for constricting educational salaries in the upper levels, namely, that after a time the duties become of routine character and that advancement in seniority does not, in the Educational Service, involve an increasing burden of responsibility, is in our opinion, not valid in these times of 'galloping' advancement. It is necessary for the teachers to keep in tune with the onward march. We entertain no doubt that as a part of the intellectually and socially conscious section of society, the teachers are aware of this duty and are prepared to perform it. Every such effort on their part is multiplied a hundred-fold through the instruction conveyed and the example placed before their eager pupils. To make the contrary assumption and to carry it into effect in a mode which touches the average human most acutely, namely, by restriction of remuneration would be a powerful agency in reversal of our progress and in negation of all that the country under its new Constitution, stands for.

These standard scales should also apply to art teachers, physical instructors, classical language teachers, etc., of general schools by settling a scale of equivalence between their special qualification in Art or Physical Culture or Classics, etc., and the general educational standards adopted by the National Education Commission.

15. We do not see why there should be any difference between Government and non-Government educational institutions in regard to standards of instructions and qualifications of teachers. In our view, therefore, the standard scales suggested above should apply to Government, semi-Government and private educational institutions alike. It should not be difficult for Government to have these scales enforced in these institutions as Government have considerable indirect control over these.

16. The Cadet Colleges at Hasan Abdal and Petaro are special teaching institutions and have distinctive features of their own, e.g., they are residential institutions, are run on English Public School lines, require their staff to work for long hours, do not permit them to engage in private tuition and so on. We have been informed that pay scales of teachers of these colleges have been revised recently in the upward direction. They appear to us to be adequate and take care of the distinctive nature of the work at these institutions. We, therefore, do not recommend any change.

THE DIRECTORATE AND THE INSPECTORATE

17. As stated above, in accordance with the recommendations of the Provincial Re-organisation Committee, the administration of education in West Pakistan would be decentralised. There would, be no Provincial Directorate at the headquarters. Instead, there would be 6 separate directorates of Peshawar, Rawalpindi, Lahore, Hyderabad, Karachi and Quetta regions: each headed by a Director under the direct control of

the Provincial Education Secretary. The normal set-up of superior education officers in each Directorate would be :

- One Director (Class I) ;
- A few Deputy Directors (Class I) ;
- A few Assistant Directors (Class II) ;
- A Registrar of Departmental Examinations (Class II) ;
- An Inspector of Training Institutions (Class I)—at Rawalpindi and Lahore.
- 3—6 Inspectors/Inspectoresses of Schools.

In East Pakistan the existing pattern as described earlier would continue.

The Provincial Administration Commission had recommended that posts of District Inspectors of Schools should be upgraded, and that Divisional Inspectors should be replaced by Deputy Directors. Control by Divisions has apparently not been favoured by the Provincial Re-organisation Committee.

The details of the base upon which this super-structure is laid do not appear from the report of the Provincial Re-organisation Committee. Our information from the Departments and from Associations, and the opinions we have received relate to the existing organisation, and we state our conclusions thereon for what they are worth. We find that the position of a District Inspector or District Education Officer, in each Province, is pitched so low as to produce a depressing effect upon the function of education in general. He is a Class II Officer in the grade of Rs. 250—750, whereas nearly all other District heads of specialised agencies are Class I officers. To lower his standing still further, he is not authorised to inspect High Schools ; this can only be done by Divisional Inspectors. The man (or woman) is always at least a graduate in arts or science as well as a graduate in teaching ; the work is unrelenting, besides being in a continuous state of expansion ; the complex of education, with schools of all kinds, under numerous types of management, calls for high qualities of intelligence and tact ; it is of enduring value to every member of the population, either directly or indirectly. The salary has obviously been settled on no basis of reason or justice. In our opinion, the District Inspector of Schools should be a member of the Civil Executive Service of Pakistan, and enjoy a normal career up to the pre-P.A.S. grade, in posts such as that of Regional (Divisional) Director, or Deputy Secretary in the Ministry. The under-pinning of his post, viz., the posts of Assistant and Deputy District Inspector of Schools, which are also held by double graduates should be in Group B in our Scheme, and below them would be placed, in Group C, such East Pakistan posts as Sub-Inspectors, Assistant Mass Literacy Officers, Sub-Divisional Inspectors, and Mass Literacy Officers. For direct recruitment to the Junior Executive Grade, the requirement may be the possession of a Master's degree or a foreign qualification in addition to the B.T. In the Commission's opinion, the proposed departure from the District and Divisional control system, by constitution of Regions and provision of 5 or 6 Inspectors and Inspectresses per region, is calculated to interfere with the development of education in the country, by placing it outside the general lines of development which are to be guided from District

and then Divisional level. The Commission would prefer that the Regional Director should be a Divisional Director, working as the right-hand man of the Commissioner on the Education side. He would be in the pre-P.A.S. grade of Rs. 1,500—2,000. Deputy and Assistant Directors and Registrars of Departmental Examinations would occupy lower positions in the Civil Executive Service grade. Further promotion, into the ranks of the P.A.S. would be confined, for the Inspectorate side, to positions such as that of Provincial Secretary, Joint Secretary and also in the Centre, superior positions in the group of Educational Advisers etc. For Principals of Colleges, who do not gain the same wide knowledge of the purposes and difficulties attending the management of the business of spreading the light of education over the whole country as the Inspectorate does, we consider that the avenues of advancement, by giving preference, to University Readerships and Professorships, supplemented by an appropriate number of posts in the Secretariats and in the group of Educational Advisers for work in relation to College and University Education, would be a proper culmination of their careers. A number of Senior Principals whose salaries in their grades have exceeded Rs. 2,000, would *per se* be entitled to inclusion in P.A.S.

18. *Provisional Education Departments.*—In accordance with the recommendations of the Provincial Re-organisation Committee, the Education Department of the Government of West Pakistan, headed by the Education Secretary, would deal with the problems of educational policy, planning and co-ordination and would directly look after the affairs of the universities, boards of secondary education, technical colleges and polytechnics. The Secretary would be assisted by an Adviser on Technical Education, 3 Deputy Secretaries and 13 Section Officers, with necessary subordinate staff. The Bureaus of Publications, Education and Examinations and the Education Extension Centre would be the attached offices of the Education Department.

In East Pakistan the existing pattern as described earlier would continue.

It will be appropriate that the Secretary and the other superior officers of the Provincial Secretariat in the Education Department should be trained and experienced educationists. Their groupings and gradation and salary scales should be fixed on the same lines as for other secretariat officers recommended elsewhere.

19. *Central Education Ministry.*—The composition of the secretariat has been stated earlier, and falls readily into the Commission's general Scheme. The Educational Adviser and the Joint Educational Adviser would be members of the P.A.S., while the Deputy Educational Advisers and the Deputy Secretary would be in the pre-P.A.S. grade of the Civil Executive Service. The Assistant Educational Advisers, 22 in number, would be confirmed officers of the Civil Executive Service, in their appropriate scales of pay, except for a small number of officers of the Junior Executive Grade, selected for special aptitude for Secretariat work, who would be on their own scales. In the Scheme of integration which the Commission has proposed, the Assistant Education Officers would all be drawn from the Provincial cadres, except for a small number of Section Officers, who would be from the Central Secretariat. The Educational Adviser and the Joint Educational Adviser would have originally belonged to the Provincial cadres, but would lose this character on appointment to the main All-Pakistan Service, namely, the P.A.S.

CHAPTER XVIII

MEDICAL AND HEALTH SERVICES

Future Organisational Pattern of Health Administration

The Centre :

The provision of health services is primarily a Provincial subject. The Centre will deal with the international aspects of health administration, co-ordination of the Provincial activities including administration of the newly created Medical Service of Pakistan, and provision of medical and allied facilities to Central Government servants. It will also, according to the recommendations of the Shoaib Committee, continue to administer the following institutions, *viz.* :

- (1) the Jinnah Central Hospital ;
- (2) the Central Heart Clinic ;
- (3) the Children's Hospital ;
- (4) the Port Health Department ;
- (5) the School of Physiotherapy ;
- (6) the College of Nursing ;

and nine Institutes and Research Laboratories situated at Karachi. The Central Government administers these institutions through several attached Directorates *viz.*, the Directorate of Central Health Establishments and Stores, the Directorate of Malaria Eradication, the Directorate of Nutrition Survey and the B.C.G. Campaign Directorate.

The Province of West Pakistan :

2. In accordance with the recommendations of the Provincial Re-organisation Committee, there will be no Provincial Directorate of Health in West Pakistan. For purposes of health administration, the Province will be divided into six Regions. Each regional set-up will consist of a Director of Health, an Assistant Director (Medical), an Assistant Director (Public Health), an Administrative Officer, a Statistical Officer, a Drug Inspector and an Inspectress of Health Services. The Regional Directorates will supervise the district hospital groups and will also directly administer certain institutions like the Chemico-Bacteriological Laboratories, T. B. Sanatoria, etc. They will be under the overall control of the Provincial Health Department.

Under the Regional Directorates, health administration in each District will be a complex of hospitals and dispensaries, etc. Each district unit will be a pyramid structure with the district hospital at its apex radiating down to the tehsil hospitals, and each tehsil hospital will similarly serve 6—12 rural dispensaries. Below the rural dispensary, it is the intention to develop sub-centres, each serving a population of about 10,000 and having for its main functions vaccination, collection of records of births and deaths ; child welfare, maternity and family planning. The staff will consist of : a vaccinator, a trained male nurse, a compounder and a female health worker.

The rural dispensary will serve as an out-door clinic for ante-natal and post-natal care, child welfare, family planning and the like, and the staff

will consist of : a medical superintendent (senior medical officer), a medical officer, medical auxiliaries and some non-Medical staff. It will send its difficult cases to the tehsil hospital.

The tehsil hospital will consist of : a Medical Superintendent (senior consultant), an Assistant District Health Officer, 2 junior consultants, an intern, a Disease Eradication Campaign officer, medical auxiliaries, and some non-medical staff. It will receive cases from the rural dispensaries and will pass on its own difficult cases to the district hospital.

The district hospital staff will consist of : a hospital superintendent (Senior Consultant), 2 Junior Consultants, a Pathologist, medical auxiliaries and some non-medical staff. There will also be a District Health Officer and a Director Disease Eradication Campaign under the Principal Medical Officer at the district level. The district hospital will receive cases from the tehsil hospitals and would pass on its problem cases to the teaching (divisional) hospital.

This whole group of hospitals and dispensaries and sub-centres in the district will be under the overall administrative control of the Principal Medical Officer. The day-to-day management of the district hospital will be the responsibility of its medical superintendent.

The Province of East Pakistan :

3. The East Pakistan Provincial Directorate of Health will consist of : a Director, 2 Deputy Directors, a Superintendent of Nursing Services, 7 Assistant Directors, a Chief Technician, an Entomologist, a Superintendent of Maternity and Child Welfare, a T. B. Officer, a Health Education Officer, a Superintendent of Vital Statistics and Vaccination and 2 Assistant Surgeons.

Under the Provincial Directorate of Health, there would be in each of the four divisions a divisional Deputy Director of Health and an Inspector of Drugs.

In each of the districts, there will be a complex of hospitals and dispensaries as in West Pakistan. The standard set-up of the district hospital group recommended by the Medical Reforms Commission has been somewhat modified in the case of East Pakistan by the Provincial Re-organisation Committee. The set-up of the district hospital group in East Pakistan will be as follows :—

At District Level.—A Civil Surgeon, a Chief Medical Officer, a few Medical officers and Assistant Surgeons and a few Sub-Assistant Surgeons.

At Sub-Divisional Level.—A Sub-Divisional Medical Officer, a Sub-Divisional Health Officer, a Medical Officer (T. B. Clinic), a few Sub-Assistant Surgeons.

At Thana Level.—A Thana Medical Officer, a Medical Officer (B.C.G.T.) and a Sanitary Inspector.

At Rural dispensary Level.—A Medical Officer (Rural Dispensary), a Medical Officer (Government out-door dispensary) and a Health Assistant.

Our Recommendations

4. In pursuance of the recommendation of the Medical Reforms Commission in this regard, an all-Pakistan Medical Service to be called the Medical Service of Pakistan has been constituted by a recent Presidential Order. The cadre of this Service will include all the class I medical posts under the Central and the Provincial Governments plus 20% thereof as leave, deputation and training reserve. The Central Director General of Health will be the administrative head of this service.

We hope it will be possible for the Government to integrate this service with Group 'A' (Civil Executive Service) of the service structure recommended by us. This group provides both for induction of highly trained personnel, as a *corps d'elite*, by direct recruitment as also for promotion of staff from below who have improved upon their initial "basic officer" qualifications and are selected to go through the same training period in the J.E.G. as the direct recruit for eventual appointment to the same posts. Our P.A.S. grades would meet the ambitions of the ablest men out of Group 'A' and have the merit of integrating the medical services of the Provinces where the career is to be pursued for the first 20 years or so at the apex into a Centrally managed Service. The Centre also would have its own Group 'A' and P.A.S. posts on the medical side.

On the basis of whatever data are available with us, we would recommend that the Central and Provincial posts which might be brought on the centralised cadre of the Medical Service of Pakistan, may be grouped and graded on the lines indicated in the following table to conform to the Commission's Scheme :

On the vexed question of private practice for doctors, the relevant considerations in our view are, *firstly*, that the relief which a trained doctor can provide should not be restricted in any way, and *secondly*, that, he has a scientifically trained person, whose training is of longer duration than most others in the category, the claim for an income proportionate to the qualification he has acquired is well-founded. The Government should of course insist that a Government doctor should put in his full hours of work, at the hospital college or institute where he is employed, and again, that he should not be allowed to employ facilities which are provided for the public, for his own monetary advancement. At the same time, we see nothing wrong in a Government doctor asking a patient in the out-door department who wishes to have special care and treatment, to come again, when the doctor has more time to spare; and is not occupied with Government duties, and charging fees accordingly. It will, in fact, assist in the doctor giving his full "out-door" time to the poorer patients.

On the question of emoluments, we are conscious that the salaries we are offering are not by any means generous, in relation to the possibilities of private practice, and particularly in the early stages of a doctor's career, the assistance he will get from fees, will help greatly to make up the deficit, and consequently will help in contentment in the medical service.

Therefore, in agreement with the Medical Reforms Commission, we are of the opinion that wherever it is possible, private practice should be allowed for Government doctors. There should be a scale of charges for the use of Government owned facilities. Where, in the interest of the

public service, it is desirable that a doctor in a particular post should not engage in private practice, there a reasonable supplement of salary shall be allowed in lieu.

TABLE 1.—*Medical Service of Pakistan*

Categories of Posts	Present Pay Scale including C.L.A.	Recommendations	
		Grade	Salary Scale
1	2	3	4
GROUP 'A'			
(i) Posts under the Central Government :			
	Rs.		Rs.
Deputy Medical Superintendents, .. Deputy Port Health Officers, .. Airport Health Officers, Khulna and Dacca, .. Managers, Medical Store Depots, .. Assistant Directors, T.B. Control and Training Centre, ..	410—950	J.E.G. (20% of whole cadre).	550—50—700
Health Education Officers, ..	— 570—1,050	C.E.S./I	900—50—1,200 —EB—50— 1,300.
Deputy Director Family Planning, ..	— 685—1,100		
Civil Surgeon, ..			
Medical Superintendents, ..			
Eye Surgeon, ..			
Associate Surgeons, (E.N.T)			
Neurosurgery, ..			
Gynaecology, ..			
Ophthalmology, ..			
Orthopaedics, ..	685—1,265		
General Surgery, ..			
Plastic Surgery, ..			
Thoracic Surgery, ..			
V.D. ..			
Associate Physicians, Medicine, ..			
Cardiology, ..			
Pediatrics, Neurology, ..			
Dermatology, ..			
Residential Physicians (T.B.) ..		C.E.S./II	1,300—50—
Clinical Pathologist, ..			1,500—EB—
Anaesthetists, ..			50—1,600.
Dental Surgeons, ..			
Deputy Director of Bureau of Laboratories, Pediatric Surgeon, Port/Airport Health Officers.			
Assistant Director, Central Establishments and Stores.	735—1,155		
Director T.B. Control and Training Centre, Director Malaria Eradication, ..	735—1,320		
Director, B.C.G. Campaign, ..			
D.A.D.G., Health. ..			

	2	3	4
	Rs.		Rs.
Director Family Planning and Health Education,	1,100—1,365		
A.D.G. Health,	1,100—1,375		
Administrators,	1,210—1,500	C.E.S./III (Pre-PAS).	1,500—100— 2,000.
Deputy D.G. Health	1,540		
(ii) <i>Posts under West Pakistan Government</i>			
Physician Sandaman Civil Hospital, Quetta. Medical Superintendents.	685—1,265	C.E.S./I	900—50—1,200 —EB—50— 1,300.
Civil Surgeons. District Health Officers. Principal Medical Officers. Regional Assistant Directors of Health Anaesthetist, Medical Colleges,		(Sel. G.R. 1,375) C.E.S./II	1,300—50—1,500 —EB—50— 1,600.
Regional Directors of Health.		C.E.S./III (Pre-PAS).	1,500—100— 2,000.
(iii) <i>Posts under East Pakistan Government</i>			
Civil Surgeons, Chief Medical Officers. Superintendent Mental Hospital. Superintendent T. B. Control and Training Institute. Chest Surgeons, T.B. Hospital, Chest Physician, T.B. Hospital, Superintendent Vaccine Laboratory.	620—935	C.E.S./I	900—50—1,200 —EB—50— 1,300.
Superintendent T.B. Hospital, Superintendent Meternity and Child Welfare Services. Health Education Officer, Assistant Director Public Health Insti- tute, Headquarters Assistant Director,	620—1,155	C.E.S./II	1,300—50—1,500 —EB—50— 1,600.
Superintendents Public Health Institutes.	735—1,320	C.E.S./II	1,300—50—1,500— EB—50—1,600.
Divisional Deputy Directors, Headquarters Deputy Directors. Director Public Health Institute.	1,155—1,540 1,320—1,650	C.E.S./III (Pre-PAS).	1,500—100— 2,000

Clinicians, Bacteriologist, Bact-cum-Serologists, Officer Incharge B.C.G. Production Laboratory, Physiotherapist, Radiologists, Blood Bank Officers, Senior Biochemists, and Senior Clinicians under the Central Government and Superintendent Nursing Services, Officer Incharge S. I. Training, Entomologists, Superintendent Pasteur-cum-Vaccine Institute and Chemical Examiner under the East Pakistan Government may also be included in this Service if they have medical qualifications.

PAKISTAN ADMINISTRATIVE SERVICE LEVEL

	Rs.		Rs.
<i>Central.</i> Director, Bureau of Laboratories.	1,650—1,950		
<i>Central.</i> Director, Central Health Establishments and Stores.	1,900	} PSA/I	2,000—100— 2,500.
<i>East Pakistan.</i> Provincial Director of Health Services.	1,950—2,150		
<i>West Pakistan.</i> Health Advisor to Provincial Government.		PAS/II	2,500—100— 3,000.
<i>Central.</i> Director General of Health	.. 2,500	PAS/III	3,000—100— 3,500.

It will be noticed that integration which in the case of other functional Services takes place at the P.A.S. level according to our Scheme will, in the case of the Medical Service of Pakistan, have taken place at the very start or at the JEG level. It will be for the Government to decide whether this anomaly should be allowed to remain, consistently with Provincial autonomy.

5. For lower categories of Medical Officers and staff, we suggest that a "Central Medical Service" and a "Provincial Medical Service" for each Province may be constituted, grouped and graded on the lines indicated in tables 2 to 7 below :—

TABLE 2.—*Central Medical Service*

(for West Pakistan and East Pakistan separately)

Category of posts	Present Pay Scale including C.L.A.	Recommendation	
		Grade	Salary Scale
1	2	3	4

GROUP 'C'

(Non-Graduates or Licentiates)

	Rs.		Rs.
		C/Training	200 fixed As per re- quirement.
Sub-Assistant Surgeon	 198—355	C/I	250—10—300—15—450
		C/II	350—15—500

1	2	3	4
GROUP 'B'			
(Graduates)			
	Rs.		Rs.
Assistant Surgeons.	298 -635	B/Tr.	300 fixed As per requirement.
Medical Officers.			
Assistant Hospital Superintendents,		B/I	425-25 -600 -
Assistant Dental Surgeons,			
Assistant Anaesthetists,			
Assistant Clinical Pathologists,			
Assistant Airport Health Officers,			
Resident Pathologists,			
Assistant Managers Medical Stores Depots,	305-620	B/II	500-35 -850
Assistant Health Education Officer.	365-685	B/III	800-40 -1,200
Assistant Port Health Officers etc. etc.	298-835		

TABLE 3.—Provincial Medical Service of West Pakistan

GROUP 'C'			
Unani Hakims	170-305	C/Tr.	200 fixed As per requirement.
	170-355		
Assistant Medical Officers (L.S.M.F.)	200-355	C/I	250 -10-300-15-450.
		C/II	350-15-500

GROUP 'B'			
(Graduates)			
Medical Officer (M.B.B.S.),	305-835	B/Tr.	300 fixed As per requirement.
Assistant District Health Officer,		B/I	425-25-600
Assistant Health Education Officer,			
Inspectors/Inspectresses of Health,		B/II	500-35-850
Dental Surgeon,		B/III	800-40-1,200
Anaesthetist.			
Civil Surgeon (Class II),	305-784		

TABLE 4.—Provincial Medical Service of East Pakistan

GROUP 'C'			
(Non-Graduates)			
Sub-Assistant Surgeons	200-355	C/Tr.	200 fixed As per requirement.
		C/I	250-10-300-15-450
		C/II	350-15-500
GROUP 'B'			
(Graduates)			
Medical Officers,	300-685	B/Training	300 fixed As per requirement.
Assistant Surgeons,		B/I	425-25-600
Sub-Divisional Health Officers,			
Deputy Superintendent T.B. Hospital,		B/II	500-35-850
T.B. Officer,		B/III	800-40-1,200
Deputy Superintendent Mental Hospital etc. etc.			

Epidemiologist T.B. Control and Training Institute, Paediatrician Maternity and Child Welfare Training Institute, Officer Incharge Mosquito Control Scheme, Superintendent, Vital Statistics and Vaccination, may also be placed in this Group 'B'.

6. As regards para-medical staff and medical auxiliaries, we would suggest groupings and gradation and salary scales as in Tables 5, 6 and 7 below :—

TABLE 5.—*Para-Medical Staff and Medical Auxiliaries under the Central Government*

1	2	3	4
GROUP 'E'			
	Rs.		Rs.
(i) <i>Sanitary Staff</i> :		E/Training	70 (As per requirement).
Sanitary Jamadar	75—100	E/I	75—2—105
Sanitary Havaldar	100—120	E/II	90—3—120
Sanitary Assistant		E/III	110—3—140—5—180
(ii) <i>Nursing Staff</i> :		E/Training	70 (As per requirement).
Dai	75—100	E/I	75—2—105
Ayah		E/II	90—3—120
Nursing Attendant, Assistant Midwife.	100—120	E/III	110—3—140—5—150
Dressers and Fumigators may also be placed in Group "E"			
GROUP 'D'			
(i) <i>Sanitary Staff</i> :			
Sanitary Inspector	137—230	D/II	150—5—185—10—225
	140—235	D/III	225—10—295—25/2—370
(ii) <i>Nursing Staff</i> :		D/Training	100 fixed (As per requirement).
Midwife	100—160	D/I	110—4—150—5—175
Nurse/Staff Nurse	165—280	D/II	150—5—185—10—225
Sisters	210—305	D/III	225—10—295—25/2—370
(iii) <i>Compounder Category</i> :		D/Training	100 fixed (As per requirement).
Dispenser	100—160	D/I	110—4—150—5—175
Compounder		D/II	150—5—185—10—225

Diet Supervisors, Dietitians, Radiographer, Ward Masters, X-Ray Technicians, Operation Theatre Technicians, Sterilisation Room Assistant, Anti-Malaria Inspectors BCG Technicians and Health Visitors, may also be placed in Group 'D'.

1
2
3
4

GROUP 'C'				
	Rs.			Rs.
<i>Nursing Staff :</i>		C/Training 200 fixed	(As per requirement.)	
Theatre Sister,	}	215—305	C/I	250—10—300—15—450
Nursing Sister.		240—355	C/II	350—15—500
Home Sister.				
Grade I Sister,		300—425	C/III	500—20—700
Assistant Matron,				
Sisters,				
Sister Tutors,				
GROUP 'B'				
(i) <i>Nursing Staff :</i>				
Matron	410—620	B/II		500—35—850
(ii) Inspector of Drugs	410—950	B/II		500—35—850
Medical Technologist, Assistant Physiotherapists, Assistant Blood Bank Officer, Assistant Chemists, Assistant Pharmacologist, Assistant Nutrition Research Officer, Chemists, Physicists, Analysts and Nutrition Research Officers, may also be placed in Group 'B'.				
TABLE 6.— <i>Para-Medical Staff and Medical Auxiliaries under the West Pakistan Government</i>				
GROUP 'E'				
Nursing Orderlies,	}	90—140	{	E/II 90—3—120
Nursing Orderly-cum-Cleaner,				
Junior Midwife.			{	E/III 110—3—140—5—150
Senior Midwife,		90—120		
Compounder Midwives,				
Nurse Dai,				
GROUP 'D'				
(i) <i>Compounder Category :</i>				
		D/Training 100 fixed	(As per requirement.)	
Dresser,	}	100—160	{	D/I 110—4—150—5—175
Dispenser,				D/II 150—5—185—10—225
Compounder.				D/III 225—10—295—25/2—370
Vaccinator.		115—230		
(ii) <i>Sanitary Staff :</i>				
		D/Training 100 fixed	(As per requirement.)	
Sanitary Supervisor,	}	115—230	{	D/I 110—4—150—5—175
Conservancy Sanitary				D/II 150—5—185—10—225
Inspector,				D/III 225—10—295—25/2—370
(iii) Lady Health Visitors.	140—235	{	D/II 150—5—185—10—225	D/III 225—10—295—25/2—370
(iv) <i>Nursing Staff :</i>				
Male Nurse,	}	160—275	{	D/II 150—5—185—10—225
Female Nurse,				D/III 225—10—295—25/2—370
Staff Nurse,		200—355		

B.C.G. Technician, Dental Technician, X-Ray Assistant, Radiologist, Health Technician, Operation Theatre Assistant, Anti-Malaria Inspector, may also be placed in Group 'D'.

1	2	3	4
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GROUP 'C'

	Rs.		Rs.
<i>Nursing Staff :</i>			
Nursing Sister,	305—470	C/II	350—15—500
Matron,	414—635	C/III	500—20—700

Entomologist Assistant and Assistant Inspector of Health may also be placed in Group 'C'.

GROUP 'B'

(i) Inspector of Drugs	298—835	{ B/II	500—35—850
		{ B/III	800—40—1,200
(ii) Assistant Malariologist,	298—835	{ B/II	500—35—850
Malariologist.		{ B/III	800—40—1,200

Radiologist, Blood Transfusion Officer and Entomologist, may also be placed in Group 'B'.

TABLE 7.—*Para-Medical Staff and Medical Auxiliaries under East Pakistan Government*

1	2	3	4
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GROUP 'E'

	Rs.		Rs.
Female Nurses	99—139	E/III	110—3—140—5—150

GROUP 'D'

(i) <i>Nursing Staff :</i>			
		D/Training 100 fixed	(As per re-
			quirement).
Nursing Attendants,	99—160	{ D/I	110—4—150—5—175
Junior Staff Nurses,	160—221	{ D/II	150—5—185—10—225
Senior Staff Nurses,	221—275	{	
Public Health Nurses.		{ D/III	225—10—295—25/2—370
(ii) Lady Health Visitors.	137—295	{ D/II	150—5—185—10—225
		{ D/III	225—10—295—25/2—370
		{ D/Training 100 fixed	(As per re-
			quirement).
(iii) Compounders	109—160	{ D/I	110—4—150—5—175
		{ D/II	150—5—185—10—225
(iv) <i>Sanitary Staff :</i>			
		D/Training 100 fixed.	(As per re-
			quirement).
Sanitary Inspector Grade II,	119—198	{ D/I	110—4—150—5—175
Sanitary Inspector Grade I,	137—295	{ D/II	150—5—185—10—225
Sanitary Officer.	181—305	{ D/III	225—10—295—25/2—370

Assistant Occupational Therapist, B.C.G. Technicians, X-Ray Technicians, Radiographer, Micropist, Malariology and Bacteriological Assistants, may also be placed in Group 'D'.

1	2	3	4
GROUP 'C'			
	Rs.		Rs.
(i) Nursing Staff :			
Sisters	275—325	} C/I	250—10—300—15—450
Sister Tutor	285—419		
Assistant Matron	275—419	} C/II	350—15—500
Matron	300—414		
	305—470	} C/III	500—20—700
	414—470		
(ii) Inspector of Drugs	240—530	} C/II	350—15—500
		} C/III	500—20—700

Special Inspector Vaccination, Assistant Epidemiologist Malariology, Assistant to Officer Incharge D.M.C. Scheme, Occupational Therapist, Chemist Public Health Institute and Assistant Analyst Public Health Laboratory, may also be placed in Group 'C'.

GROUP 'B'

	B/Training	300 fixed (As per requirement).
Bacteriologist	300—685	} B/I B/II
		350—25—600
		500—35—850

Assistant Chemical Examiner and Inspector of Septic Tank Installations, may also be placed in Group 'B'.

7. The 'Pakistan Medical Service' will have a teaching wing as was recommended by the Medical Reforms Commission for the "All-Pakistan Health Service". In the Chapter on "Educational Services" we have indicated the lines on which salary scales of teaching staff of technical institutions may be fixed giving some weightage in favour of teachers in technical institutions. Those recommendations would apply to whole-time staff of the medical schools and colleges. Assistant Professors and Consultants would be equated to University Lecturers and Junior Consultants with college lecturers for Honours degree and M.A./M.Sc. courses. The Medical Reforms Commission have also recommended employment by Government of part-time medical staff who would devote between 20 and 24 hours per week to teaching and non-teaching duties at Government hospitals and would have unrestricted right of private practice. We agree that this would be unavoidable. Such part-time staff may be allowed salaries on about half the scales applicable to the whole-time staff of the appropriate categories.

CHAPTER XIX

ENGINEERING SERVICES

In this chapter, we deal with the main engineering cadres concerned with construction and maintenance of Government buildings, roads, etc., and irrigation works. Some of the specialized branches like those of Mining Engineers will not be dealt with. We, however, feel that it will be possible for the Implementation Body to deal with such categories, as are being left out, in the light of our general recommendations and the illustrative examples, including those contained in this chapter, without much difficulty.

2. There has been a great deal of administrative reorganization which has affected the shape and form of engineering offices and establishments. We briefly mention the salient features of various reorganizational measures in the following paragraphs.

3. A High-Powered Committee, known as the Mohsin Ali Committee, made certain recommendations about the reorganization of the Pakistan Public Works Department on which Government took decisions in 1960. The main recommendations of this Committee which have been accepted are :—

- (a) That the headquarters office of the P.P.W.D. should assume responsibility for planning, designing, specifications and preparation of bills of quantities, etc. Consequently, such work which was being done in subordinate offices, *viz.*, those of Superintending Engineers and Executive Engineers, would not be done in those offices in future and would be transferred to the headquarters office. The officers in the subordinate offices like Superintending Engineers, Executive Engineers, Assistant Engineers, would be entrusted primarily with work of supervision and inspection of the field operations.
- (b) Subordinate engineering cadres like those of Overseers and Draftsmen should be discontinued over a period of time. So far as supervision work on the buildings and roads side is concerned such supervision should be entrusted to qualified engineers. Simultaneously contracting firms should be obliged to engage qualified engineers to ensure good quality of work. In view of these decisions it would not be necessary in future to employ overseers. Moreover, design work should be done by qualified engineers which would eliminate draftsmen.

For maintenance work these categories would however be continued. In the Irrigation Circles also where a great deal of maintenance work is involved they are to be continued.

- (c) Staff work especially that relating to accounts should be centralized.

4. The Committee also made recommendations to the effect that engineers should be paid much higher salaries than at present, and that there should be special arrangements for practical field training and refresher courses, etc. Their recommendations about pay scales and conditions of service have been left for consideration by this Commission. The need for greater training and refresher courses, including training in administrative work has been conceded.

5. While accepting the main recommendations, as mentioned above, Government took a decision that the Provincial Public Works Departments should also be reorganized accordingly.

6. Recently, however, following the recommendations of the Provincial Reorganization Committee, the arrangements that are being made in the two Provinces have resulted in certain variations from the general pattern contemplated by the High Powered Committee and approved by the Central Government.

7. In West Pakistan, the two departments of (i) Irrigation and Power and (ii) Communications and Works will be chiefly responsible for the various functions of the Engineering Services. The former has been treated as a technical department and the posts of Secretary and a large number of other secretariat posts are to be filled by engineers. In the latter department also a number of posts in the secretariat rate to be filled by engineers but the posts of Secretary has not been earmarked for an engineer. It will be in line with our general recommendations if the higher secretariat posts including the post of Secretary in this Department were also filled by engineers.

Under the Irrigation and Power Department, there will be 6 regional Chief Engineers stationed at Peshawar, Sargodha, Lahore, Multan, Sukkur and Quetta. The Chief Engineers will have necessary staff assistance, mainly of technical officers for design and specification work etc., and non-technical staff assistance for administrative and accounts work. Under each Chief Engineer there will be a number of circles managed as at present by Superintending Engineers and the usual subordinate offices of Executive Engineers etc.

In the Communication and Works Department there will be 5 regional Chief Engineers located at Peshawar, Lahore, Bahawalpur, Hyderabad and Quetta. Technical and non-technical staff assistance has been provided to these officers also. They will have working under them the usual subordinate offices in the form of circles and divisions etc. In these offices, excepting the one at Quetta, provision has also been made for land acquisition work which is to be looked after by staff deputed from the land revenue organisation.

8. In East Pakistan, there will be a Communication and Transport Department which will have sub-divisions dealing with railways, water transport, and roads and high-ways. In the last named sub-division the work connected with designing, planning and specifications of roads and highways will be centralized. The actual construction work in connection with roads and high-ways will, however, be the responsibility of another department to be called the Works, Power and Irrigation Department. The secretariat posts in these two departments do not appear to have been reserved for engineers. In accordance with our general recommendations for integrating the field departments, and the secretariat organization we expect that the posts in these departments, excepting staff appointments like those concerned with establishment work, budget, finance and accounts, would be filled from members of appropriate functional services.

The Works, Power and Irrigation Department will have a number of attached directorates, concerned with buildings, roads, architecture and town-planning etc. The various directorates will directly control their subordinate offices like circles, divisions and sub-divisions etc.

It is clear that the organization in the two provinces will follow different lines. In West Pakistan greater decentralization to the offices of regional Chief Engineers is envisaged, while in East Pakistan the old pattern is to be continued.

9. Irrespective of the organizational form our general recommendation about integrating the field cadres with the appropriate secretariat posts should be applicable in respect of offices concerned with engineering services. We would like to emphasize the need for reserving the higher secretariat posts in the Provinces, including posts of Secretaries, for the appropriate functional services. We might mention that there was a long established tradition of filling up secretariat posts in Engineering Departments, by officers of Engineering service, which has been recently abandoned in favour of C.S.P. and P.C.S. officers without sufficient justification.

10. The service structure both at the Centre and the Provinces within the departments concerned with engineering services is more or less uniform.

We have noted the decision of the Government to gradually abolish the subordinate engineering cadres of overseers and draftsmen in certain spheres like those of building and road construction. Nevertheless, these categories will be required in other spheres and we have made appropriate recommendations about their classification and salary scales for that reason.

11. Apart from the usual ministerial staff as well as Class IV establishment, with which we do not propose to deal in this chapter for the reason that recommendations have been made by us elsewhere in respect of these categories which can be easily applied in the Engineering Departments also, the main categories are those of engineering subordinates like overseers and draftsmen etc., and the regular engineers. The latter are again divided into two categories : temporary Engineers and Assistant Engineers who are in Class II and Assistant Executive Engineers, Executive Engineers, Superintending Engineers etc. who constitute Class I cadres. It has not been possible for us to integrate the Class II and Class I posts of Engineers regarding which we received numerous representations. We have explained our reasons elsewhere and in accordance with our general recommendations the posts of Assistant Engineers should be placed in Group 'B' and the existing Class I cadres and posts should be formed into Group 'A' and P.A.S.

12. We also find that with the growing importance of developing satellite towns and enlargement in the advisory functions of Government, posts of Town-planners and Architects have come into existence in fairly large numbers. The former are, however, not numerous enough at the present to be formed into regular cadres and the various levels of posts concerned with town-planning should, therefore, continue to be filled up on an *ad hoc* basis within the general pay scheme being recommended by us. The posts of architects are now in sufficiently large numbers and should be formed into regular cadres. Within a province there could be Group 'B' and Group 'A' cadres of architects and officers from these cadres should be drawn to fill up posts in various departments and offices.

13. In accordance with the decision of Government to decentralize the work of financial advice and to integrate the work of budget and accounts and disbursements with it the engineering departments would also have their separate finance and accounts organizations. Government also took a specific decision about setting up a separate accounts organization for the Pakistan Public Works Department. We have recommended elsewhere that integrated finance services concerned with financial advice, budget accounts and disbursement work, should be set-up separately for the Centre and the two Provinces. Under that arrangement the Finance Service in Group 'A' and P.A.S. would provide the supervisory personnel while lower cadres could be organized according to different functional offices like those dealing with engineering, health, education etc. We will, therefore, not deal in detail with posts concerned with finance and accounts work which provide staff assistance to engineering offices as these posts would be covered by our general recommendation about finance work made elsewhere.

14. In the following paragraphs we make detailed recommendations about the existing categories of technical personnel employed in the engineering offices at the Centre and in the two Provinces.

RECOMMENDATIONS

PAKISTAN PUBLIC WORKS DEPARTMENT

(Central Government)

Categories	Scale of Pay with D.A.	No. of Posts	Grade and Scale recommended	No. of Posts
1	2	3	4	5
GROUP 'D'				
	Rs.		Rs.	
Ferro Printer	99—119	7	I 100 (fixed) during training.	
Tracer	99—119	34	I 110—4—150—5—175 II 150—5—185—10—225	55 26
Computer	99—160	49	III 225—10—295—25/2—370.	9
		90		90
GROUP 'C'				
Overseers	166—280	343	220 (fixed) during training.	
Junior Draftsmen ..	166—280	39		
Estimator (1st grade) ..	240—355	35	I 250—10—300—15—450.	372
Estimators (2nd grade) ..	166—280	41	II 350—15—500.	102
Model Makers etc. ..	166—280	4		
Senior Draftsmen ..	240—355	26		
Overseers (S.G.) ..	240—355	38	III 500—20—700.	52
		526		526

	1	2	3	4	5
GROUP 'B'					
		Rs.		Rs.	
Assistant Engineers ..		300—835	185	300 (fixed) during training.	
Assistant Quantity Surveyors (Class II).	..	300—835	6	I 350—25—600	114
Sanitary Adviser ..		300—835	1	II 500—35—850	58
				III 800—40—1,200	20
			192		192

GROUP 'A'					
Assistant Executive Engineers.	411—950	35	J. E. G. Rs. 400—50—700	20	
Assistant Quantity Surveyors (Class I).	411—950	7	I 900—50—1,200—EB—50—1,300.	36	
Quantity Surveyor ..	685—1,265	1	II 1,300—50—1,500—EB—50—1,600.	18	
Executive Engineers ..	685—1,265	31	III 1,500—100—2,000	7	
Superintending Engineers ..	1,540	7			
		81			81

Pakistan Administrative Service

Chief Engineer ..	1,950	1	II 2,500—100—3,000	1
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Note.—The posts of Architects have been combined with corresponding posts in the West Pakistan Government.

II.—BUILDING AND ROADS

(West Pakistan)

Categories	Scale of Pay with D.A./C.L.A.	No. of Posts	Grade and Scale recommended	No. of Posts
GROUP 'C'				
	Rs.		Rs.	
Overseers ..	153—352	826	200 (fixed) during training.	
			I 250—10—300—15—450.	497
			II 350—15—500	246
			III 500—20—700	83
		826		826
GROUP 'B'				
Assistant Engineers ..	330—835	240	300 (fixed) during training.	
Assistant Design Officers ..	300—835	12	I 350—25—600	151
			II 500—35—850	76
			III 800—40—1,200	25
		252		252

1	2	3	4	5
GROUP ' A '				
Assistant Executive Engineer	411—950	59	J. E. G. 400—50—700	25
Executive Engineers ..	735—1,320	89	C. E. S. I. 900—50— 1,200—EB—50—1,300.	75
Design Officers	735—1,320	5	C.E.S. II. 1,300—50— 1,500—EB—50—1,600.	51
Technical Officers	735—1,320	5		
Planning and Develop- ment Officers.	735—1,320	2		
Superintending Engineers ..	1,375—1,650	17	C.E.S. III. 1,500—100— 2,000.	19
Directors	1,375—1,650	2		
		170		170

Pakistan Administrative Service

Regional Chief Engineer ..	1,950	5	II Rs. 2,500—100—3,000	5
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ARCHITECTURAL SIDE (Combined)

GROUP ' B '				
Assistant Architects (Central).	300—835	14	300 (fixed) during training	
			I 350—25—600	8
			II 500—35—850	4
			III 800—40—1,200	2
		14		14

GROUP ' A '				
Junior Architects (Central)	735—1,320	4	*J.E.G. 400—50—700	—
Senior Architect (Central)	1,540		C.E.S. I. 900—50— 1,200—EB—50—1,300	4
			C.E.S. II. 1,300—50— 1,500—EB—50— 1,600.	—
Architects (Provincial) ..	1,540	5	C.E.S. III. 1,500—100— 2,000.	6
		10		10

*If J. E. G. is otherwise considered necessary, a suitable number of posts should be earmarked.

III.—WORKS, POWER AND IRRIGATION DEPARTMENT

(East Pakistan)

(a) Civil Engineering

Categories	Scale of Pay with D.A.	No. of Posts	Grade and Scale recommended	No. of Posts
GROUP 'C'				
	Rs.		Rs.	
Sub-Assistant Engineers ..	191—353	382	200 (fixed) during training.	
Sub-Assistant Engineers (S.D.O.) ..	258—423	126	I 250—10—300—15—450.	306
			II 350—15—500	152
			III 500—20—700	50
		508		508
GROUP 'B'				
Assistant Engineers ..	323—950	52	300 (fixed) during training.	
			I 350—25—700	30
			II 500—25—850	15
			III 800—40—1,200	7
		52		52
GROUP 'A'				
Executive Engineers ..	685—1,155	41	J.E.G. 400—50—700	13
			I 900—50—1,200—EB—50—1,300.	25
Assistant Chief Engineers ..	785—1,265	4	II 1,300—50—1,500—EB—50—1,600.	7
Superintending Engineers ..	1,265—1,440	7	III 1,500—100—2,000	7
		52		52

Pakistan Administrative Service

Chief Engineers ..	1,980—2,150	2	II 2,000—100—3,000	2
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(b) Architectural Side

GROUP 'A'				
Architectural Assistants ..	414—950	7	J.E.G. 400—50—900	7
			I 900—50—1,200—EB—50—1,500	6
Junior Assistants (Architect) ..	900—1,320	6	II 1,300—50—1,500—EB—50—1,600.	—
Senior Assistants (Architect) ..		6	III 1,500—100—2,000	6
		19		19

CHAPTER XX

SCIENTIFIC SERVICES

The Scientific Commission appointed by the Central Government in 1960 had suggested a number of measures to promote scientific research and provide adequate facilities for such research. According to their recommendations, "fundamental research" should be done in the Universities, while "applied research" should be done by autonomous Research Councils in various fields. This would leave the Scientific Departments of the Government to perform only certain administrative and regulatory functions. The Scientific Commission had further recommended that the avenues of employment, salaries and prospects of promotion of scientists and technologists should be improved and at least brought at par with those of the other Civilian Services. With that object in view, they had also suggested the formation of a Scientific Service of Pakistan to man scientific posts under the Government. They had made specific recommendations regarding the grades, pay scales and privileges for scientists and technicians.

2. We agree with the basic thinking of the Scientific Commission, especially in regard to opening up of the career for scientific talent. As regards the functions of the Scientific Department of Government, these will no doubt undergo certain changes due to the transfer of Government Laboratories and Institutes to the administrative control of the contemplated Scientific Research Councils, but obviously it would not be possible to completely divorce the administrative and regulatory functions of these departments from the incidental scientific research work which they have to undertake. This would mean that the functions of certain cadres and posts in the Scientific Departments of the Government would involve survey and research work, which is the essence of scientific activity.

3. As regards the salaries and prospects of promotion of scientists and technologists working under Government, our scheme of service structures fully caters to the needs of scientific and technical workers, especially by providing a "quick career" in each Group through the device of "Special Lits". It may be mentioned that at present Government generally employ graduates in scientific subjects for various scientific posts and, in certain cases, honours degree or post-graduate qualification is required. Posts requiring graduation in science may be fitted in Group 'B' of our Scheme while those requiring post-graduate qualification in scientific subjects may be placed in Group 'A'. Of course in certain organisations either of these Groups may be eliminated having regard to the needs of the situation. The top directory posts in the important and expanding scientific organisations may be included in the P.A.S. As the extent and importance of scientific research grows and the extension research services are developed, it is obvious that a larger number of directory posts would be created. Moreover, with the introduction of the Educational Reforms now underway, scientific research workers of higher calibre may become available in increasing numbers to hold these posts. It is expected that in course of time there will be a fairly high number of scientific directory posts which would merit inclusion in the P.A.S., thus improving the service prospects of scientists and technologists. The Technicians who hold diplomas or certificates equivalent to Higher Secondary or undergo training which may make them equivalent to such diploma or certificate holders may be placed in Group 'C' of our Scheme.

In the case of highly qualified scientific and technical personnel who enter Groups B and A, weightage may be allowed in pay fixation for the number of years put in by them to acquire the higher qualifications, bearing in

mind the length of their careers. Special scientific and technical qualifications require long periods of study. Thus for a D.Sc. (or equivalent), and for a Ph.D. (or equivalent), both of foreign Universities, 3 years and 2 years advantage of age may be prescribed.

4. We were asked to consider a scheme recently formulated by the Government of India regarding merit promotions for scientific and technical personnel. We find that our new service structure provides better avenues of promotion on merit to all classes of Government employees, including scientific and technical personnel than the Indian Scheme. The essential features of the Indian Scheme are reproduced in our Scheme by the device of the "Special List" and the "quick career" provided therein.

5. We deal below with service organisations of a few Scientific Departments of the Central Government by way of illustration *viz.*, the Pakistan Meteorological Department, the Zoological Survey and the Geological Survey. The Meteorological Department is responsible for weather forecasting etc. and with the advancement of Aerological, Seismological, Magnetic and Solar Physics observations the scope of the activities of the Department has considerably enlarged. Further, the Department has assumed greater importance due to the developments in the field of air navigation and our international commitments in that field. Another field in which the Department has lately been undertaking research is that of Geophysics. In all these fields, the research and scientific functions have become more important than the regulatory functions. The main functional cadres of this Department may be grouped according to our Scheme as shown in Annexure I.

6. The Zoological Survey of Pakistan is a small Central research department, which is mainly concerned with the survey of the fauna of the country. In accordance with the decision on the Shoaib Committee Report, the Zoological Survey and Research Department has been retained under the Central Government. The research posts in this department have been grouped in accordance with our Scheme as shown in Annexure II.

7. The Geological Survey of Pakistan has been placed under the Bureau of Mineral Resources but it will again be organised as a distinct department in accordance with the recommendations of the Shoaib Committee. Its duties extend to locating mineral zones and studying the economic potentialities of the mineral occurrences. The main functional cadres of this organisation may be grouped according to our Scheme as shown in Annexures III—IV.

ANNEXURE I

PAKISTAN METEOROLOGICAL DEPARTMENT

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
GROUP ' B '				
		Rs.	Rs.	
			Training 70 fixed	As per requirement.
Balloon Maker	180	73—80	Grade I 75—2—105	108
Laboratory Attendant		75—99	Grade II 90—3—120	54
			Grade III 110—3—140—5—150.	18
				180
GROUP ' D '				
			Training 100 fixed	As per requirement.
Observer	473	99—160	Grade I 110—4—150—5—175.	285
Senior Observer		114—235	Grade II 150—5—185—10—225.	145
			Grade III 225—10—295—25/2—370.	43
				473
GROUP ' C '				
			Training 200 fixed	As per requirement.
Professional Assistant	246	285—573	Grade I 250—10—300—15—450.	150
Meteorological Assistants.		240—355	Grade II 350—15—500	75
			Grade III 500—20—700	21
				246
GROUP ' B '				
			Training 300 fixed	As per requirement.
Assistant Meteorologist.	67	298—835	Grade I 350—25—600	40
			Grade II 500—35—850	20
			Grade III 800—40—1,200	7
				67
GROUP ' A '				
Meteorologist	31	352—1,100	J.E.G. 400—50—700	15
Regional Director		1,100—1,370	C.E.S.	
Deputy Director		1,100—1,370	Grade I 900—50—1,200—EB—50—1,300	12
			Grade II 1,300—50—1,500—EB—50—1,600	3
			Grade III 1,500—100—2,000	1
				31
P. A. S.				
Director	1	1,850	Grade I 2,000—100—2,500	1

ANNEKURE II

ZOOLOGICAL SURVEY DEPARTMENT

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
GROUP 'E'				
		Rs.	Rs.	
Collection Tenders	}	73—80	Training 70 fixed	As per requirement.
Skinner		75—99	Grade I 75—2—105	4
Field-men			Grade II 90—3—120	2
Lab. Attendant Insect Setter		99—119	Grade III 110—3—140—5—150	1
				7
GROUP 'C'				
			Training 200 fixed	As per requirement.
Gallery Asstt. Field Observer	}	124—280	Grade I 250—10—300—15—450	4
Research Assistant		205—414	Grade II 350—15—500	3
Taxidermist			Grade III 500—20—700	1
				8
GROUP 'B'				
			Training 300 fixed	As per requirement.
Wild Life Preservation Officer.	}	298—835		
Assistant Zoologist		411—950	Grade I 350—25—600	2
			Grade II 500—35—850	2 †
Zoologist		520—1,050	Grade III 800—40—1,200	1
Officer Incharge*				5

*Officer-in-charge is a Zoologist with a special pay of Rs. 100 p.m. as a temporary arrangement. The Head of this Department when appointed should be in the scale of Rs. 1,500—100—2,000.

†This is to give the pattern for the future. The present incumbents may be fitted in the grade appropriate to their present pays irrespective of these numbers.

ANNEXURE III

BUREAU OF MINERAL RESOURCES

GEOLOGICAL SURVEY WING

(Geology and Geophysics)

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
GROUP 'D'				
		Rs.	Rs.	
Geologic Illustrator	6	114—160	Training 100 fixed	As per requirement.
Instrument Operator				
Prospector				
Geophysical Assistant	2	114—160	Grade I 110—4—150—5—175.	4
Geologic Illustrator Grade I.	4	124—280	Grade II 150—5—185—10—225.	4
Sr. Geologic Illustrator			Grade III 225—10—295—25/2—370	2
	12		Grade IV 375—25/2—450	2
GROUP 'B'				
			Training 300 fixed	As per requirement.
Curator	1	298—835	Grade I 350—25—600	20
Asstt. Director Class II (Previously called Assistant Geologists).	35		Grade II 500—35—850	15
Asstt. Director Class I	4		Grade III 800—40—1,200	5
	40			40
GROUP 'A'				
Asstt. Director Class I (Previously called Geologists).	16	411—950	J.E.G. 400—50—700	16
Asstt. Geophysicist	6			
Mining Geologist	1			
C.E. S.				
Deputy Director (Previously called Senior Geologists).	11	735—1,320	Grade I 900—50—1,200—EB—50—1,300	13
Senior Mining Geologist	1		Grade II 1,300—50—1,500—EB—50—1,600.	8
Geophysicist	2			
Senior Director	1	1,540	Grade III 1,500—100—2,000.	10
Director (Previously called Superintending Geologist).	8			
Supdt. Geophysicist	1			
	47			47
P. A. S.				
Deputy Director General	1	1,850	Grade I 2,000—100—2,500.	1

ANNEXURE IV

BUREAU OF MINERAL RESOURCES

GEOLOGICAL SURVEY WING

(Engineering and Geochemistry)

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
GROUP 'E'				
		Rs.	Rs.	
Lab. Boy	4	75—119	Training 70 fixed	As pre require-ment.
Lab. Attendants	5		Grade I 75—2—105	4
			Grade II 90—3—120	3
			Grade III 110—3—140—5—150.	2
	9			9
GROUP 'D'				
			Training 100 fixed	As per require-ment.
Lab. Assistant (Polacon-tology).	1	99 139	Grade I 110—4—150—5—175.	11
Lab. Assistant (Polacon-tology).	2	124—280	Grade II 150—5—185—10—225.	6
Lab. Asstt. (Chemical)	2	Do.	Grade III 225 10—295—25/2—370.	4
Drilling Asstt. Grade I	16	Do.		
	21			21
GROUP 'C'				
GROUP 'B'				
			Training 300 fixed	As per require-ment.
Assistant Chemist	5	298—835	Grade I 350—25—600	16
Assistant Drilling Engineer.	20		Grade II 500—35—850	8
Geophysical Engineer	1		Grade III 800—40—1,200.	2
	26			26
GROUP 'A'				
			J.E.G. 400—50—700	10
Chemist	3	411—950	C. E. S.	
Drilling Engineer	10		Grade I 900—50—1,200—EB—50—1,300.	5
			Grade II 1,300—50—1,500—EB—50—1,600.	3
Senior Chemist	2	735—1,370	Grade III 1,500—100—2,000.	2
Senior Drilling Engineer	3			
Superintending Engineer	1			
Director Drilling	1	1,540		
	20			20

CHAPTER XXI

AGRICULTURAL SERVICES

The subjects dealt with are the agriculture, livestock, forests and fisheries. Since the beginnings of Provincial Autonomy in the Sub-Continent, these subjects have been included in the Provincial spheres of duty. Consequently, the All-India Services concerned with agriculture and forests which had grown up at one time, were discontinued and by the time in the 1935 Act came into operation these Services had been provincialized. Ever since, there have been Class I Provincial Services dealing with agriculture and forests. Fisheries and livestock work have assumed greater importance since the Partition and in the Provinces there are now regularly constituted services dealing with these subjects.

2. After Independence due to increasing contracts with other countries, especially large requirements in the fields of Aid and trade, there has been enlargement of responsibilities in the Central Ministry of Agriculture. New field services, such as those connected with Plant Protection came into being. In the Ministry itself there has been a fairly large increase in staff concerned not only with co-ordination and supervision work but also with executive work like receipt and distribution of fertilizers, seeds and agricultural implements received under Aid. Research work was expanded and a number of Central research institutes were set up. Attempts to transfer certain functions, *e.g.*, Plant Protection, to the Provinces, were unsuccessful, and accretion of functions and services directly under the Centre has continued.

3. Under the policy of decentralization embodied in the new Constitution, and consequent on the recent Shoaib Committee Report, it has been decided that the Central Ministry should transfer most of its work to the Provinces. It may only retain small attached offices dealing with locust warning and plant quarantine work, marketing intelligence and agricultural statistics as well as the Food and Agriculture Council, which is a body responsible for coordinating and sanctioning research schemes directly sponsored by the Centre. Apart from these, the main work of the Centre will lie in the field of economic planning and coordination in respect of agriculture, animal husbandry, forestry, and fisheries, as well as standardisation and grading of agricultural commodities for export.

It is in every way desirable that posts in the small attached offices which are to continue at the Centre, as well as posts in the Ministry of Agriculture, should be filled by officers of the appropriate Provincial Services with the necessary field experience. To recruit directly would inevitably lead to the establishment of a group of academic specialists, with no more than "paper" acquaintance with realities. With the transfer of functions this group would necessarily be small. We are, therefore, not making separate recommendations with regard to the various posts in these offices and in the Central Ministry of Agriculture.

4. The Central Ministry, or Division of Agriculture, would also be administratively concerned with some Central departments such as the Survey of Pakistan and the Zoological Survey and Research. These are Central subjects under the Constitution and these departments should have their own regular services. We have dealt with the Survey Department in detail elsewhere. Similar considerations would apply to the Department of Zoological Survey and Research. Superior posts in the administrative Central Ministry, falling in Group 'A' (up to Deputy

Secretary level) and in the PAS (Joint Secretary level and above) would be encadred in the appropriate Provincial Services, by way of deputation reserve. The lower posts would ordinarily be filled by Central officials, up to Section Officer level, but there could be some scope for specialist officers from the Provinces to gain experience at the Centre and for Secretariat officials to get experience of field work at first hand.

5. Before dealing with various Provincial Services, we would like to make some general observations. Firstly, we have noticed that the services connected with agricultural and allied matters are generally undergraded, especially in East Pakistan. We consider that the middle and superior ranks of these services need to be strengthened and better paid if agricultural development is to make the desired progress. We have tried to bring about some improvements in the matter of grading and pay scales in our detailed recommendations. Secondly, we may mention that agricultural extension work as well as the function of carrying supplies of various kinds like seeds, fertilizers, agricultural implements, etc., to the villages, has been emphasized only after the Partition. The country had experimented with Village-Aid programmes and now, under the recommendations of the Food and Agriculture Commission, Agricultural Development Corporations, mainly concerned with provisions of supplies, have been set up. The Land Reforms, which have opened a new chapter in the life of the nation, the thinking with regard to introduction and expansion of communal farms and co-operative farming, are all designed to bring about a revolution in our agricultural practices. It cannot come about unless there is full co-operation between the scientific agricultural officers, and those officers whose work is bound up with the lives of the rural population, year in and year out. These latter officers are the officers of the Land Revenue organisation, for whom we have recommended elsewhere, that they should be integrated into a functional service. We have recommended also that recruitment to this service should, by preference, be from among agricultural graduates, and this step, in our opinion, will ensure that the advances in agricultural research and techniques, which the present Agricultural Department exerts to disseminate, will reach the people readily and regularly through the medium of agriculturally trained revenue officials of a department which they are accustomed to trust and to obey. There are plans afoot to spread Agricultural Assistants more thickly on the ground—one per *Thana* was mentioned in East Pakistan—but in our opinion, this may be excessive, and the requisite guidance and service could be provided much more regularly, directly, and effectively, if the broadcasting of new seed, new methods of cultivation, etc., were entrusted to a much smaller number of trained staff, working under the direction of the Land Revenue officials, being themselves graduates in agriculture. This would serve to absorb the graduates whom the new Universities will soon be producing in large numbers. It would also be administratively more convenient to control the field operations (other than farms and small research projects) through the Land Revenue officials, than if they were placed in the hands of an army of Agricultural Assistants working under their own head. Our detailed recommendations, especially those concerning East Pakistan, should be studied in the light of these remarks.

6. With regard to service structures, we think that as a general principle there should be equivalence in the status and emoluments of officials of all departments and directorates working at the same administrative level. Extension workers being better trained may be graded

somewhat higher compared to officials concerned in the main with regulatory functions. The latter working at Union levels should be placed in Group 'E', at *thana* levels in Group 'D', at tehsil level in Group 'C', at sub-divisional level in Group 'B', and at district level and above in Group 'A'. We expect that this rather generalized basis of classification would be found more practical, though, we must make it clear, that the main bases for classification should be the ones explained in our general Scheme. In the detailed recommendations which follow we have indicated how our general Scheme should be applied to Provincial field services.

B. Provincial Agriculture Departments :

The Agriculture Department at the Provincial level is responsible for the agricultural policy of the Province including agricultural education and research. It also deals with the coordination and control of allied services such as Animal Husbandry (including Poultry and Livestock), Forests and Fisheries. For discharge of these functions the Agriculture Department has the following Directorates working under it :—

East Pakistan

1. Agriculture.
2. Agricultural Marketing.
3. Livestock Services.
4. Forests.
5. Fisheries.
6. Cooperation (Registrar of Cooperative Societies).

West Pakistan

1. Agriculture.
2. Animal Husbandry.
3. Forests.
4. Fisheries.
5. Games.

The main functional staff of the Directorates of Agriculture, Animal Husbandry, Forests and Fisheries in both the Provinces are organised into regularly constituted services. The staff of Agricultural Marketing Directorate in East Pakistan should also be merged with the Agricultural Service of the Province. The details may be worked out by the Implementation Unit in consultation with the Department.

Similarly the small staff in the Games Department in West Pakistan may be merged with that of the Forest Directorate.

The functions of the Directorate of Cooperation in East Pakistan relate mainly to inspection and audit of Cooperative Societies and Banks. These Societies are no longer functioning only as agricultural credit societies and have assumed numerous other functions. As such they might usefully form a part of the Social Welfare Department, as is the case in West Pakistan, than of the Agriculture Department.

For the other Directorates in the two Provinces we recommend that they be reconstituted in the following Groups and grades :

(i) Agricultural Directorate, East Pakistan :

We find that the supervisory staff and the officers in the Department are generally under-graded and in the following recommendations, we have tried to bring them at a level of equality with similar staff in other Departments :—

Categories	No. of Posts	Existing Scales with D.A./C.L.A.	Scale recommended	No. of Posts
1	2	3	4	5
GROUP ' F '				
		Rs.	Rs.	
Darwan, Watchmen, Specimen Collector, Peons and Orderlies	1,169 } 28 } 843 }	66—85	Training 60 Grade I 65—1—80 Grade II 75—1—85 Grade III 85—1—95	As per requirement 1,260 570 200
	2,030			2,030
GROUP ' E '				
Lab. Attendants	39	66—85	Training 70	As per requirement.
Lab. Servants	15	66—85	Grade I 75—2—105 Grade II 90—3—120 Grade III 110—3—140 —5—150	36 20 8
Lab. Attendants	10			
	64			64
GROUP ' D '				
Primary Licensing Assistants	2,359	90—120	Training 100	As per requirement.
Fieldmen	55		Grade I 110—4—150—5—175.	4,300
Agri. Demonstrators	50	105—166		
Union Assistants	3,977		Grade II 150—5—185—10—225.	2,141
Field Assistants	17			
Agri. Overseers	66	120—204	Grade III 225—10—295—25/2—370.	518
Thana Agriculture Officers	435			
	6,959			6,959
GROUP ' C '				
Sub-Divisional Agri. Officers (Non-graduate).	25	130—248	Training 200	As per requirement,
Sub-Divisional Agri. Officers (Non-graduate).	77	191—470	Grade I 250—10—300—15—450. Grade II 350—15—500 Grade III 500—20—700	62 30 10
	102			102

1	2	3	4	5
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GROUP ' B '

		Rs.	Rs.	
(a) Sub-Divisional Agricultural Officers (Graduates).	73	248—585	Training 300	As per requirement.
			Grade I 350—25—600	47
			Grade II 500—35—850	20
			Grade III 800—40—1,200	6
	73			73

(b) Scientists :

Research Investigators	66	258—585	Training 300	As per requirement.
Chemists } Botanists }	23	298—835	Grade I 350—25—600	50
			Grade II 500—35—850	30
			Grade III 800—40—1,200	9
	89			89

GROUP ' A '

Deputy Assistant Directors ..	{ 16 12	352—635 298—835	J.E.G. 400—50—700	28
			C. E. S.—	
District Agriculture Officers ..	18	298—835		
Assistant Directors ..	4	411—1,155	Grade I 900—50—1,200	18
Deputy Directors	6		—EB—50—1,300	
			Grade II 1,300—50—1,500	8
			—EB—50—1,600	
			Grade III 1,500—100—2,000	2
	56			56

Scientists :

			J. E. G. 400—50—700	As per requirement.
Chemists, Botanists, etc. ..	11	411—1,155	C. E. S.—	
			Grade I 900—50—1,200	7
			—EB—50—1,300	
			Grade II 1,300—50—1,500	4
			—EB—50—1,600	
			P. A. S.	
Director	1	1,430—1,750	Grade II 2,500—100—3,000	1

N.B.—1. Primary Licensing Assistants are Matriculates employed on miscellaneous work connected with agriculture including licensing of agricultural commodities, where prescribed, and relief work. They are therefore placed with the Fieldmen, etc. in Group ' D '.

2. The designation of Thana Agriculture Officers should be changed to Thana Agriculture Assistants. Group D, among field workers as a whole, appears to us to be markedly over-staffed. Under the organisation, we have recommended, their numbers could probably be reduced. The higher salaries we are recommending, should attract better trained and more competent workers, to whom much larger areas could safely be assigned."
3. The designation of Sub-Divisional Agriculture Officers in Group 'C' should be changed to Sub-Divisional Supervisors to distinguish them from those now placed in Group 'B'.)

The following miscellaneous categories should be placed in Group 'F':

Assistant Power Pump Driver.	Mates.
Fitter Helper.	Gas Mistry.
Gas Khalasi.	Moulder Helper.
Hammermen.	Preparer.

The following miscellaneous categories should be placed in Group 'E':—

Assistant Mistry.	Painter.
Furnacemen.	Junior Fitter.

The following miscellaneous categories should be placed in Group 'D':—

Carpenter.	Tracer.
Blacksmith.	Foreman.
Tinsmith.	Mechanic.
Latheman.	Cinema Operator.
Moulder.	Mechanic Foreman.
Power Pump Driver.	Touring Mechanic.
Engine Driver.	Head Mechanic.
Turner.	Compounder.
Welder.	Artist Photographer.
Fitter.	Proof Reader.
Senior Fitter.	

(ii) **Animal Husbandry Directorate, East Pakistan :**

Categories	No. of Posts	Existing scale with D.A./C.L.A.	Scale recommended	No. of Posts
1	2	3	4	5
GROUP 'F'				
Peons, Lab. Servants, Lab. Attendants, Darwans, Grooms, etc. }	261	Rs. 66—85	Rs. Training 60	As per requirement.
			Grade I 65—1—80	140
			Grade II 75—1—85	90
			Grade III 85—1—95	31
				261

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

GROUP 'E' NIL.

GROUP 'D'

		Rs.		Rs.	
Lab. Attendants	2	89—120	Training	100	As per requirement.
Inseminators	20	95—130	Grade I	110—4—150—5—175	388
Veterinary Assistants	411	95—130	Grade II	150—5—285—10—225	180
Laboratory Assistant	1	95—191	Grade III	225—10—295—25/2—370	60
Thana Animal Husbandry Officers.	194	164—298			
		<u>628</u>			<u>628</u>

GROUP 'C'

Sub-Divisional Animal Husbandry Officers.	59	164—289	Training Rs. 200	As per requirement.
			Grade I 250—10—300—15—450	40
			Grade II 350—15—500	19
				<u>59</u>

GROUP 'B'

Animal Husbandry Officers/ Nutrition Officers.	12	248—585	Training 300	As per requirement.
			Grade I 350—25—600	6
			Grade II 500—35—850	4
			Grade III 800—40—1,200	2
				<u>12</u>

GROUP 'A'

Animal Husbandry Officers incharge of Districts.	21	248—585	J. E. G. 400—50—700	As per requirement.
			C.E.S.—	
Assistant Directors	13	298—835	Grade I 900—50—1,200—EB—50—1,300	28
			Grade II 1,300—50—1,500—EB—50—1,600	8
Deputy Directors	4	411—1,155	Grade III 1,500—100—2,000.	2
		<u>38</u>		<u>38</u>

1	2	3	4	5
			P. A. S.	
		Rs.	Rs.	
Director	1	1,265—1,540	Grade I 2,000—100—2,500.	
Research Workers				
GROUP 'D'				
Byre Overseer	2	120—218	Training 100	As per requirement.
Junior Research Assistant ..	2	140—218	Grade I 110—4—150— 5—175	2
			Grade II 150—5—185— 10—225	1
			Grade III 225—10—295— 25/2—370	1
	4			4
GROUP 'C'				
Research Assistants ..	2	248—585	Training 200	As per requirement.
Assistant Superintendents of Research Institute.	4		Grade I 250—10—300— 15—450.	4
Animal Nutrition Officers ..	2		Grade II 350—15—500	2
Animal Physiological Chemist	1	258—485	Grade III 500—20—700	2
			Grade IV Rs. 650—25— 850.	1
	9			9
GROUP 'B'				
Assistant Reserach Officers ..	2	298—835	Training 300	As per requirement.
Disease Investigation Officers	2		Grade I 350—25—600	3
Superintendent, Research Insti- tute.	1		Grade II 500—35—850	2
Officer-in-Charge, Poultry Vaccine Institute.	1		Grade III 800—40—1,200	1
	6			6
GROUP 'A'				
Research Officers	2	411—1,155	J.E.G. 400—50—700	As per requirement.
Officer-in-Charge, S.D. Rabies Vaccine.	1		Grade I 900—50—1,200 —EB—50—1,300	2
Mouth Diseases Expert ..	1		Grade II 1,300—50—1,500 —EB—50—1,600	2
	4			4

The following miscellaneous categories should be placed in Group 'D' :—

Compounders,
Poultry Keepers,
Assistant Manager (Vaccine Institute).

The following miscellaneous posts should be placed in Group 'C' :

Lab. Assistant.	Managers (Vaccine Institute).
Technician.	Assistant Manager, Poultry etc. (Farms).
Computer.	
Statistical Assistant.	Managers, Poultry etc. (Farms).

The following miscellaneous posts should be placed in Group 'B' :—

Officer-in-Charge, Veterinary Medical Store.
Manager of Farms.
Dairy and Cattle Experts.

(iii) **Forest Directorate, East Pakistan :**

Categories	No. of Posts	Existing scale with D.A./C.L.A.	Scale recommended	No. of Posts
1	2	3	4	5
GROUP 'F'				
		Rs.	Rs.	
Peons, Patrol Guards, Mali, Chowkidars, etc.	917	66—85	Training 60	As per requirement.
Grass Cutters	15		Grade I 65—1—80	600
			Grade II 75—1—85	260
Mahuts	15	71—90	Grade III 85—1—95	87
	947			947

GROUP 'E'				
		Rs.	Rs.	
Forest Guards	544	66—85	Training 70	As per requirement.
			Grade I 75—2—105	350
			Grade II 90—3—120	150
			Grade III 110—3—140—5—150	44
				544

1	2	3	4	5
GROUP 'D'				
Foresters.. ..	306	Rs. 90—130	Rs. Training 100	As per requirement.
Deputy Forest Rangers ..	132	100—166	Grade I 110—4—150—5—175	278
			Grade II 150—5—185—10—225	120
			Grade III 225—10—295—25/2—370	40
	438			438
GROUP 'C'				
Forest Rangers Grade II ..	41	130—178	Training 200	As per requirement.
Forest Rangers Grade I ..	39	178—298	Grade I 250—10—300—15—450	50
Senior Forest Rangers ..	10	298—470	Grade II 350—15—500—20—700	30
			Grade III 500—20—700	10
	90			90
GROUP 'B'				
Nil.				
GROUP 'A'				
Assistant Conservator/Sub-Divisional Officers.	10			
Divisional Forest Officers ..	16	411—1,155	J.E.G. 400—50—700	10
Assistant Chief Conservator ..	1		C.E.S.	
Conservators	2	1,430—1,750	Grade I 900—50—1,200—EB—50—1,300	12
			Grade II 1,300—50—1,500—EB—50—1,600	5
			Grade III 1,500—100—2,000	2
	29			29
Chief Conservator.. ..	1	2,150	P.A.S. Grade II 2,500—100—3,000	

Note.—There is a Forest Research Laboratory at Chittagong in East Pakistan and a Forest Research Institute at Peshawar in West Pakistan where a number of scientists are employed under a Director in each. They may be paid the same scale of pay as prescribed for the scientists in the Agriculture Directorate.

The following miscellaneous categories should be placed in Group 'F' :—

Boatmen	..	..	Tindal.
Cook	..	..	Kassab.
Stoker	..	..	Firemen.
Lascar	..	..	Oilmen.

The following miscellaneous categories should be placed in Group 'E' :—

Tindal	}	in the scale of Rs. 76—100 (including D.A.).
Sukani		
Kassab		

The following miscellaneous posts in the existing scales of Rs. 105—147, 130—191 and 100—191 should be placed in Group 'D':—

Serang.		
Engine Driver.		Draftsman.

(iv) **Fisheries Directorate, East Pakistan :**

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale Recommended	No. of Posts
		3	4	
GROUP 'F'				
		Rs.	Rs.	
			Training 60	As per requirement.
Peons, Fishery Guards, etc.	192	66—85	Grade I 65—1—80	120
			Grade II 75—1—85	52
			Grade III 85—1—95	20
				192
GROUP 'E'				
<i>Nil.</i>				
GROUP 'D'				
Fieldmen	110	85—130	Training 100	As per requirement.
Field Assistant	1	160—191	Grade I 110—4—150— —5—175	150
Fish Culture Assistants	45	120—248	Grade II 150—5—185— 10—225	84
Thana Fishery Officers	104		Grade III 225—10—295— 25/2—370	21
			Grade IV 375—25/2—450	5
	260			260
GROUP 'C'				
Pisciculture Officers	16	218—485	Training 200.	As per requirement.
Research Assistant	1		Grade I 250—10—300— 15—450	11
Assistant, Fisheries Development Officers/Assistant	2		Grade II 350—15—500	6
Fisheries Training Officer			Grade III 500—20—700	2
	19			19

(N.B.—Designation of Thana Fishery Officers may be changed to Thana Fishery Assistants).

	1	2	3	4	5
GROUP ' B '					
		Rs.		Rs.	As per re- quirement.
Fisheries Training Officer ..	1		Training 300		
Extension Officer ..	1		Grade I 350—25—600		7
Development Officer ..	1	298—835	Grade II 500—35—850		4
Technical Officer ..	1		Grade III 800—40—1,200		1
Research Officer ..	1				
Deputy Assistant Directors	7				
	12				12
<i>Scientists/Research Workers :</i>					
Assistant Technologists, } Botanists, Zoologists, etc. }	15	258—585	Training 300		As per re- quirement.
			Grade I 350—25—600		10
Zoologist, Chemist ..	2	298—835	Grade II 500—35—850		5
			Grade III 800—40—1,200		2
	17				17
GROUP ' A '					
Fish Culturist ..	1		J. E.G. 400—50—700		As per re- quirement.
Assistant Director ..	1	411—1,155			
Deputy Directors ..	5		C. E. S.—		
Director ..	1	1,265—1,540	Grade I 900—50—1,200— EB—50—1,300		5
			Grade II 1,300—50—1,500— EB—50—1,600		2
			Grade III 1,500—100—2,000		1
	8				8

The following miscellaneous posts may be placed in Group ' E ' :—

Greaser.
Tindal.
Sukani.
Driver (Launch).
Mender.

The following miscellaneous posts may be placed in Group ' D ' :—

Laboratory Assistant.
Technician.
Photographer.
Serang.
Operator (Net factory).
Curator.

(v) **Agricultural Directorate, West Pakistan :**

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
1	2	3	4	5
GROUP ' F '				
		Rs.	Rs.	
Camel Sawars	29	50	Training 60	As per requirement.
Semi-skilled Labour ..	2,456	56	Grade I 65—1—80	2,000
Peons	638	59—63	Grade II 75—1—85	1,000
Riding Camel Sawars ..	22	63	Grade III 85—1—95	158
Chowkidars, Coolies, etc. ..	13	61—66		
	<u>3,158</u>			<u>3,158</u>
GROUP ' E '				
Beldars	440	56	Training 70	As per requirement.
Fieldmen	45	61—71	Grade I 75—2—105	300
Kamgars	69	66—135	Grade II 90—3—120	200
Fieldmen	30	92	Grade III 110—3—140— 5—150	84
	<u>584</u>			<u>584</u>
GROUP ' D '				
(a) Locust Inspectors ..	7	70	Training 100	As per requirement.
Girdawars	4	90—153	Grade I 110—4—150— 5—175	2,000
Agricultural Assistants ..	8	105—228	Grade II 150—5—185— 10—225	900
Field Assistants	3,127	110—191	Grade III 225—10—295— 25/2—370	258
Training Instructors ..	12	191—298		
	<u>3,158</u>			<u>3,158</u>
(N.B.—The Field Assistants also include 168 Fieldmen in equivalent pay scale)."				
(b) Statistical assistants ..	47	153—352	Training 100	As per requirement.
			Grade I 110—4—150— 5—175	25
			Grade II 150—5—185— 10—225	15
			Grade III 225—10—295— 25/2—370	5
			Grade IV 375—25/2—450	2
				<u>47</u>

1	2	3	4	5
GROUP ' C '				
(a) Agriculture Assistants ..	1,243	248—411	Training 200	As per requirement.
			Grade I 250—10—300— 15—450	750
			Grade II 350—15—500	350
			Grade III 500—20—700	143
				<u>1,243</u>
(b) Tobacco Inspector ..	1	191—352	Training 200	As per requirement.
Cotton Inspectors ..	102	248—411	Grade I 250—10—300— 15—450	60
			Grade II 350—15—500	30
			Grade III 500—20—700	13
	<u>103</u>			<u>103</u>
GROUP ' B '				
(a) Extra Assistant Directors, Assistant Marketing Officers. Assistant Plant Protection Officers, etc.	199	298—835	Training 300	As per requirement.
			Grade I 350—25—600	112
			Grade II 500—35—850	80
Administrative Officers ..	13	298—635	Grade III 800—40—1,200	20
	<u>212</u>			<u>212</u>
(b) Scientists :			Training 300 A	As per requirement.
Botanists etc ..	82	298—835	Grade I 350—25—600	44
			Grade II 500—35—850	30
			Grade III 800—40—1,200	8
				<u>82</u>
GROUP ' A '				
Deputy Directors, Plant Protection Officers, etc.	7	685—1,265	J. E. G. 400—50—700	As per requirement.
			C.E.S.—	
Deputy Directors ..	16	835—1,430	Grade I 900—50—1,200— EB—50—1,300	13
			Grade II 1,300—50—1,500— EB—50—1,600	10
Superintending Engineer, Agriculture Machinery	2	1,375—1,650	Grade III 1,500—100— 2,000	2
	<u>25</u>			<u>25</u>

Scientists :	GROUP ' A '		As per requirement.
	Rs.	Rs.	
Botanists, etc ..	52	685—1,265	J. E. G. 400—50—700
			C.E.S.—
			Grade I 900—50—1,200—
			EB—50—1,300
			Grade II 1,300—50—1,500—
			EB—50—1,600
			Grade III 1,500—100— 2,000
			P.A.S.—
Director, Soil Conserva- tion.	1,540		Grade I 2,000—100—2,500
Director, Agriculture ..	1,850—2,150		Grade II 2,500—100—3,000

The following miscellaneous categories should be placed in Group ' F ' :—

Tractor Cleaners.
Greasers.
Sawar.
Sprayman.

Hammerman.
Record Lifter.
Driller.

The following miscellaneous categories should be placed in Group ' E ' :—

Boiler Attendant.
Carpenter.

Workmen.
Blacksmith.

The following miscellaneous categories should be placed in Group 'D':—

Blacksmith-*cum*-Carpenter.
Cannery Assistant.
Darogha, Baghat.
Assistant Mechanics.
Tracer. \

Time Keeper.
Surveyor.
Media Maker.
Tool Room Keeper.
Welder.
Mistry.
Junior Supervisor.
Gas/Plant Attendant /Mistry.

Tractor Mechanic.
Lab. Assistant.
Mechanic.
Turner,
Tractor Mechanic.
Mechanic Borer.
Assistant Power Driller.
Plant Observer.
Technological Attendant.
Agriculture Mechanic Assistant.

The following categories should be placed in Group 'C' :—

Garden Overseer.
Draftsman.
Religious Instructor.
Photographer.

Interpreter.
Demonstrator, Islamiat.
Foreman.
Head Draftsman.

Research Investigator.
Technical Writers.
Drilling Supervisor.

(vi) Animal Husbandry Directorate, West Pakistan :

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
1	2	3	4	5
GROUP ' F '				
		Rs.	Rs.	
			Training 60	As per requirement.
Peons, Gawalas. } Laboratory Attendant. Bee/Chicken Attendants, etc. }	250	59—63	Grade I 65—1—80 Grade II 75—1—85 Grade III 85—1—95	140 90 20
				250
GROUP ' E '				
<i>Nil</i>				
GROUP ' D '				
Stock Assistants	412	71—105	Training 100	As per requirement.
Lab. Assistant, Muqaddams. }	391	{ 85—115 105—125	Grade I 110—4—150— 5—175 Grade II 150—5—185— 10—225	583 220
	803			803
GROUP ' C '				
Agriculture Assistant, Veterinary Assistant, Surgeons, etc. }	511	248—411	Training 200 Grade I 250—10—300— 15—450 Grade II 350—15—500 Grade III 500—20—700	As per requirement. 311 150 50
				511
GROUP ' B '				
Assistant Research Officers	2		Training 300	As per requirement.
Planning and Programme Officer.	1		Grade I 350—25—600	24
Miscellaneous, e.g., Poultry Production Officer, Sheep Supervisor, Assistant Farm Officer, Sheep Survey Officer, etc. }	24	298—835	Grade II 500—35—850 Grade III 800—40—1,200	16 4
Officer-in-Charge, Units	3			
Assistant/Deputy Superin- tendent, Farms.	11			
Manager, Farms	3			
	44			44

Note.—The grading is on the supposition that the entrants have a higher secondary qualification coupled with technical or scientific qualifications.

	1	2	3	4	5
GROUP 'A'					
			Rs.	Rs.	
Assistant Directors ..	31	298—835	J. E. G.	400—50—700	31
Deputy Directors ..	10				
Superintendent, Farms	12				
Officer-in-Charge, Farms	7	685—1,265	C.E.S.—		
Poultry Sheep Study Officers	2		Grade I	900—50—1,200—	18
				EB—50—1,300	
Dairy Development Officer	1		Grade II	1,300—50—1,500—	12
Sheep Development Officer	1			EB—50—1,600	
			Grade III	1,500—100—	3
				2,000	
	64				64

Research Workers :

Disease Investigation and Control Officers.	10		J.E.G.	400—50—700	As per requirement.
Technical Officer ..	1	685—1,265	C.E.S.—		
			Grade I	900—50—1,200—	8
				EB—50—1,300	
Assistant Project Director	1		Grade II	1,300—50—1,500—	3
				EB—50—1,600	
			Grade III	1,500—100—	1
				2,000	
	12				12
Director ..	1	1,850	P.A.S.—		
			Grade I	2,000—100—2,500	1

(vii) Forests Directorate, West Pakistan :

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
1	2	3	4	5

GROUP 'F'

		Rs.	Rs.	
Peons, Chowkidars, etc. ..	500	59—63	Training 60	As per requirement.
			Grade I	65—1—80
			Grade II	75—1—85
			Grade III	85—1—95
				300
				150
				50
				500

GROUP 'E'

Forest Guards ..	3,700	61—76	Training 70	As per requirement.
			Grade I	75—2—105
			Grade II	90—3—120
			Grade III	110—3—140—
				5—150
				2,250
				1,000
				450
				3,700

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
1	2	3	4	5
GROUP 'D'				
Forests	804	Rs. 90—153	Rs. Training 100	As per requirement.
Dy. Rangers	68	105—191	Grade I 110—4—150— 5—175	550
			Grade II 150—5—185— 10—225	250
			Grade III 225—10—295— 25/2—370	72
	872			872
GROUP 'C'				
Forst Rangers	299	248—411	Training 200	As per requirement.
			Grade I 250—10—300— 15—450	180
			Grade II 350—15—500	89
			Grade III 500—20—700	30
				299
GROUP 'B'				
Extra Assistant Conservator/ Sub-Divisional Forest Officers.	34	298—835	Training 300	As per requirement.
			Grade I 350—25—600	20
			Grade II 500—35—850	11
			Grade III 800—40—1,200	3
				34
GROUP 'A'				
Divisional Forest Officers/ Deputy Conservators.	68	Rs. 411—1,100	Rs. J.E.G. 400—50—700	
Conservators	7	1,540	C.E.S.—	
			Grade I 900—50—1,200— EB—50—1,300	50
			Grade II 1,300—50—1,500— EB—50—1,600	18
			Grade III 1,500—100— 2,000	7
	75			75
Additional Chief Conservator	1	1,540—1,850	P.A.S.	
Chief Conservator	1		Grade I 2,000—100— 2,500	1
			Grade II 2,500—100— 3,000	1

We have include a Group 'B' for West Pakistan, although it has been eliminated in East Pakistan, where there are no *Extra* Assistant Conservators. Assistant Conservators hold an Honours University Degree, *plus* a Forestry Degree, and are thus suitable for direct induction into the J.E.G. We suggest that a similar arrangement be introduced in West Pakistan, and Group 'B' may then be eliminated, and absorbed in Group 'A'.

The posts of Fireman and Wheel Driver Well may be placed in Group 'F'.

The Benchman, and Demarcation Darogha may be placed in Group 'E'.

The following categories may be placed in Group 'D' :—

Compounders.
Blacksmiths.
Carpenters.
Electricians.
Draftsmen.
Supervisors/Arboriculturists.
Driver, Loco.
Mechanics.
Surveyor.

The Head Draftsman, Statistical Investigator, Senior Artist and Photographer may be placed in Group 'C'.

Note.—See also the note under forest Directorate, East Pakistan.

(viii) **Fisheries Directorate, West Pakistan :**

Categories	No. of Posts	Existing Scale with D.A./C.L.A.	Scale recommended	No. of Posts
1	2	3	4	5
GROUP 'F'				
Pions	19	Rs. 39—63	Training 60	As per requirement
Fishery Watcher, Fishermen	373	66—76	Grade I 65—1—80	250
Lab, Attendant	6		Grade II 75—1—85	108
			Grade III 85—1—95	40
	398			398

	1	2	3	4	5
GROUP 'E'					
<i>Nil</i>					
GROUP 'D'					
		Rs.	Rs.		
Field Assistants, Head Watchers.	24	85—115	Training 100		As per requirement.
Assistant Warden	48	153—352	Grade I 110—4—150—		39
			5—175		
			Grade II 150—5—185—		32
			10—225		
Development Assistant ..	7		Grade III 225—10—295—		6
			25/2—370		
			Grade IV 375—25/2—450		2
	79				79

GROUP 'C'					
(a) <i>Field Workers</i>	<i>Nil.</i>				
(b) <i>Research Workers</i>					
Research Assistants ..	5	153—352	Training 200		As per requirement.
			Grade I 250—10—300—		2
			15—450		
			Grade II 350—15—500		2
			Grade III 500—20—700		1
					5

GROUP 'B'					
Extra Assistant Directors, Development Officers.	17	298—835	Training 300		As per requirement.
Research Officers	4		Grade I 350—25—600		14
			Grade II 500—35—850		5
			Grade III 800—40—1,200		2
	21				21

GROUP 'A'					
Assistant Directors ..	2	411—950	J.E.G. 400—50—700		As per requirement.
Director	1	1,320—1,700	C.E.S.		
			Grade I 900—50—1,200		2
			—EB—50—1,300		
			Grade III 1,500—100—		1
			2,000		

The Laboratory Assistants may be placed in Group 'D'.

CHAPTER XXII

POSTAL AND TELECOMMUNICATION ADMINISTRATION

The Posts and Telegraphs Department has eight well defined Class I and Class II Services :

Class I :

1. Posts and Telegraphs Traffic Service.
2. Pakistan Postal Service.
3. Telegraph Engineering Service.
4. Telegraph Traffic Service.

Class II :

1. Postal Superintendent's Service.
2. Telegraph Engineering and Wireless Service.
3. Telegraph Traffic Service.
4. Post Masters Grade 'A' Service.

In addition, there are "General" Central Services 'Class I and Class II. The main functional services in Class I are the Pakistan Postal Service and the Telegraph Engineering Service while in Class II the Postal Superintendents Service and the Telegraph Engineering and Wireless Service are the main services of the Department. The other services included a small number of posts intended to provide avenues of promotion to staff belonging to different cadres. The lower establishments are organized into cadres which are included in Class III and IV.

One peculiar feature of the P. and T. Services has been that the posts above the level of Senior Time-scale in Class I formed a separate service, called the P. and T. Traffic Service, which was fed jointly by officers of the Postal Service Class I and Telegraph Engineering Service, Class I. It has, however, been recently decided by Government to bifurcate the organization into two departments, viz., Post Offices Department and Telephones and Telegraphs Department with a Director-General for each of them.

The existing position of cadres, grade structure and pay scales in the two departments is shown in the following paragraphs :

I. Post Offices Department :

Name of Category	Scale of Pay with D.A.	No. of Posts
<i>(a) Class IV Establishment—</i>		
	Rs.	
(a) Packers, (b) Porters, (c) Mail/Letter Box Peons and (d) Runners.	66—70	5,369
Head Porters	73-1/2—77-1/2	46
Stamp Vendors	71—78	146
<i>(b) Class III Establishment—</i>		
(i) Postmen	71—78	5,000
Postmen (Selection Grade)	73—99	750
Mail Guards	73—99	101
Head/Sorting/Reader Postmen	99—119	395
Line/Mail/Cash Overseer	99—119	242
Departmental Branch Post Master	99—119	139

The important category is that of Postmen who have been given Class III status although the basic scales for the post is Rs. 38—45 only. Recruitment to the post of postman is made on local basis. Ordinarily persons with good knowledge of reading and writing English are appointed. No minimum educational qualifications have however been prescribed.

Name of Category	Scale of Pay with D.A.	No. of Posts
	Rs.	Rs.
(ii) Time-Scale Clerks (Posts Offices) ..	99—225	6,735
RMS Sorters	99—225	2,312
Post Masters (Incharge of Time-Scale Post Offices)	109—235	412
P.O. & R. M. S. Accountants	119—245	20
Cashiers	119—245	22
Town Inspectors (B. & C. Grade) ..	119—245	25
Town Inspectors (A Grade)	129—255	19
Wireless Licence Inspectors	154—306	15
(iii) Inspector of Post Offices & R.M.S., etc. ..	179—356	304
(iv) L. S. G. Posts (Post Masters and Head Sorters, etc).	211—305	562
(v) H.S.G. Posts (Posts Masters and Assistant Superintendent, etc.).	255—414	142

The Time-Scale Clerks and Sorters carry a *specific* scale of Rs. 60—170 (Rs. 99—225 with D.A.). The requisite educational qualification for direct recruitment is matriculation. They are eligible for promotion to the post of Inspector of Post Offices and R.M.S. against 75% posts. The balance of 25% posts of Inspector of Post Offices and R.M.S. is filled by direct recruitment of graduates through a competitive examination. The Time-Scale Clerks and Sorters are also eligible for promotion to posts in Lower Selection Grade, through a qualifying examination, and thereafter to posts in Higher Selection Grade. For Inspectors of Post Offices and R.M.S. the avenue of promotion is to posts of Assistant Superintendent, Post Offices and R.M.S., in the Higher Selection Grade.

(c) *Class. II :*

Name of Category	Scale of Pay with C.L.A.	No. of Posts
	Rs.	
Post Masters (Grade 'A')	300—685	27
Superintendents	300—835	50

The posts of Post Masters in Class II are purely promotion posts. Of posts of Superintendents, 50% are filled by appointment on the basis of the result of the Superior Services Examination held by the F.P.S.C. The remaining 50% posts are reserved for promotion from Class II, e.g., Inspectors of Post Offices and Assistant Superintendents, etc.

(d) *Class I :*

Name of Category	Scale of Pay with C.L.A.	No. of Posts
	Rs.	
(i) <i>Junior Scale</i> (Postal Service Class I)		
Superintendents	353—950	25
(ii) <i>Senior Scale :</i>		
(1) Assistant Post Masters General	—1,265	12
(2) Controller of Post Offices		
(3) Senior Superintendent, Foreign Post		
(4) Principal, Regional Postal Training School		
(5) Chief Post Master		
(6) Deputy Director, Postal Life Insurance		
(iii) <i>Intermediate Grade Posts :</i>		
Deputy Post Masters General	1,100—1,375	6
(iv) <i>Senior Administrative Grade Posts :</i>		
Post Masters General	1,850	3

All these posts are cadre posts for the Postal Service Class I excepting the post of Chief Post Master which is filled by promotion from Class II Post Masters. The posts of Post Masters General, though included in the P. and T. Traffic Service (which would now be abolished due to bifurcation of the Department), are reserved for officers of the Postal Service Class I. The post of Director General, though included in the "General" Central Service, was filled from officers of the P. and T. Department only before the bifurcation of the Department. With bifurcation another post of Director General has been created and the two posts can be placed in two separate services meant for Postal and Telecommunication work.

II. Telephones and Telegraphs Department (Engineering) :

(a) *Class IV Establishment :*

The lowest functionaries on the Engineering side of the Telephones and Telegraphs Department are called Coolies whose work is supervised by Head Coolies. Their position is mentioned below :—

Name of Category	Scale of Pay with D.A.	No. of Posts
	Rs.	
Coolies	66—70	244
Head Coolies	73—99	20

(b) *Class III Establishment :*

The posts included in Class III are those of :

Name of Category						Scale of Pay with D.A.	No. of Posts
						Rs.	
Linemen	..	..	..	..	..	71—78	2,090
Assistant Mistries	..	..	..	..	..	71—78	29
Wiremen	..	..	..	..	..	71—78	225
Linemen (Selection Grade)	..	..	..	..	..	73—99	209
Sub-Inspectors (Telegraphs)	..	..	..	..	..	99—137	302
Line Inspectors	..	..	..	..	..	137—198	81
Tele-Communication Technicians	..	..	..	..	..	124—280	515
Engineering Supervisors	..	..	..	..	..	166—356	996

The main category is constituted by Linemen. Recruitment to this post is made by promotion from Coolies. The Linemen, besides having a selection grade, are eligible for promotion to posts of Sub-Inspectors, who in their turn fill posts of Line Inspectors. The Linemen besides others, are also eligible for promotion to posts of Tele-Communication Technicians against 40% of posts reserved for departmental candidates. The cadre of Tele-Communication Technicians has recently been introduced by merging a number of categories, viz., Wireless Operators, Repeater-Station Assistants, Mistries, Cable Jointers and Telephone Inspectors, etc. The remaining 60% posts of Tele-Communication Technicians are filled by direct recruitment, the requisite educational qualifications being matriculation with science. When the Tele-Communication Technicians' scheme is in full operation, the number of posts of Technicians is likely to increase considerably. The post of Engineering Supervisor is primarily a direct recruitment post, minimum educational qualification being Intermediate science, but 25% of the posts in the General Branch and 50% of posts in the Carrier and Wireless Services Branch are reserved for departmental candidates belonging to a number of categories, who have to pass a departmental examination. It is anticipated that the strength of Engineering Supervisors would be reduced as a result of implementation of the Tele-Communication Technicians scheme.

..(c) *Class II :*

There is a regular Class II Service, viz., Telegraph Engineering Service Class II. The Officers are designated as Assistant Engineers/Sub-Divisional Officers. The scale of pay is Rs. 300—835 with C.L.A. and the number of posts is 170. This is, at present, a purely promotion post. They are eligible for promotion to Telegraph Engineering Service Class I against 33-1/3% posts. There is one post of Secretary, Telephone Development Board, which is filled by transfer of an officer of the Telegraph Engineering and Wireless Service, Class II.

(d) *Class I :*

Name of Category	Scale of Pay with C.L.A.	No. of Posts
(i) <i>Junior Scale :</i> (Telegraph Engineering Service) : Assistant Divisional Engineers	Rs. 411—950	114
(ii) <i>Senior Scale :</i> (1) Divisional Engineers, etc. (2) Controller of Telegraph Stores (3) Assistant Chief Engineers, etc.	} 735—1,320 835—1,430	61 2
(iii) <i>Junior Administrative Posts :</i> Directors of Telegraph/Wireless/Dy. Chief Engineers, etc.	1,540	10
(iv) <i>Senior Administrative Posts :</i> General Managers Chief Engineer	1,850 1,950	4 1

The posts of Controller of Telegraph Stores in the Senior Time-Scale are normally filled by transfer of officers of the Tele-Communications Engineering Service. The posts of General Managers though included in the P. and T. Traffic Service (which will now disappear) are reserved for officers of the Telegraph Engineering Service.

III. **Telegraph Traffic Service Cadres :**(a) *Class IV :*

The functional service in this department starts with Task-Work Messengers and Messengers. Their work is supervised by Head Task-Peons/Messengers, as whole-time workers in the scale of Rs. 16—1½—20. the former, in addition to the basic scale of Rs. 15—20, get pie money for delivery of Telegrams. The P. and T. Department also employ Boys Peons/Messengers, as whole-time workers in the scale of Rs. 16—1½—20. Their duties are confined to office premises only. The grades and pay scales are shown below :—

Name of Category	Scale of Pay with D.A.	No. of Posts
	Rs.	
Task-Works Messengers	48—53	705
Boy Peon/Messengers	49—53	506
Messengers	66—70	169
Head Task-Work Messengers	71—78	13
(b) <i>Class III :</i>		
(i) Telegraphists	109—235	517
Telephone Operators	109—235	1,765
Teleprinter Operators	109—235	23
Telephone Monitors	114—240	264
Wireless Telegraphists	124—280	106
S. G. Telephone Operators	211—305	12
(ii) Telegraph Masters	211—332	90

Recruitment to posts of Telegraphists, Telephone Operators, and Telephone Monitors is made mainly from outsiders with Matriculation as the minimum educational qualification but 20% to 50% of posts are reserved for departmental candidates. The Wireless Telegraphists besides being Matriculates are required to possess a diploma in high speed telegraphy. The Telephone Operators have a Selection Grade. The posts of Telegraph Masters are promotion posts for Telegraphists and clerical establishment.

(c) *Class II :*

There are only 18 posts in the Telegraph Traffic Service Class II, as indicated below :—

Name of Category	Scale of Pay with C.L.A.	No. of posts
	Rs.	
Assistant Directors (Traffic)	300—835	3
Superintendents and Assistant Superintendents, Telegraph Offices.	300—835	15
		18

These are all promotion posts for Class III.

(d) *Class I :*

The following posts in Class I (Junior/Senior Scale) are also intended for promotion from Class II officers of the Telegraph Traffic Service :—

Name of Category	Scale of Pay with C.L.A.	No. of Posts
	Rs.	
Chief Superintendent, Departmental Telegraph Office	411—950	1
Chief Superintendents, Telegraph Offices	785—1,375	2
Radio Traffic Officer		

V. Ministerial Staff :

The ministerial staff in Class III, *viz.*, Lower Division and Upper Division Clerks, including Steno-typists and Stenographers, have the same scale of pay as admissible to other Central Government servants belonging to these categories. The Directorate General of Posts and Telegraphs,

has the status of an Attached Department and has two additional categories of Assistants and Superintendents. The latter are Class II (Non-Gazetted). The position in respect of scales of pay is given below :—

Name of Category	Scale of Pay with D.A.	No. of Posts
Rs.		
Lower Division Clerks	99—160	537
Typists (Directorate)	109—173	78
Time-Scale Clerks (Engg. Division)	99—225	475
Typist Clerks (Time-Scale)	109—235	79
Upper Division Clerks	124—280	755
Stenotypists	142—300	99
Cashier in Circle Offices	154—306	3
Head Clerks (Directorate)	147—305	2
Head Clerks (Circle Offices)	211—305	62
Stenographers	211—385	35
Stenographers (S. G.)	391—473	8
Assistants (Directorate)	211—473	107
Assistants-in-Charge (Directorate)	245—503	5
Head Assistants (Circle Office)	255—414	5
Office Superintendents (Circle Office)	285—483	3
Superintendents (Directorate)	305—593	20

VI. Accounts Staff :

The Department also has its own Accounts staff who are concerned with initial compilation of accounts. The higher work is done by the P. and T. Wing of the Civil Accounts Department. The existing posts, and their pay scales, concerned with Accounts work are shown below :—

Name of Category	Scale of Pay with D.A./C.L.A.	No. of Posts
Rs.		
<i>Class III :</i>		
Junior Accountant	240—523	52
Senior Accountants	305—593	20
Accounts Superintendent	356—643	4
<i>Class II :</i>		
Accounts Officer	458—735	10
<i>Class I :</i>		
Director of Accounts	1,210—1,485	1

The posts in Class III are filled on the result of an examination of the same standard as that of Subordinate Accounts Service of the Civil Accounts Department. The posts of Accounts Officers are promotion posts for Accountants in Class III and, similarly, appointment to the post of Director of Accounts is made by promotion of a suitable Accounts Officer in Class II.

VII. Directorate of P. and T. Department :

The gazetted establishment of the Directorate is discussed below :—

Name of Category	Scale of Pay with C.L.A.	No. of Posts
Rs.		
<i>Class II:</i>		
Chief Superintendent	458—685	1
<i>Class I:</i>		
Assistant Deputy Directors General ..	570—1,100	4
Assistant Deputy Directors General ..	725—950	2
Assistant Deputy Directors General ..	785—1,375	1
Assistant Directors General ..	1,210—1,485	5
Director, Postal Life Insurance ..	1,210—1,485	1
Director, International Postal Services ..	1,210—1,485	1
Dy. Directors-General ..	1,850	4

The posts of Chief Superintendent is filled by promotion of a suitable person belonging to the ministerial establishment in the Directorate who otherwise have no avenue of promotion to gazetted rank. Two posts of Assistant Deputy Directors General are manned by Class II officers who receive Rs. 250 as special pay in addition to grade pay in Class II. The other 4 posts are held by suitable officers from the Telegraph Engineering and Wireless Service Class II and they are also given Rs. 250 as special pay. The other post of Assistant Deputy Director General, five posts of Assistant Directors General and the post of Director, Postal Life Insurance are intended for officers of the Postal Service Class I. Three posts of Deputy Directors General are also reserved for officers of the Postal Service. The fourth post is meant for Telegraph Engineering Service. (Another post of Deputy Director General has recently been created for the Telephones and Telegraphs Department).

RECOMMENDATIONS

I. Post Offices Department :

The changes necessary, and which the Commission recommends, in order to adapt the present arrangement of posts to the Commission's Scheme are indicated below :—

GROUP ' F '

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Packers, Porters, Mail/Letter Box Peons and Runners.	5,369	Rs. 60 (fixed) during training.	
		I. Rs. 65—1—80 ..	3,249
		II. Rs. 75—1—85 ..	2,120
Head Porters	46	III. Rs. 85—1—95 ..	46
	5,415		5,415

The above are basically categories of 'Unskilled Manual Workers' and would be in replacement of the existing Class IV. The staff in this Group would, however, be eligible for promotion to posts in Group 'E' according to the general provisions of the scheme.

GROUP 'E'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Stamp Vendors	146	Rs. 70 (fixed) during training I Rs. 75—2—105 II Rs. 90—3—120	4,064 1,933
Postmen	5,000		
Mail Guards	101		
Selection Grade Postmen	750		
	5,997		5,997
Head/Sorting/Reader Postmen	395	III Rs. 110—3—140 5—150	395 242 139
Line/Mail/Cash Overseers	242		
Departmental Branch Post Masters	139		
	6,773		6,773

This group being intended for 'Semi-skilled' categories, would cover some of the lower posts in the existing Class III also. Recruitment to the post of Postman should henceforth be made from persons having education up to Primary standard. The staff in Group 'F' would also be eligible for appointment to various categories in Grade I, Group 'E', according to the general provisions of the Scheme provided they fulfil the basic educational qualifications prescribed for direct recruitment to Group 'E'.

GROUP 'D'

The posts in the existing Class III for which the minimum educational qualification is Matriculation have been placed in this group. These are—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Time-Scale Clerks (Post Offices)	6,735	Rs. 100 (fixed) during training. I Rs. 110—4—150—5—175 II Rs. 150—5—185—10—225.	5,736 2,868
Sorters (RMS)	2,312		
Post Masters (Incharge of Time Scale Post Offices)	412		
P.O. & R.M.S. Accountants	20	III Rs. 225—10—295—25/2—370.	543
Cashier	22		
Town Inspectors (B. & C. Grade)	25	IV Rs. 375—25/2—450	413
Town Inspectors (A Grade)	19		
Wireless Licence Inspectors	15		
	9,560		9,560

Initial recruitment to the posts of Time-Scale Clerks in this group would be made from persons who are Matriculates or possess a certificate of Secondary stage in general education or an equivalent qualification. The cadre of Sorters would also comprise persons possessing similar qualifications. Promotion to Grade II would be available to both these categories. The provision of promotions to this group from staff in the lower Group 'E' should be allowed according to the general scheme for those who possess basic educational qualification for this group.

GROUP 'C'

Existing Lower Selection Grade and Higher Selection Grade posts, and posts of Post Office Inspectors comprise Group 'C' as indicated below :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Inspector of Post Offices	304	Rs. 200 (fixed) during training.	
L. S. G. Posts (Post Masters and Head Sorters, etc.).	562	I Rs. 250—10—300—15—450.	606
H. S. G. Posts (Post Masters and Assistant Superintendent, etc.).	142	II Rs. 350—15—500	302
		III Rs. 500—20—700	100
	1,008		1,008

While at present most of the posts included in Group 'C' are promotion posts in Class III, the formation of a distinct Group 'C' would entail direct recruitment to an extent which will need to be prescribed. The initial educational qualification for Group 'C' would be higher secondary level, and this should be required of Group 'D' candidates aspiring to rise into Group 'C'. Such a requirement may be expected to lead to general improvement in the tone of the administration.

GROUP 'B'

Direct recruitment of graduates to fill basic "officer" charges is equally necessary. The posts that should be included in Group 'B' are indicated below :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Post Masters, Grade A	27	Rs. 300 (fixed) during training.	
Superintendents (Class II) ..	50	I Rs. 350—25—600	47
		II Rs. 500—35—850	23
		III Rs. 800—40—1,200	7
	77		77

GROUP 'A'

Direct recruitment to Group 'A' posts would be from amongst double graduates as envisaged in the general scheme. In order to have a balanced executive service, it is considered necessary to include in this group posts of Superintendents at present in Junior Time-Scale. The grade and pay scale in this group should be as follows :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Superintendents (Class I)	25	J.E.G. Rs. 400—50—700	20
Senior Scale Posts	12	C.E.S. Grade I—Rs. 900—50—1,200—EB—50—1,300	19
Assistant Deputy Director General.	1		
Deputy Post Master General	6	C.E.S. Grade II—Rs. 1,300—50—1,500—EB—50—1,600.	6
Assistant Director General	5	C.E.S. Grade III—Rs. 1,500—100—2,000 (Pre-PAS stage).	6
Director, P. L. I.	1		
Director, International Postal Service.	1		
	51		51

Pakistan Administrative Service.—The Postal Department serves the entire country, in every nook and corner, and is besides, a part of a world-wide postal organisation, whose general standard of efficiency it is required to emulate. It has done so successfully. The staff is huge and the budget is correspondingly large. The Postal Service is playing a part of continuously increasing importance in the social and material development of the country. It is right that those at the helm of its affairs should have their share of the superior directory posts.

Our recommendations in this regard are that the following posts should be provided in the Pakistan Administrative Service :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Post Masters General	3	I Rs. 2,000—100—2,500	
Deputy Directors General	3	II Rs. 2,500—100—3,000	
Director General	1	III Rs. 3,000—100—3,500	

II. Telephones and Telegraph Department :

The various groups in respect of the Telephones and Telegraphs Department cadres should be formed as indicated below. The requirements of educational qualifications for direct recruitment in each Group, and the provisions for promotion from Group to Group will be as in the general scheme.

GROUP 'F'

The lowest posts in the Telephones and Telegraphs Department are those of Coolies who are illiterate and are treated as 'Unskilled Manual Workers'. Their work is supervised by Head Coolies. This group, which would be in replacement of existing Class IV, should be as follows :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Coolies	244	Rs. 60 (fixed) during training.	159
		I Rs. 65—1—80	
Head Coolies	20	II Rs. 75—1—85	85
		III Rs. 85—1—95	20
	264		264

GROUP 'E'

This group is intended for 'Semi-skilled' categories in the Telephones and Telegraphs Department, these categories are at present classified as Class III on an exceptional basis but are in fact comparable to Class IV staff in view of the nature of their work, qualifications and emoluments. They clearly belong to Group 'E'. The grades and pay scales in this group should be as given below :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Linemen.	2,090	Rs. 70 (fixed) during training.	
Assistant Mistries	29	I Rs. 75—2—105	1,532
Wiremen	225	II Rs. 90—3—120	812
Linemen (SG)	209	III Rs. 110—3—140—5—150.	209
	2,553		2,553

GROUP 'D'

The posts indicated below should be included in Group 'D' :

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Sub-Inspectors	302	Rs. 100 (fixed) during training.	
Line Inspectors	81	I Rs. 110—4—150—5—175	539
Tele-Communication Technicians ..	515	II Rs. 150—5—185—10—225.	269
		III Rs. 225—10—295—25/2—370	66
		IV Rs. 375—25/2—450	30
	898		898

GROUP 'C'

In the Telephones and Telegraphs Department, Group 'C' will include the following posts :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Engineering Supervisors ..	996	Rs. 200 (fixed) during training.	
		I Rs. 250—10—300—15—450.	600
		II Rs. 350—15—500	300
		III Rs. 500—20—700 ..	96
	996		696

At present the posts of Engineering Supervisors are filled by direct recruitment to the extent of 75% , the minimum educational qualification being intermediate Science. As such they clearly belong to Group 'C' and have been so placed. Henceforth holders of Higher Secondary Education Certificates or equivalent vocational qualifications should be recruited to this post.

GROUP 'B'

The posts which should be included in this group are shown below :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Assistant Engineers	170	Rs. 300 (fixed) during training.	
Secretary, Telephone Development Board.	1	I Rs. 350—25—600 ..	102
		II Rs. 500—35—850 ..	51
		III Rs. 800—40—1,200 ..	18
	171		171

GROUP 'A'

The following posts should form Group 'A' :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Assistant Divisional Engineers ..	114	J.E.G. Rs. 400—50—700	84
Divisional Engineers, etc. ..	63	C.E.S. Grade I— Rs. 900—50—1,200—EB— 50—1,300	77
Assistant Deputy Director General	4	C.E.S. Grade II— Rs. 1,300—50—1,500—EB	20
Directors	6	—50—1,600,	
Deputy Chief Engineers	4	C.E.S. Grade III— Rs. 1,500—100—2,000 (Pre-PAS stage).	10
	191		191

Pakistan Administrative Service.—Even more clearly than the Postal Department, the Telegraphs Department is an essential agency in a modern state. The standard is, of necessity, maintained up to world efficiency, since the system is linked with the world-wide net-work of telecommunication. The entire working of the Governmental machinery, and of trade, industry and commerce within and without the country is dependent upon continuous maintenance of efficiency up to the latest standards prevalent elsewhere. This involves utilization of constantly changing modern equipment, and the budgets are consequently huge. These facts make out a strong case for provision of an adequate number of directory posts for the Telegraphs Department. Our recommendations are as under :

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
General Managers ..	4	I Rs. 2,000—100—2,500	4
Chief Engineer ..	1	II Rs. 2,500—100—3,000	3
Deputy Director General ..	2	III Rs. 3,000—100—3,500	1
Director General ..	1		
	8		8

III. Telephones and Telegraphs Departments (Telegraph Traffic Branch) :

The staff employed on the traffic side of the Department have been grouped separately. The groups are indicated below :—

GROUP ' F '

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Task-Work Messengers ..	705	Rs. 60 (fixed) during training. I Rs. 65—1—80 II Rs. 75—1—85	537
Messengers	169		
Head Task Work Messengers ..	13	III Rs. 85—1—95	21
Lining Munshis	8		
	895		895

These scales should be applied uniformly, and will replace the special rates of remuneration at present provided for (a) Task-Work Messengers (b) Boy Peons and Boy Messengers. We recommend that the latter categories should be absorbed in the regular cadre.

GROUP ' E '

There is only one category of Inspectors of Boy Peons, ten in number, who would fall in this Group. As we are recommending the absorption of Boy Peons in the regular cadre, these posts should be abolished. Group ' E ' will not be required in this Branch.

GROUP 'D'

In this group there would be a number of categories and for each such category there would be a separate cadre split up into the three grades in accordance with the general scheme. The Selection Grade Telephone Operators should be considered alongwith Telephone Operators for purposes of gradation. The categories which should be included in Group 'D' are indicated in the following table :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Telegraphists	517	Rs. 100 (fixed) during training.	
Telephone Operators	1,765	I Rs. 110—4—150—5—175	1,614
Teleprinter Operators	23		
Telephone Monitors	264	II Rs. 150—5—185—10—225	807
Wireless Telegraphists	106		
Selection Grade Telephone Operators	12	III Rs. 225—10—295—25/2—310 370	162
		IV Rs. 375—25/2—450	104
	2,687		2,687

GROUP 'C'

The posts mentioned below should be included in this group :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Telegraphs Masters	90	Rs. 200 (fixed) during training.	
		I Rs. 250—10—300—15—450	54
		II Rs. 350—15—500	27
		III Rs. 500—20—700	5
		IV Rs. 650—25—850	4
	90		90

GROUP 'B'

Group 'B', although small, seems to be essential for providing adequate under-pinning for the cadre of Superior Officers. With increase in the volume and variety of work, their number should increase and a more reasonable cadre would emerge. A beginning should nevertheless be made to develop such a cadre. This would also provide the necessary incentive to staff in Group 'C'. For the present ten posts of Superintendents in Telegraph Offices, 3 posts of Assistant Directors (Traffic) and one post of Chief Superintendent, Departmental Telegraph Office have been placed in Group 'B'. The two posts of Chief Superintendent, Telegraph Offices and one post of Radio Traffic Officer which are in the Senior time-scale in Class I also belong to this Group, since these are filled up

by promotion and have, therefore, been included. The structure and pay scales in this Group should be as shown below :—

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Superintendents	10	I Rs. 350—25—600	9
Assistant Directors (Traffic) ..	3		
Chief Superintendent, Departmental Telegraph Office.	1	II Rs. 500—35—850	5
Chief Superintendents, Central Telegraph offices.	2	III Rs. 800—40—1,200	3
Radio Traffic Officer ..	1		
	17		17

There will be no group 'A' in this Branch.

IV. Common Categories :

(i) *Accounts staff*.—The clerical posts being common, separate cadres for Accounts staff start with the post of Accountant. Unlike the Civil Accounts Department the Accountant's grade is split up at present into Junior Accountants (52) and Senior Accountants (20). Then there are Accountant Superintendents (4). Appointment to these posts is subject to passing a *Departmental Accounts Examination* of the same standard as that prescribed for the Subordinate Accounts Service of the Civil Accounts Department. All these posts are in Class III. Above Class III are the posts of Accounts Officers to which appointment is made by promotion from Accountants. The appropriate Group for the existing Class III posts is Group 'C' and for Class II posts, Group 'B'. The Commission is of the view that the groupings and gradings of the posts mentioned above should conform to the general set up emerging for the main Civil Accounts Department.

As regards the single post of Director of Accounts, it is recommended that in future an officer in the Civil Executive Service of the Civil Accounts Department should be employed against this post on deputation basis. The shape of the future Accounts Organisation throughout the service is linked with the question of decentralization on which a decision is being taken. It will be possible to develop distinct Group 'A' cadres only if a full-fledged Accounts Organisation is set up for the P. and T. Departments.

(ii) *Civil Engineering and Drawing Office Staff (non-gazetted)*.—This staff consists of Blue Print Makers (10), Blue Print Readers (2), Tracers (14), Building Overseers (8), Draftsmen (30) and Senior Draftsman (1). Recruitment to most of these posts is made direct. The groupings and gradings of all these posts will conform to the treatment to corresponding categories in the Public Works Department.

(iii) *Medical Staff*.—The P. & T. Department maintains small dispensaries in important towns for the benefits of its employees. The number of medical staff employed in these dispensaries is very small. It is recommended that they should be given the same grades and scales of pay as would be allowed to corresponding categories in the Medical Department.

(iv) *Ministerial and other Class IV Office Staff*.—The categories of the ministerial and Class IV staff employed in the P. & T. Department and the Directorate are the same as those employed in other attached departments and subordinate offices. The duties on which they are employed are akin to those performed by similar staff elsewhere. The groupings and gradings of these posts in the P. & T. Department should follow the general scheme for ministerial staff. The Department has recently been bifurcated into 2 departments and the actual segregation of the ministerial and Class IV staff was likely to take some time. In view of this, the Commission did not consider it necessary to go into greater details.

(v) *Stores Staff*.—There are a few categories of non-gazetted Store's staff. In their case also, it is recommended that they should be fixed on grades and scales to be determined for corresponding categories in the Railway Department.

V. Miscellaneous :

(i) *Workshop Staff*.—The Posts and Telegraphs Department have two Telegraph Workshops at Kotri in West Pakistan and at Dacca in East Pakistan. The number of higher categories in each workshop is not enough to form a regular line of promotion. The lower categories of staff (Industrial workers) employed in these workshops have more or less the same conditions of work as in the Railway Workshops. In their case it is recommended that they should be organised on the pattern of corresponding categories in the Railway Workshops. The higher categories may be suitably grouped as under :—

GROUP 'C'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Assistant Chargemen	4	Rs. 200 (fixed) during training. I Rs. 250—10—300—15—450 II Rs. 350—15—500 III Rs. 500—20—700 IV Rs. 650—25—850	30
Chargemen	30		
Assistant Foremen	13		15
Foremen	5		4
			3
	52		52

At present direct recruitment is made at two stages : in the grades of Assistant Chargemen and Assistant Foremen. No educational qualification have been prescribed for recruitment to posts of Assistant Chargemen. An Engineering degree is, however, required for direct appointment as Assistant Foreman. In future, initial recruitment should be made at the stage of Assistant Charginan with diploma in Mechanical Engineering as the basic educational qualification which should form the only stage of direct recruitment to the cadre.

The post of Assistant Superintendent, Telegraph Workshop, is filled by promotion of a suitable Foreman. It is in the Junior Time-Scale in Class I, and would fall in Group 'B' of our Scheme. It could be filled by an officer of proper seniority from the ordinary cadre of the Railway, or, in a proper case, by promotion of a local employee, according to service rights and exigencies.

(ii) *Other Miscellaneous Categories*.—There are some categories for which recruitment is made on an *ad hoc* basis provided the candidates meet other requirements. Similar posts exist in other organisations also and it is recommended that these posts should be fixed as in those organisations in the Grades and Scales given below :—

GROUP 'E'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Air Conditioned Fitters	2	I Rs. 75—2—105	219
Bicycle Mistries	75		
Carpenters	68		
Painters	119	II Rs. 90—3—120	108
Electric Motor Drivers	6		
Engine Drivers	7	III Rs. 110—3—140—5—150	37
Motor/Lorry Drivers	86		
Armature Winder	1		
	364		364

CHAPTER XXIII

CIVIL AVIATION DEPARTMENT

The beginnings of Civil Aviation in India can be traced back to the period of the First World War but the real beginning in the field was made when India signed the International Convention for Air Navigation in 1919. It was in 1927 that a full-fledged Civil Aviation Branch was created in the then Department of Industries and Labour and which was converted into a Directorate in 1936. This Directorate was made into an 'attached office' of the Department of Industries and Labour. This was transferred to the Ministry of Communications later on and it was this office which we inherited in 1947. During the Second World War the Department was primarily engaged in training pilots and Ground Engineers for the R.I.A.F. The real expansion of the Civil Aviation in India came after the Second World War.

2. Since Independence, the Civil Aviation Department has undergone a number of organisational changes. This subject has received close attention in view of its importance and the Civil Aviation Department has been placed under the administrative control of the Ministry of Defence. There is now very close liaison between the Civil Aviation Department and the Air Headquarters.

3. The main functions of the Department of Civil Aviation are as follows :—

- (i) Formulation and implementation of air transport policy within the country and with reference to International Civil Aviation ;
- (ii) Provision of an efficient, safe and adequate Air Traffic Control Service ;
- (iii) Provision of means of communication and aids to air navigation ;
- (iv) Formulation and enforcement of standards of "air-worthiness" ;
- (v) Provision of various ground facilities such as runways, fire, crash and rescue services, etc.

4. These functions are carried out through a headquarters organisation which is the office of the Director General of Civil Aviation, assisted by following 3 field services :

- (1) Aerodrome Service,
- (2) Aeronautical Communications Service, and
- (3) Aeronautical Inspection Service.

5. The headquarters organisation is so constituted that the field officers come to the Headquarters after acquiring sufficient experience and maturity. In other words, cadres in the Headquarters and the field organisations are vertically integrated. This appears to be logical especially as the Department is functionally organised and directly controlled. The posts in the Headquarters Office also cater for higher administrative requirements like planning and development programming as also air transport policy, including liaison with international civil aviation organisations, control of flying clubs and training and licensing of flying personnel. There is, however, an element of regionalism in that

there is a Regional Controller of Civil Aviation in East Pakistan. Also some of the major airports have posts of Airport Managers to coordinate the work of different functionaries from the administrative point of view, though technical control over those functionaries is carried out direct from the Headquarters Office.

6. The Aerodrome Service is responsible for safe air traffic control and the posts in its cadre are those of Senior, Junior and Assistant Aerodrome Officers. This Wing also controls the civil aviation training unit.

7. The Communications Service is responsible for providing services like radio telegraphy, radio telephony, radio tele-type, etc., and other radio aids to air navigation. The cadre of this Service includes posts of Senior Communication Officer/Engineers, the Communication Officers/Engineers and Assistant Communication Officers/Engineers. At the non-gazetted level there are posts of Communication Assistants, Radio Operators, Technical Assistants and Radio Technicians. The Communication Wing is also administratively concerned with posts meant for engineering and stores work.

8. The Aeronautical Inspection Service is responsible for the formulation and enforcement of policy and issuance of certification of airworthiness. Its officers carry out inspection of all civilian aircraft and issue the necessary licences. They also examine and issue licences to aircraft maintenance engineers. The posts in the cadre of the Service are those of the Chief Aeronautical Inspector, Senior Inspectors of Aircraft, Inspector of radio and electric equipment, and Assistant Inspectors of Aircraft.

9. This leaves us with posts meant for air transport policy and general administrative work, personnel administration, budget and accounts, security, sanitation, works implementation, ground facilities, estates and motor transport administration. The air transport wing looks after the air transport policy and the administrative wing looks after rest of the subjects and functions at the Headquarters level.

10. It may be mentioned that the Civil Aviation works are being executed through the agency of the P.W.D. but the Director General proposes to set up a self-contained structural engineering branch for the department which would be entrusted with the maintenance works as well as the capital programme of the department. This proposal has to be considered in the context of the future set up of the P.W.D.

11. There are no recruitment rules for the various cadres of the Civil Aviation Department and certain channels of promotion have grown up as a matter of convention. Due to the paucity of technically qualified personnel in the field of Civil Aviation, as also because of the fast developing techniques in this field, the higher posts are filled from officers holding lower posts who are provided with the necessary training but insistence on prescribed qualifications is not always possible. This factor has influenced the cadre structures of the Department which we have kept in view in framing our recommendations.

The existing position in respect of recruitment, promotion and scales of pay is summed up in the following paragraphs :—

I. Aerodrome Wing :

12. The functional line in the Aerodrome Wing starts with Aerodrome Operators who are in Class III and are in the basic scale of Rs. 125—300. The minimum educational qualification for direct recruitment in their case is Intermediate (Science). The next post in the line is that of Aerodrome Assistant. The duties of both the Aerodrome Assistants|Operators are the same. The Aerodrome Operators are eligible for promotion to the post of Aerodrome Assistant. Their strength is given below :—

Categories	Scale of Pay with D.A.	No. of Posts
Aerodrome Operators	Rs. 166—356 ..	39
Aerodrome Assistants	Rs. 240—356 ..	30

Class II :

In Class II there are two categories, viz., of Aerodrome Officers and Air Port Managers. Aerodrome Officers are assisted by Assistant Aerodrome Officers. Appointment to the post of Assistant Aerodrome Officer is made by promotion of Aerodrome Assistants to the extent of 25% of posts. The posts of Air Port Managers are divided in four grades. Grades III and IV are included in Class II. They are in charge of smaller Airports which are Graded as III and IV. Grade to Grade promotion is also permissible. The existing position is as under :—

Categories	Scale of Pay with Cost of Living Allowance	No. of Posts ; M 77110
Assistant Aerodrome Officers	Rs. 341—835 ..	50
Air-Port Manager (Grade IV)	Rs. 341—835 ..	1
Aerodrome Officers	Rs. 520—950 ..	11
Air-Port Manager (Grade III)	Rs. 520—950 ..	2

Class I :

The posts of Senior Aerodrome Officers and Airport Managers Grades II and I are included in Class I. The posts of Senior Aerodrome Officers, Grade II are filled by promotion from next lower posts and carry a scale of Rs. 570 to 950. The post of Airport Manager, Grade I is in the scale of Rs. 1,000—1,250. The number of existing posts is as follows :—

Categories	Scale of Pay with C.L.A.	No. of Posts
Senior Aerodrome Officers	Rs. 655—1,050 ..	3
Air-Port Managers, Grade II	Rs. 655—1,050 ..	4
Air-Port Manager, Grade I	Rs. 1,100—1,375 ..	1

In addition to these posts, there is a post of Regional Controller of Civil Aviation for East Pakistan. This post carries a scale of Rs. 1,000—1,250 (Rs. 1,100—1,375 with C.L.A.) and is filled by transfer of an officer of equivalent rank. The Regional Controller supervises and co-ordinates the work of all services in East Pakistan. The post of Airport Managers in all grades are not earmarked for promotion of officers of the aerodrome service. They are filled by transfer of officers of equivalent grade or by promotion from lower grade from all the services, viz., Aerodrome, Communications and Inspection by selection.

II. Communications Wing :

13. The Communications Wing has again two branches, Communication and Engineering. The functional line on the Communications side of this Wing starts from Class III, the first rank being that of Radio Operators who are in the basic scale of Rs. 125—300. Initial recruitment to this post is made direct for which the minimum educational qualification is Intermediate Science. The next post in the line is that of Communications Assistant which is filled by promotion from Radio Operators. In the Engineering Branch, the starting rank is that of Radio Technician. A Radio Technician is also required to possess Intermediate Science Certificate and is eligible for promotion to the post of Technical Assistant. Their strength and emoluments are indicated below :—

Categories	Scale of Pay with D.A.	No. of Posts
Radio Operators	Rs. 166—356 ..	114
Communication Assistants	Rs. 240—414 ..	39
Radio Technicians	Rs. 166—356 ..	74
Technical Assistants	Rs. 240—414 ..	36

Class II ;

In Class II, posts in the two branches are shown below :—

Categories	Scale of Pay with Cost of Living Allowance	No. of Posts
Assistant Communication Officers ..	Rs. 341—835 ..	11
Communication Officers	Rs. 520—950 ..	5
Assistant Communication Engineers ..	Rs. 341—835 ..	20
Communication Engineers	Rs. 520—950 ..	7

The post of Assistant Communication Officers are filled by promotion from the post of Communication Assistants to the extent of 25% of posts. For direct recruitment, the prescribed educational standard is a degree in Radio[Electrical Engineering [with Physics and Mathematics, etc. Appointment to the next higher post of Communication Officer is made by promotion as well as by direct recruitment through F.P.S.C.. The promotion to this post is subject to passing a course of training at the Civil Aviation Training Unit. Similar is the position on the Engineering side where 25% of posts of Assistant Communication Engineers are filled by promotion of Technical Assistants.

Class I :

In Class I, there are again two categories of Officers, viz., Senior Communication Officers (3) and Senior Communication Engineers (2). Their emoluments are Rs. 655—1,050. There is also a post of Controller of Central Engineering and Stores Establishment in the scale of pay of Rs. 1,100—1,375 including Cost of Living Allowance.

III. Stores Wing :

14. The Stores Wing is an allied branch of the Communication Wing. The functional line in this Wing starts with the posts of Store-keeper in Class III. It is open to direct recruitment for Matriculates. The ordinary grade is Rs. 85—225 (without D.A.) and there is also a special grade in the scale of Rs. 125—225 (without D.A.). The next post is that of Senior Store-keeper which is a promotion post for Store-keepers. The number of posts and scales of pay are indicated below :—

Categories	Scale of Pay with D.A.	No. of Posts
Store-keepers	{ Rs. 124—280 (ordinary). Rs. 166—280 (special)	{ 15
Senior Store-keepers	Rs. 240—356 ..	2

Class II :

There are four posts of Assistant Store Officers. 25% of these posts are filled by promotion. Direct recruitment is made through the F.P.S.C. The scale of pay is Rs. 290—750 (Rs. 341 to 835 with C.L.A.). In addition there are two posts of Store Officers in the scale of Rs. 450—850 (Rs. 520 to 950 with C.L.A.).

Class I :

There is only post of Senior Stores Officer in the scale of Rs. 570 to 950 (Rs. 655 to 1,050 with C.L.A.). The highest post in the functional line is that of Controller, Central Engineering and Stores Establishment, which has been discussed in the foregoing paragraphs.

IV. Inspection Wing :

15. The functional line in the Inspection Wing starts with the post of Assistant Inspector of Aircrafts. This post is filled by direct recruitment from graduates in Aeronautical Engineering through the F.P.S.C. This is a Class II (gazetted) post and carries a scale of Rs. 341—835 (including Cost of Living Allowance). The number of posts is two. The next post in Class II is that of Inspector of Aircrafts which is a promotion post for Assistant Inspectors of Aircrafts. The scale of pay with cost of living allowance is Rs. 520—950 and the number of posts is six only.

Class I :

In Class I, there are four posts of Senior Inspector of Aircrafts in the basic scale of Rs. 880—1,150 (Rs. 980—1,265 with C.L.A.) and the highest post is that of Chief Aeronautical Inspector in the Junior Administrative grade.

V. Directorate General of Civil Aviation :

The Regional and Field Organisations are controlled by the Directorate General of Civil Aviation at Karachi. The Director General is assisted by Directors, Deputy Directors, Assistant Directors and a few specialist officers, as described below :—

(i) Categories	Scale of Pay with C.L.A.	No. of Posts
	Rs.	
Assistant Directors (Admn.)	860—1,100 ..	2
Assistant Director (Regulation and Information) ..	860—1,100 ..	1
Assistant Director (Air Transport) ..	860—1,100 ..	1
Assistant Directors (Communication) ..	860—1,100 ..	2

The posts of Assistant Director (Admn.) are promotion posts for Superintendents of the Civil Aviation Department. The other posts of Assistant Directors are filled by Senior Officers of the respective wings. The post of Assistant Director (Air Transport) is a direct recruitment post.

The higher posts of Deputy Directors which are filled by selective promotion from lower posts are shown below :—

(ii) Categories	Scale of Pay with C.L.A.	No. of Posts
	Rs.	
Deputy Director (Admn.)	1,100—1,375 ..	1
Deputy Director (Regulation and Information) ..	1,100—1,375 ..	1
Deputy Director (Air-Transport) .. .	1,100—1,375 ..	1
Deputy Director (Aerodromes)	1,100—1,375 ..	1
Deputy Directors (Communications) ..	1,100—1,375 ..	2

There are two posts of Directors also as shown below :—

(iii) Categories	Scale of Pay with C.L.A.	No. of Posts
	Rs.	
Director of Air Transport	1,540	
Director of Administration (Regulation and Information)	1,540	

The post of Director, Air Transport, is filled by promotion from the grade of Deputy Director, Air Transport. Appointment to the post of Director of Administration is made by selection of a suitable officer belonging to any of the wings.

VI. Specialist Posts :

Categories	Scale of Pay with C.L.A.				No. of Posts
				Rs.	
Navigation Inspector	..	..	..	1,100—1,375	1
Flying Inspector (Pilot)	..	..	..	1,100—1,375	1
Pilot	..	..	..	1,650—1,950	1

These are filled by direct recruitment and provide specialised assistance to the Director General.

VII. Planning Cell :

A Planning Cell has recently been added to the organisation. The posts in the Cell are :—

Director	1
Dy. Director	1
Assistant Director	1

VIII. Training Unit :

The Directorate has a Training Unit at Karachi. There are a few posts of instructors with a Principal. The position is stated below :—

Categories	Scale of Pay with C.L.A.	No. of Posts
	Rs.	
Chief Instructor (Communications) ..	860—1,100	1
Chief Inspector (Aerodromes)	860—1,100	1
Principal	1,100—1,375	1

RECOMMENDATIONS

Our recommendations with regard to the various categories of staff in the different Wings and Offices of the Civil Aviation Department are as follows :—

I. Aerodrome Wing :

There are no posts which can be included in Groups 'F', 'E' and 'D'. The posts in this Wing should be arranged and remunerated as shown below :—

GROUP 'C'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Aerodrome Operators	39	Rs. 200 (fixed) during training.	
		I Rs. 250—10—300—15—450.	39
Aerodrome Assistants	30	II Rs. 350—15—500	30
	69		69

Only two grades should be sufficient considering the nature of work and responsibilities.

The posts mentioned below should be placed in Group 'B'.

GROUP 'B'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Assistant Aerodrome Officers ..	50	Rs. 300 (fixed) during training.	
		I Rs. 350—25—600	32
		II Rs. 500—35—850	16
Air-Port Manager (IV)	1	III Rs. 800—40—1,200	3
	51		51

Higher posts of Aerodrome Officers and Airport Managers III, as well as posts of Assistant and Deputy Directors concerned with Aerodromes, Air-Transport, Regulation and Information, as well as Administration should be formed into an integrated Service in Group 'A' to which direct recruitment should be made from graduate with a Pilot's

or Navigator's licence. This will also enable induction of suitable Air-Force Officers if they have these qualifications. The position would be as shown below :—

GROUP 'A'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
(i) Aerodrome Officers ..	11	J.E.G. Rs. 400—50—700	13
Senior Aerodrome Officers	3		
(ii) Air-Port Managers III ..	2	C.E.S.—	10
Air-port Managers II ..	4	Grade I Rs. 900—50—1,200— EB—50—1,300.	
Air-port Manager I ..		Grade II Rs. 1,300—50—1,500— EB—50—1,600.	2
Regional Controller ..	1		
(iii) Assistant Director (Air-Transport).	1	<i>Selections posts :</i>	
(iv) Deputy Directors (Air-Transport and Aerodrome).	2	Grade III Rs. 1,500—100	2
(v) Training—			
Chief Instructor	1		
Principal	1		
	27		27

II. Communication Wing (including Engineering and Stores) :

No posts are being included in Groups 'F' and 'E' here. The posts of Storemen are in Class IV and have been dealt with later along with other similar categories. The other staff should be dealt with as mentioned below :—

GROUP 'D'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Store-keepers	15	Rs. 100 (fixed) during training.	
Senior Store-keepers	2	I Rs. 110—4—150—5—175	10
		II Rs. 150—5—185—10—225.	5
		III Rs. 225—10—295—25/2—370	2
	17		17

GROUP 'C'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Radio Operators	114	Rs. 200 (fixed) during training.	
Radio Technicians	74	I Rs. 250—10—300—15—450	159
Communication Assistants	39	II Rs. 350—15—500	94
Technical Assistants	36	III Rs. 500—20—700	10
	263		263

GROUP 'B'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Assistant Communication Officers ..	11	Rs. 300 (fixed) during training. I Rs. 350—25—600 II Rs. 500—35—850 III Rs. 800—40—1,200	
Assistant Communication Engineers	20		22
Assistant Stores Officer ..	4		10
	35		3
			35

Higher posts of Communication Officers and Engineers, Stores Officers, Controller of Engineering Stores, etc., should be formed into an integrated Communications Service in Group 'A' to which recruitment should be made from double graduates in Radio Electrical Engineering and Mathematics and Physics. Posts of Assistant Director and Deputy Directors connected with Communications work should also be encadred in this Service. Induction from the Engineering and Communications Wing of the Air Force may also be allowed to this Service, if necessary, on deputation till such time deficiencies of qualified personnel are made up.

The position would be as shown below :—

GROUP 'A'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
(i) Communication Engineering and Stores Officers :		J.E.G. Rs. 400—50—700	14
Communication Officers	14	C.E.S.	
(ii) Senior Communication Engineers and Stores and Communication Officers.	6	Grade I Rs. 900—50—1,200 —EB—50—1,300	9
(iii) Controller, Engineering Stores Establishment.	1	Grade II Rs. 1,300—50—1,500 —EB—50—1,600	2
(iv) Assistant Directors (Communication) and Chief Instructor, Communication.	3	Selection Posts :	1
(v) Deputy Directors, Communication.	2	Grade III Rs. 1,500—100—2,000.	
	26		26

The numerous functions which are at present being performed at the Headquarters by the Director of Administration have been mentioned in para 9 above. A separate Administrative set-up, however, does not extend at present below the Headquarters' level, whereas the functions extend well into the field. It appears, therefore, necessary that just like the Aerodrome and Communications Wings, an Administration Wing should be formed. For such a Wing, posts at the level of P.A.S. and Group 'A' already exist. For performance of the functions further down in the field, the Directorate is utilising officers belonging to other wings posted at the Aerodromes as a found convenient and practicable. The functions are very important and the efficiency of the services rendered by the Civil Aviation Department would depend on these functions being looked after properly as much as it would on the Communication and the

Aerodrome Wing. We, therefore, recommend that a self-contained Administration Wing extending into the field should be formed. The posts in Group 'B' and below for this Wing should be created and found by adjustment in the strength of the Aerodrome Officers, etc., for providing the personnel of this Wing at each level. The post of Estate Officer would also go into this Wing.

As has been mentioned before, a planning cell exists in the Headquarters Office under a Director for which officers are drawn from other Wings according to requirements and qualifications. This should form a separate wing at the Headquarters and its officers should be grouped and graded with their corresponding numbers in other wings.

PAKISTAN ADMINISTRATIVE SERVICE

The posts of Directors are at present in the Junior Administrative Grade. With rapid development all round, Civil Aviation is assuming importance and in order to enable it to keep pace with the general rise in the standards of the country, the Directors shall have to shoulder much greater responsibility than they are doing now. Therefore the posts of Directors (3) have been included in the Pakistan Administrative Service. The post of Director General belongs clearly to the P.A.S. The position would be as shown below :—

PAKISTAN ADMINISTRATIVE SERVICE

Categories	Grade and Scale recommended				No. of Posts
Directors	I	Rs. 2,000—100	2,500		3
Director General	III	Rs. 3,000—100—2,500			1

For the post of Director General, Grade III has every justification, in case it is intended to have an officer of real calibre.

SPECIALIST POSTS

The posts of Navigation Inspector, Flying Inspector and Pilot are specialist posts and are at present filled by direct recruitment. Recruitment to these posts should continue on an *ad hoc* basis as at present.

The following posts are connected with aircraft engineering and specialist requirements in this field tend to change rapidly. The existing arrangement for recruitment to these posts on an *ad hoc* basis from qualified persons may be continued unless it is possible to form an integrated cadre from amongst qualified personnel who can be repeatedly trained according to changing requirements both in this country and abroad :

Name of Categories	No. of Posts
Assistant Inspectors of Aircraft	2
Inspectors of Aircraft	6
Senior Inspectors of Aircraft	4
Chief Aeronautical Inspector	1

CIVIL ENGINEERING STAFF

There are some posts which are mainly required for the construction and maintenance work of the Department. Until an independent and self-contained Structural Engineering Cell is established in the Civil Aviation Department, the officers should be obtained from the Public Works Department. These are :—

Name of Categories	No. of Posts
Executive Engineer	1
Assistant Engineers,	2
Sub-Divisional Officers	2

As regards the Class III and IV categories, these should be grouped as under :—

GROUP 'D'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Ferro Type Printers	2	Rs. 100 (fixed) during training.	
Surveyor	1	I Rs. 110—4—150—5—175.	4
		II Rs. 150—5—185—10—225.	2
Junior Draftsmen	3		
	6		6

Only two grades are considered enough.

GROUP 'C'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Draftsmen	6	Rs. 200 (fixed) during training.	
Overseers	2	I Rs. 250—10—300—15—450	9
Senior Draftsmen	3	II Rs. 350—15—500	3
Chief Draftsmen	1		
	12		12

Only two grades are considered enough. Direct recruitment should be made to posts of Draftsmen/Overseer from diploma holders.

MINISTERIAL AND OTHER CLASS IV STAFF

It is recommended that these categories should be grouped as under :—

GROUP 'F'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Peons, etc.	342	Rs. 60 (fixed) during training. I Rs. 65—1—80 II Rs. 75—1—85 III Rs. 85—1—95	
			205
Jamadar	1		137
			1
	343		343

GROUP 'E'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Daftries	17	Rs. 70 (fixed) during training. I Rs. 75—2—105 II Rs. 90—3—120 III Rs. 110—3—140—5—150	
V. I. P. Suit Attendants	2		21
School Attendants	4		10
Caretakers	13		5
	36		36

GROUP 'D'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Lower Division Clerks	131	Rs. 100 (fixed) during training. I Rs. 110—4—150—5—175 II Rs. 150—5—185—10—225. III Rs. 225—10—295—25/2—370. IV Rs. 375—25/2—450	
Librarian	1		151
Upper Division Clerks	104		75
Cashier	1		15
Stenotypists	5		10
Accountant	1		
Welfare Assistant	1		
Head Clerks	7		
	251		251

GROUP 'C'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Assistants	33	Rs. 200 (fixed) during training.	42
Stenographers	16	I Rs. 250—10—300—15—450.	
Stenographers (Selection Grade)	3	II Rs. 350—15—500	21
Lady Enquiry Assistants	5	III Rs. 500—20—700	8
Divisional Accountant	1		
Assistant-in-Charge	1		
Hostel Superintendent	1		
Superintendents	11		
	71		71

MISCELLANEOUS CATEGORIES

There are a number of other categories of ancillary staff. They should be dealt with as shown below :—

(a) Fire Fighting Staff.

GROUP 'D'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
Fire Operators	82	Rs. 100 (fixed) during training.	60
		I Rs. 110—4—150—5—175	
		II Rs. 150—5—180—10—225.	30
Fire Leaders	17	III Rs. 225—10—295—25/2—370.	9
	99		99

(b) Motor Transport Staff and other Workshop Staff.

GROUP 'F'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
M. T. Cleaners	23	Rs. 60 (fixed) during training.	25
		I Rs. 65—1—80	
Cleaners (Radio)	20	II Rs. 75—1—85	18
	43		43

GROUP 'E'

Categories	No of Posts	Grade and Scale recommended	No. of Posts
Black Smith Mate	1	Rs. 70 (fixed) during training. I Rs. 75—2—105 II Rs. 90—3—120 III Rs. 110—3—140—5—150	20 11 4
Storemen	4		
Traffic Hands	30		
	35		35
M. T. Fitter Drivers	28	These posts are in seprate ' trade ' groups. They should be treated in the same manner as corresponding categories in the Railways.	
M. T. Drivers	53		
Black Smith	1		
Carpenters	4		
Painters	3		
Mast Lascars	8		
Lathe Turner	1		
Fitter Mechanics	3		
Welder	1		
Radio Mistties	9		
Riggars, Radio	2		
Flood Light Operators	6		

GROUP 'C'

Categories	No. of Posts	Grade and Scale recommended	No. of Posts
M. T. Foremen	4	Rs. 200 (fixed) during training. I Rs. 250—10—300—450 II Rs. 350—15—500 III Rs. 500—20—700	4 2 2
Air Frame Mechanic	1		
Engine Mechanic	1		
Workshop Instructor	1		
Workshop Superintendent	1		
	8		8

(c) Following categories of staff should be given the scales of pay as applicable to similar staff of the Telephones and Telegraphs Department :—

- (1) Telephone Operators (23).
- (2) Telephone Supervisor (1).
- (3) Teleprinter Operators (6).

CHAPTER XXIV

SURVEY OF PAKISTAN

Survey is a Central organisation responsible for topographical surveys of the country and preparation and publication of survey sheets and maps. The staff engaged is mainly employed on field surveys and preparation of survey sheets and maps. Ancillary functions of the department comprise printing of maps, etc., and maintenance of mathematical and other instruments for which there are separate cadres. Besides, there is the usual ministerial staff and staff dealing with stores.

2. In this Department the Class III staff is divided into the lower establishment and "upper" subordinates. The latter are directly recruited to varying extents. This position corresponds with the Commission's Scheme wherein Class III staff are generally split up into two levels which have been referred to as Groups 'D' and 'C'.

3. Another peculiar feature of the Department is what is called "Unfixed Establishment". This covers all the Class III staff except Technical Assistants, Map Curators, Stores Supervisor, office Superintendents and upper subordinates. Within the total sanctioned strength of this Establishment the Surveyor General can vary the number of posts in various categories according to operational needs depending on the nature of the work in hand at any particular time. Some of the posts are permanent. An incumbent can change his trade and the post goes with him effecting a consequent change in the distribution of the number of posts over all the trades. Thus flexibility of organisational arrangement is assured. It is possible to determine the overall cadres within which the Department should be able to make the necessary occupational changes in the light of its requirements. We have dealt with the categories as integrated cadres and the position fits in with our Scheme of organising the cadres into Groups and grades.

4. The survey staff cadres even in Class II and Class III are organised at present on "All-Pakistan" basis which entails Inter-Wing movement of such staff. We consider that such an arrangement is extremely inconvenient from the staff point of view and recommend that the lower cadres (future Group 'B' staff and those in lower Groups) should be organised separately for each Wing.

5. On the survey side proper, the main functionaries are rect-angulators, levellers, traversers, computers, draftsmen and surveyors, etc., in the lower "unfixed" establishment. The upper subordinate categories include Map Curators, Sub-Assistant Superintendents and Technical Assistants. Extra-Assistant Superintendents are in Class II while Assistant Superintendents, Superintendents of Survey (some of whom also function as Deputy Directors) Directors (one post in East Pakistan also designated as Deputy Surveyor General), and Surveyor General, are in Class I. The higher cadres are organised in consonance with the Commission's Scheme and slight adjustments would be necessary. The Class II Officers, who are recruited from amongst graduates, on an open competition basis, are required to function as Camp-in-Charges during field operations and as Section-in-Charges in offices. The Class I cadre is mainly a cadre of Superintendents (in the senior time scale) who are required to work as leaders of survey parties during field operations. During spells of office work also the parties constitute separate groups.

9. As it is essential for requirement of the work that the Surveyor General should continue to have the authority to utilise the incumbents of the posts on the "Unfixed Establishment", in whatever capacity and grade he considers necessary, these posts cannot be numerically fixed against the grades of pay recommended in our Scheme. Otherwise the staff would fall in our Group 'D' and we recommend the following equivalence of the present grades with those recommended by us for Group 'D'. At present some of the categories are confined to lower grades. For example, only those mentioned at (i) above can go up to present grade I; those mentioned at (ii) can go up to grade II and those mentioned at (iii) up to grade III and those at (iv) remain in grade IV. This may continue in the corresponding grades given by us to the extent it is absolutely unavoidable but every effort should be made to open the avenues for every category and give them a full career by promotion up to the highest Grades.

Present Grades (with D.A.)				Corresponding Grades of Group 'D'
			Rs.	
Trainees (Topo)	..	..	89	Rs. 100 (fixed)
Grade V	..	..	75—99	
Grade IV	..	..	99—119	I Rs. 110—4—150—5—175
Grade III	..	..	99—160	
Grade II	..	..	114—235	II Rs. 150—5—185—10—225 III Rs. 225—10—295—25/2—470
Grade I	..	..	124—275	III Rs. 225—10—295—25/2—370 IV Rs. 375—25/2—450

In this way the Artificers of the Mathematical Instruments Office will go into new Grade I and Instrument Mechanics and Electricians to new Grades I and II. The ministerial categories have been dealt with in para. 31.

B—REGULAR ESTABLISHMENT

10. The regular establishment will in all the branches fall into new Groups C and above and this is dealt with below for all the branches separately.

I. Survey Wing :

(a) Upper Subordinates—

11. Map Curators, Sub-Assistant Superintendents and Technical Assistants constitute this group. The former two categories are recruited by promotion from the "unfixed" establishment to the extent of 33-1/3% and direct up to 62-2/3%. For direct recruitment the Map Curator should be a graduate with geography as one of the subjects or a diploma holder in Librarianship, whereas the Sub-Assistant Superintendent is required to be at least an Intermediate Certificate holder (with Mathematics) or Senior Cambridge. The Technical Assistants are promoted up to 75% from the "unfixed" establishment and recruited direct up to 25%. For direct recruitment the minimum educational qualification required is a

degree with mathematics or geography as a subject. The supervisory charges in this grade carry a S.P. of Rs. 50' with two junior supervisory posts with Rs. 20 S.P.

12. The existing position is shown below :—

Designation	Total emoluments with D.A	Number of Posts
	Rs.	
Map Curators	166-414	3
Sub-Assistant Supdts.	166-414	64
Technical Assistants	240-414	36

13. All these categories should form one integrated cadre and should be placed in Group 'C'. Their grades and salary scales should be as shown below. Promotion from staff in Group 'D' below should be allowed according to our general Scheme. The minimum qualifications for direct recruitment should be from those with Higher Secondary Education Certificates in mathematics, physics and geography.

GROUP 'C'

Designation	Group and Grade	Proposed Scale	Number of Posts
(i) Map Curator	Training Grade.	Rs. 200 fixed.	According to requirements.
(ii) Sub-Assistant Superintendent			
(iii) Technical Asstt.	I	Rs. 250—10—300—15—450	78
	II	Rs. 350—15—500	20
	III	Rs. 500—20—700	5

(b) Class II posts : Extra Assistant Superintendents—

14. These posts should be placed in Group 'B' as indicated below :—

GROUP 'B'

Designation	Group and Grade	Proposed Scale	No. of Posts
		Rs.	
Extra Assistant Superintendent	Training	300 (fixed)	As per requirements.
	I	350—600	
	II	500—850	
	III	800—1,200	

(c) *Class I posts—*

15. The posts of Assistant Superintendents, Superintendents (including posts of Deputy Directors), Directors (including Deputy Surveyor General) and Surveyor General are in Class I. Direct recruitment is made through the F.P.S.C. on the basis of a competitive examination from graduates with mathematics as a principal subject or from Engineering graduates, to the extent of one third of the posts. Another one third of posts are filled by selection from Army Engineers while the remaining posts are filled by promotion from Extra-Assistant Superintendents by selection. Posts of Superintendents are filled by promotion from Assistant Superintendents with 5 years service in that grade or 10 years gazetted service, including service in Class II. Directors are promoted by selection from the Superintendents holding charge as Deputy Directors, while Surveyor General's post is filled by selection from amongst the Directors.

16. The existing position is given below :—

Designation	Total emoluments with C.L.A.	No. of Posts
	Rs.	
Assistant Superintendents	411—950	12
Superintendents	735—1,320	14
Deputy Directors	900—1,480	2
Directors (including one post of Deputy Surveyor General)	2,050—2,150	3
Surveyor General	2,200—2,400	1

17. In accordance with our general Scheme, recruitment to Group 'A' should take place from those with post-graduate qualifications. We recommend that qualifying subjects for eligibility should include mathematics, physics and geography. Induction from army should be continued to the necessary extent. Those promoted from below, *i.e.*, from Group 'B' should be so promoted in accordance with our general Scheme subject to modification in proportions on the consideration, that in this case a third source of direct recruitment is to be continued.

18. On these considerations we recommend the following grade structure and salary scales for these categories :—

GROUP 'A'

Designation	Group and Grade	Proposed Scale	No. of Posts
		Rs.	
Assistant Superintendents	Jr. Executive* Grade	400—50—700	12
Superintendents and Deputy Superintendents.	Sr. Executive Grade I	900—50—1,200—EB—50—1,300	11
	Grade II	1,300—50—1,500—EB—50—1,600	4
	<i>Selection Grade</i>		
	Grade III	1,500—100—2,000	1
	<i>A. S. Group</i>		
Directors	Grade I	2,000—100—2,500	3
Surveyor-General	Grade II	2,500—100—3,000	1

II. Printing Wing :

19. Apart from survey, the other main function of the Department is printing and reproduction of survey maps and charts. For this purpose the Department have their own printing press and the requisite staff. The Class III "unfixed" establishment have already been dealt with. Technical Assistants are in the upper subordinate grade. They are not interchangeable with staff, similarly designated, on the Survey side as their field of specialisation is distinct. Technical Assistants are recruited direct up to 50% from amongst Intermediate Certificate holders with physics or chemistry as one of the subjects. The remaining 50% posts in this grade are filled by promotion from amongst the lower subordinates who should have reached their highest grade (Grade I) and should have rendered 5 years service in the grade. As on the Survey side the Technical Assistants should be placed in Group 'C' as shown below :—

GROUP 'C'

Designation	Group and Grade	Proposed Scale	No. of Posts
(a) Technical Assistants	Training Grade	Rs. 200 (fixed)	According to requirements.
	I	Rs. 250—10—300— —15—450	15
	II	Rs. 350—15—500	4
	III	Rs. 500—20—700	

20. The other posts ancillary to printing are those of Cashier, Head Accountant and Laboratory Technician. We propose to treat the first two along with ministerial staff. This leaves us with one post of Laboratory Technician in the scale (inclusive of D.A.) of Rs. 166—414. We recommend that this post may be placed in Group "C".

(b) Class I and Class II posts—

21. Assistant Managers in Printing Offices are in Class II. The posts are filled 50% by promotion of Technical Assistants, with 6 years experience, and 50% direct recruitment of Intermediate Science Certificate holders with practical knowledge of work. Manager's post is a Class I Senior time scale post, filled by selection through F.P.S.C. Intermediate Science. Diploma in Photography or certificate in Printing and 6 years' practical training are required for recruitment to this post.

22. The existing position is as shown below :—

Designation	Total emoluments with C.L.A	No. of Posts
Assistant Managers	Rs. 298—835	
Manager	Rs. 685—51,265 + Rs. 50 Technical Pay	

23. We recommend the following grades and pay scales for these posts which should all be in Group B.

GROUP 'B'

Designation	Group and Grade	Proposed Scale	No. of Posts
	Training ..	Rs. 300 (fixed)	According to requirements.
Assistant Managers ..	Grade I ..	Rs. 350—25—600	2
	Extended Grade II ..	Rs. 500—30—800—40—1,200	1
Manager ..	Extended Grade III ..	Rs. 800—40—1,200—50—1,500	1

III. Mathematical Instruments Wing :

24. A small number of staff are employed on the upkeep and maintenance of instruments and appliances. This section, again, has "unfixed" establishment working as Blacksmiths (2), Carpenters, (2), Artificers (6), Instrument Mechanics (14) and Electricians (2). This has already been dealt with. Above them are foremen (3), Electrical and Mechanical Supervisor (1) in Class II and Mathematical Instruments Engineer (1) and Mathematical Adviser (1) in Class I.

25. Foremen are appointed up to 50% by promotion from the "unfixed" establishment and 50% by direct recruitment on the basis of selection by the F.P.S.C. Electrical and Mechanical Supervisors are recruited by selection through F.P.S.C. from amongst graduates in Mechanical Engineering. Both the categories are in Class II. Mathematical Instruments Engineer is also required to be a graduate in Mechanical and Electrical Engineering. He is recruited direct by selection through the F.P.S.C. The Mathematical Adviser is also similarly recruited out of 1st or 2nd Class Master's degree holders in Mathematics. Both the categories are in junior Class I scale.

26. The existing position is shown below :—

Designation	Total emoluments with D.A./C.L.A.	No. of Posts
	Rs.	
Foremen	298—835	3
Electrical and Mechanic Supervisor	298—835	1
Mathematical Instrument Engineer	411—950	1
Mathematical Adviser	411—950	1

27. We recommend that Foremen, Electrical and Mechanical Supervisor should also be recruited from amongst degree holders in Engineering. Their posts should be placed in Group 'B' along with the posts of Engineer and Adviser which clearly belong to Group 'B'. This means there will be no Group 'C' in this wing. The provision for Group to

Group promotions, in accordance with our general Scheme would nevertheless apply, and promotion from "unfixed" establishment in Group 'D' should be allowed to the rank of Foreman in Group 'B'.

28. The following grades and salary scales are recommended :—

GROUP 'B'

Designation	Group and Grade	Proposed Scale	No. of Posts
Foremen	Training ..	Rs. 300 (fixed)	According to requirements.
Supervisor, Mathematical Instruments Engineers.	I ..	Rs. 350—25—600	3
	II ..	Rs. 500—35—850	2
Mathematical Advisor ..	III ..	Rs. 800—40—1,200	1

IV. Stores Wing :

29. In this wing the posts of Store-keepers and Record-keepers are on "unfixed establishment" but Technical Assistants, Stores Supervisors and Stores Officer are on regular establishment.

30. Store-keepers are recruited direct out of Matriculates. Technical Assistants are promoted from Store-keepers with 5 years' experience up to 50% while the remaining 50% posts are filled direct from Intermediate Certificate holders with physics or chemistry as a subject. Similarly, Stores Supervisors are promoted from Technical Assistants with 5 years' service and other graduate subordinates up to 50%, while the remaining posts are filled by direct recruitment of graduates preferably in Commerce. All these posts are in Class III. The Stores Officer (Class II) is recruited direct by selection through F.P.S.C. Graduates with 2 years' experience in procurement and storage are preferred though non-graduates with similar experience of 10 years may be recruited. We have already dealt with the Store-keepers and Record-keepers in "unfixed" establishment. The higher posts should be placed in Group 'C' as shown below :—

GROUP 'C'

Designation	Group and Grade	Proposed Scale	No. of Posts
	Training Grade ..	Rs. 200 (fixed)	According to requirements.
Technical Assistants and Stores Supervisors.	I ..	Rs. 250—10—300—15—450	5
	II ..	Rs. 350—15—500	3
Stores Officer	III ..	Rs. 500—20—700	1

(N.B.—The stores staff in Group 'C' should be provided an avenue into the Group 'B' cadre on administrative side, which has been discussed later on, in accordance with our general Scheme).

V. Ministerial and other Staff :

31. This staff comprises, as usual, of certain categories of Class IV and Class III staff in addition to 8 Class II posts of Administrative Officers. The Class IV staff consists of Khalasis, Mates, Tindals, Dafadars, Daftaries and Jamadars and they are on "unfixed" establishment. The existing position in regard to these posts is stated below :—

Designation								Total emoluments with D.A.	No. of Posts
Rs.									
Khalasis	..	..	..	..	..	..	..	68—72	2,016
Mates	..	..	..	..	..	..	..	69—73	240
Tindals	..	..	..	..	..	..	..	70—74	96
Dafadars	..	..	..	..	..	..	..	71—75	48
Daftaries	..	..	..	..	..	..	..	75—80	45
Selected Daftaries	..	..	..	..	..	..	..	75—99	5
Jamadars	..	..	..	..	..	..	..	73—80	22

With the exception of Khalasis, who are directly recruited as "unskilled" staff, all the other posts are filled by promotion. Literacy is a pre-requisite for promotion above the grade of Khalasis.

32. We recommend that the above categories should be placed in Group 'F' as indicated below. The Surveyor General will regulate the numbers in each category according to requirements.

GROUP 'F'

Designation					Group and Grade	Proposed Scale ¹
					Training	.. Rs. 60 (fixed)
Khalasis, Mates, Tindals, and Dafadars					I	.. Rs. 65—1—80
					II	.. Rs. 75—1—85
Daftaries and Jamadars					III	.. Rs. 85—1—95

33. The existing position in respect of (non-supervisory) Class III Ministerial staff is as follows :—

Designation								Total emoluments with D.A.	No. of Posts
Rs.									
L.D.Cs.	..	..	..	..	..	..	..	99—160	82
U.D.Cs.	..	..	..	..	..	..	..	124—275	65*
Cashiers	..	..	..	..	..	..	..	144—300	3
Head Accountants	..	..	..	..	..	..	..	154—310	3
Stenotypists	..	..	..	..	..	..	..	144—300	6
Stenographer	..	..	..	..	..	..	..	211—380	1

*These include 13 U.D.Cs. with S. P. Rs. 20 (Rs. 30 for one post only) for holding supervisory charge.

34. The position in regard to the recruitment to these posts is the same as in other organisations. L.D.Cs., U.D.Cs. and Head Accountants are on "unfixed" establishment and the rest on regular establishment.

35. We recommend that these categories should be placed in Group 'D' as follows regulating the number according to requirements in the "unfixed" establishment.

GROUP 'D'

Designation	Group and Grade	Proposed Scale
L. D. Cs. and Stenotypists	Training Grade ..	Rs. 100 (fixed).
	I ..	Rs. 110—4—150—5—175
Stenotypists, U. D. Cs., Cahsier, and Head Accountant.	II ..	Rs. 150—5—180—10—225
	III ..	Rs. 225—10—295—25—370
	IV ..	Rs. 375—25/2—450

There is also one post of Stenographer in the usual scale which may be given the same treatment as elsewhere.

36. The higher supervisory posts on the ministerial side are as follows :—

Designation	Total emoluments with D.A.	No. of Posts
	Rs.	
Office Superintendents for "unfixed" establishment	156—414	4
Office Superintendents for "fixed" establishment	225—573	4

As in other organisations, these posts are filled by promotion from the lower ministerial cadres.

37. We recommend that these posts may be placed in Group 'C' as follows and should be filled according to the Commission's Scheme, reservation for "unfixed" establishment being continued in the number fixed for promotion from below.

GROUP 'C'

Designation	Group and Grade	Proposed Scale	No. of Posts
	Training Grade	Rs. 200 (fixed).	According to re-quirements.
Office Superintendents	I ..	Rs. 250—450	6
	II ..	Rs. 350—500	4
	III ..	Rs. 500—700	1

It will be noticed that the number here has been increased to 11. This is partly with a view to give better avenues of promotion and to balance the structure but mainly for enabling better supervision over the lower ministerial staff. There is need for similar increase of lower supervisory posts placed by us in Group 'D' above and we hope that, as the Surveyor General will have the authority in respect of that staff, which is mostly "unfixed", to change the number and categories as required, the importance of providing reasonable avenues of promotion and a full career will be kept in view by him as envisaged all through our Scheme.

38. Administrative Officers whose emoluments range from Rs. 520 to Rs. 735 should be placed in Group 'B' as shown below. For promotion, in accordance with our general Scheme, staff in Group 'C' cadres both on ministerial and stores side should be eligible.

GROUP 'B'

Designation	Group and Grade	Proposed Scale	No. of Posts
Rs.			
Administrative Officers	I ..	350—25 600	5
	II ..	500—35—850	2
	III ..	800—40—1,200	1

39. Two posts : one of compounder and one of a licentiate medical officer also exist. These should be dealt in the light of our recommendations regarding such staff in the Medical Departments. Similarly 37 posts of Motor Car Drivers, which exist in this Department, should be given the same treatment as has been proposed for such posts elsewhere.

CHAPTER XXV

CIVILIANS PAID FROM DEFENCE ESTIMATES

Apart from the civilians employed in the Ministry of Defence, who are paid from civil estimates, a very large number of civilians are employed in the Armed Forces Headquarters and lower formations and are paid from Defence Estimates.

2. These 'civilians' paid from Defence Estimates are engaged on ministerial and clerical work in the Armed Forces Headquarters and in the lower formations and as artisans and workers in the Ordnance Workshops and Depôts. In some of the establishments, like the Military Lands and Cantonments Department, Pakistan Ordnance Factories, Wah Cantt. and the Military Accounts Department, only civilians are employed. The last mentioned department is organised on the pattern of other Accounts Departments and has been separately dealt with by us.

3. Civilians are employed alongside the service personnel in defence establishments for specified duties. The posts they may occupy are generally :—

- (i) posts which are non-combatant in character ;
- (ii) posts in which continuity of tenure is a desirable feature, as in stores establishments ;
- (iii) posts which do not require any technical knowledge of a military kind or value, e.g., those concerned with budget and finance, rules and regulations etc.

4. The main consideration for employing civilians, however, seems to have been that they do not cost as much as service personnel. This factor and the secondary role they fill explain the inequality of treatment in their case.

The civilian element is fairly large in the defence establishments of many advanced countries. In U.S.A., in 1954, 1.1 million civilians were employed in the Defence Establishment, against Service personnel of about 3 millions. Lack of proper attention to the terms and conditions of such civilians is noticeable in other countries also, even though in the vital sphere of logistics, a large number of civilians are ordinarily employed.

5. Greater attention needs to be given to the requirement of developing regular services and cadres among defence civilians than has been the case so far, although since Independence, there has been noticeable improvement in this respect. The basic principle should be to award comparable terms and conditions of service to those available to civilians outside the defence establishments.

6. Defence civilians suffer from the following disabilities at present :—

- (a) they have relatively poor prospects excepting in C. A. O's Deptt. and Military Lands and Cantonments Service, for the reason that higher appointments, viz., the posts of Directors and above, are not available to them even in those fields in which the lower establishments are composed entirely of civilians ;

- (b) comparatively more stringent disciplinary control applies to them than is accorded to other civilians ; for example, defence civilians may be dismissed from service without prior consultation with the Federal Public Service Commission ; though they have a right of appeal to courts as for other civilians ; and,
- (c) relatively speaking, lesser amenities are available to defence civilians, especially in respect of educational and medical facilities.

Unless an attempt is made to improve matters in these respects and the prospects and terms and conditions of defence civilians are brought at par with other civilians, there is a danger that in a rapidly tightening employment field, the share of the available talent which the defence organisation can hope to gain will steadily diminish. Our detailed recommendations which follow, are designed to ensure fulfilment of the proper manning requirements in this sector.

7. We have found that though efforts in improving conditions have been going on for some time yet occasionally there is a lapse, e.g., higher cadre posts of civilians have been assigned to service personnel in disregard of service and cadre rules by an executive fiat which could not but have a demoralising effect on the entire civilian hierarchy. In modern public administration great emphasis is placed on morale. "Government is a human institution. It is made up of men and women who work together in groups. It is human throughout ; it rests not only on formal arrangement, skill and numbers, but even more on attitudes, enthusiasms, and loyalty. The reorganisation of the Government is not a mechanical task. It is a human task and must be approached as a problem of morale and personnel fully as much as a task of logic and management". (See White in "Introduction to the study of Public Administration", page 193—Macmillan Co., New York).

The improvements that have been brought about are in respect of the promulgation of the Classification, Control and Appeal Rules in respect of defence civilians. The question of classification of defence civilians was taken up for the first time in 1953 following the recommendations of the **Pakistan Pay Commission and defence civilians** have come to be classified in accordance with the extant four fold classification applicable to civilians outside defence establishments. We have noted that posts of officers carrying a minimum pay scale of Rs. 300 p.m. and maximum of Rs. 850 p.m., or Rs. 750 p.m. in the case of certain appointments requiring special qualifications, have been placed in Class I and the remainder in Class II. For the reason that higher civilian posts, i.e., those placed in Class I, are very few (as above a certain level only service personnel are employed as a matter of policy), we have been forced to make certain adjustments in our general Scheme of service structures, e.g., we have tried to integrate Groups 'B' and 'A' in some cases, which will be clear from the detailed recommendations which follow. To us that was the only course in order to give comparable prospects to defence civilians under existing conditions. We expect nevertheless that policy in this matter would undergo a change wherever possible in the light of our general recommendation made earlier.

8. We also find that the lower posts, the minimum of which was Rs. 60 p.m., have been placed in Class III and the remainder, the minimum of which was lower than Rs. 60 p.m., have been classified as Class IV.

In this matter equivalence with other civilians has been brought about. In view of the fact that various posts and services have been properly classified according to the extant classification we have not experienced any exceptional difficulties in applying our Scheme for a new service structure to defence civilians. As mentioned earlier, one difficulty that we faced was with regard to providing adequate career prospects and we were compelled to resort to special devices to meet this.

9. We now deal with the various defence establishments in detail in the following paragraphs :

A. ARMED FORCES HEADQUARTERS

(i) Armed Forces Headquarters :

10. Though technically not an Attached Office, the Armed Forces Headquarters virtually function as such in relation to the Ministry of Defence. The Chief Administrative Officer is the head of all civilian staff employed in the Armed Forces Headquarters, comprising the G.H.Q., the N.H.Q., the A.H.Q., and the Inter-Services Organisations. For purposes of unified control, the civilian staff of these organisations is borne on a common roster. The Chief Administrative Officer also discharges certain administrative functions *vis-a-vis*, the staff of the Secretariat of the Ministry of Defence. In all matters pertaining to the civilians of Armed forces Headquarters and Inter-Services Organisations he is responsible to the Defence Secretary.

11. In the three Service Headquarters civilians are employed only as staff officers in posts below the level of Directors. The exceptions are posts of Director of Statistics in G.H.Q. and Director of Civilian Personnel in the Navy which are held by civilians. We recommend that posts of Directors in the three Service Headquarters concerned with matters in which civilians are employed at lower levels like personnel work, budget and accounts, stores, civil engineering, etc., should be manned by civilians if at all possible from Service point of view. Appointment of Service officers to these posts should be made only in very exceptional circumstances when a suitable officer is not available from the civilian cadre. These posts should be placed in C.E.S. in Grade III, or P.A.S. Grade I. These posts, as also lower civilian posts, should bear an equivalence with posts of corresponding responsibility in other offices and departments of Government. Only thus it can be ensured that Defence Services should continue to get a reasonable share of the available civilian talent which is getting scarce as time passes.

12. The main civilian cadre operating in the Armed Forces Headquarters is the ministerial cadre which comprises Staff Officers Grade I and Grade II and Officer Supervisors. These Officers are employed on work relating to personnel administration and supervise the work of various sections, which comprise Superintendents, Assistants, Stenographers, Clerks, etc. Small cadres of Statistical and Drawing Office staff also exist beside a number of isolated posts, both gazetted and non-gazetted, on different scales of pay.

(ii) Central Army Statistical Organisation :

13. This organisation is a part of the General Staff Branch of G.H.Q. and came into existence in 1949 as a result of the merger of three separate Statistical Sections that existed before. Originally this organisation was staffed partly by Service officers and partly by Civilians but, as from 1956, all posts in this organisation are held by civilians.

14. The organisation is headed by a Director who has the status of a Staff Officer, Grade I. He is assisted by Staff Officers, Grade II and Grade III and Research Officers.

15. The non-gazetted establishment of this organisation consists of technical and non-technical staff. Among non-technical categories are Statistical Investigators and Statistical Assistants. The technical categories comprise Supervisors, Technical Assistants and Operators (Junior and Senior grades). They are required to work on "Hollerith" equipment for compilation of statistical records.

(iii) **Drawing Office cadre :**

16. In this office there are posts of draftsmen in various grades, tracers and ferroprinters, etc., working under a Class II officer.

17. Apart from the above-mentioned cadres, a number of isolated posts such as of Intelligence Officers, Photographers, Calligraphists, Translators, etc., also exist. These posts are on different scales of pay and are mostly filled by direct recruitment. These should be treated in the same manner as similar posts in other Departments outside the Defence Establishment.

18. For the civilian cadres in the Armed Forces Headquarters, we recommend the following grades and scales of pay :—

(a) **Ministerial Cadre :**

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
1	2	3	4
GROUP 'F'			
	Rs.	Rs.	
		Training 60 (fixed)	According to requirements
Peons and other un-skilled workers (1008).	63—67	I 65—1—80	536
		II 75—1—85	428
Jamadars and Dafadars .. (64)	65—70	III 85—1—95	108
	70—72		
	70—75		
	1,072		1,072
GROUP 'E'			
		Training 70 (fixed)	According to requirements
Daftaries (143)	73—80	I 75—2—105	143
Record Sorters (72)	75—99	II 90—3—120	92
Gestetner Operators (20)	75—99	III 110—3—140—5—150	6
Postal Clerks (5)	75—99		
Staff Car Driver (1)	99—119		
	241		241

Categories		Existing emoluments	Grade and Scale recommended	No. of Posts
1		2	3	4
GROUP 'D'				
		Rs.	Rs. Training 100 (fixed)	According to requirements.
L.D. Clerks ..	(1,068)	99—160	I 110—4—150—5—175	978
Urdu Typist ..	(3)	114—235	II 150—5—185—10—225	872
U. D. Clerks ..	(789)	124—280	III 225—10—295—25/2—370	196
Receptionist ..	(9)	124—280		
Steno-typist ..	(80)	144—300		
Cashiers ..	(7)	154—310		
		<u>1,956</u>		<u>1,956</u>
GROUP 'C'				
			Training 200 (fixed)	According to requirements.
Executive Assistant ..	(1)	255—315	I 250—10—300—15—450	384
Stenographers and PAs.	(133)	211—385	II 350—15—500	307
		241—415	III 500—20—700	77
		391—473		
Assistants including	(482)	211—473		
Assistant-in-Charge.		241—503		
Superintendents ..	(152)	305—573		
		<u>768</u>		<u>768</u>
GROUP 'B'				
			Training 300 (fixed)	According to requirements.
Officers Supervisors ..	(50)	635—835	I 350—25—600	20
			II 500—35—850	20
			III 800—40—1,200	10
				<u>50</u>
GROUP 'A'				
Staff Officers Grade II.	(34)	735—1,000	J.E.G. 400—50—700	According to requirements.
			C.E.S.	
Staff Officers Grade I	(2)	835—1,100	I 900—50—1,200—EB— 50—1,300	34
			II 1,300—50—1,500—EB— —50—1,600	2
Deputy C.A.O ..	(1)	935—1,200	III 1,500—100—2,000	1
		<u>37</u>		<u>37</u>
			P.A.S.	
C.A.O.	(1)	1,850	Grade I 2,000—100—2,500	1
		<u>1</u>		<u>1</u>

(b) Drawing Office Cadre :

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
1	2	3	4
GROUP 'E'			
Ferroprinter* .. (1)	Rs. 99—119	Training 70 (fixed) I 75—2—105 II 90—3—120 III 110—3—140—5—150	According to requirements.
Tracers* .. (8)	99—119		5
			3
			1
	9		9

*Non-Matriculates.

GROUP 'D'			
Chartist .. (1)	Rs. 211—305	Training 100 (fixed) I 110—4—150—5—175 II 150—5—185—10—225 III 225—10—295—25/2—370	According to requirements.
Ferroprinter .. (2)	99—160		20
Tracer 'A' .. (3)	99—160		16
Draftsmen 'C' Grade III (12)	114—198		4
Draftsmen 'B' Grade II (22)	139—198 139—235		
	40		40

GROUP 'C'			
Draftsmen 'A' Grade I (21)	240—355	Training 200 (fixed) I 250—10—300—15—450 II 350—15—500 III 500—20—700	According to requirements.
Head Draftsmen .. (2)	290—464		13
Architect .. (1)	285—573		10
C.G.O. Tech./Drawing. (1)	305—835		2
	25		25

(c) Army Statistical Organisation :

GROUP 'D'			
Junior Operators Grade II (6)	99—119	Training 100 (fixed) I 110—4—150—5—175 II 150—5—185—10—225 III 225—10—295—25/2—370 IV 375—25/2—450	According to requirements.
Junior Operators Grade I (3)	119—180		5
Senior Operators Grade II (3)	124—280		5
Senior Operators Grade I (3)	144—300		3
			2
	15		15

GROUP 'C'			
Technical Assistant .. (1)	211—350	Training 200 (fixed) I 250—10—300—15—450 II 350—15—500 III 500—20—700	According to requirements.
Supervisor .. (1)	285—513		5
Statistical Assistants (7)	211—473		3
Statistical Investigators (1)	305—523		2
	10		10

Categories		Existing emoluments	Grade and Scale recom- mended	No. of Posts
1		2	3	4
GROUP ' B '				
		Rs.	Rs.	
Stat. (Research) Officers	(3)	414—835	Training 300 (fixed)	According to requirements.
			I 350—25—600	1
			II 500—35—850	1
			III 800—40—1,200	1
				3
GROUP ' A '				
			C.E.S.	
S.O. III (Stats.)	.. (2)	635—835	I 900—50—1,200—EB—50	
S.O. II. (Stats.)	.. (1)	735—1,000	—1,300	2
			II 1,300—50—1,500—EB—	
			50—1,600	1
Director	 (1)	1,100—1,375	III 1,500—100—2,000	1
		4		4

B. LOWER FORMATIONS

19. Each of the three Service Headquarters has its own lower formations in which the civilian element is interspersed with military personnel. The more important of these formations, apart from the various service units are the Medical Services, the Army Ordnance Corps, the Remount, Veterinary and Farms Services, the educational and training centres, the Military Engineering Services and the Stores Establishments.

20. In the matter of administration, the position of civilians of lower formations is different from that of civilians employed in the Armed Forces Headquarters. While the latter are centrally controlled by the Chief Administrative Officer, the administrative control of the former rests with the Unit Commanders. The Directorates of Civilian Personnel set up at the Headquarters level, **only deal with policy matters** relating to terms and conditions of service and disciplinary matters of civilians employed in the lower formations.

21. There can be no standardisation of cadres in the lower formations because these are organised on an office basis and the requirements of various organisations in terms of numbers and trades of technical categories are different. Mostly direct recruitment is made to the civilian appointments and there are no well defined channels of promotion excepting in a few cadres like ministerial, engineering, stores, etc. While the bulk of the ministerial staff in the lower formations consists of head clerks, clerks, stenotypists, etc., there are a large number of non-clerical appointments held by civilians such as of storemen, storekeepers, civilian drivers, fitters, black-smiths, carpenters, etc. We recommend that where the number of employees in a workshop or depot is large cadres should be organised and on the same basis as we have recommended for staff doing similar work in civil Departments, e.g., the Railways and Posts and Telegraphs.

22. For the ministerial establishment employed in lower formations we recommend the following pattern of grades and pay structure :-

MINISTERIAL ESTABLISHMENT

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
1	2	3	4
GROUP 'F'			
	Rs.	Rs.	
Peons, Sweepers (11,847) Chowkidars etc.	63—67	Training 60 (fixed) I 65—1—80 II 75—1—85 III 85—1—95	According to requirements. 5,923 4,739 1,185
	11,847		11,847
GROUP 'E'			
Daftaries (137)	73—80	Training 70 (fixed)	According to requirements.
Record Sorters/Munshi (27)	73—80	I 75—2—105	530
Gestetnor Operators (40)	75—99	II 90—3—120	425
Clefs (Non-matriculats) (857)	99—119	III 110—3—140—5—150	106
	1,061		1,061
GROUP 'D'			
Lower Division Clerks (3,460)	99—160	Training 100 (fixed)	According to requirements.
Stenotypists .. (94)	144—300	I 110—4—140—3—175	2,265
Librarian .. (10)	144—300	II 150—5—185—110—225	1,813
Upper Division Clerks and Cashiers. (902)	144—300	III 225—10—295—25/2—370	453
Accountants .. (6)	144—300		
Head Clerks, Assistant Superintendent and Cashiers. (59)	154—310		
	4,531		4,531
GROUP 'C'			
Stenographers and P.A's. (41)	211—384	Training 200 (fixed)	According to requirements.
	391—473	I 250—10—300—15—450	50
Superintendent/Head Clerks. (52)	166—414	II 350—15—500	40
Librarians (2)	255—573	III 500—20—700	10
Senior Superintendents (5)	255—573		
	100		100

Categories		Existing emoluments	Grade and Scale recommended	No. of Posts
GROUP ' B '				
		Rs.	Rs.	
Assistant Manager (Personnel).	(4)	305—835	Training 300 (fixed)	According to requirements.
Ord. Officers (Clerical)	(15)	305—835	I 350—25—600	14
			II 500—35—850	11
*Civilian Labour Officers	(11)	523—735	III 800—140—1,200	5
	30			30
GROUP ' A '				
Manager (Personnel)..	(1)	900—1,265	—C.E.S. II 1,300—50—1,500— EB—50—1,600 *	1

*This is a separate group at present directly recruited from amongst matriculates or equivalent and *ex-servicemen*. Training in labour management is given. They can only be fitted in Group ' B '.

C. MILITARY ENGINEERING SERVICE

23. Prior to its re-organisation, which took place in February 1969, the M.E.S. was organised as a single service catering for the needs of the Army, Navy and Air Force. As a result of the reorganisation separate wings of M.E.S. have been placed directly under the control of the three Services Headquarters. But in order to protect the interests of the personnel, joint cadres of officers and upper subordinates have been retained. The M.E.S. now consists of the office of the Engineer-in-Chief and Directorates of Works in the three Services Headquarters. The Head of the entire organisation continues to be the Engineer-in-Chief. He is assisted by a Dy. Engineer-in-Chief and other staff. Heads of MES wings in the Services Headquarters are designated as Directors of Works and Chief Engineers. They too are Service Officers: of the rank of Brigadier for the Army; equivalent of Brigadier for the Air Force, and equivalent of Colonel for the Navy.

24. The main civilian grades in the M.E.S. are those of :

- (a) Superintending Engineers.
- (b) Executive Engineers.
- (c) Assistant Executive Engineers.
- (d) Assistant Engineers.

Subordinate civilian staff consists of Overseas, Superintendents, Supervisors, Draftsmen etc.

The lower technical staff is organised in three cadres, viz., (i) Buildings and Roads (B/R) Wing (ii) Electrical and Mechanical (E/M) Wing and (iii) Furniture and Stores (F/S) Wing. The position of these cadres is briefly described below :—

B/R and E/M cadres :

In these cadres, matriculates with diploma in Civil or Electrical Mechanical Engineering, from a recognised Institute, are directly recruited as Overseas Grade II and Superintendent E/M Grade II on a

100% basis. On passing the prescribed departmental examination they are promoted to Grade I, in which direct recruitment is also made from amongst engineering graduates or matriculates with engineering diploma and at least three years' practical experience.

Furniture and Stores (F/S) Cadre :

But for slight variations, this cadre is similar to B/R and E/M cadres described above. The salient features of this cadre are (i) that unlike B/R and E/M cadres there is no direct recruitment in any grade except the lowest grade, viz., Supervisor, Grade II, (ii) there is no intermediary grade of Assistant Executive Engineers and (iii) the Executive Engineers' grade is the top grade in this cadre beyond which there is no further avenue of promotion.

25. We recommend the following grade and pay structure for the various posts in the M.E.S. :—

(i) Ministerial Cadre :

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
GROUP 'F'			
	Rs.	Rs.	
Peons, Chowkidars, etc.	(567) 63—67	Training 60 (fixed)	According to requirements.
		I 65—1—80	283
		II 75—1—85	227
		III 85—1—95	57
	<u>567</u>		<u>567</u>
GROUP 'E'			
Daftaries	(64) 73—80	Training 70 (fixed)	According to requirements.
Gestetner operator ..	(1) 75—99	I 75—2—105	223
		II 90—3—120	178
Civilian Drivers ..	(381) 99—114	III 110—3—140—5—150	45
	<u>446</u>		<u>446</u>
GROUP 'D'			
L.D. Clerks and Store-keepers.	(1,240) 99—160	Training 100 (fixed)	According to requirements.
		I 110—4—150—5—175	751
U.D. Clerks and Steno-typists	(139) 124—280	II 150—5—185—10—225	601
Head Clerks ..	(123) 144—300	III 225—10—295—25/2—370	150
	<u>1,502</u>		<u>1,502</u>

Categories	Existing emoluments	Grade and Scales recommended	No. of Posts
GROUP 'C'			
	Rs.	Rs.	
Stenographers and P.A's (12)	211—384	Training 200 (fixed)	According to requirements.
	391—473	I 250—10—300—15—450	8
		II 350—15—500	3
		III 500—20—700	1
	(12)		12
GROUP 'B'			
Administrative Officers (13)	305—573	Training 300 (fixed)	According to requirements.
		I 350—25—600	10
		II 500—35—850	6
Senior Administrative Officers (4)	523—735	III 800—40—1,200	1
	17		17
(ii) Technical Cadres :			
GROUP 'D'			
Supervisor (F/S) Grade II (120)	124—230	Training 100 (fixed)	According to requirements.
		I 110—4—150—5—175	242
Overseer Grade II (262)	124—280	II 150—5—185—10—225	194
Superintendent (E/M) Grade II (102)	154—280	III 225—10—295—25/2—370	48
	484		484
GROUP 'C'			
Supervisor (F/S) Grade I (93)	240—355	I 250—10—300—15—450	127
Overseer Grade I (108)		II 350—15—500	100
Superintendent (E/M) Grade I (51)	235—473	III 500—20—700	25
	252		252
GROUP 'B'			
Assistant Engineer (F/S) (16)	305—735	Training 300 (fixed)	According to requirements.
		I 350—25—600	30
Assistant Engineer (B/R) (29)	305—835	II 500—35—850	21
Assistant Engineer (E/M) (21)	305—835	III 800—40—1,200	15
	66		66

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
GROUP 'A'			
	Rs.	Rs.	
Assistant Executive Engineer (B/R).	(9) 414—950	JEG. 400—50—700	21
Assistant Executive Engineer (E/M).	(7) 414—950		
Executive Engineer (F/S).	(19) 573—950	C.E.S. I 900—50—1,200—EB— 50—1,300.	49
Executive Engineer (B/R)	(45) 735—1,320		
Executive Engineer (E/M)	(14) 735—1,320	C.E.S. II: 1,300—50—1,500—EB— 50—1,600	24
Superintending Engineers	(12) 1,540	C.E.S. III 1,500—100—2,000	12
	106		106
P.A.S.			
Directors	3 Posts	Grade I 2,000—100—2,500	3

- N.B.* 1. Posts of Directors should if at all possible from service point of view be encadred in the civilian M.E.S. cadres to provide adequate avenue since otherwise the position of engineering cadres compared with those in civil departments would be extremely unfavourable.
2. The figures shown under "No. of Posts" apply to pay scales only and not to the existing appointments under the heading "categories".

D. REMOUNTS, VETERINARY AND FARMS SERVICES

26. This organisation, which is responsible for the management and supervision of military farms and cattle-yards, is under the control of the Quartermaster-General. At the headquarters level there is an Assistant Director who deals with planning and policy. He is assisted by a Deputy Assistant Director. The former is a Class I appointment while the latter is in Class II. These posts are filled up mainly by promotion of Farms Officers on passing a departmental administrative course. Below this level, the hierarchy is as follows :—

Farms Officers.

Farms Managers.

Supervisors.

Assistant Supervisors.

Sub-Assistant Supervisors.

27. A Farms Manager is in charge of smaller farms. The bigger farms being under Farms Officers. A Supervisor controls either a Cattle-yard Section, or a Dairy Section or Cultivation Section.

28. We recommend the following grades and pay scales for various appointments in the Department :—

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
GROUP 'F'			
	Rs.	Rs.	
Unskilled Categories such as Syces, Graziers, Bullock drivers, Calf Attendants etc.	1,342 } 63—67 68—72	Training 60 (fixed) I 65—7—80 II 75—1—85 III 85—1—95	According to requirements. 671 537 134
	1,342		1,342
GROUP 'E'			
Semi-skilled categories such as Saddlers, Nalband, Dressers, etc.	618 } 73—80	Training 70 (fixed) I 75—2—105 II 90—3—120 III 110—3—140—5—150	According to requirements. 309 247 62
	618		618
GROUP 'D'			
Sub-Assistant Supervisors (148) Cultivators (12) Assistant Overseers (2) Assistant Supervisors (102)	99—160 99—160 124—230 114—235	Training 100 (fixed) I 110—4—150—5—175 II 150—5—185—10—225 III 225—10—295—25/2—370	According to requirements. 132 106 26
	264		264
GROUP 'C'			
Supervisors (46) Farms Manager (27)	166—280 285—573	Training 200 (fixed) I 250—10—300—15—450 II 350—15—500 III 500—20—700	According to requirements. 36 23 14
	73		73
GROUP 'B'			
Farms Officers (8) Deputy Assistant Director (Farms) (2)	523—7 785—935	Training 300 (fixed) I 350—25—600 II 500—35—850 III 800—40—1,200	According to requirements. 5 3 2
	10		10
GROUP 'A'			
Assistant Director (Farms) (1)	940—1,265—	C.E.S. II 1,300—50—1,500— EB—50—1,600	1

E. STORES ESTABLISHMENTS

29. The Army, Navy and Air Force have separate stores organisations. These are responsible for provision, storage, custody and issue of stores which in variety and value exceed those handled by any other stores organisation. There is no uniformity in nomenclature, pay scales methods of recruitment, etc.

30. The following grade and pay structure is recommended for the Stores Establishments in the three Services :—

Ordnance Stores Organisation

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
1	2	3	4
GROUP 'D'			
	Rs.	Rs.	
Storemen (541)	99—160	Training 100 (fixed)]	According to requirements
	105—228		
Assistant Store-keepers. (77)	115—264		
		I 110—4—150—5—175	309
		II 150—5—185—10—225	248
		III 225—10—295—25/2—370	61
	618		618

GROUP 'C' (Special)			
Store-keepers (25)	278—543	II 350—15—500	15
		III 500—20—700	10
	25		25

GROUP 'B'			
Ordnance Officers Civilian (Stores) 89	294—685 635—835 735—1,000	Training 300 (fixed)	According to requirements.
		I 350—25—650	56
		II 500—35—850	22
		III 800—40—1,200	11
	89		89

Naval Store|Supply Organisation

GROUP 'D'			
Storemen (103)	99—160	Training 100 (fixed)	According to requirements
	115—264		
Store-House Assistant .. (86)			
		I 110—4—150—5—175	99
		II 150—5—185—10—225	71
		III 225—10—295—25/2—370	19
	189		189

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
1	2	3	4

GROUP 'C'			
	Rs.	Rs.	
Store-house-men .. (51)	230—350	Training 200 (fixed)	According to requirements.
Inspectors of Store-house-men. (5)	375—510	I 250—10—300—15—450	44
Assistant Foremen of Stores. (5)	375—510	II 250—10—500	14
Foremen of Stores .. (4)	411—570	III 500—20—700	7
Principal Foremen of Stores. (2)	294—685	IV 650—25—850	2
	67		67

GROUP 'B'			
Assistant Naval/Victual-ling Store/Armament Supply Officers Grade II (16)	294—685	Training 300 (fixed)	According to requirements.
		I 350—25—600	14
		II 500—35—850	7
		III 800—40—1,200	2
Do. Grade I .. (7)	635—835		
	23		23

GROUP 'A'			
C.E.S.			
Dy. Naval Store Officers (6)	735—1,000	I 900—50—1,200—EB—50—1,300	11
Dy. Armament Supply Officers. (5)	735—1,000	II 1,300—50—1,500—EB—50—1,600	2
Victualling Store Officer. (1)	900—1,265		
Naval Armament Supply Officer. (1)	900—1,265		
	13		13

P. A. F. Stores Organisation :

GROUP 'D'			
Storemen (122)	99—160	Training 100 (fixed)	According to requirements.
Assistant Store-keepers. (49)	115—265	I 110—4—150—5—175	85
		II 150—5—185—10—225	69
		III 225—10—295—25/2—370	17
	171		171

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
1	2	3	4
GROUP 'C' (Special)			
	Rs.	Rs.	
Storekeepers (14)	248—540	II 350—15—500	9
		III 500—20—700	5
	<u>14</u>		<u>14</u>
GROUP 'B' (Special)			
C.G.O. Supply (7)	298—835	I 350—25—600	4
		II 500—35—850	2
		III 800—40—1,200	1
	<u>7</u>		<u>7</u>

F. PAKISTAN ORDNANCE FACTORIES, WAH CANTT.

31. This organisation was set up in 1949 and functioned as an attached Office of the Ministry of Defence. Later, as a result of reorganisation, the administration of this organisation was entrusted to an autonomous Board known as P.O.F. Board. This Board has now been vested with certain powers of the Central Government in order to enable it to function effectively as an autonomous body. The principal function of the Board is to manage and administer the affairs of the factories and to run them partly on sound commercial lines.

32. The Board consists of a Chairman, a Financial Adviser and a Director of Industrial and Commercial Relations. Under the Director there are two main wings. One is headed by a Principal Technical Executive who controls the entire technical and production side of the Factory. The other wing is under a Deputy Director who has under him various administrative sections dealing with stores, provisions and supplies, general administration, watch and ward, etc. The Manager of the Clothing Factory and the Assistant Works Manager, Ordnance Factory Liaison Section, at Karachi are also under him.

33. On the "Administrative" side there are the usual clerical grades of Lower Division, Upper Division and Senior Clerks/Assistants and Head Clerks. On the provision and supplies side there are posts of Chargemen, Assistant Store Holders and Store Holders, etc. above the clerical grades.

34. So far as the "Technical" side is concerned there are various shops or factories like ferrous factory, non-ferrous factory, filling factory, explosives factory, clothing factory, etc. There is also some technical administrative staff under a technical Assistant Director who is responsible for planning progress and development of production.

In each factory, the hierarchy is as follows :—

Superintendent.

Works Managers.

Assistant Works Managers.

Shop Managers.

Foremen.

Assistant Foremen.

Chargemen.

Extra Temporary Establishment and Workmen.

The extra Temporary Establishment includes the following :—

- (a) Supervisor, Grades 'A', 'B' and 'C', Draftsmen, in various grades and Estimators in various grades.
- (b) Highly skilled and Semi-skilled mistries, etc. and skilled, semi-skilled and unskilled workmen.

35. According to the existing classification the posts of Shop Managers and above are in Class I. The posts of Shop Managers are essentially training appointments and were introduced in the cadre in order to provide necessary training to the direct recruits before their induction into the regular cadre of Assistant Works Manager. It has been suggested that the mass training schemes having been completed, there is no necessity of these training posts. Instead, Class I posts of Assistant Works Manager (Trainee) have been proposed. The posts of Assistant Foremen and Foremen are in Class II, those of Chargemen in Class III and those below are unclassified.

36. The Class II cadres of Assistant Foremen and Foremen are filled up entirely through promotion from the Class III cadre of Chargemen. This is also in conformity with the practice on the Railways excepting that Foremen on the Railways are in Class III. Provision however, exists to the effect that direct recruitment in these posts can be made if suitable departmental candidates are not available.

37. The Class III cadres of Chargemen is composed of direct recruits who are engineering graduates as well as 'promotees' from below in the ratio of 3 : 1. It should be possible to recruit diploma holders in the grade of Chargemen in accordance with the long established practice on the Railways.

38. The lower posts are in three cadres, *viz.*, Supervisors (Grades A, B & C), Estimators (various grades) and Draftsmen. Recruitment to the former two categories is made by appointing apprentice trainees who are required to be matriculates, with science and drawing. They are given training for 5 years before appointment to the lowest grade of Supervisor (Grade 'C') or of Estimator (Junior grade) in the scale of Rs. 75—150. Promotion to higher grades within these categories is on the basis of departmental examinations or through selections. The Draftsmen's cadre is filled up by recruitment of Tracers in the grade of Rs. 60—80, and also direct in the junior grade of Draftsmen in the scale of Rs. 75—150. The directly recruited draftsmen are required to possess diploma in Draftsmanship. From these three streams the posts of Chargemen reserved for promotion are filled up.

39. So far as skilled and semi-skilled artisans and mistries are concerned, direct recruitment is of boy artisans who are required to be middle-passed and who undergo a training of 3-4 years after which they are introduced into the semi-skilled grade of Rs. 40—60 or in the skilled grade of Rs. 60—80 according to merit.

40. The following groups and grades are recommended :

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
GROUP 'F'			
	Rs.	Rs.	
Unskilled, light workers (614)	63—67	Training 60 (fixed)	According to requirements.
	68—72		
Coolies and other heavy workers. (3,332)	68—72	I 65—1—80	1,973
		II 75—1—85	1,578
		III 85—1—95	395
	3,946		3,946
GROUP 'E'			
		Training 70 (fixed)	According to requirements.
	73—80		
Semi-skilled staff } (3,456)	75—89	I 75—2—105	1,728
Firemen, Tailors } ..	89—99	II 90—3—120	1,383
Embroiders, etc. } ..	99—119	III 110—3—140—5—150	345
	3,456		3,456
GROUP 'D'			
(a) <i>Shop Staff :</i>			
Skilled workmen .. (986)	99—119	Training 100 (fixed)	According to requirements.
Highly Skilled (355)	99—160		
Grade II.			
Highly Skilled (213)	139—235	I 110—4—150—5—175	1,241
Grade I.			
Estimator/Rate Fixer .. (6)	139—235	II 150—5—185—10—225	234
Mistries .. (107)	166—280		
Estimator/Rate Fixer .. (8)	166—330	III 225—10—295—25/2—370	200
	1,675		1,675
(b) <i>Clerical :</i>			
L. D. Clerks .. (550)	99—160	Training Rs. 100 (fixed)	According to requirements.
Storekeeper .. (101)	99—160		
U. D. Clerks .. (116)	124—280	I 110—4—150—5—175	433
Steno-typists .. (15)	144—300	II 150—5—185—10—225	349
Senior Clerks .. (78)	241—335	III 225—10—295—25/2—370	84
Assistant Cashier .. (6)	241—335		
	866		866

N.B.—Supervisors 602 to be placed in Group 'C' as Assistant Chargemen. Existing Grade to be abolished.

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
GROUP 'C'			
(a) Shop Staff :			
	Rs.	Rs.	
Assistant Chargemen .. (602)	139—235	Training 200 (fixed)	According to requirements.
	166—330	I 250—10—300—15—450	602
Chargemen .. (284)	255—379	II 350—15—500	284
Assistant Foremen .. (103)	379—543	III 500—20—700	103
	391—548	IV 650—25—850	104
Foremen .. (104)	548—735		
	1,093		1,093

N.B.—In the case of a first-class factory when it is expected that modernisation will be a continuous process, we have thought that special attention should be paid to the maintenance of a high level of up-to-date knowledge, experience and efficiency among the senior executives, viz., the Foremen and Inspectors. It has been brought to our notice that there are a large number of Pakistanis working in similar positions abroad, e.g., in the U.K. who would be willing to return to Pakistan if they were offered terms approximately to those which they are enjoying abroad. For such personnel, salaries of £ 25 per week are not exceptional in the U.K. Accordingly, to permit absorption of such personnel, we are making special provisions in Group 'C' by adding a fifth grade, viz., Rs. 700—50|2—800—40—1,000, and recommend that, in this particular grade direct recruitment may be made to the extent thought fit by the Department, but not exceeding 20 per cent of the total posts in Grades IV and V combined.

(b) Clerical :			
Head Clerks/Cashier .. (10)	285—483	Training 200 (fixed)	According to requirements.
Assistant Store Holder .. (16)	379—543	I 250—10—300—15—450	10
	391—548	II 350—15—500	16
Store Holders .. (15)	548—735	III 500—20—700	15
	41		41

GROUP 'B'			
Shop Managers .. (30)	615—795	Training 300 (fixed)	As per requirements.
		I 350—25—600	28
Technical Staff Officer .. (4)	645—950	II 500—35—850	15
Assistant Works Managers (21)	645—950	III 800—40—1,200	12
	55		55

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
1	2	3	4
GROUP 'A'			
	Rs.	Rs.	
Works Managers .. (15)	900—1,265	J.E.G. 400—50—700	According to requirements.
Deputy Assistant Director (5)	900—1,265	C.E.S. I 900—50—1,200— EB—50—1,300	15
Superintendent .. (8)	1,640	II 1,300—50—1,500— EB—50—1,600	5
Assistant Director .. (1)	1,640	III 1,500—100—2,000	9
	29		29
		P.A.S.	
Chief Superintendent .. (1)	1,740	I 2,000—100—2,500	2
Deputy Director .. (1)	1,740		
Director .. (1)	1,950	II 2,500—100—3,000	1
	3		3

N.B.—Post of Principal Technical Executive may be remunerated according to qualifications in P.A.S.

G. PAKISTAN MILITARY LANDS AND CANTONMENTS SERVICE

41. Prior to the passing of the Cantonment Act, 1924, the Executive Judicial and Lands administration of Cantonments in India was in the hands of Magistrates who used to be Army Officers. After the passing of the said Act, these officers were redesignated as Cantonment Executive Officers and their judicial functions were transferred to Provincial Governments. Later, the Department was divided into two branches—the Lands Branch and the Cantonment Executive Service. This position continued till 1947, when these two branches were constituted into a new service called the "Military Lands and Cantonments Service", and it was decided that the new service should be manned entirely by civilians. It is an executive service exercising revenues and administrative functions in the Cantonment areas. The administration of Cantonments presents problems more or less similar to those faced by Municipal bodies and Corporations. Briefly the functions performed by this service are :—

- (i) Acquisition, custody, management and control of all military lands in and outside Cantonments held by the Defence Services.
- (ii) Hiring of lands and buildings for Defence Services as well as disposal of Government owned lands and buildings in Cantonments.
- (iii) Control and supervision of local-self Government of Cantonment Boards.

42. The Military Lands and Cantonments Service is a small organisation under the Ministry of Defence and is headed by a Director. Below the Director, are Deputy Directors, Cantonment Executive Officers and Military Estate Officers. Recruitment to this service is made through the competitive examination held by the Federal Public Service Commission and the officers are appointed on probation for a period of 2

years during which they are required to pass a Departmental examination and to undergo a prescribed course of training in Cantonment and Land Administration.

43. According to the present classification, all gazetted posts are in Class I. There are two grades for Cantonment Executive Officers, viz., the Senior Scale Rs. 600—1,150 and the Junior Scale Rs. 300—850. The posts of Deputy Directors and Director, which are in Junior Administrative and Senior Administrative Scales respectively, are mainly filled by promotion.

44. We recommend the following grades and scales of pay for various posts in the Department :—

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
GROUP 'F'			
Peons, Chowkidars etc. (128)	Rs. 63—68	Rs. Training 60 (fixed)	According to requirements.
		I 65—1—80	64
		II 75—1—85	51
		III 85—1—95	13
	128		128
GROUP 'E'			
Daftary (8)	Rs. 73—80	Rs. Training 70 (fixed)	According to requirements.
		I 75—2—105	7
Record Sorter .. (5)	75—99	II 90—3—120	6
Car Driver (1)	99—119	III 110—3—140—5—150	1
	14		14
GROUP 'D' (Special)			
Overseers (14)	Rs. 99—160	Rs. Training 100 (fixed)	According to requirements.
		I 110—4—150—5—175	10
		II 150—5—185—10—225	4
	14		14
GROUP 'C' (Special)			
S.D.Os. (23)	Rs. 240—414	Rs. Training 200 (fixed)	According to requirements.
		I 250—10—300—15—450	13
		II 350—15—500	7
		III 500—20—700	3
	23		23

Categories	Existing emoluments	Grade and Scale recommended	No. of Posts
GROUP 'A'			
	Rs.	Rs.	
Cantonment Executive Officers (Junior Scale).	(21) 355—950	J.E.G. 400—50—700	15
		C.E.S.	
Cantonment Executive Officers (Senior Scale).	(9) 685—1,265	I 900—50—1,200—EB— 50—1,300	13
		II 1,300—50—1,500— EB—50—1,600	10
Military Estate Officers.	(8) 685—1,265	III 1,500—100—2,000	5
Deputy Directors	(5) 1,540		
	43		43

P.A.S.

Director	1	1,850	Grade I 2,000—100—2,500	1
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N. B.—So long as there is no lower service, recruitment would be direct 100% in J.E.G.

45. The small category of officers in the Cantonment Executive Officers' Service have been integrated wholly into Group 'A' via the J.E.G. This is in accordance with the nature and quality of the work they are required to do, and is designed to attract a good type of officers, who will in addition to being a graduate, have qualifications in the fields of town-planning or architecture or public sanitation or more generally, in city management. The career should be punctuated by courses of training in the management of large municipal boroughs and corporations abroad, and thus the nucleus may be formed of a body of City Managers, of which the country is greatly in need. The management of cantonments is generally accepted as being superior in most respects to that of most of our cities, and this speaks of a high level of orderliness, control and discipline being maintained, coupled with proper attention to the "City" aspects, under well designed sets of bye-laws and instructions. We feel no doubt that an officer trained in the work of managing Cantonments would be an apt pupil of the art of managing large cities, and there seems no reason why from their work in the Cantonments Department, a number of these officers should not be regularly seconded for work on the civil side, where they could graduate to higher posts as City Managers. It would be necessary, of course, to enlarge the cadre to meet this need. This would be greatly for the benefit of this service, for at present, the sub-structure is a little on the thin side to sustain a J.E.G. and C.E.S. system.

CHAPTER XXVI

CONDUCT AND DISCIPLINE

The Commission have examined the existing Conduct Rules, and find them unsuitable for further retention. These Rules were never designed to implement an ideology. They appear to have been based on the belief that the dominating British element possessed the requisite foundation of character and conscience to ensure proper exercise of authority, courtesy, efficiency, justice, etc., not only by themselves, but also by their subordinate staffs, who would be guided by their example, and restrained from going to excess by their very presence. Accordingly, the Rules were laid down mostly in prohibitive terms, in respect of certain tendencies, as they came to light. Consequently, they suffer from lack of purpose and exhibit a fragmentary and incidental quality which is wholly insufficient for giving effect to the ideology and the clearly expressed purposes of the new Constitution.

2. The Commission have accordingly re-drafted the Conduct Rules, so as to include an exposition of the major duties that the Constitution imposes upon public servants, as well as reference to particular types of violation, stated in illustrative terms, so as not to diminish the larger obligation. The new draft Rules have been placed in an Annexure to this chapter. The Commission are confident that such a statement of obligations, in ideological and positive terms will have a pervasive effect throughout the sphere of exercise of powers derived from law by public servants. The Constitution, in an early Article, gives a guarantee that the subject will not be interfered with except under law, and the Commission feel very strongly that this injunction will not be sufficiently enforced unless the corresponding duty is brought home to all officials, and is supported by sanctions. There is a strong hang-over among public servants, from the period of foreign rule, of belief in personal authority and prestige as being bound up with the prestige or *iqbal* of the Government. The causes are to be found (1) in the continuance by the British of a large number of paternalistic features which they found among the administrations which they took over (2) in the general belief that Asiatic peoples prefer rule in the parental or *mai-bap* fashion and (3) in the necessity felt by the British, which became increasing acute as their numbers diminished and the strength in numbers, in political consciousness and in economy of the subject population increased, to invest their officers with the highest possible prestige so that the British influence should be maintained. Although the effort was confined to exalting the personal position of British officers at the head of affairs, throughout the administration, it was inevitable that the tendencies thus aroused should seep down to Indians who were working under them, apart from being immediately assumed by the fortunate few who were appointed to positions of equality with British officials. The Commission believe that unless a through-going system of control over public officials is instituted in the country, i.e., a system of Administrative Tribunals, this particular evil cannot be appropriately dealt with. The subject of such control is dealt with in another Chapter.

3. As to the enforcement of Discipline, the Commission have examined the recently issued Government Servants (Efficiency and Discipline) Rules, 1960, which apply to Central Government servants. Similar Rules have been issued by the two Provinces. The Commission find that

these rules are generally well adapted to their purpose, but they have the following suggestions to make which are in line with opinions that have been received.

4. As to the initiation of proceedings, the Commission consider that care should be taken (a) to avoid victimization by some official of intermediate rank and (b) to ensure that, before a charge is preferred, the case is examined from the point of view of a person placed in the position of the delinquent. Departmental proceedings against members of the staff are, in most Department, very infrequent. It was said that in the Postal Department, the tendency to place a worker under charge for the smallest faults was pronounced, but that is a matter to be corrected by the superior direction of that Department. But the general complaint being of victimization not by the superior officials, but by some intermediate official, the important thing appeared to the Commission to be that the superior official who is made responsible for initiating such enquiries (a) should be changed at intervals, which may suitably be three months and (b) should also be the Welfare officer for the Department, and as such inclined to take a sympathetic view.

5. Again, there was a demand from a number of quarters for the introduction of the Whitely system now in vogue in England. That system can only be founded upon a well-established and integrated public service in each Department, so that there is complete unanimity of interest between the Departmental Directorate and the entire body of workers in the Department, coupled with mutual understanding and an assurance of co-operation on both sides in fulfilling the requirements of efficient operation.

6. In Pakistan, these conditions have not existed so far. We are at the threshold of an experiment in operating the Government which holds out promise of great success by being founded upon the furtherance of beliefs held by the great majority of the population, as matters of faith, in relation to the destiny of the country. If the machinery of Government begins to operate in fulfilment of this expectation, a time will soon arrive when all workers in a Department at all levels, will be bound together by a common bond of love and service of the country and the people, to the utmost of their capacity. When such a time comes, steps may be taken to introduce the Whitely system, which it may be said, is a long step forward towards the achievement by public servants, as a body, of almost complete autonomy within the State.

7. For the present, however, we consider that it will be sufficient if, when a matter comes up against a worker, the Welfare Officer should be assisted at the enquiry by a fellow-worker of the person accused, chosen by himself, who will have the case explained to him, and will put forward the point of view of the person accused, as well as the general point of view of workers in his position, so that a truly sympathetic understanding of the underlying affair may be reached by the Welfare Officer, before he takes the matter further.

8. As regards enquiries, the Commission thought that they should not be entrusted to an officer of the Department, but should be conducted by a judicial person. It is possible to lay down a procedure by which the case reaches the judicial officer who is to make the enquiry in complete form, that is with the charge and an explanatory note, the

respondent's reply, and affidavits of witnesses on both sides. The Enquiry Officer will have discretion to call witnesses, if he wishes to clear up some point, or if it is desired by the parties. A day-to-day enquiry, and a quick report could easily be ensured. The entire staff of civil and criminal judicial officers may be nominated as Enquiry Officers, from among whom, one could be appointed by the District Judge to conduct the enquiry. Care would be taken to see that the status of the Enquiry Officer was appropriate in relation to that of the respondent.

9. One further matter, on which there was general agreement of opinion, was that the subsistence grant upon suspension, is pitched too low. The Commission considered that suspension should not be resorted to as a "punishment in advance", but only if the Head of the Department considers that it will be unsafe, in the light of the pending enquiry or of the needs of the Department generally, to leave the respondent in occupation of his post, or any other post to which he might conveniently be transferred, to facilitate the enquiry. Where suspension has to be ordered, the allowance should be at half salary, and great care should be taken to see that the proceedings are expedited to the maximum extent.

10. The Commission also thought that there was merit in the method, adopted in certain States of the United States of America, of allowing a person, whose further retention in the public service, after he had been placed under a serious charge, appeared unlikely or at least doubtful, to take up employment elsewhere during the period of the enquiry, when there would be no further need for a subsistence grant. Such action might lead to a resignation, and unless the offence be of such a nature that punishment was thought necessary in the public interest, the matter could be allowed to end there.

ANNEXURE

GOVERNMENT SERVANTS CONDUCT RULES

1. The following over-riding principles are of general application, and are binding on all Government servants, in the performance of their functions, and the exercise of the powers conferred upon them, viz. :—

- (I) To preserve the principle that the power and authority of the State is vested in the chosen representatives of the people, each Government servant must act always in strict compliance with the law, and in consonance with its spirit.
- (II) To implement and maintain the Fundamental Human Rights guaranteed to the people by the Constitution, each Government servant must act (a) in strict compliance with the Principles of Policy, while (b) taking care that by his action, he does not infringe any of the Principles of Law-making.
- (III) Each Government servant must refrain from all acts which the Constitution declares should be discouraged, e.g., consumption of alcohol and support of the evils of prostitution, gambling and drug-taking.
- (IV) Each Government servant must, within his sphere, act so as to further the principles of democracy, freedom, equality, tolerance and social justice, as enunciated by Islam.
- (V) Each Government servant must be strictly loyal to the Republic of Pakistan, in thought, word and deed.

2. The following types of conduct are deemed to be *misconduct*, viz. :—

- (1) Conduct prejudicial to good order.
- (2) Conduct prejudicial to service discipline.
- (3) Conduct unbecoming an officer and a gentleman.

3. Conduct prejudicial to good order includes :—

- (1) Subversive activities, viz., directly or indirectly acting so as to excite disaffection towards, or to embarrass the Government, as by law established, or to promote feelings of hatred or enmity between different classes of citizens of Pakistan, or to cause disturbance of the public peace.

A Government servant who fails to take every reasonable step to prevent any person who is a member of his immediate family, or who is dependent upon him for maintenance, or is otherwise under his care or control, from acting in the manner specified in this sub-rule, shall be deemed to be indirectly engaging in subversive activities.

The expression "immediate family" means and includes a wife or wives and dependent sons and unmarried daughters, under the age of 25.

- (2) Communication of an official document or information to any person not authorised to receive it, including communication of any opinion expressed in confidential official files or correspondence.

- (3) Utterance, in public or private in speech or in writing of criticism of the policies or actions of Government, such as is capable of embarrassing the relations of the Central Government with any foreign power, or the relations of the Central Government with any Provincial Government, or the relations of one Provincial Government with another Provincial Government.
- (4) Having recourse to a law-suit or prosecution, or to publicity in the Press, for the purpose of vindicating official acts or character, unless with the express sanction of Government.

4. Conduct prejudicial to service discipline means and includes any act or mode of behaviour which is calculated to prejudice the harmony and integrity of the service or group to which the Government servant belongs, or to interfere with its proper functioning as a unit within the governmental machinery.

5. Conduct appropriate to an "an officer and a gentleman" is expected of every Government servant of whatever status. In a general way, it embraces courtesy, promptness and justice in official dealings, and decency, moderation and rectitude in private life. It covers also the obligation to avoid every action which might disable or embarrass a Government servant in the strict observance of any of the over-riding Principles set out in Rule 1. Covering as it does a wide range of actions, it is impossible to specify breaches, and each case of "unbecoming conduct" falls to be judged, and the appropriate consequence evaluated, on the basis of its own facts.

6. An act of oppression by a Government servant towards another or towards any member of the public, infringes the duty of maintaining freedom, equality and justice. Oppression means the use of power either (a) to gain an illegal purpose or (b) in excess of that allowed by law, and may be practised also by refusing to exercise legal powers. It is particularly obnoxious when practised to establish or advance prestige, or merely to assert authority. In every case, it involves denial of rights both under the Constitution, and under law, and is thus "conduct unbecoming".

7. To leave debts unpaid is "conduct unbecoming" and applies where a Government servant becomes insolvent, or has his salary attached in execution of a debt: but it applies also in all cases where there is undue delay in satisfaction of monetary obligations.

8. To engage in activities designed for the accumulation of wealth is "conduct unbecoming", and includes everything in the nature of—

- (a) active exploitation of property, movable or immovable, in a commercial manner;
- (b) Speculation in property-values, whether the property be movable or immovable;
- (c) direct or indirect promotion of commercial or industrial enterprises, whether individual or corporate;
- (d) participation, whether direct, or indirect, in any such enterprise, otherwise than by ownership of a moderate number of shares; or
- (e) seeking to profit by trade in goods of any kind.

9. To seek publicity for oneself is "conduct unbecoming" and a Government servant must avoid appearing in the public eye, whether in the Press or otherwise, except where it is unavoidable, in connection with his official functions. He must also avoid association with newspapers and journalists, unless his functions require him to work with them.

10. To indulge in open criticism of the Government or of any Government Department, otherwise than as part of duty to point out defects in the proper quarter for correction, is, for a Government servant, an act in breach of loyalty, and is "conduct unbecoming".

11. To take an active part or interest in politics, either directly or indirectly, is for a Government servant an act in breach of the principle that he must not interfere with the exclusive vesting of the power and authority of the State in the chosen representatives of the people, and is therefore "conduct unbecoming". A Government servant who fails to take every reasonable step to prevent any person who is a member of his immediate family, or who is dependent upon him for maintenance, or is otherwise under his care or control, from acting as specified in this rule, shall be deemed to be indirectly taking an active part in politics.

The expression "politics" means and includes all non-official activities connected with the working of the democratic process at all levels, from the Basic Democracies upwards, viz., the selection of the chosen representatives of the people, and the exercise of the power and authority vested in such representatives and persons nominated to work in association with them.

12. Corruption has been defined as a criminal offence, and needs no definition here. In a number of less obvious forms, it is conduct prejudicial to the ideology of the State, and as such, is "conduct unbecoming". For instance, in the case of a Government servant—

- (1) the receiving of gifts, except from immediate relations and close personal friends, and then only on proper occasions, will fall in this category ;
- (2) the acceptance of *entertainment*, by way of a feast or in any other form, otherwise than as an *ordinary guest in a large gathering* and on an appropriate occasion, from any private person with whom there have been or may be official dealings, will fall in this category ;
- (3) the raising of subscriptions for any purpose, otherwise than under express sanction of the Government, will fall in this category ;
- (4) the borrowing of a sum of money in excess of Rs. 1,000 or the monthly salary, whichever is the greater, otherwise than from a close relative, or by withdrawal from a contributory fund, or from a reputable Bank, will fall in this category, unless the loan has received the approval of Government ; and
- (5) every transaction, involving the sale or purchase of property of value in excess of Rs. 1,000 or the monthly salary whichever is the greater, otherwise than through a regular shop-keeper (not a broker) or in the open market, or at public auction, will fall in this category, unless it has the previous sanction of Government.

13. Every public servant, in his proper position, should be exclusively responsible for his actions and decisions within his powers and authority, and, therefore, for a public servant to be guided in such actions by any considerations other than those directly relevant to the matter, under law and otherwise, is 'conduct unbecoming'. In particular, the practice of making and receiving recommendations (*sifarish*) in the field of action by public servants is reprehensible and should be avoided.

14. A Government servant shall abide by all general or special orders of the Government under which he is employed, as to disclosure by declaration of his assets, movable and immovable, and those of his immediate family members.

15. (1) Government servants may form Service Associations, and may join such an Association, only if—

- (a) the declared "aims and objects" of the Association include expressly the implementation of the principles of the Constitution, and in particular, of the principles set out in Rule 1;
- (b) it is made a condition of membership that members shall abide by all directions and observe all restraints and restrictions specified in these rules;
- (c) it is confined to a distinct service or group of Government servants, and is open to all members of that service or group;
- (d) it undertakes to maintain regular records of its proceedings, and keep its accounts in proper form, both to be open to inspection by Government;
- (e) it undertakes to observe the same degree of retachment from political activities as is incumbent on every Government servant; and
- (f) it undertakes to remain detached from all activities of any trade union.

(2) A copy of the articles of association shall be forwarded to the Government in advance, and no Association shall be entitled to commence its activities until the Government has accorded approval to its articles. The Association shall, from year to year, forward to the Government the annual report of its working, and shall inform the Government in advance of any intention to dissolve the Association. Except as to the commencement of activities, this sub-rule applies to existing Association.

(3) An Association may maintain a welfare fund for the benefit of its members, and subject to approval of its activities, may seek support from Government for such fund.

CHAPTER XXVIII

ELIGIBILITY OF WOMEN FOR PUBLIC SERVICES

We were asked to consider making women eligible for certain superior public services, especially the C.S.P. and the P.F.S., which at present they may not enter.

Statutory provisions in regard to eligibility of women for public services have been practically the same since 1935, viz., that a person was not disqualified by sex for being appointed to any public office other than a service or post which was specified by a general or special Order, made by the President (earlier the Governor General) in the case of services and posts under the Central Government, and by the Governor of a Province in respect of services and posts under a Provincial Government. A statutory Order was made by the President disqualifying women from being appointed to certain specified Central Services Class I and Class II. No such Orders made by the Provincial Governors have come to our notice.

The Principles of Policy embodied in the new Constitution *inter alia* include provisions regarding entry into the Service of Pakistan. As in previous Constitutions it is laid down in Article 14 thereof that sex would not be a bar to appointment in the service of Pakistan, but it is said, at the same time, that this principle may be departed from where in the public interest it is desirable that "a person who is to perform functions of a particular kind should be of a particular sex". The power of the administration has been restricted by the requirement of aptitude, and is not left in the field of unfettered discretion.

2. We understand that the Government of Pakistan have had occasion to consider the question of throwing open the P.F.S. to women but decided against it for various reasons. This demand, however, gains some strength from the practice followed in other countries, notably in the United Kingdom and India.

3. As regards the C.S.P. the question of making women eligible for this Service does not appear to have been specifically considered by the Government so far. In India women are eligible for, and some are now occupying posts in, the Indian Administrative Service. The consensus of opinion, however, is that women are not suitable for the strains and efforts involved in the maintenance of law-and-order, and the exercise of governmental powers over the people directly.

4. According to the 1951 Census figures, there were about 55,000 educated women in this country, out of whom about 13,000 were employed in the fields of education and medicine, which are plainly well-suited to the female genius. During the last 11 years, only 9 women have been appointed to the Central Superior Services to which they are eligible, and the number who have offered themselves at the examinations remains very small. The indications are that the present availability of suitable educated women does not warrant throwing open all the Public Services to them.

5. We are, however, of the opinion that there would be a case for allowing women to enter the Pakistan Foreign Service. We have experience of a Pakistani lady holding successfully the post of Ambassador to two countries, and this example, supported by the practice of the United Kingdom and India inclines us to the view that, for this specialist branch of the Service, Pakistani women with high education, and an aptitude for foreign languages would probably come forward, if entry was laid open to them.

6. In a general way, we consider that the utilization of women in clerical and accounting work would be of advantage, in respect of method and general efficiency, and thought should be given to the possibility of increasing recruitment of educated women in these fields.

CHAPTER XXVIII

NON-REGULAR (NON-INDUSTRIAL) GOVERNMENT SERVANTS

Apart from Government servants whose conditions of employment are regulated by formal contracts or by special provisions made by or under a law, persons in civil employ of Government fall into two broad categories :

- (i) Those governed by regular Service Codes such as the Classification, Control and Appeal Rules, the Fundamental Rules, etc. For facility of reference these may be termed "regular Government servants".
- (ii) Those excluded from the purview of the regular Service Codes and governed by executive orders. For facility of reference these may be termed "non-regular Government servants".

2. The new Service Structure we have recommended in Chapter IV will apply to Government servants in category (i). A detailed examination of all those who fall in category (ii) is not possible but it is necessary to deal with their case also in a general way. Some of the establishments belonging to this category are described below.

Cottingency-paid staff :

Every Government office has to employ men like Chowkidars, Bhis-ties, Sweepers, Malis, etc., whose emoluments are chargeable to contingencies. Such staff are given emoluments equal to the minimum of pay and allowances admissible to a regular Class IV Government servant. They are not entitled to regular leave or pension or any other retirement benefits. A number of them remain employed under Government continuously for a long time and cannot be regarded as "casual labour". For such employees the absolute denial of all regular leave and of retirement benefits is obviously hard.

Work-charged staff :

The P.W.D. employs a large number of men in various trades as "work-charged" staff. Members of this staff draw the same pay and allowances as comparable categories on regular staff. The staff includes both permanent and non-permanent employees. The former are treated for all purposes as regular Government servants. The leave terms, in the case of the latter, are very restricted unless they have completed 2 years' service and even for continuous long service they are entitled to no pension. They can claim only the benefits of Contributory Provident Fund, unless the service rendered is too short.

Extra-departmental Postal Staff :

The extra-departmental system in the Postal Department has arisen out of the necessity of providing postal facilities on an economical basis in rural areas where there may not be full-time work for the employees. Under this system, sub-post-masters, branch post-masters, mail carriers, mail peons, etc., are employed on part-time basis and are paid at varying rates. These are generally men who already have separate means of livelihood and do not have to depend for subsistence entirely on the allowances given by the Postal Department.

Extra Temporary Establishment in Ordnance Factories and Workshops :

"The term 'extra temporary establishment' is in use in respect of civilians paid from the Defence estimates employed from time to time according to need, in factories, workshops and Ordnance Depots. Half of their strength as on 4th October, 1954 has been converted into regular establishment. The other half is allowed pay and allowance as for comparable categories on regular establishment and on Sundays and closed holidays with pay. They are also entitled to leave on a restricted basis as in the case of the 'work-charged' staff of the P.W.D.

3. Our recommendations in respect of non-regular (non-industrial) Government servants, except for casual labour, are as follows :—

- (a) Notice of a month should be laid down as a condition of their removal ;
- (b) they should be given pay and allowances on the scales applicable to corresponding categories in regular Government service ;
- (c) those with 3 years or more of service should be allowed the benefits of a contributory provident fund to which Government should contribute @ 6-1/2% ; and
- (d) in regard to other conditions of service like leave, holidays, etc., they should be entitled to the benefits at present admissible to temporary "work-charged" staff of the Pak. P.W.D.

As regards retirement benefits, we are including a recommendation in the chapter on "Pensions" to the effect that contingency-paid and work-charged staff who are not allowed the benefit of Contributory Provident Fund, might be sanctioned, in individual cases, pension up to 1/4 of their last pay, by *ad hoc* orders of the employing department if they have rendered 20 years continuous and satisfactory service by the time their services are terminated.

4. The Director General, Radio Pakistan, also employs a number of persons in various categories like music-accompanists, vocalists, composers, drama artists, news-readers and announcers, etc., generally known as staff artists. At present all these are employed on contract from year to year. For purposes of payment—they are classified into 4 grades : A. B. C. and D., and paid Rs. 325, Rs. 225, Rs. 150 and Rs. 100 respectively with increments ranging from Rs. 5 to Rs. 15 p.a. They are not entitled to any other benefits in the shape of the house rent, compensatory allowance, or medical facilities, nor are they entitled to pension. They are allowed leave of casual absence on year to year basis up to 15 days for emergent requirements and another 15 days for other requirements in the later part of the year. Their retention depends entirely on maintaining their artistic skill and the quality of their voice. Longer contracts are not given for this reason. The D. G., Radio Pakistan, is, however, not averse to the idea of giving longer contracts up to 3 years at a time to some of the staff artists in cases where there is no likelihood or risk of losing their utility.

5. This group is composed mainly of part-time workers, and is appropriately paid on flexible scales, according to their artistic merit. It is desirable also that, to preserve that merit, they should not be granted permanency. No case can be made out of the grant of medical facilities

(except perhaps at the place of working in case of need) or for pension, where Government uses only a part of their earning time. There are among them, some type of workers who might not find it possible to take up other work, *e.g.*, where they are required to attend at odd times during the day or night and in such cases, the apt solution might be, if they are capable of other work at the studio or office, to provide them with enough such work to make up a working day, so that they may be employed in a permanent capacity. This could apply to news-readers, or to accompanists, who besides attending at studios for broadcasts could be employed for practice sessions. But, by and large, the contract system seems best, though the periods may be lengthened. Pensions would be out of the question, but a Contributory Provident Fund Scheme would be appropriate.

6. As to emoluments, we assume that the effort is to keep as close to market rates as possible, and this is desirable also to ensure a genuine artistic standard. There could be a good case for making certain allowances, such as for the cost of travel to and from the studio, and for duty at unusual hours, at generous rates. The standards of salary paid appear to us to be distinctly on the modest side. It would be for the Department to revise them after study of charges in the market rates, and to supplement them by such allowances as we have mentioned above, to which may be added, the cost of treatment for occupational diseases contracted or incurred by reason of the employment, among other reliefs belonging peculiarly to the nature of the occupation.

CHAPTER XXIX

STAFF WELFARE MEASURES

One of the accepted features of the present day personnel administration is the provision of certain amenities to Government servants, like canteens near office premises, sports clubs, reading rooms, etc., mainly with a view to enabling them to maintain their health and utilize their leisure properly.

2. Certain organisations under the Central Government have been providing amenities of the kind mentioned above since a long time. The Railways provide the most important example. The main source of finance for such activities in the Railways is the Staff Benefit Fund which has been in existence since 1930. This Fund was initially constituted out of a contribution of one rupee (later raised to Rs. 3 and still later to Rs. 5) per annum per head of railway staff and was later on augmented from time to time out of grants from railways revenues. Moneys from the Fund can be spent on the following main objects :

- (a) Educational assistance to staff and their children ;
- (b) Recreation and amusement measures for staff and their children ;
- (c) Relief of distress among members and *ex-members* of the staff and their families ;
- (d) Schemes of sickness and maternity benefit for the families of staff.

It has been estimated that the average annual expenditure (in round figures) on welfare measures in the P.W.R. has been of the order of Rs. 18.18 lakhs and on the E.P.R. of the order of Rs. 3.29 lakhs. The benefit mainly goes to Class III and IV employees.

There is a separate cell for welfare work in the Personnel Department of the Railways. The welfare work is looked after by Assistant Welfare Officer (Class II) and Senior Welfare Officer (Senior Class I), while at the lower level there are senior and Junior Welfare Inspectors assisted by Welfare Assistants/ Clerks and Lady Welfare workers.

3. Another organisation (mainly provincial in character) where great stress is being laid on welfare measures is the Police. Such welfare measures are financed from a Police Welfare Fund, constituted mainly out of voluntary contributions by the police personnel, and include financial aid to police officials and their families suffering from prolonged and serious illness, purchase of scientific and mechanical appliances for defective bodily organs, grant of scholarships in deserving cases to the children of the non-gazetted police officials, running of residential schools for children of non-gazetted and lower police officials, grant of maintenances allowance to destitute widows and orphans of subordinate police officials, provision of relief in distress like funeral expenses, expenditure in connection with accidents, etc.

4. In the Central Government, staff welfare measures were first introduced in 1952 when the Staff Welfare Fund was created—

- (a) to provide economic relief to the low-paid Central Government employees,
 - (i) by setting up fair price shops where consumer goods could be made available at the cheapest possible prices ;

- (ii) by setting up canteens in the Secretariat area to enable the Government servants to have good quality refreshments at reasonable prices during the working hours.
- (b) to develop a programme of healthy leisure time activities for all the employees of the Central Secretariat in the following ways :—
- (i) by offering financial assistance out of the Staff Welfare Fund to the Sports Organisations of the Government servants ;
 - (ii) by setting up clubs and community centres in Government servants' colonies ;
 - (iii) by sponsoring a Central Secretariat Sports Tournament in all out-door and in-door games ;
 - (iv) by organising social and cultural activities for the Government servants like occasional film-shows, variety entertainment programmes, musical concerts, dramas, 'musnairs' and the like.
- (c) to assist the low paid Government servants in the solution of their other problems.

5. The Staff Welfare Fund was initially constituted with a grant of Rs. 10 lacs, and was later augmented by grants of Rs. 5 lacs and Rs. 3 lacs. Thus, the total accumulation in the Fund stands at Rs. 18 lacs. The broad details of the expenditure incurred from the Fund so far are given below :

Year	Budget Allocation	Expenditure incurred on staff and Admn.	Expenditure incurred on amenities, including schools
	Rs.	Rs.	Rs.
1951-52			
1952-53	10,00,000		1,66,100
1953-54		9,271	96,654
1954-55		12,559	54,933
1955-56		12,160	1,42,446
1956-57		35,848	1,29,551
1957-58	5,00,000	37,000	71,570
1958-59		37,800	52,400
1959-60		39,000	81,700
1960-61		40,000	54,000
1961-62	3,00,000	50,000	35,000
Total	18,00,000	2,73,638	2,49,354
		Rs. 11,27,92	
		say Rs. 11,30,000	
		Balance Rs. 6,70,000	

6. In addition to the Staff Welfare Fund, there is the Pakistan Civil Benevolent Fund consisting of an annual grant of Rs. 30,000 which is being spent on providing emergency relief to low-paid Central Government servants.

7. The Funds mentioned about are now being administered by the Staff Welfare Organisation, which is controlled by the Establishment Division (O. & M. Wing). The bulk of the expenditure on the Organisation is at present a charge on the Funds mentioned above.

8. There are a number of welfare measures and schemes which have been assigned to the Staff Welfare Organisation, and which are covered by the charter of the Staff Welfare Fund as described in para. 4 above. The projects include, *inter alia*, three Fair Price Shops, one each at Karachi, Rawalpindi and Dacca, which are run through agents who make their own investment and sell goods to Government servants at prices fixed by the Staff Welfare Organisation. It is also proposed to set up Departmental Stores, one each at Karachi, Rawalpindi, Lahore and Dacca for Central Government employees posted at those places, with the object of providing consumer goods at ex-factory or whole-sale rates.

There are at present 4 Secretariat canteens functioning at Karachi, one such canteen at Rawalpindi and one at Dacca. The canteens are run through authorised caterers who are provided with free accommodation and are required, in turn, to provide refreshment at rates fixed by the Staff Welfare Organisation, which are 25 per cent. less than the prevailing market rates.

Another important activity of the Staff Welfare Organisation is the provision of community centres and recreation clubs. One such community centre and two recreation clubs are being run at Karachi, two such clubs at Dacca and three at Rawalpindi. In addition, grants-in-aid to the extent of Rs. 25,000 per annum are being given to various clubs organised by the Government servants in their offices or residential colonies. It is also proposed to open a Central Secretariat Gymkhana and Cultural Hall both at Karachi and Rawalpindi. Social and cultural activities are also being organised from time to time specially for low-paid employees. A holiday centre is proposed to be set up at Mufti for the exclusive use of Government servants who may go there on holidays. A hut is also proposed to be built up at Kawkes Bay (Karachi) for Government servants going there for picnics.

The Staff Welfare Organisation is also rendering some assistance in regard to education of children of Government servants, including the grant of scholarships to children of Class II (non-gazetted), Class III and Class IV employees.

In the field of health, certain dispensaries were started by the Organisation at Karachi and Dacca, which have recently been transferred to the local authorities. It is now proposed to introduce a contributory Health Service with a view to improving medical facilities for Government servants and their families. Side by side, efforts are being made to improve the working conditions of the Government servants, including the provision of transport to and from office.

9. It was learnt by the Commission that there is a proposal to widen the scope of the Staff Welfare Organization in the near future and to revise the present financial arrangements. It has been decided that in future the Staff Welfare Fund and the Pakistan Benevolent Fund should be replaced by a single Fund somewhat on the model of the Railways Staff Benefit Fund.

It has been estimated that there are about 50,000 non-gazetted government servants on the rolls of the Central Government, excluding the Railways, the P. & T. and the Armed Forces. A contribution at the rate of Rs. 5 per head would mean a total revenue of Rs. 2.5 lakhs per annum. The balance of Rs. 7.6 lakhs in the Staff Welfare Fund is proposed to be maintained as a reserve to be utilised on schemes involving heavy non-recurring expenditure. Apart from this, an additional annual contribution of about Rs. 52,000 is being sought for administrative expenditure on the Staff Welfare Organisation. Once the activities of this Organisation get into their stride, it is proposed to establish a Staff Welfare Directorate to deal with all growing activities and functions in this field.

10. It may be pointed out that the P. & T. have their own Staff Welfare out of which they finance measures similar to those undertaken by the Staff Welfare Organisation under the Establishment Division. The Welfare activities in the P. & T. Department have been so organized that the low-paid staff of that department working in far-off areas also derive certain benefits.

11. The West Pakistan Government have also created a Welfare Fund mainly to ameliorate the conditions of their low-paid staff. This Fund was initially constituted out of a contribution of Rs. 15 lakhs, which is being supplemented by another grant of the same amount this year. The entire amount of Rs. 30 lakhs is being invested in a commercial building which, when completed, would bring an annual revenue of about Rs. 10 lakhs to the Fund. This will match the contribution of Government servants to the Fund and will ultimately provide a recurring annual amount of Rs. 20 lakhs for relief to low-paid staff. Divisional Boards have been constituted for giving immediate relief to low-paid employees in distress from the funds currently available.

12. It is disappointing to find that the East Pakistan Government have not so far created any Fund of this kind and have done little in the field of staff welfare measures. There is a hope that greater attention will be paid to this aspect of staff-contentment in the future.

13. The activities undertaken so far reflect the Government's awareness that the efficiency of the country's administration depends on the creation of conditions for happy and contented living for its staff.

14. The Commission, while approving and appreciating the efforts that have been made in the field of Staff Welfare, are of the opinion that regular budgetary allotments should be made to all departments and administrations, so that these facilities may be made universal. They approve of the principle that the officials should themselves contribute regularly, and consider that the Staff work should, to the extent consistent with efficiency and financial regularity, be provided by the officials themselves. The subjects of educational assistance in respect of children of Government employees and medical relief for employees and their families, have been separately dealt with. What appears to the Commission to be an appropriate method of expanding this relief, which is very much needed, and should go part of the way towards meeting the gap between the salaries offered and the cost of standard of living which was being aimed at, might be the following. For every group of public officials, according to size, one or more *Community Centre* should be set up, which besides providing recreation should also include cells for provision of (a) Education, e.g., Kindergarten classes, (b) medical relief, e.g., a clinic for outdoor patients and a dispensary, (c) auditoriums for meetings of an educative or cultural nature, etc., and (d) a co-operative shop. For this and kindred purposes, there should be instituted a Fund, with a reasonable initial deposit

of say Rs. 20 lakhs, and advances may be made out of it, in relation to plans of development, and budget of expenditure, etc., furnished by the group concerned. Recurring expenditure could be met, in part at least, out of the rents of portions of the premises let out as offices or for commercial purposes. Guidance and assistance might be provided by Inspection and Advice Teams sent out at regular intervals from Central or Provincial Headquarters. This would ensure due provision of funds for well-considered development plans, and a check on the proper expenditure of money. A strict system of accounting might be introduced, and there should be regular audits.

A start on these lines could be made with advantage at one or more places in East Pakistan, where the field is open to fruitful experiment, and there is a good deal of lee-way to be made up. It is desirable also that, side by side with intensification of efforts on these lines in the large towns, schemes on a proportionate scale may be introduced in the smaller places as well. Examples of community effort, leading to betterment of living conditions and general contentment, will thus be afforded throughout the country, which cannot fail to impress and inspire feelings of civic responsibility and evoke latent talents for initiating and carrying out similar corporate schemes, among the general public as well.

CHAPTER XXX

MISCELLANEOUS

I. Recognition of high foreign qualifications in the Scientific and Technical Services :

In our recommendations for the Education Service, we have taken note of the need to compensate teachers at high level who possess such qualifications. This is in recognition of the fact that such persons have, at considerable pains, brought up their knowledge of difficult modern scientific and technical researches and techniques to a level recognised as high in a highly advanced country, and, as teachers, they are required to disseminate this knowledge among large numbers of Pakistani pupils, and through them over the whole country.

2. Here, we consider the question of compensating persons with such qualifications in the other Services, *e.g.*, Engineering, Medical, etc. The principles we propose to adopt are (1) that the allowance should be confined to persons who are confirmed in the Civil Executive Service, *i.e.*, in Group A, but excluding the J.E.G. and (2) that the compensation should be comparable to the expense involved in acquiring the qualification. On these lines, we recommend that the Government, in the various Departments should notify the foreign qualifications which are recognised for the purposes of the allowance, and specify at the same time, in respect of each qualification, whether it involves a course of training abroad of duration less than or equal to two years, or more than two years. The allowances may then be as under :—

A. For qualifications involving more than two years study abroad :

	Rs.
In Grade I of Group ' A '	.. 100 p.m.
In Grade II of Group ' A '	.. 125 p.m.
In Grade III of Group ' A '	.. 150 p.m.

(making a total of Rs. 27, 600 in 19 years service).

B. For qualifications involving two years or a shorter period of study abroad.

	Rs.
In Grade I of Group ' A '	.. 75 p.m.
In Grade II of Group ' A '	.. 100 p.m.
In Grade III of Group ' A '	.. 125 p.m.

(making a total of Rs. 21,900 in 19 years service).

These allowances should not be paid in the PAS, though they may be taken into account in fixing the salary at the point of entry.

3. A ground of reason could be found for reducing these allowances in case the qualifications have been acquired at the expense of Government or a foreign source. We have to bear in mind, at the same time, that the value of a good foreign qualification, in terms of money, is much higher in foreign parts, than the supplements we are recommending. Great difficulty is being felt today in attracting back to Pakistan, those of our nationals who have acquired such qualifications. Therefore, we recommend that these allowances should be paid irrespective of whether the qualifications were acquired with or without outside aid.

II. Reservation of post for (i) persons from backward areas (ii) persons from backward communities (iii) members of the minorities :

4. It is a long established practice to reserve appointments to the public service at different levels for such persons. It operates to prevent monopolies from developing, and also helps towards balanced development of all areas, and equality of opportunity to all communities. Our Scheme provides equality of opportunity for promotion within the entire range of the public service, so that those who started without the advantage of a full education, and consequently at a comparatively low level, can yet, by special effort for acquiring the proper qualifications and showing excellence of performance, rise into a higher Group. We attach great importance to the maintenance of the highest possible standards in Group A and in the PAS, and we think it is of the greatest importance that these should not be watered down, in the name of assistance to the under-privileged. A chance for the latter type of person to rise by merit being duly provided for in our Scheme, we recommend that the quota system, which should be course of continued, should at the same time be restricted to *direct* recruitment into the lowest grade of each Group up to Group 'B' but no higher.

III. Service under statutory Corporations :

5. It is of great importance to the "public service economy" that we should take note of the constantly expanding semi-public sector, represented by the Authorities and Corporations which are a permanent feature of our organisational agreements. To be sure, the situation has not advanced nearly so far as it has in Italy, for instance, where the State owns 80% or more of industries such as those of steel, coal, air transport and ship building, among a vast variety of extensive holdings, which are controlled by a Directorate of State Domains and an Industrial Reconstruction Institute. The control varies from purely formal approval of accounts to the nomination of directors, and criticism has arisen, on two grounds which are organic to the system, viz.—

- (a) that Ministries control these enterprises without giving Parliament a chance to check their activities ; and
- (b) that senior officials in the Ministries are enabled to appoint themselves and their colleagues to lucrative positions, including directorships, with additional salaries, bonuses, expense accounts and so on.

Under this system, a number of officials have become important figures in industry in their own right.*

6. Even in Pakistan, the existence of the statutory Corporations has created a disturbance, by reason of (a) the large scale recruitment of staff, including officers, at all levels, and (b) the secondment of officers from Government service into the higher ranks. The salary scales of the Corporations are subject to the approval of Government, and they can readily be adjusted on the basis of equivalence of posts within the service structure we are recommending, which compares not unfavourably with the salaries paid by reputable public companies. Government officers who are seconded to serve with such Corporations receive a 25% increase, and in some cases additional benefits, such as a free house, transport, etc., which are not available to them in the ordinary line. Experience of work in the free atmosphere of such a Corporation where the concern is with producing results, and not so much with observance of rules or the satisfaction of superiors, should be of great value

* Cf. Chapman : The Profession of Government.

to regular Government officers, in the acquisition of a practical, modern attitude of mind, particularly towards development work, in gaining experience at first hand of the impact of Government regulations, and generally, towards the maturing of a constructive and well-informed mind, capable of conceiving and carrying out original work in the field of development. At the same time, we do not see that periods spent on deputation with such Corporations have had an adverse effect upon any service careers. As a rule, they are followed by promotion. Therefore, we consider that these secondments could be treated as stages in the career of an officer, in his own Group, and they do not need to be compensated for by any additional material or monetary advantages. In these branches of the public service upon which the Corporations largely draw, a reserve may be provided for deputation to the Corporations, in Group A as well as in the PAS. It is likely to be of the greatest value to an officer, who is to hold a directory post on the Ministries dealing with Commerce, Industry, Banking Agriculture, Power, Mines, Works, etc., that he should have had experience at high level, say, as a Director, in one or more of the statutory Corporations operating in these fields. A graded formula of equivalence could easily be devised which would fit Directorships and Chairmanships of these Corporations within one or other of the grades in the PAS Group. By adopting such a system, the Government would avoid the serious mischief which inevitably follows from conditions such as those which Professor Chapman has found to exist in Italy. The case of the East India Company is also instructive in this respect, as a means provided for speculation and personal enrichment to the Ministries and ministerial officials of the time in England. In Italy, it may be noted, a Special Ministry has had to be set up to exercise control over the administration of the State Domains and the Industrial Reconstruction Institute. There is no need for such a drastic step in Pakistan, and there need never be, if the posts under the Corporations which the Government considers should be filled by their own officers, are integrated with the cadres of the appropriate Groups in the Government service, and a system of reserves, for feeding such appointments is maintained.

PART II
ALLOWANCES, AMENITIES AND OTHER BENEFITS

CHAPTER XXXI**GENERAL**

With reference to all the recommendations which we are making in this Part, relating to allowances and benefits other than pay, we would like to add the major recommendation that there should be no option allowed to Government servants to choose between, on the one hand, the benefits, etc., on the new scale we are recommending, and, on the other, the existing benefits and allowances. In nearly all cases, the benefits and allowances we are recommending are greater than those in force at present, but the more important aspect of our recommendations is that these newly settled benefits and allowances should be regarded as being part and parcel of our recommendations for a new Service structure coupled with a new and rationalised salary structure.

CHAPTER XXXII

COMPENSATORY ALLOWANCES

In this chapter we propose to deal with the following allowances of a compensatory nature to which various classes of Government servants are at present entitled :

1. House Rent Allowance.
2. Conveyance Allowance.
3. Hill Allowance.
4. Special Area Allowance.
5. Expatriation Allowance.
6. Local Compensatory Allowance.
7. Washing Allowance.

House Rent Allowance.—Prior to the Second World War, house rent allowance was payable to a few categories of Government servants, *viz.*, (a) those entitled to, but not provided with, free accommodation and (b) Superior Service Officers posted at Calcutta, Bombay, Madras and Karachi. The officers were generally entitled to a limited amount above 10% of their pay which they had to bear themselves.

2. During the Second World War the increasing cost of living and the scarcity of accommodation in bigger cities where most of the offices were located created a situation which required some relief to be given to Government servants generally as residential accommodation became more and more difficult to obtain on 10% of the pay which is regarded as the normal expense on house rent for Government servants. A house rent allowance was, therefore, sanctioned by the Government of India to the subordinate staff located in such cities and was later extended to some other towns also. The Central Pay Commission of 1946 later recommended a house rent allowance ranging from Rs. 5 up to 10% of pay for all Government servants in towns with a population of over one lakh, but this was not implemented in Pakistan where, on the interim recommendations of the Pakistan Pay Commission of 1949, the Government sanctioned a house rent allowance from the 1st April, 1948 ranging from Rs. 2 to Rs. 7-8-0 for officials drawing pay up to Rs. 175 at Karachi, Lahore, Rawalpindi, Dacca and Chittagong. Finally, the rates at present in force were sanctioned from the 1st January, 1949 for non-gazetted staff drawing pay up to Rs. 400. The allowance ranges from Rs. 6 to Rs. 15 p.m., and is admissible in Karachi, Lahore, Rawalpindi, Dacca, Chittagong and Saidpur. Class IV staff in these towns were given Rs. 5 p.m. and Rs. 2 p.m. at other places.

House rent allowance at 10% of the pay with a minimum of Rs. 5 is also given by the Government of West Pakistan for such staff in these towns and also in Hyderabad, Peshawar, Quetta and Multan, but only for staff drawing pay up to Rs. 250. No house rent allowance is given to Class IV staff at other places in that Province. No house rent allowance is paid in East Pakistan, except to holders of posts carrying a house rent allowance under pre-Independence orders.

3. The staff associations have pleaded strongly for assistance in this respect. They asked for house rent allowance to be paid to all Government servants ; for house rent to be paid to the full extent of the rent paid above the 10% of pay ; that Government servants residing in their own houses should also be given house rent allowance and that the staff transferred to new stations should be given special relief in house rent. A general demand was for increase in the allowances at present paid.

4. There can be no doubt that shortage of accommodation exists in most towns of Pakistan, and that it is acute in the large cities, where for economic reasons into which it is not necessary to enter, rents have gone beyond the capacity of Government servants to pay. In several of these big cities where Government servants are concentrated, Government has been providing Government-owned residential accommodation to a limited percentage of the officers and staff. It is obviously not possible for the Government to provide accommodation to all the staff in these cities. It is also admitted that Government cannot accept the responsibility for providing residential accommodation to all its employees as a matter of policy. Yet the hardship to a Government servant who can only get rented accommodation at an exorbitant rate is real enough. This hardship is further accentuated through the disparity created when others are provided with accommodation by the Government at the low rate of 10% of their pay. With uniform scales of pay in force at all places the case for the grant of house rent allowance is clear. The drift of the rural population towards the cities where jobs in industry and other services are continuously on the increase, is not likely to abate. It has created stringency of house accommodation in all towns in Pakistan, and the stage has been reached when this allowance cannot be restricted to a few towns. At the same time, there is a good case for grading the rates to suit conditions in different cities. We, therefore, after giving very detailed consideration to the problem, recommend that house rent allowance should now be given on the following scales :—

(a) For those drawing salaries up to Rs. 100—

	First six months after posting	
	Rs.	Rs.
(i) At Rawalpindi, Karachi, Lahore, Dacca, Chittagong and Narayanganj.	7	9
(ii) Khulna, Saidpur, Peshawar, Multan, Hyderabad and Quetta.	5	7
(iii) Other localities with a population of over one lakh	3	5
(iv) Elsewhere.	2	4

(b) For those drawing salaries above Rs. 100 p.m. but not exceeding Rs. 1,000 p.m. where the rent paid is in excess of 10% of salary—

	Up to a maximum of		of salary
	10%	12-1/2%	
(i) At Rawalpindi, Karachi, Lahore, Dacca, Chittagong and Narayanganj.	10%	12-1/2%	}
(ii) At other places with a population of over one lakh and at Saidpur.	7-1/2%	10%	
(c) For those drawing salaries above Rs. 1,000 where the rent paid is in excess of 10% of salary—			
(i) At Rawalpindi, Karachi, Lahore, Dacca and Chittagong.	7-1/2%	10%	}
(ii) Elsewhere	Nil		

5. The third column in this table requires an explanation. The larger relief recommended for the first six months after posting to a new station is based on two considerations, *viz.*, firstly, that now-a-days no official gets long enough notice of a transfer to be able to find suitable accommodation at a reasonable rent for himself in advance of the move and secondly, within six months of his arrival at the new station, he should be able to find such accommodation for himself. With improved personnel management, on which emphasis has been placed in our recommendations, transfers may in the future be carried out more smoothly and without the very great inconvenience which is at present suffered. But improvement to that extent will be a long time in coming, and accordingly we have recommended that all officials should be entitled to increased assistance for the first 6 months of their posting at a new station, to be reduced to the normal rates when that period has expired. It is right, in our opinion, that officials should not be left to bear extraordinary expenditure, occasioned by the exigencies of the public service, out of their own salaries unaided.

6. It is our intention, by means of these recommendations, to do what we can to equalise conditions, in respect of expense on house rent, as between those who are provided with Government accommodation at 10% of their salaries and those who are not. Whether or not the fraction should be retained at 10%, in the light of prevalent rates of house rent, and the proportion which house rent bears to the other items of necessary expenditure in the budgets of the various income groups in the private sector is for Government to determine. There is, however, one class of cases in which certain Government servants enjoy, by the good fortune of occupying a particular post, or by the chances of allotment, accommodation of superior class at rates even below 10% of their salaries. There are the Government houses found in many places whose "standard rents" are remarkably low, by reason of being calculated on the cost of construction of the building, which was incurred many decades, it may be as much as a century ago. In the calculation of "standard rent" the value of the land is not included where it belongs to Government. The result is that, in places like Lahore, Karachi and Dacca, where land values have risen perhaps a thousand times over the last half century, houses of excellent construction are provided for such fortunate officials at rates which are frequently less than a tenth of what they would fetch in the open market, and which may be insufficient even to cover the cost incurred in the maintenance of these houses by the P. W. D. This condition is one of glaring inequality. The matter is not reasonably to be regarded from the stand-point only of an owner getting a fair return on his outlay. The correct point of view is that it creates a quite unjustifiable disparity among Government officers. The standard rate at which officials are expected to pay rent for Government houses occupied by them, being 10% of their salary, we see no reason why it should not be applied irrespective of "standard rent", and we recommend accordingly.

7. We have given careful thought to the question of giving relief also to Government servants who have been able, at considerable expense and trouble, with the encouragement of Government, to build houses for themselves. The general situation as respects house accommodation in the large towns has been appreciably eased as a result of these efforts. At the same time, with taxation at its present level, Government servants can only occupy their own houses on terms which are onerous, and will be felt even more when the enhanced rates of house

rent allowance which we are recommending come into force by reason of the disparity. It is necessary also to restrain the prevalent tendency among Government servants owning houses to rent them and seek accommodation in Government-owned quarters for themselves. We consider that an appropriate measure of relief for officers living in houses built by themselves with or without aid from Government or other semi-public funds, will be to compensate them to the extent shown as appropriate to their salary in the table in paragraph 4 above where the assessed rent of the house *plus* the property taxes is in excess of 10% of their salary.

8. *Conveyance Allowance.*—This was another allowance which was sanctioned during the Second World War to low paid staff stationed in large towns, on grounds similar to those for which the house rent allowance was sanctioned, *viz.*, because the increasingly high cost of living in these big towns left them no margin in the rates of pay then in force, for meeting expenses on transport from their homes to their offices. Conveyance allowance was, however, not recommended by the Central Pay Commission of India (1946). The Pakistan Pay Commission (1949) recommended as an interim measure an allowance of Rs. 3 for those stationed in Karachi and residing more than 3 miles away from the place of their duty and drawing pay up to Rs. 175 p.m. This was later increased to Rs. 5 on the basis of their final recommendation and was extended to the towns of Dacca, Lahore, Rawalpindi, Chittagong and Saidpur. Later on the pay range was raised to Rs. 250 and still later the allowance was sanctioned at Rs. 10 and Rs. 15 for Karachi and Dacca for those living beyond 5 miles and 7 miles from the places of their duty. These higher rates were admissible in the case of Class III staff up to the pay range of Rs. 500.

The West Pakistan Government also give a conveyance allowance of Rs. 5 and Rs. 10 at Lahore and Karachi to those drawing pay up to Rs. 500 with some variation of the distance. In East Pakistan no conveyance allowance is sanctioned to Government employees at all.

9. Several staff associations sought extension of the concession to all big towns where the Government servants are concentrated and to all Government servants irrespective of their pay. The complaint of the associations from East Pakistan naturally was that while the Central Government servants were getting this allowance in the big towns, they themselves were not getting it.

10. The cost of transport in the large towns is an appreciable factor of expenditure incurred by Government servants and there being uniform scales of pay it does put them at a disadvantage in comparison to those posted in smaller towns. The problem is accentuated by reasonably cheap accommodation being available only in areas far removed from the town centre, as well as the ever increasing strain on public transport. It has bearing on the budgets of officials in the medium salary range as well, who of necessity live at considerable distance from their place of work, and with the public buses being what they are, have to adopt cleaner and more exclusive forms of transport. We have, therefore, felt it necessary to widen the range of the examination of this problem to include officers up to a certain level. We consider that it is in the interest of Governmental efficiency that Government officers should be freed from the uncertainties of getting public transport in time to reach their place or places of working, like their counterparts in the private sector. Many Government officers have of necessity, in the public interest, to maintain their own transport, and in our opinion time has now come when the entitlement of a Government servant to a money payment for

the journeys he performs between his office and his residence should be officially recognised by appropriate allowances, as is done in the case of officers of commercial and industrial houses. Extra expenditure is in fact being incurred under this head, and since it cannot, within the financial capacity of the country, be fully allowed for in the new scales of pay which we are proposing, it is proper that it should be covered by a separate allowance. In the table below, we have graded this allowance, according firstly, to salaries, and secondly, the distance to be travelled between home and office. Where the salary is in excess of Rs. 2,000, we have assumed that the expense is capable of adjustment within the officers' pay. The conveyance allowances below are recommended for all towns with a population of more than one lakh.

I. Salary up to Rs. 350 p.m.

Distance					Allowance
					Rs.
More than 2 miles but less than 5 miles	..	..	..	..	5
Five miles and above but less than seven miles	..	..	..	..	10
Seven miles and above	..	..	..	..	15

II. Salary from Rs. 351 p.m. to Rs. 900 p.m.

Distance					Allowance
					Rs.
More than 3 miles but less than 5 miles	..	..	..	..	20
Five miles and above but less than seven miles	..	..	..	..	30
Seven miles and above	..	..	..	..	40

III. Salary from Rs. 901 p.m. to Rs. 2,000 p.m.

Distance					Allowance
					Rs.
More than 3 miles but less than 5 miles	..	..	..	..	30
Five miles and above but less than seven miles	..	..	..	..	40
Seven miles and above	..	..	..	..	50

We would like to observe that the allowances in Grades II and III are fixed at figures well below the cost which the officers concerned are likely to incur on the vehicles they maintain or use.

11. This conveyance allowance should not be admissible to officials who are entitled to a car/motor cycle allowance by reason of the nature of the work they are required to do. In their cases, partly to cover the expense of transport from residences to offices and partly because the rates were fixed many years ago, when the cost of maintaining conveyance was much lower, a percentage increase of 30% on the allowance drawn may suitably be given.

12. *Hill Allowances.*—This allowance is intended to meet the additional expenditure incurred during the winter season at hill stations. On the recommendation of the Pakistan Pay Commission (1949), a Hill Allowance was sanctioned to non-gazetted employees of the Central and the Provincial Governments. It is admissible only at Nathiagali, Murree and Quetta at the rate of Rs. 20 p.m. from 15th November to 15th March to non-migratory staff and at 15% of the pay subject to a minimum of Rs. 20 and maximum of Rs. 50 to the migratory staff. The Railway and P. and T. employees who were formerly in receipt of frontier or local allowance in 35 and 19 other places respectively have been given the option to exchange these for a hill allowance at the above rates for 4 months of the year. The West Pakistan Government have also sanctioned a winter allowance of Rs. 20 per month at Kalat, Mastung, Sorab and Zehri. No hill allowance is paid in East Pakistan.

13. No specific demand has been raised in respect of hill allowance by any of staff associations. We, however, see no reason why the winter allowance should not be admissible to Central Government servants stationed at Kalat, Mastung, Sorab and Zheri, as it is to Provincial employees. In fact, a more general provision is necessary in this behalf, and we accordingly recommend that the Hill Allowance should be sanctioned at the existing rates during the winter months to all Government officials employed at stations which are more than 3,000 ft. above sea level.

Special Area Compensatory Allowance :

14. *CENTRAL GOVERNMENT.*—This allowance has been so termed with effect from 1956, being previously known as 'Trans-Frontier Allowance'. Its origin can be traced to a period much before the World War II. Railway servants (non-gazetted) employed on certain sections of P. W. Railway in Quetta and Rawalpindi Divisions were given Frontier Allowance ranging from Rs. 5 p.m. to Rs. 40 p.m. but not exceeding 30% of pay. P and T. employees were also given a "Non-family Station Compensatory Allowance". Some other civil establishments were given Compensatory Allowance for serving in the frontier areas. The 1946, Central Pay Commission did not make any definite recommendations in this respect. The Pakistan Pay Commission recommended in the case of employees of the former North-West Frontier Province that the Frontier Allowance should be 20% of pay with a maximum of Rs. 50 p.m. The Government of Pakistan sanctioned Trans-Frontier Allowance with effect from 1st January, 1949 for Government servants (other than local recruits) serving in Agencies of the (former) N.W.F.P. and Tribal Areas of Baluchistan, the rate being 20% of pay with a maximum of Rs. 50 p.m. Railway servants were excluded from the purview of these orders as Frontier and Local Allowances were admissible to them under the old orders.

15. **PROVINCIAL GOVERNMENTS.—(a) EAST PAKISTAN.**—In East Pakistan, the employees serving in Chittagong Hill Tracts and Sunderbans area, were given compensatory allowances on account of these areas being treated as 'unhealthy'. These allowances are specific to the posts and places and there is no uniform rate. The 1949 Pay Commission recommended the continuance of these allowances at the same rates, and these *ad hoc* allowances continue to be paid as before.

(b) **WEST PAKISTAN.**—Prior to integration, a number of Compensatory Allowances with different names were admissible to the employees of former Provinces and States. All these allowances have now been merged in the recently introduced allowance termed as 'Compensatory Allowance for Unattractive Areas'. The conditions for the grant of this allowance are more or less the same as for Special Area Compensatory Allowance.

A table indicating the existing position is given below :—

Special Area Allowance		Compensatory Allowance for Unattractive Areas	
Central Government servants other than those of Railways		West Pakistan Government	
		(All Government servant)	
Areas	Amount	Areas	Amount
Agencies of NWFP. } Tribal Areas of Baluchistan. }	20% Max. Rs. 50	Tribal Areas of former Punjab and N.W.F.P. Quetta Division (except Quetta).	Non-Gazetted 20% Max. Rs. 75. Gazetted (Class II) 20% Max. Rs. 125. Gazetted (Class I) 20% drawing pay up to Rs. 1,500 p.m. } Max. Rs. 200.
		Kalat Division ..	Non-Gazetted 40% Max. Rs. 100. Gazetted (Class II) 40% Max. Rs. 200. Gazetted (Class I) 40% drawing pay up to Rs. 1,500 p.m. } Max. Rs. 300.

16. We observed that the rates of Compensatory Allowance for Unattractive Areas admissible to the employees of the West Pakistan Government were much higher than those admissible to Central Government servants, and covered Kalat Division as well. The justification for this allowance is clear but there is no reason for maintaining the disparities noted above. We accordingly recommend that the rates of 'Special Area Allowance' should be enhanced so as to bring them at par with the Compensatory Allowance for Unattractive Areas and that its scope should also be extended to Kalat Division.

At the same time, we thought the rates of Compensatory Allowance applicable to the Kalat Division were unreasonably high and noted with satisfaction that these are to be reviewed in 1964. The Compensatory Allowance admissible in "unhealthy areas" in East Pakistan should continue as heretofore.

17. *Expatriation Allowance*.—After Independence, the officers and staff serving in a wing other than that of their domicile increase considerably. Such Government servants have a number of problems, including, for some time at least the necessity to maintain two establishments. In order to meet this additional burden, the Pakistan Pay Commission (1949) recommended the grant of Expatriation Allowance equal to 20% of pay subject to a minimum of Rs. 50 p.m. and a maximum of Rs. 200 p.m. The Government of Pakistan sanctioned Expatriation Allowance with effect from 1st January, 1949 at the following rates :—

(i) Class I and Class II Officers	..	20% of pay	Min. Rs. 50 p.m. Max. Rs. 200 p.m.
(ii) Class III	.. ..	20% of pay	Min. Rs. 20 p.m. Max. Rs. 100 p.m.
(iii) Class IV	.. ..	30% of pay	Min. Rs. 10. p.m.

The rates were revised with effect from 1st June, 1954 and the existing rates are given below :—

(i) Class I and II	.. ..	10% of pay	Max. Rs. 200. p.m.
(ii) Class II (Non-Gazetted)	.. ..	10% of pay	Min. Rs. 20 p.m.
(iii) Class III	... ..	10% of pay	Min. Rs. 10 p.m.
(iv) Class IV		10% of pay	Min. Rs. 5 p.m.

18. The allowance is applicable to persons recruited on an all-Pakistan basis, who are serving in a wing other than that of their domicile.

19. There has been no specific demand from the staff associations in respect of this allowance. It is incorrectly described as an "Expatriation" Allowance, and as the description is calculated to give rise to grave misconceptions, it should be discontinued forthwith, and replaced by some more apt description. We, however, took the opportunity to consider the justification for the continuance of this allowance. We observed that a large number of Central Government officials from East Pakistan, who have been posted in West Pakistan for long periods, have been able to continue to provide for themselves proper social amenities, such as their own schools, cultural societies and an association, and in consequence, they are losing their early feeling of displacement, and live to all appearances, happily and comfortably as a part of the West Pakistan community. It is probably true that West Pakistan officials working in East Pakistan do not become absorbed in the community life there quite so readily. Their number is smaller, and a large proportion among them are officers of the superior service whose tradition is to live in a certain degree of isolation, wherever they may be.

20. The basic principle should be, for every Pakistani in Government service, that service at any place in Pakistan is treated at the same level. Actual experience over the past 15 years, however, has shown that there is a time lag in adaptation, and the payment of a special allowance is an aid towards successful adaptation. It should not be forgotten, however, that the duty is to adapt oneself as quickly as possible and settle down to serve, and to live as a true Pakistani citizen among the people at the place of posting, and in our opinion, the correct method of ensuring the application of both principles is that Inter-Wing Allowance (to invent a name) should be payable for the *first two years* of posting only. To continue it longer would be to convert it into something similar to the "overseas allowance," which British Officers were paid in pre-Independence times. In another aspect, it would become a mere unjustifiable addition to pay.

Local Compensatory Allowance :

21. **CENTRAL GOVERNMENT.**—This allowance is granted to meet the higher cost of living in big cities generally. It is traceable to the period after World War I when such an allowance was granted to officers of All-India Services in big cities like Bombay, Calcutta and Karachi. The Central Pay Commission of 1946 recommended Compensatory Allowance for Calcutta and Bombay specifically and suggested that the Government of India should review the position in respect of other costly towns. The Government of India on their part sanctioned Compensatory Allowance for Karachi and Lahore also. The minimum rate of this allowance was Rs. 3 and maximum rate was Rs. 10 for persons drawing above Rs. 300. The Pakistan Pay Commission, however, based their recommendations on the Compensatory Allowance sanctioned by the Government of West Punjab for Lahore and recommended the same rates for all Capital Towns. In the case of Central Government servants it was termed 'Local Compensatory Allowance' and was, in the first instance, sanctioned for Karachi, Lahore, Rawalpindi, Peshawar, Dacca and Chittagong for employees drawing pay up to Rs. 190 p.m. Later on this was extended to Saidpur in East Pakistan. The upper pay limit of Rs. 190 p.m. was also raised to Rs. 250 p.m. for Karachi. The rates still in force are Rs. 3 p.m. for Class IV, Rs. 7 p.m. for those drawing pay up to Rs. 100 p.m. and Rs. 10 p.m. for those drawing up to Rs. 250 p.m. in Karachi and Rs. 190 p.m. in other places.

22. **PROVINCIAL GOVERNMENTS.**—In East Pakistan there is no such allowance. As mentioned above the Government of West Punjab had sanctioned Compensatory Allowance for Lahore at the rates indicated in the preceding para. The former Province of Sind had also sanctioned Compensatory Allowance for their staff serving in Karachi. After the integration of West Pakistan, the rates of this allowance were unified with effect from 1st July, 1957. At present it is termed as "Capital Towns Compensatory Allowance" and is admissible at Karachi and Lahore at 10% of pay with a minimum of Rs. 10 to persons drawing pay up to Rs. 250 p.m. with marginal adjustment up to Rs. 275.

23. Demands for enhancement in the scale of Local Compensatory Allowance were received from several quarters. Various percentages, minima and maxima, had been suggested. The East Pakistan Government employees pointed out that they were not getting any Compensatory Allowance for serving at places where Central Government employees were getting Local Compensatory Allowance. This discrepancy is clearly one which should not continue.

24. In all the circumstances, it seems appropriate to maintain a differential in respect of certain towns where the impact of modernization and the effects of inflation are most immediately and actually felt. Such are the Capital town of Rawalpindi, the *ex*-Provincial Capitals of Lahore, Peshawar, Dacca and Karachi, and the fast developing port town of Chittagong. Saidpur town does not fall within this category.

The following rates of Local Compensatory Allowance are accordingly recommended for Rawalpindi, Karachi, Lahore, Peshawar, Dacca and Chittagong :—

For those drawing pay up to Rs. 99 p.m.	Rs. 5 p.m.
For those drawing pay from Rs. 100 p.m. to Rs. 174 p.m.	Rs. 10 p.m.
For those drawing pay from Rs. 175 p.m. to Rs. 250 p.m.	Rs. 15 p.m.

25. *Washing Allowance.*—Under the late Government of India, the Class IV staff were getting a nominal amount to meet the washing charges of the liveries supplied to them. This was continued after Independence. On the recommendations of the 1949 Pay Commission, an allowance at Re. 1 p.m. termed as Washing Allowance, had been sanctioned to Class IV staff (drawing not less than Rs. 50 p.m.) who were entitled to liveries. No such allowance, however, appears to be admissible to the employees of the Provincial Governments.

26. Almost all the associations of the West Pakistan Government non-gazetted employees brought to our notice that in the matter of compensatory allowances, they were not given the same treatment as was given to the Central Government servants.

27. While considering the compensatory allowances, we felt that there was hardly any justification for the continuance of the washing allowance with the higher scales of pay and greater relief in other compensatory allowances being recommended. The employee is expected to keep himself clean as a condition of holding his post. On the part of the Government it is enough to supply liveries.

CHAPTER XXXIII

DEARNESS ALLOWANCE

The salaries we have proposed are composite and in settling them we have taken into account the rates at which Dearness Allowance is being paid at present. We have done so on the assumption that there is no prospect of prices falling back to the level at which the present-day salaries *minus* the Dearness Allowance could be regarded as adequate. If prices do recede to that extent, it will only be in a general recession from world causes over which Pakistan will have no control, and then the measures to be applied will be exceptional. We have increased a number of the supplementary allowances and have added to their number, and this will result in a sensible addition to the salaries at the lower levels over what they are at present. We have tried to approximate to the market rates for similar classes of work, and when it is taken into account that a life-time career is being offered, with greatly expanded opportunities of self-improvement and promotion, and further that pensions on an enlarged scale are being provided, we think it will not be denied that at nearly every level, the Government employee will get at least as good a deal as he can hope for in the private sector.

2. From a number of quarters we have heard the fear expressed that the large scale Indus Basin works and similar developments in East Pakistan which are in contemplation will necessarily lead to inflation. The suggestion has been made that we should provide against the expected rise of prices, in the salary scales we proposed. At the same time, we see reasons to think that it is possible for the Government to take, and that there are in fact in contemplation, measures to counteract the inflationary effect of such large-scale expenditure, without immediate countervailing gain in commodity production, as the Government has to face. We consider that in Groups C and above, we have made provision for salary increases, and for up-gradation of posts which should provide, for the middle and upper ranges of Government employees, a sufficient margin to contain the temporary effect of these inflationary influences. Signs are at the same time gathering that the production of commodities of ordinary use in the country is rapidly increasing to the point of sufficiency, and that there is potential for increase as well, which could at present be diverted into export channels. If this proves to be correct, the disturbance to prices need not be serious, at any stage.

3. There is need, however, to provide a means whereby the Government may be enabled to make prompt provision for the lower-paid personnel, in case prices of foodstuffs and the other requirements for subsistence such as cloth, should show an appreciable rise. During the course of our enquiry, we were asked to recommend what quantum of relief should be given to meet a rise in the price of wheat from round about Rs. 12—13 to Rs. 16 per maund which had been brought about by an order of the West Pakistan Government. An estimate was made of the increased cost of the food requirements of an average family, taking into account variation in prices of other necessary commodities, *e.g.*, cloth. We found that on a balance, the increased cost was very small, *i.e.*, about Rs. 2 per family per month.

4. Basing on that, and other materials which have come to our notice in the course of this enquiry, we think the following method of compensating for appreciable rises in the prices of absolute necessities may be found convenient by the Government. In all salaries of Rs. 300 or less, 4 (four) per cent. may be treated, notionally, as a dearness factor

or element. Whenever the prices of foodstuffs and cloth of ordinary quality, upon being aggregated for the purposes of a special index number, show an increase of 20 per cent. in such index number over that last ascertained and the increase is held for a period of three months, the Government should sanction a Dearness Allowance equal to half the dearness factor, to be payable from the date when the increase took effect, and so long as it lasts. In a rough-and-ready way, that should provide a fair measure of relief against the increased cost of living for such personnel. It will, of course, be necessary to take exceptional measures if the price structure suffers from changes which begin to hit Government servants in all groups.

CHAPTER XXXIV

TRAVELLING ALLOWANCE

To cover expenses incurred by them in travelling in the interest of public service, Government servants are compensated by a travelling allowance. The regular forms are permanent travelling allowance, conveyance allowance, daily allowance, mileage allowance and actual cost of travelling. The basic principle in determining the rates of travelling allowances is that they are not a source of profit to the Government servant and at the same time do not put him to a loss while travelling to discharge his official duties. The travelling allowances of Central Civil Government servants are regulated by the "Supplementary Rules" appended to the Fundamental Rules and those of the Provincial Government servants by similar rules framed by the Provincial Governments. The provisions of these rules have been modified by all the Governments recently, mainly in regard to the rates of daily allowance and mileage allowance.

Defence Service Civilians are governed by the Defence Services Passage Regulations and there are separate rules for the Railway employees.

2. We have examined the provisions of the various sets of travelling allowance rules in some detail and have come to the conclusion that there is need for securing uniformity in the rates of mileage and daily allowance admissible to the Central and Provincial Government servants and for a review of these rates in view of the changes in the pay scales and the increase in the cost of items which the travelling allowance is expected to cover, *viz.*, food, accommodation and transport. We have tried to adjust the class of travel to that which the officials are themselves likely to use, if they were travelling at their own expense.

3. We accordingly recommend the following modifications in the present rules and rates :—

(I) Gradation :

For the purpose of calculating T.A., the Government servants should be divided into the following six grades :—

Grade I.—Those drawing salary above Rs. 2,000.

Grade II.—Those drawing salary between Rs. 1,500 and Rs. 2,000.

Grade III.—Those drawing salary between Rs. 900 and Rs. 1,500.

Grade IV.—Those drawing salary between Rs. 300 and Rs. 900.

Grade V.—Those drawing salary between Rs. 100 and Rs. 300.

Grade VI.—Those drawing salary below Rs. 100.

(II) Entitlements to classes of travel accommodation according to the new grades :

(a) Railway accommodation :

Grades I and II.—Air-conditioned Class.

Grade III.—1st Class ; if not available, then air-conditioned class on certification of non-availability.

Grade IV.—Second Class.

Grade V.—Inter Class.

Grade VI.—Third Class.

(b) *Sea/river accommodation :*

Grades I, II and III.—Highest Class.

Grade IV.—Higher class if only two Classes available ; 2nd Class if more classes available.

Grade V.—Lower Class if only two classes available ; 2nd Class if 3 classes available.

Grade VI.—Lowest Class.

(c) *Accommodation on air journeys :*

Grade I.—First Class.

Grades II and III.—Tourist Class.

Grades IV, V and VI.—Tourist class on certification that air travel is necessary.

In order to minimise hardship, we recommend that officials in service, who under the above table would become entitled to a lower class of accommodation than that which they enjoy at present, may be permitted their present privileges until they attain the appropriate salary, or, as the case may be, cease to be in service.

(III) **Daily allowance rates on tour :**

Rates of daily allowance for ordinary localities and for expensive localities *viz.*, Karachi, Rawalpindi, Lahore, Dacca and Chittagong should be as follows :—

Grade	Rates for ordinary localities and for day of travelling	Rates for 'expensive' localities when arrangement for stay in Govt. rest houses or in private houses is made	Rates for 'expensive' localities for employees who of necessity stay in hotels suitable to status provided bills are produced
I	2	3	4
	Rs.	Rs.	Rs.
Grade I	17.50	22.50	40.00
Grade II and III	12.50	17.50	30.00
Grade IV	7.00	10.00	17.00
Grade V	4.00	6.00	10.00
Grade VI	2.50	3.50	6.00

4. These rates are considered adequate and should be enforced in substitution of the existing rates which are different for the Centre and the Provinces. For visiting 'expensive' localities on Government duty a distinction has been made between those employees who are able to stay in Government rest houses where the charges for lodging are nominal or who make their own arrangements for stay with relatives or friends and the other who have of necessity to stay in hotels. In the latter case, payment would not be admissible under column 4 unless the relevant bills are produced, and the hotel is of the appropriate class ; otherwise payment would be as in column 3.

(IV) Mileage allowance on tour :**(a) For journeys by railway :**

For a journey by railway on tour, at present, a Central Government servant has the option to claim, in lieu of the full basic daily allowance, the amount of the rail fare of the relevant class paid by him for himself *plus* half of that amount to meet the expenses incurred on meals, cooly hire, etc., during the journey *plus* road mileage allowance for conveyance hire to and from the railway station *plus* half the daily allowance for the part of the day on which the journey starts from, or ends at, the place of halt. These entitlements, except for reimbursement of the actual rail fare, do not seem to have been fixed having regard to the actual expenses which have to be incurred ordinarily and which each of these entitlements is supposed to compensate for, e.g., the road mileage allowance is usually too meagre to cover conveyance hire, etc., incurred before boarding the train; the amount of the incidental half fare is too small, in case of short journeys, and quite liberal in case of long journeys, for incidental expenses incurred during the journey. In place of these entitlements we, having regard to the relevant actual expenses ordinarily incurred, recommend the following :—

(1) For journey by rail—

- (i) One daily allowance to cover incidental expenses like meals *en route*, etc., for each day of absence from headquarters on tour, including halts if any, at the relevant rates under column 2 of the table in clause (III)—if the halt covers the major part of the day and the place of halt is one of the 'expensive' localities specified above, the daily allowance for that day should be granted under column 3 or column 4, as the case may be, of the above table ;
- (ii) For the day on which the tour starts from or ends at the headquarters, the daily allowance under (i) above,
 - (a) should not be allowed at all if the journey commences after 9 p.m. or ends before 12 noon,
 - (b) should be allowed at half the relevant rate if the journey commences or ends between 12 noon and 9 p.m. ;
- (2) Reimbursement of terminal charges like cooly hire, conveyance hire from and to the railway station, etc., at the following rates :—

Grades I, II and III.—Rs. 5.00 at each terminal, i.e., both for commencement and termination of the journey ;

Grade IV.—Rs. 3.00 at each terminal ;

Grade V.—Rs. 2.00 at each terminal ;

Grade VI.—Re. 1.00 at each terminal.
- (3) Reimbursement of only a single rail fare of the appropriate class of accommodation ;
- (4) Reimbursement of one single 3rd class fare of a servant, to officers in Grades I to IV only in cases where the rules do not permit them to take a peon with them.

(b) For journeys by sea/river steamer :

Daily allowance and terminal charges as indicated for railway journeys against items (1), (2) and (4) in the preceding sub-clause (a)

of this clause and actual steamer fare of the appropriate class of accommodation should be admissible. The fare should be calculated exclusive of the 'diet' charges.

(c) *For journeys by air :*

Terminal charges as indicated for railway journeys against item (2) in sub-clause (a) of this clause and actual air fare of the appropriate class of accommodation. No D. A. for the duration of the journey should be admissible as the airlines provide meals *en route*.

(d) *For journeys by road :*

(i) *By personal motor vehicle :*

(a) *Grades I, II and III Officials.*—75 paise per mile.

(b) *Other Grade Officials.*—Not entitled.

(ii) *By taxis :*

(a) *Grades I, II and III officials.*—60 paise a mile, if full taxi is reserved.

(b) *Grades IV and V.*—Fare actually paid for single seat in taxi, regularly plying for hire.

(c) *Grade VI.*—Not entitled, unless no other conveyance available, in which case as for Grades IV & V.

(iii) *By public motor transport :*

All Classes.—Fares actually paid.

(iv) *On animal back :*

Grades I to VI.—20 paise per mile.

(v) *In borrowed transport :* Re 1.00 for every 10 miles provided that the controlling officer satisfies himself and certifies that it was necessary for the Government servant to borrow the car for the journey performed by him and that the Government servant gives details of the source from which the car was borrowed.

While we consider it necessary to discourage Government servants from borrowing other people's cars, we consider that this may sometimes be unavoidable, or may be by reciprocal arrangement, and, therefore, have suggested (a) checks to prevent irregular use of authority and (b) partial compensation for expenditure on petrol, etc.

(vi) For journeys by personal motor-car or motor-cycle between places connected by rail, only 75% of the road mileage recommended above should be admissible.

In addition daily allowance will be admissible as for railway journeys in cases of road travel mentioned in items (ii) (b) and (c) and (iii) above and also transportation charges of a servant if the mode of travel adopted is as at items (ii) (b), (iii) and (iv) above at the rates given against those items. This will however be allowed under the same conditions as given for taking servants on tour on journeys by rail.

(V) **T. A. on transfers :**

(a) *"Disturbance" Allowance :*

We gave a great deal of thought to this matter and came to the conclusion that the existing rules need to be changed extensively. The intention of the present rules seems to be that by giving two extra mileage allowances, the Government compensates the official for the entire

expenditure incurred in breaking up a home and setting it up in another station. We cannot see the rational link between this expenditure and the cost of travel between the two stations. These expenses vary according to the class of employees, and distance is relevant only to ensure that there has been a real change of habitation. The matter is more rationally and logically related to the employee's salary, that being a measure of the kind of home he maintains, and therefore, of the loss which a change to another place entails. We recommend that an employee on transfer should be paid an allowance equal to one month's salary, subject to a ceiling of Rs. 1,500, as compensation for the cost of shifting his home to the new place. This would, of course, not be feasible where there is no need to set up a new home, e.g., for a short term transfer, or where the employee prefers to live in, say, a hotel. The two extra mileages may be discontinued altogether, as well as similar allowances for travel by water or road.

5. Two further aspects were considered, viz., (1) the total financial effect and (2) loss to lower salaries employees on a long distance transfer. The latter class of employee is usually transferable within a limited zone. As for the other question, it seems to us in every way just, that when an employee moves his home, in consequence of a transfer in the public interest, he should be protected against the loss which the move entails, and this must be out of public funds. If the expense is to be avoided, or minimised, this must be by adopting a system of checks on too frequent transfers, which have in recent years become habitual, to the detriment of the public interest. Although there was no separate personnel management in the period of British rule, care was then taken to keep officers at a station for at least three years, as a regular rule. This was of assistance in providing steady and good administration at each station, as well as for the graduated development and maturing of the capacities and character of each official. Our proposal, therefore, will not only ease matters for officials upon transfer, but will serve as an inducement to the authorities to exercise the power of transfer to the minimum consistent with the public interest. We note that if this recommendation is accepted, there will be no need to continue the allowances recently sanctioned by the West Pakistan Government for packing, crating, etc., of household effects on transfer.

(b) Transportation of servants :

In addition, the employees of Grades I, II, III and IV, on transfer, should be paid the actual charges for the transportation of two servants (including a driver) from the old to the new station. A time seems to be on the way when, as in the West, the luxury of a domestic servants will be beyond the means of all Government officials below the highest class. But at present, servants are kept, and are indispensable, and it is right that, on transfer, an employee should be compensated for taking his servants along with him.

(c) Transportation of personal effects :

So far as reimbursement of the cost of transportation of personal effects is concerned, we thought that employees of Grades I, II and III (according to revised gradation) should be entitled to reimbursement calculated with reference to the cost of transportation of one full railway wagon (4 wheeler) which is normally expected to carry 120 maunds of personal effects. For employees in Grade IV reimbursement should be

for transportation of personal effects up to 60 maunds; for employees in Grade V for transportation up to 20 maunds, and for employees in revised Grade VI for transportation up to 10 maunds.

Similar maundage converted into space should be admissible for journeys by sea/river steamer.

For road journeys actual cost should be reimbursed, on production of receipts, on the same scale, but the charges should be calculated at the standard market rates per maund per mile.

(d) *Transportation of private conveyances :*

For transportation of private 'conveyances' the existing rule seems appropriate. We, however, recommend that the employee may be given the option that in the case of journeys performed by him and his family by road in a personal car, he may be paid at the rate of Re. 1 per mile provided he is prepared to forego at least 3 fares for self and family to which he may be otherwise entitled. This option would be admissible only to such employees who are required to maintain conveyances in the interest of Government service and who are otherwise entitled under the rules for the reimbursement of the cost of the transportation of conveyances. We thought that if this facility were allowed, a greater number of employees would travel, along with their families, in their personal cars on transfer, thus greatly reducing the cost to Government. There would also be some lessening of pressure on the railway transportation facilities. Moreover, such an arrangement would take cognizance of the existing realities.

(e) *Transportation of family members :*

One of the demands made by various associations is that the scope of the term 'family' for purposes of transfer travelling allowance should be enlarged so as to include dependent parents, brothers and sisters. We cannot support this claim, which merely throws upon the Government, a burden which the employee has taken upon himself voluntarily. The Government's liability should be restricted to providing for the employee his wife and his dependent children up to the age of 21 years. In cases where the employee has more than one wife it should be at the discretion of the administration to sanction T.A. for all of them on application. For the rest, we do not propose any change in the present provision of allowances for the cost of moving family members upon an official's transfer.

(f) *Very senior officers to be allowed to have a family member with them on extended tours :*

We have given consideration to the question, which will assume increasing importance, as the newly raised age of retirement begins to take effect, whether provision should not be made for very senior officers, when they are required to undertake extended tours, to be accompanied by a member of their family, who will usually be the wife, to attend to their personal requirements.

The intensity and the importance of the work required of them, as members of the superior body of officers to whom the direction of the

affairs of the entire country is entrusted, renders it a matter of public interest that their health should be carefully attended to, and it is, therefore, proper that they should not be deprived of the home-care to which they are accustomed when they are out on tour. We observe that the present orders enable the wives of Ministers to go out on tour with them at Government expense, and we approve the principle underlying this solitary provision. For members of the public service in Grade I, of age not less than 55 years, we recommend that each officer, when on a tour entailing an absence from home exceeding *five* days should be permitted to take with him a member of his family, ordinarily his wife, stating as a ground that the presence of this person is necessary for providing the care requisite for maintaining his health. In such cases the fare for the servant accompanying the officer should not be allowed.

CHAPTER XXXV

LEAVE TRAVEL CONCESSIONS

During the Second World War, non-Asiatic officers of the Secretary of State's Services were allowed certain passage concessions for proceeding to the home country under what was called the "Key Leave Scheme". This led to the growth of a demand for rest and recreation T. A. on the part of Indian officers in the Superior Services and certain T. A. concessions were accordingly allowed by the late Government of India to Indian officers in the form of a money allowance for travelling on leave for rest and recreation.

2. The Indian Pay Commission of 1946 were confronted with vociferous demands for T. A. concessions from all sections of the employees, mainly on the ground that the employees were put to considerable expenditure when they travelled to their home stations during leave. The example of the Railway employees was also cited in that connection. The Indian Pay Commission (1946) recommended uniform scales of pay for railway employees and other civilian employees and accordingly suggested that the railway privilege passes admissible to the former should be scaled down. In the case of non-railway civilian employees they recommended that an appropriate measure of relief would be the grant of a concession similar to the privilege ticket orders (on payment of one-third fare) admissible to railway employees. The concession was to be limited to one set of PTOs for return journey per year to an officer and members of his 'family'.

3. The matter also came up before the Pakistan Pay Commission (1949) who were also confronted with numerous demands for leave travel concession. A special feature which they took into consideration was the long distance between West and East Pakistan and the frequency of transfers from one zone to the other. They drew attention to their recommendation for the introduction of uniform pay scales and suggested that in the revised context there was no justification for the continuation of the benefit of privilege passes and P.T.Os. for railway employees. As such their view was that these benefits should be completely withdrawn and be substituted by the leave travel concession recommended by them for other employees.

Their recommendations about leave travel concession was that cost of travel to the home town for the employee and his family should be allowed once in two years subject to the condition that charges for the first 100 miles would be met by the employee himself, the balance being contributed by Government. This condition was, however, not to be operative in the case of journeys between the two wings. For the purpose of the T. A. concession, the term 'family' was to have the same definition as in the ordinary T. A. rules.

4. The orders issued by the Government of Pakistan in April, 1951, which were applicable to Railway employees only partially, provided for leave travelling allowance to the following classes of Central Government servants, including civilians paid from Defence estimates :

- (a) those domiciled in East Pakistan, but serving in West Pakistan and vice-versa ;
- (b) those serving in the same zone of Pakistan in which they were domiciled ; and

- (c) those who were domiciled in India before Independence, but serving in East and/or West Pakistan.

The inter-wing travel concession was made admissible to railway employees but not the concessions for journeys within the zone or for visiting places in India for the reason that Railway Administration did not agree to withdraw the benefits of passes and P. T. Os. from their employees.

5. On the 3rd June 1952, the leave travel concession for journeys to India was withdrawn. From the 11th February 1952, the concession admissible to Government servants serving in the same zone of Pakistan in which they were domiciled, was also withdrawn. In April 1958, it has decided to allow the Inter-Wing T. A. concession only once in 3 years (instead of two years as laid down in the original orders). The Government servant receives allowance at tour rates, and single fares are allowed for members of his family accompanying him.

6. Almost all the service associations, as well as Administrations, pressed for the revival of leave travel concession for employees serving in the zone of their domicile, and connected matters, e.g., the scale of allowance and how it should be drawn.

7. The Central Government also made a specific reference to us in October, 1960, inviting our recommendations separately in regard to leave travel concession. In response to that reference, we made certain interim recommendations in November, 1960, to the effect that leave travel concession should be revived and that the full cost of travel, to and from the home-town of the employee, should be reimbursable once every 3 years. In order to minimize the cost it was further recommended that for working out a scheme of leave travel concession each wing should be divided into zones (the existing Commissioners' Divisions could be conveniently treated as zones) and the concession should only be available to employees working in a zone different from the zone of their own home-towns. Further, it was recommended that the existing arrangement for inter-wing travel concession on leave should be continued. Nevertheless, it was made clear that these conclusions were only tentative as we had till then not completed full enquiry nor formulated our final views. We have again considered the matter in all its aspects and after a careful reappraisal feel that our earlier recommendations should be substituted in their entirety by the recommendations now being made. These are contained in the following paragraphs.

8. We would like it to be appreciated that the salary scales being recommended by us for Government servants cannot be raised to such a level as would enable the employees to save for recreation and recuperation during leave. Moreover, restricting any concession, mainly aimed at providing rest and recreation, only to visits to the home-town to meet relatives would be inequitable. On the other hand, some monetary relief was necessary in order to enable Government servants to benefit from the spells of leave henceforth to be put on a compulsory basis. In this background, we have decided to recommend that during periods of compulsory annual leave, officers and staff may be allowed to draw the leave salary as well as an additional one month's salary in advance; the advance of salary being recoverable in 12 equal instalments immediately after the termination of the compulsory one month's leave. In this

manner those employees who obtain the advance would have repaid it before they proceed on the next spell of compulsory annual leave. For spells of long leave, up to 4 month's duration after every four years' service, there should also be an arrangement for advance payment of the leave salary.

9. In addition, every employee serving within the 'wing' of his domicile should be allowed 'travel assistance grant' equal to one month's salary subject to a ceiling of Rs. 2,000 in each case while travelling on long leave (after every four years' service). This 'grant' should be exempt from income-tax. In this context, it may be mentioned that in the pre-Independence period, substantial assistance was allowed by way of free passages to British employees for journeys to and from their home-towns in the U.K. during long spells of leave. The heavy incidence of the travel concession was easily accommodated within the very limited budgets operated upon during the days of British rule. For this reason as well as the expectation that this concession would have a very good impact on the Government employees, it was felt that this particular recommendation should find a high place in the whole set of recommendations being made by us.

10. The existing concession for inter-wing travel available to Central Government employees of Class III and higher classes, whose recruitment, under the extant rules, is made on an all-Pakistan basis (mainly on account of the working of the 'parity' formula) posed certain problems. It was felt that the existing concession for inter-wing travel during leave should also be modified to conform to the revised concept about leave travel assistance. We feel that Government employees should not lose contact with their native places and their original social and economic environment. Having regard also to the comparatively high cost of inter-wing travel, we have decided to recommend that for employees belonging to one wing but serving in the other wing, the amounts payable as 'travel assistance grants' during spells of long leave should be as follows :—

- | | |
|--|--|
| (i) for employees drawing salaries up to Rs. 300. | 2 months salary. |
| (ii) for employees drawing salaries above Rs. 300. | 1 month's salary subject to a maximum of Rs. 2,000 in respect of any single employee on any single occasion. |

The travel assistance grants during spells of long leave should not be allowed to employees who are domiciled in one wing but who may be residing in the other wing for serving in locally-based cadres.

The 'travel assistance grants' at higher rates should be available in the case of employees drawing salaries up to Rs. 300 only when actual journey from one zone to the other is performed. When there is no evidence that employees working in one wing intended to visit, or actually visited the other wing, during spells of long leave, then the ordinary rates of monetary payment mentioned in para 9 *supra* should be allowed.

In order to bring the two wings closer to each other, and develop true fellowship and understanding, employees, drawing salaries up to Rs. 300, serving in the wing of their domicile, who may decide to visit the other wing during a spell of long leave, should also be entitled to draw 'travel assistance grant' at higher rates.

11. We consider that the foregoing recommendations will be both economical as well as equitable. While examining a number of T. A. bills of employees who had availed themselves of the T. A. concession under the existing rules, we found that an employee drawing a salary of Rs. 80.00 p.m., who performed the outward journey with his wife and two children and the inward journey singly, submitted a bill of over Rs. 900. This was partly due to the reason that the existing rules allowed all Class III employees to travel by air from one wing to the other while availing themselves of the leave travel concession. We came to the conclusion that there was no longer any justification for such a rule, which was probably framed at a time when sea passages between the two wings were not readily available and the employees wasted a great deal of time waiting for their passages. The conditions have since changed and there are fairly regular sailings connecting the two wings and the time now spent in waiting for passages (provided action is taken in time) as well as on the actual journey is reasonably short. Employees at all levels of salary will probably find the sea voyage not only much more economical, but also that it affords a restful and interesting holiday.

Leave travel concession for railway employees :

12. The railway employees presented a special feature. Prior to Independence the main principle followed for determining salary structure was as laid down by the Islington Commission (1912—1915) according to which different salaries had been prescribed for persons working in different regions, especially as the cost of living varied a great deal throughout the Sub-Continent. The railways also developed a number of regional scales. Further, the pay scales of the railways were also influenced by the fact that there were Company-managed railways as well as Government-owned railways. Although the N.W.R. (now P.W.R.) had been a Government-owned railway, there was no necessary link between the salary scales of that railway with the salary scales applicable to other Government employees. The Indian Pay Commission of 1946 introduced the principle that there should be uniformity of pay scales between railway employees and other government servants and this principle was also endorsed by the Pakistan Pay Commission of 1949. Consequently they recommended equivalence also in other service conditions including fringe benefits like free travel on leave, etc. The latest Indian Pay Commission (1957—59), while endorsing the extant rules in India regarding leave travel concession, made a simultaneous recommendation that the concession of passes and P.T.Os., admissible to railway employee should be drastically scaled down, viz., to only one set of privilege passes and two sets of P.T.Os., to each railway employee annually.

13. We are also of the considered view that the provisions for free and concessional railway travel admissible to Railway employees are lavish. The present rules go back to the spacious days when Railway compartments, particularly in the upper classes, always had room to spare. The over-crowding of the War years has been exceeded by that experienced since the Partition, and it seems an obvious duty for Railway employees, whose function is to serve the paying public, not to be themselves responsible for making conditions worse than they need be. The pressure of such privileged travel hits mainly the upper class passengers, who pay heavily for the privilege of not travelling under the

almost sub-human conditions of the third class. For, the rule is that Railway employees drawing as little as Rs. 176 a month go by the second class, and those on Rs. 76 p.m., by the Inter class. Members of the public at these income-levels would not dream of going by any class except the third. The salary levels of Railway officials entitled to travel by the upper classes, above the third, required to be drastically upgraded. We recommend that the scale of travel we have provided for all other public servants should be followed by the Railways as well, *viz.* :—

Those drawing salary between Rs. 1,500 and 2,000 Air-conditioned.
and above.

Those drawing salary between Rs. 900 and 1,500 .. 1st class ; if not avail-
able then air-
conditioned.

Those drawing salary between Rs. 300 and 900 .. Second Class.

Those drawing salary between Rs. 100 and 300 .. Inter Class.

Those drawing salary below Rs. 100 .. Third Class.

14. In addition, we recommend that while the existing conditions continue, 'leave travel assistance grants' should not be extended to Railway employees. If it be correct, as we are informed, that travel facilities admissible to the Railway employees are never utilized by them to the full extent, it should be possible to reduce the entitlement of Railway employees for passes and P. T. Os. to accord with actualities. When something drastic and realistic is done in this respect, it will be time enough to consider whether "leave travel assistance" should not be extended, within limits, to the Railway officials as well. This prohibition will not extend to the allowance for inter-wing travel, for which we suggest that as Railway personnel are allowed free passes annually on the Indian Railways, this allowance should be available only in cases they travel both ways by Sea or Air.

CHAPTER XXXVI

MEDICAL FACILITIES AND EDUCATIONAL ASSISTANCE

Medical Facilities :

Government servants including the employees of the Railway Department and civilians paid from Defence Estimates are at present governed by the following sets of rules in regard to free medical attendance and treatment :—

Central Government :

- (i) Special Medical Attendance Rules, 1950 (for officers of All-Pakistan Services, e.g., C. S. P. and P. S. P).
- (ii) Central Services (Medical Attendance) Rules, 1958 (for all other classes of Central Government employees excepting class IV).

West Pakistan Government :

West Pakistan Government Servants (Medical Attendance) Rules, 1959 (for all classes of employees of West Pakistan Government including Class IV and pensioners).

East Pakistan Government :

Rules regulating Medical Attendance and Treatment of Government Servants 1948 (for East Pakistan Government employees).

Railway Department :

Railway Medical Attendance Rules as embodied in Chapter 9 of the Pakistan Railway Establishment Code.

Civilians paid from Defence Estimates :

Medical Attendance Rules for Central Services with some modifications.

2. Except in matters of detail, the rules for the officers of the former Secretary of State's Services, the Central Services and the West Pakistan Government provide for similar benefits. The Railway Department has its own set of rules with its own medical service and hospitals. The Defence Department too has its own rules for civilian employees in the lower formations, but to civilians in the Armed Forces Headquarters, the Medical Attendance Rules for Central Services have been made applicable *mutatis mutandis*. The East Pakistan Medical Attendance Rules afford to officers and Staff some of, but not all, the facilities which are available under the Central Government rules. These rules, however, do not provide for the non-gazetted staff posted at Dacca.

Railway employees and their families are entitled to free medical attendance and treatment at Railway Hospitals. At places where there are Railway Hospitals, they can avail of a "Contract" System under which the services of a Medical Officer of the next lower grade than that of the authorised medical attendant can be engaged for medical attendance for themselves and families at their residence on a monthly payment of 2% of the substantive pay if the attendance is by the D.M.O. and 1% in other cases.

3. The medical attendance facilities available to Government servants (excepting East Pakistan Government employees) include—

- (i) (a) Medical attendance at *hospitals* from Medical Officers (Authorised Medical Attendants) according to their status and pay, for officers and their families.
- (b) Medical attendance *at residence* for the officers only (i) generally for former Secretary of State's Services officers (ii) for other officers, only where the illness confines them to their residence.
- (ii) Consultation with Specialists on the recommendations of the Authorised Medical Attendant.
- (iii) All examinations for diagnosis, and all treatment including surgery in the nearest hospital where necessary treatment is available.
- (iv) Supply of medicines, vaccines and other therapeutic substances available in the hospital. If such medicines are not available, the cost of medicines recommended by the Authorised Medical Attendant is re-imbursed. (This facility is not available to Railway servants and civilians in the lower formation of the Defence Services).
- (v) Indoor treatment to the extent accommodation is available in the hospital.
- (vi) Dental treatment to a very limited extent.
- (vii) Free diet when in hospital to those drawing pay less than Rs. 100 p.m.

Note.—Ordinary 'family members' (*i.e.*, wife, legitimate and step children wholly dependant on the Government servant) receive all the facilities available to Government servants.

4. Most of the service association complained about the inadequacy of the medical attendance facilities available to them but the associations of East Pakistan Government non-gazetted employees rightly complained that they received no facilities in this respect at all. Some of the important demands were—

- (i) Simplification of the procedure for re-imburement of cost of medicines and consultation with Specialists.
- (ii) Extension of the facilities for consultation of Specialists so as to include Specialists other than those in Government Service.
- (iii) Treatment by private doctors to be made permissible in emergent cases.
- (iv) Re-imburement of expenditure incurred on dental and eye treatment.
- (v) Re-imburement of cost of medicines recommended by the Medical officers for Railway employees.

Some went so far as to demand a monthly payment in lieu of medical facilities, the figure most favoured being Rs. 40 p.m.

With the exception of certain departments carrying direct responsibility in this respect, *e.g.*, the Central Health Division and the West Pakistan Services and General Administration Department, the other administrative departments, both Central and Provincial, have generally supported the claim of the associations for enlarged medical relief.

5. We considered at some length the existing facilities in respect of medical attendance and treatment available to Government servants, and observed that little attention was being paid to the prophylactic aspect of the matter. 'Prevention is better than cure' is a time honoured precept. Improvements on the preventive side would go a long way to ease the situation, both as to the requirements as well as to the provision of medical relief. Keeping this in view, we recommend that arrangements should be made for periodical visits by Government doctors to the residential quarters of the lower class employees, where they could not only see patients, but also tender advice on the spot in regard to matters of proper hygiene and cleanliness, to the avoidance of disease and to other special matters such as prenatal care, the care of infants, etc. We consider that in principal towns like Karachi, Lahore and Dacca, this necessity may be met by appointing two doctors at each dispensary provided for Government servants, one of whom would mainly attend to the prophylactic work by "health visiting" and on-the-spot treatment. This would in due course considerably reduce the number of patients going for treatment to dispensaries. Grouping of the residential quarters of low-paid employees would greatly assist in this work. The scheme would present no difficulty where, as in the case of Police and P. & T. employees in several cities, Government has already provided quarters, in the shape of blocks of buildings for the subordinate staff.

To provide for approximately equal facilities under present conditions where the houses of the subordinate staff are spread over a large area of the town, a system of maintaining a panel of private practitioners, who could provide the same relief as the dispensary doctors, might be found feasible. Transport to a central dispensary in the heart of the town is generally both difficult to arrange and also expensive, since public transport vehicles are unsuitable for persons who are seriously ill. It is not impracticable to work out a scheme of 'health visiting' as a supplement to the work of such 'panel' doctors.

6. We also considered the question of medical attendance at the residences of Government Servants. We came to the conclusion that such facilities should be available both for Government servants themselves as well as their wives and children. A scale of fees for Government doctors who are required to visit the residences of Government servants should be determined on a reasonable basis and notified to all concerned. This could be supplemented by maintaining a panel of private practitioners, who would be prepared to accept similar fees for affording to the Government servants and their families at their residences in the event of non-availability of Government doctors, or at the choice of the employees. For purposes of medical attendance and facilities mentioned above, the term 'family' should include only a wife and children or step-children wholly dependant on an employee. We do not agree with the view, pressed before us, of a number of service associations to include all manner of "dependents", *viz.*, parents, sisters, etc., within the term "family", because "it is the custom". Having voluntarily assumed a burden, the employee must carry it himself, and not pass it on to Government.

We are quite unable to support the demand from a large section of the Government servants for the grant of a money allowance in lieu of the existing medical facilities. The expenditure at the figure favoured, *viz.*, Rs. 40 p.m. would be astronomical, and, in any case, the relief necessary can be provided in the manner we have suggested, as a part of the Government's general effort in aid of public health.

7. To implement the above recommendations it is necessary that the Government should make suitable arrangements to keep a separate record of the expenditure incurred by it on providing medical facilities to the staff, both by way of expenditure incurred by employees on direct purchases from the market on prescription by the authorized medical attendants which is re-imbursed to them, as well as the proportionate expenditure incurred by the Government on salaries and other expenses of their staff on providing medical attendance for their employees. We believe that there is a good deal of extravagance and waste, and that the keeping of such a record will act as a check. The *per capita* expenditure thus ascertained could provide an index to the extent to which Government doctors may authorize expenditure on medical facilities to employees and their families, without special investigation. In a case where the expenditure exceeds this level, the Government doctors should adequately explain the reasons for the higher expenditure. They should maintain a proper record of the ailments treated and the prescriptions made out for them. Cases of inordinately high claims for medicines by individual employees must be reported to their superior officers as well, who may wish to question medical officer to make sure that there is no collusion. Certain medicines are very highly priced now-a-days, and are found to be much in demand. Unless checks are applied both by the Medical Department, as well as the department in which the employee treated works, there is danger of embezzlement of public funds.

8. As regards medicines, we think that the appointed doctors should have the authority to secure the full range of medicines from Government drug stores or from authorized chemists. To avoid the use of the more expensive medicines, *e.g.*, antibiotics, may be false economy, since their effect is usually extremely rapid. Proper control over the issue of such medicines is the answer. The existing practice of merely making out a prescription on the strength of which the employee procures the medicines from a chemist is particularly wasteful. Expensive medicines are purchased in whole packing units, when a much smaller dosage would have done. It is often the case that unused medicines provide a wasteful addition to forgotten shelves in the houses of government employees. Without waiting for the universal introduction of strip packing for medicines, Government doctors could be directed to issue only the necessary number of pills or capsules or doses, as the case may be, to make the best use of their stocks. As regards consultation with Specialists, the existing provisions appear to us to be adequate.

9. *Educational Assistance to Government Servants in respect of their Children.*—There has been a continuous demand for an Education Allowance for children since before Independence. It gained in strength and volume under the abnormal conditions created by World War II. Added to the general growth of interest in education, was the inflation following the War, which rendered salaries fixed in the pre-War era wholly unrealistic. The relief by way of dearness allowance was always short of the true requirement. The Central Pay Commission (India) 1946, took a sympathetic view of this demand and made certain recommendations for assistance to Class III and Class IV staff in meeting school fees, but these were not accepted by the Government of India on the ground that in

the matter of education, the children of Government servants could not be treated as a 'privileged class'. A similar view was taken by the Pakistan Pay Commission, 1949, when this question came up before them for consideration.

10. The assistance approved by Government to its employees in the way of education, is mainly confined to the grant of scholarships out of special funds created for the purpose or out of Staff Welfare Funds. The Central Government has created two non-lapsable Funds for the grant of scholarships to the children of Class III and IV employees of the Central Government paid from civil estimates and drawing pay not exceeding Rs. 500 p.m. Some departments, mainly the Railways, besides running their own schools and giving grants-in-aid to private schools located in and around Railway colonies, also offer educational assistance to their employees out of the Staff Benefit Fund as well as from the Railway revenues. The assistance offered is, however, restricted to Class III and IV employees drawing pay up to Rs. 300 p.m. Similarly, the P. & T. Department give educational assistance to their employees in the form of grants out of the P. & T. Welfare Fund for the purchase of books and payment of fees, etc. Only non-gazetted staff drawing pay not exceeding Rs. 250 p.m., are entitled to grants under this scheme.

11. The West Pakistan Government have taken a decision to allow free education to the children of Class IV employees studying in Government schools. In East Pakistan, there is free compulsory education up to primary standard.

12. We have been impressed by the need for and the intensity of the demand for educational assistance made by almost all the service associations, and generally supported by the various administrations. We accordingly recommended that children of staff drawing pay up to Rs. 250 p.m. should be allowed to receive education free of fees up to the lower secondary stage, and if the child shows promise, up to the secondary stage. For this purpose Government should subsidize school authorities to the extent necessary. Further, in order to assess the progress of the children receiving education, the Welfare Officer concerned should keep a watch in this regard and decide whether the benefit should be withdrawn where a child proves unresponsive.

13. The question of provision of educational assistance at places where schools are not available and where no special allowance is admissible such as "unattractive areas allowance" was also considered. We have come to the conclusion that in such cases educational assistance should be provided as is admissible to Railway employees out of the Railway Staff Benefit Fund. It should be subject to the production of receipts on account of board and tuition. The scale of assistance should be as follows :—

Pay of Employee	Limit of Assistance	
Not exceeding Rs. 100 p.m.	..	..
Rs. 101 to Rs. 200 p.m.	..	..
Rs. 201 to Rs. 300 p.m.	..	..
	1/2 of	fee for board and tuition.
	1/3rd	Do.
	1/4th	Do.

Assistance at the scale mentioned above should further be subject to the overriding maximum of Rs. 15 p.m., per child and to a maximum of Rs. 60 p.m. per employee at any one time.

14. We also endorse and emphasize that the education of the children of low-paid employees (*i.e.*, those drawing pay up to Rs. 250 p.m.) should not be terminated by mere lack of funds. The Government should provide assistance for continuation of their education even up to graduation to promising students amongst such children.

15. We also desire to endorse the utility of educational assistance provided through the staff benefit funds in the Railways and P. & T. Department. In fact we consider that similar funds should be organised generally, for financing the higher education of children of employees drawing pay up to Rs. 500 p.m. The funds should be created initially from out of the Scholarship Fund set up by the Central Government in 1956, and should be administered by Welfare Officers.

16. In the case of the higher income groups among Government servants, who are feeling the pinch of the very much increased fees and other costs connected with the education of their children, we considered the present allowance of relief against income tax on this account and found it to be wholly unrealistic and inadequate. The rebate is available only where the parents' annual income is less than Rs. 25,000, and the allowance is at the rate of Rs. 200 per child subject to a ceiling of Rs. 600 for any individual. The education of one's children is clearly a national duty and service. A parent who gives his child a good, *i.e.*, an expensive education makes a real contribution to national development. We, therefore, recommend that subject to actual expenditure, rebate of income tax should be given in respect of incomes not exceeding Rs. 48,000 p.a., on the whole amount actually spent on the education of children subject to the following maximum limits :—

For children from 8 to 12 years old	..	..	..	..	Rs. 240 p.a.
For children from 13 to 18 years old	..	..	..	..	Rs. 480 p.a.
For children from 19 to 21 years old	..	..	..	..	Rs. 720 p.a.

CHAPTER XXXVII

L E A V E

At present the following Leave Rules are applicable to Central Government employees :

- (i) Leave Rules for officials under C.S.R.
- (ii) Fundamental Leave Rules—
 - (a) As applicable to Civil Servants—pre-1931.
 - (b) As applicable to Railway Servants—pre-1930.
- (iii) Revised Leave Rules—
 - (a) As applicable to Civil Servants—post-1951.
 - (b) As applicable to Railway Servants—post-1930.
- (iv) Prescribed Leave Rules, 1955.

The Civil Service Regulations in respect of leave are, at this stage, applicable only to civilians paid from Defence Services Estimates excepting those who have elected the Prescribed Leave Rules, 1955. The Prescribed Leave Rules being liberal have replaced the Revised Leave Rules which are now operative only in respect of temporary employees with less than 3 years of service.

Provincial Government Employees :

2. The Provincial Governments have similar 'Old' and 'Revised' leave rules. The Prescribed Leave Rules, 1955, have also been enforced by them. According to the Prescribed Leave Rules, 1955, the temporary Government servants continue to be governed by the Revised Leave Rules. The West Pakistan Government have, however, issued a separate set of rules for temporary employees.

3. While the necessity of leave after a period of duty is accepted, 'leave' has all along been considered as a 'privilege' conferred on the employees. The 'right' of employees to avail of a spell of accruing leave according to their convenience is not recognised.

4. The existing entitlements under various Leave Rules are summarised in the following table :—

A. Permanent Government Servants :

(A) Leave Entitlement :

	For employees other than Class IV		For Class IV Employees	
	On Average Pay	On half Average Pay	On Average Pay	On half Average Pay
Under :				
(a) Civil Service Regulations (Pak. Service).	33 days	60 days (Furlough)	33 days	60 days (Furlough)
(b) Fundamental Rules (Ordinary) : Civil and Railways.	33 days	66 days	33 days	66 days

	For employees other than Class IV			For Class IV Employees		
	On Average Pay	On half Average Pay	Average Pay	On Average Pay	On half Average Pay	Average Pay
(c) Revised Leave Rules (Civil).	33 days (Earned)	(a) 12 days on private affairs ; <i>plus</i> (b) 18 days on M.C. (Classes I & II) 12 days on M.C. (Class III).		16-1/2 days (Earned).	12 days (On M.C. only).	
(d) Revised Leave Rules (Rly)	24 days	(a) 28 days (gazetted) (b) 12 days (non-gazetted).		15 days (Average)	15 days on M.C. (Average)	
(e) Prescribed Leave Rules.	33 days	One month for each year of duty.		16-1/2 days.	16-1/2 days (on M.C. only).	

Notes.—(i) Under Revised Leave Rules (Civil), leave to quasi-permanent employees after completing 3 years' service is granted on the same scale as applicable to permanent Government servants.

(ii) Under Revised Railway Rules, temporary Railway, servants with 5 years' service are treated as permanent.

(iii) Under the Prescribed Leave Rules, temporary employees under 3 years' service and more are entitled to leave benefits as permanent Government employees.

(B) Leave Salary is admissible to employees other than Class IV in the following manner :

(1) *Under Civil Service Regulations :*

(a) On Privilege Leave : Substantive Pay.

(b) On Furlough : Average of monthly salary drawn during the last 3 years of duty (Full/Half/Quarter as the case may be).

(2) *Under Fundamental Leave Rules :* Average of monthly pay drawn during 12 months (Full/Half/Quarter as the case may be).

(3) *Under Revised Leave Rules (Civil) :*

(a) During 'Earned Leave' : Average of monthly pay drawn during last 36 months or average of substantive pay drawn or would have been drawn, during the last 12 complete months, whichever is more.

(b) During leave on Private Affairs/M.C. : half of (a) above.

(4) *Under Revised Leave Rules (Railways) :*

Substantive or half substantive pay.

(5) *Under Prescribed Leave Rules :*

Average or half average of pay drawn during 12 complete months preceding leave.

(C) Leave Salary is admissible to Class IV employees in the following manner :

Under the Civil Service Regulations and Fundamental Leave Rules, the basic condition for the grant of leave to Class IV is that it should not

involve any additional expenditure and if it does, the employee is given the difference between his pay and the pay of the substitute. There is no such condition in other Leave Rules.

(D) Leave Salary was formerly subjected to a maximum and minimum. The maximum limits have, however, been removed with effect from the 9th May, 1958.

B. Temporary Government Servants :

(A) Leave Entitlement :

	For Employees other than Class IV		For Class IV Employees	
	On full Pay	On half Pay	On full Pay	On half Pay
	1	2	3	4
Under :				
(a) Civil Service Regulations (Leave).	33 days	60 days	33 days	3 months (on M.C.).
(b) Fundamental Rules (Ordinary) : Civil and Railways.	33 days or	66 days on M.C. (Cumulative)	33 days or	66 days on M.C. (Cumulative)
(c) Revised Leave Rules (Civil).	16-1/2 days	15 days on M.C. only.	12 days	10 days on M.C. only.
(d) Revised Leave Rules (Railways).	10 days	..	10 days	..
(e) Prescribed Leave Rules.	(a) Civil—	15 days on M.C. only.	12 days	10 days on M.C. only.
	(b) Railways—10 days.	..	10 days.	..

(B) Leave Salary is admissible to Temporary Government Servants in the following manner :—

Under the C.S.R. and Fundamental Leave Rules, the grant of leave to temporary staff is subject to the condition that it does not involve any additional expenditure. In the case of Class IV staff if a substitute is to be provided for, the employee gets the balance of his pay and the expenditure on the substitute. Under the Revised Leave Rules (Civil and Railways) as well as the Prescribed Leave Rules, there is no such condition. The employee gets full pay, *i.e.*, pay last drawn.

5. Leave admissible under the Revised Leave Rules was very restricted in many respects and the Prescribed Leave Rules are a great improvement on the former in many ways. A number of staff associations have pressed for restoration of the leave entitlements as they were admissible under the Fundamental Leave Rules which continue to apply to pre-1931 entrants to Government service. Some of the other demands made by a number of staff associations are listed below :—

- (i) Leave should be granted on pay last drawn and not on the basis of average pay.
- (ii) Total accumulated leave should be granted after retirement in case the employee is unable to get leave during active service.
- (iii) In case of refusal of leave cash payments should be arranged.

The last mentioned demand was made by a very large number of staff associations, and was apparently influenced by the system of leave benefits admissible to employees working in a number of industrial and commercial firms in the private sector.

6. Having given full consideration to the various demands put forward by staff associations, we have nevertheless come to the conclusion that the entitlement under the Prescribed Leave Rules is adequate excepting that 'Sick Leave' should be by way of additional leave, subject to limits, so that the employee is not required to utilise earned leave to get over the misfortune of sickness. Periods of long sickness are exceptional. Under the Prescribed Leave Rules un-utilised leave is available against sickness in the main. In practice it means that employees who are not sanctioned leave regularly can only avail of their earned leave, excepting for a period of 4 months, when they fall sick, and in most cases, the accumulation is a dead loss, since the incidence of sickness is by no means heavy. We, therefore, feel that separate provision for sick leave is necessary, and that it should be kept distinct from regular earned leave. The purpose of the latter is to provide periodical breaks from the monotonous routine of duty, to regain freshness and renew efficiency. Regular spells of leave are an established rule in the private sector of the economy and are believed to have a marked effect upon general efficiency. At the same time, the duration is now-a-days short, on the ground that developments in the private sector are so swift that an absence of over two months may mean losing touch with the current work altogether.

7. It is a matter of common knowledge that the largest number of Government servants at present are unable to spend even a fraction of their leave accounts, for a variety of reasons. Every Government servant, at levels above the lowest, has to his credit when he retires a large period of unexhausted leave, which cannot be allowed to him, consistently with the exigencies of public service. On the other hand, casual leave which is available up to 20 days in a year is being utilised by the officials, sometimes to gain needed rest, but very often and particularly by the lower categories of staff, with no regard either to need or to the interests of work. We have, therefore, reached the conclusion that the most apt solution is to make a rule of invariable application that every official should be sent away from his work, on short leave of about a month, after every twelve months of duty and on long leave every fourth year. It appeared to us that the correct way to meet the demand for cash payment in lieu of un-utilised leave is to oblige the employees to go on leave and reduce the balance in their leave accounts to the amount necessary for urgent occasions. With this, we propose to combine a provision for reducing the casual leave admissible at present to a figure approximating to that available in the private sector as well as a scheme for compensating, at the end of service, for un-used leave.

8. The scheme which we recommend is as follows :—

- (1) The limit of casual leave should be fixed over the entire range of the public service at 10 days per year ; and this limit should be strictly observed.
- (2) The entitlement of leave on average pay per year should be raised from 33 days to 40 days.
- (3) After every 12 months of duty, an official should be granted a month's leave on average pay, as a matter of course, the necessary administrative arrangements being made obligatory upon the Personnel Management Cell concerned.

- (4) On the fourth such occasion, the official should be granted longer leave, *viz.*, two months on average pay and further leave on half average pay, as may be due, up to a maximum of two months.
- (5) If this system is put into regular operation, cases of leave being accumulated and remaining un-spent at retirement will rarely arise. Until it is in full working, and where the rule has not been followed, resulting in accumulations, the official should be granted the leave due to him, in advance of retirement, up to the limit provided by the rules, but in a rare case, if this is not managed, and there is still an un-spent balance of leave at his credit when the date of retirement is reached, he should be allowed the balance, up to a maximum of 4 months leave on average pay, and two months on half average pay, or cash compensation in lieu thereof: this benefit to be in addition to the pension which he will draw as from the date of his retirement. A case of the last mentioned kind would justify enquiring as to the officer whose default is the cause of such exceptional steps being taken.

9. Except for the extra credit of 7 days on average pay in lieu of the reduction of casual leave, we do not propose to interfere with the rules governing the quantum of entitlement. This reduction will also effect the temporary Government servants and it would be necessary to give them also the extra credit of 7 days in leave on average pay. The scheme of compulsory leave as explained above will, however, in practice be applicable to them only after 3 years of service when they are brought on to the full benefits of the Prescribed Leave Rules and the credit in their leave account is sufficient for covering the requirements of the scheme.

10. In keeping with the above recommendations and bearing in mind that sickness is a personal misfortune, we consider that absence on account of sickness should not affect the right of officials to enjoy the spells of leave from duty which were meant as a breather for freshening up their energies. We, therefore, recommend further that a provision for additional 'sick-leave' should be made entitling a Government servant to a total absence of one year, in terms of average pay, on sick leave during the whole of his service. The maximum sick leave at any one time should be 3 months on average pay and 3 months on half average pay. In case of continued sickness, leave on half average pay available in the regular leave account should be utilized and when that is exhausted, the leave should be without pay. By the time this stage is reached, the question of further retention in service, on grounds of continuing ill-health should already have received consideration.

The West Pakistan Government has specially liberal leave rules for employees who contract tuberculosis during their service. They allow a maximum period of two years, on one-quarter of pay and allowances, after the earned leave has been exhausted. In our opinion, the leave we are recommending which is six months on average pay and twelve months on half pay on the sole ground of sickness, outside the ordinary leave account will probably suffice for such cases as well.

11. We thought too that there should be formal provision for grant of leave to Muslim officials desiring to perform their religious duty of a pilgrimage to Mecca. We consider that once during his period of service, an official may be allowed special leave on average pay for two months for this

purpose. Any extension beyond two months for whatever reason, should be debitable to the leave account.

12. A regular system of grant of leave as envisaged in the above recommendations would necessitate adequate provision of leave reserves. While on occasions of short leave, there may be no need for a substitute, these are essential for the larger periods of leave. We discussed this matter at some length and it was thought that although much would depend on the experience to be gained after the introduction of the scheme of compulsory leave, a leave reserve calculated at $8\frac{1}{3}\%$ (i.e., at $\frac{1}{12}$ th of any establishment) would be sufficient in order to implement the recommendations which are being made and should be provided in all establishments.

13. It remains to consider the question of the "Vacation Departments", of which the Superior Judiciary and the Civil Subordinate Judiciary form the main part, along with the Education Department. Leaving the cases of the Supreme Court Judges and those of the High Court for later treatment, with reference to the other "Vacation Departments", we see no reason to vary from the formula in leave proposed above. The month of "Vacation" which officers of these Departments enjoy being equivalent to the month of compulsory leave on average pay which we are recommending for *all* Government servants, the new feature will be that these officers will now have a balance of 10 days on average pay per year, and in the fourth year, there will be a sufficient balance to permit of their being granted a month's leave on average pay and two months' leave on half average pay, to be combined with the vacation, to make a long rest. Their casual leave will, of course, have been curtailed.

14. The rules relating to High Court Judges are special. No specific demand for increased provision appears to have been made in their case. It should be pointed out, however, that the Judges were entitled under the High Court Judges Order of 1922 to credit for any period of duty during the Court's vacation, and that the Order, in force, of 1937, omits this provision. The rule is that during the vacation, Judges, generally two in number, are nominated in turn to deal with *vacation* work, that is urgent criminal matters, such as death appeals, whose duration cannot be allowed to be prolonged by the intervention of the vacation. This involves usually between 25 and 30 days of Court work, for each Judge, and in our view, it is not right that the Judges should be required to forego this period of rest, to which they are entitled under the conditions of their service, without compensation. As it is, their rights to earned leave are greatly restricted, by the fact of their having a 10 weeks vacation each year. The intensity of work in the High Court is increasing from year to year and the reasons which justify the grant of the vacation (which is common to all civilised countries) are, therefore, applicable fully. We, therefore, recommend that appropriate credit should be given to a High Court Judge for any period spent on duty during a vacation.

15. The grant of leave to Supreme Court Judges is governed by a different set of special rules. At present, the Supreme Court vacation extends over four months, and in consequence, no leave on full allowances is provided for them. It should be mentioned that the formula adopted for High Court Judges, namely, one month's leave on full allowances at a time, is based on the supposition that their vacation is one of 3 months, and under the Revised Leave Rules in force in 1937, an officer was entitled to four months leave on

average pay at one time. When the vacation is itself of four months's duration, there is no balance for the grant of leave on full allowances, and, therefore, the provision for Supreme Court Judges in the Order of 1937 is of leave on half allowances, corresponding to the provision in this behalf in the Revised Leave Rules of 1933. We are informed that work in the Supreme Court is steadily increasing. When the Federal Court of India was established in 1937, with very limited jurisdiction (as the Privy Council was then the ultimate Court for appeal) there was practically no work at first, and even as late as the Partition, its institution and disposal were at a level which bear no comparison with those of the Supreme Court of Pakistan at present. A very long vacation could then be justified by inadequacy of the cause list alone. Today, that condition no longer obtains, and in fact, there have been two occasions when the Supreme Court was required to sit for the hearing of special and ordinary cases for long periods during the vacation. Ordinarily, the only work done during the vacation by Judges is that of dealing with urgent applications. There are no sittings of the Court for the disposal of cases. Accordingly, a case for reduction in the period of the vacation exists, and in our view, the appropriate action might be to allow to the Judges of the Supreme Court the same leave privileges as are admissible to High Court Judges, provided they accept reduction of the period of their vacation to that enjoyed by the High Courts. This recommendation is in line with that made by the Law Commission.

CHAPTER XXXVIII

PENSIONS

With the exception of a few special categories of officers (e.g., Judges of High Courts, Members of the I.C.S., etc.) pensions in the case of all Government servants in pensionable service are at present governed by the Civil Service Regulations. These are very old rules and their basic provisions have, except for the modifications mentioned below, remained unchanged over long years.

2. The most important modification towards liberalisation of these Regulations in regard to pension was made in 1919 or thereabouts when the amount of pension admissible under the "Old Pension Rules" was enhanced for officers of certain specified departments and also holders of specified posts by increasing the maximum limit of pensions from Rs. 5,000 per annum to Rs. 6,000 per annum for service beyond 20/25 years. Some ancillary changes were also made. These rules at the time came to be known as "New Pension Rules". They similarly provided for enhanced additional pensions for certain appointments.

3. In 1924 the maximum limit of pension was again raised to Rs. 7,000 per annum for service beyond 25 years under the Superior Civil Services Rules, but only for members of specified services and holders of specified posts.

4. The position arising out of these changes, therefore, is that Government servants belonging to the specified Services, departments or holding specified posts can draw pensions (other than additional pensions) up to a maximum of Rs. 7,000 per annum while the pensions of others are still subject to a maximum of Rs. 5,000/6,000 per annum.

But all this applies to officers recruited before 1938. For those recruited after the 1st October, 1938, the rules were de-liberalised by the scaling down of the maximum pension to Rs. 6,000 per annum and of the additional pensions. This was done in connection with the economy campaign of the early thirties, even though no immediate or proximate reduction of expenditure could be expected from this. So far, hardly any officer governed by the 1938 Pension Rules has proceeded on pension.

6. We have given thought to these disparities in the matter of pension rules. It is obvious that the rules applicable to the post-1938 officers mentioned in para 5 have lost their *raison d'être* in these days of high cost of living and increasing prices, particularly as they never came into effect during the days of depression, in consideration of which they were framed. We have recommended a reorganisation of the Superior Services on a uniform pattern with equal opportunities, prospects and conditions of service. In the matter of pensions also, therefore, we are of the view that the fine distinctions resulting in varied amounts of pensions from department to department and Service to Service should be eliminated. A general liberalisation of the elements restricting the amount of pension is also called for considering the prevailing conditions of high cost of living. On the basis of the higher salaries which the staff and officers will now draw, if our recommendations for merging the dearness allowance and cost of living allowance with pay and the pay scales recommended by us are accepted, the present maximum limits of pension will operate to deprive many of the officers of the benefit of enhanced pay in pension.

7. The rule of half pension is in operation only to a limited extent for the generality of public servants. The limitations are the ordinary maximum of Rs. 5,000/6,000 per annum and with all permissible supplements—Rs. 9,500 per annum. We propose that the limit of salary in the Services below the Pakistan Administrative Service should be Rs. 2,000 per month. Officers who retire at that salary will ordinarily have been holding important posts at executive level, immediately below the directory level. Having regard to this circumstance, *viz.*, the need for recognition of this status and salary, and bearing in mind further, the spectacular fall in the value of money since the time when the present ordinary maximum of Rs. 6,000 per annum was fixed for the India recruited services, below the Imperial Services, we consider that it will be equitable to allow a maximum pension of Rs. 1,000 per mensem to officers retiring from the top of the executive grade. We therefore, recommend that the maxima be raised as in the following table which should be applicable to all classes of officers in substitution of the tables in Articles 474/474-A and 474-AA read with Rule 13 of the Superior Civil Services Rules.

8. After a service of not less than ten years pension not exceeding the following amounts ;

(a) For invalid, Superannuation and Compensation Pension—

Completed years of total service	Scale of Pension	Maximum limit of pension
10	10 Seventieth of average emoluments.	3,000
11	Do.	3,360
12	Do.	3,720
13	Do.	4,080
14	Do.	4,480
15	Do.	4,800
16	Do.	5,160
17	Do.	5,520
18	Do.	5,880
19	Do.	6,240
20	Do.	6,600
21	Do.	6,960
22	Do.	7,320
23	Do.	7,680
24	Do.	8,040
25	Do.	8,400
26	Do.	8,760
27	Do.	9,120
28	Do.	9,480
29	Do.	9,840
30	Do.	10,200
31	Do.	10,560
32	Do.	10,920
33	Do.	11,280
34	Do.	11,640
35	Do.	12,000

(b) For Retiring pension—

Up to 29 years of completed service—as in (a) above, thereafter—

Completed years of total Service		Scale of pension		Maximum limit of pension
30	.. 30	Seventieth of average emoluments,	..	10,200
31	.. 31	Do.	..	10,560
32	.. 32	Do.	..	10,920
33	.. 33	Do.	..	11,280
34	.. 34	Do.	..	11,640
35	.. 35	Do.	..	12,000

9. It will also be necessary similarly to enhance the maximum monetary limits applicable to gratuities, *e.g.*, of Rs. 10,000 in connection with the present Pension-cum-gratuity Scheme and of Rs. 25,000 for Special Contribution on the railway side. These may appropriately be raised by 50%.

It is also for consideration whether, in view of the higher pensions which we are now recommending for pensionary categories, equivalent relief should not be provided in some form for those who on retirement obtain no benefit except from the Provident Fund, supplemented by the Special Contribution. The increase we are suggesting, in the Special Contribution will not suffice to cover the requirement. The Government may consider the feasibility of taking actuarial advice with a view to examining as to what extent the Government's contribution should be increased, to provide the necessary compensation. Alternatively, they may consider whether the categories concerned should not be brought under the general pension scheme.

10. Here, it may be convenient to deal with the case of service in the Junior Executive Grade, which we conceive of as a conduit to the Executive Grade. We have recommended that at the conclusion of the period of service in this grade, the officer shall be paid his accumulation in a Special Provident Fund, to which a Government contribution will have been added, and that this should apply equally to direct recruits and to departmental recruits. It remains to consider the pension rights in respect of this period of service, where the officer successfully gains admission to the Executive Grade. The departmental recruit will, of course, have carried his own pension rights, earned in the lower service, with him, but the earliest date from which the direct recruit can conceivably earn pension rights is that of his induction into the Junior Executive Grade. The question is whether, despite the payment mentioned above, the period of service in the J.E.G. should be counted towards a pension in the Civil Executive Grade. We have given careful thought to this matter, and are impressed by the consideration that we have conceived of the Provident Fund assistance principally in two senses, *viz.*, (a) as a deferred remuneration, adjusted to the savings which the officer is himself obliged to make, and (b) as a lump sum payment which will enable the officer to equip himself for the higher status and the more onerous duties which will be required of him as an officer at district level. The scheme has been devised so as to avoid raising the initial salary to a level which, though it might match the

market rate for talent of equal quality, will be altogether disproportionate to the salaries paid at present, as well as to meet the circumstance that very few of the direct recruits will be found who are capable out of their own means, to equip themselves to a standard suitable for a district level officer, and therefore, it is appropriate that Government should assist an officer, who has been tested over five years or more and found suitable to fill a high position, in acquiring the material requisites which go with that position. If the trainee fails to make the grade, then if he is a direct recruit, he will find the money useful in rehabilitating himself in a new career. If he be a departmental candidate, it will be fair to restore him to his parent department, but there would be no occasion for Government to add a supplement to his Provident Fund accumulation which may be paid to him, and he may continue in his original service, as if the period spent in the J.E.G. had been spent in that service. These are the possible alternatives, and we have before us the question whether the years in the J.E.G. should be included among the qualifying years for pension in the Civil Executive Grade, or higher. It is clear that the departmental recruit cannot be refused the right to count these years in the J.E.G. towards his total years of service for pension from whatever position he may retire. Though this will ordinarily be well below that applicable to the direct recruit, we feel that it is impossible, in fairness, to deny a similar right to the direct recruit. We think this is also justifiable in the view, expressed above, regarding the nature and quality of the benefit constituted by the Special Provident Fund Scheme. We think, therefore, that service in the J.E.G. should in all cases be treated as qualifying for pension, whatever be the Service from which the ex-trainee retires, provided there be no interruption.

11. The disparity between the pensions guaranteed by the British Government in India to its Covenanted Servants in the 'Imperial' Services and those provided for the officials recruited in India stands out very markedly. The pension of an I.C.S. officer was fixed at £ 1,000 per annum (which was equal to Rs. 1,250 p.m. at 1 sh. 4 d. the rupee) and this could, in the case of an I.C.S. Judge be brought up to a maximum of £ 1,200, or of £ 1,500 in the case of an I.C.S. Chief Justice. By contrast, the pensions of other officers including those of the Imperial Service, were graded much lower, after an equal length of service, and even if they retired from posts carrying salaries of Rs. 3,000 and above, the pensions were pegged down to Rs. 5,000 per annum before 1919, being raised in that year to Rs. 6,000 p.a. and again to Rs. 7,000 in 1924. Provision was made in course of time for special additional pensions to be added for service in particular posts, and the present position is as follows :—

	Rs.
(a) For officers recruited before 1938—	
(1) Ordinary maxima	5,000/6,000 p.a.
(2) for specified posts	7,000 p.a. maximum
(3) with "Special Additional Pension"	9,500 p.a. maximum

(b) For officers recruited after 1938—

the maximum for specified posts was brought down to
Rs. 6,000 and the Special Additional Pensions were also scaled down.

12. Officers of the old I.C.S. enjoy the old pensions, and this gives rise, upon retirement, to an acute sense of unequal treatment, when the disparity, as it affects officers who retired from equivalent posts, in which they enjoyed the same pay, makes itself felt. To give an example, a Provincial Civil Service Officer, retiring from a post carrying a salary of Rs. 3,000, would have the chagrin of seeing an officer of the late I.C.S. who retires from the same post, drawing a standard pension which is fully one and a half times as large, as any he can draw, if he secures all the "Special additional" pensions open to him.

13. It behoves us to pay attention to this phenomenon, and to erase the inequality. This may be done, and is hitherto being attempted to be done, by allowing the higher pensions to die out gradually, so that all officers, throughout the public service, will be brought to the uniform level of Rs. 6,000 p.a. or with supplements for work at the highest level in the closing year of service, to Rs. 8,000 p.a. There are arguments in favour of bringing about such a consummation, but none that can weigh, in our opinion, against two paramount considerations, *viz.*, (a) that the pension should be commensurate with the status and salary of the post from which the pensioner retired and (b) that its quantum should, in itself, carry an assurance of adequacy for ordinary needs in retirement, such as will serve to ensure the probity of the officer in the closing years of his service. Today, the position is no more that the highest directory posts, carrying the largest responsibility for distribution of Government patronage among the people at large, are held by British officers, on adequate salaries, with an adequate pension to look forward to. Many posts of Directors-General, carrying the control of budgets in crores, are held by Pakistani officers, who have been promoted from the middle-grade service, carrying salaries which have been pegged down to as little as Rs. 1,700 p.m. Not only is it patent that the salary is not commensurate with the status, but it is plain also that the powers are such, that with but little effort, the incumbent of the office can, with the aid of those whom he favours with Government patronage, relieve himself of much of his existing burden, *e.g.*, in respect of the education of his children abroad, and can equip himself with means to provide an ample income after retirement, *e.g.*, by securing agencies in the name of a son or a wife. Instances of such employment of power are only too common. The temptation is heightened by the ever-present prospect of being reduced to living on a pension of under Rs. 600 p.m., a sum wholly disproportionate to the requirements, even of a couple, whose children are of their hands, but who have been accustomed to living for many years—it may be as long as 20 years—on a salary exceeding double that pension and sometimes as much as six or seven times of that pension.

14. The problem of tackling corruption in the public services, which is known to be rampant, is not susceptible of solution by any one device, and we are aware of the common belief that no degree of adequacy in remuneration from official sources can eradicate the propensity where it has become deep-rooted or habitual. But one thing is certain, namely, that the example, coming from above, is the most patent of all sources from which this disease springs. We believe that a prime factor in the maintenance of standards of honesty, under the British rule, was the circumstance mentioned above, namely, that the officer at the head of an organisation within the Government, was, as a member of an "Imperial" Service with a fine tradition, not only under a moral obligation to maintain probity, but was also assisted to do so by being paid a salary proportionate to his status and functions, as well as being secured against want in his old age by the provision of a respectable pension. It is typical of the attitude of the British people, in this respect, that by an Act of Parliament, provision has been made since the Partition, for increasing the "Indian" pensions of retired British officials, living in England, to meet the rise in the cost of living which has taken place in recent years. The action reflects a sense of responsibility to carry out an assurance under which the officer rendered his service, and points to an essential feature of the structure of government, through an organised public service, which rests on good faith towards the public servants, and affords thereby an assurance to the public at large of honest and faithful service.

15. We accordingly see no escape from the conclusion that a first step towards the restoration of reasonable standards of probity among public servants must be the provision of adequate pensions to those retiring from directory positions, adjusted not only to the status of the position from which they retired, but also to the responsibility which they were required to carry during the closing years of their service. The present system is that a public servant may be granted a pension of half his last salary, provided this is less than approximately Rs. 1,200 a month. Above that figure, the pension is so rigidly compressed that it never goes beyond Rs. 800 per month, however, high the salary last drawn may be. In most countries of the world, the standard aimed at is 50% of the salary last drawn. Thus, in France an official receives as pension, 2% of his last salary for every year of service, subject to certain deductions, but with certain fixed minima, and allowances for children. In Germany, the maximum is 75% of the average salary for the last six years of service. In Belgium, it is 58% of the average salary for the last five years of service and in Spain, 40% of the last three years' average. In Italy, the pension may go as high as 72% of the last salary. In Great Britain also, an average over the last few years of service is the pension basis, and at retirement, the official gets a cash payment of three times the "pension basis", and a pension which may be half of the 'pension basis' as a maximum.

16. We are inclined to the view that these generous provisions of pension, to a large extent, furnish the reason for the prevailing standards of official probity in these advanced countries, which entertain a just pride in their Civil Services. We are aware, at the same time, that in the neighbouring country of India, which has inherited the same principles of treatment of the Services as Pakistan, the rates of pension are, by and large, equivalent to those prevailing in Pakistan at present. We recognize, at the same time, that the country cannot, at present, provide pensions up to the maxima of the scales obtaining in Europe, for the top-salaried officials, and have been concerned to devise a system by which these pensions may be graduated downwards. We have found it convenient to adopt, in relation to salaries above Rs. 2,000 *i.e.*, those applicable to the Pakistan Administrative Service, the same principle as is applied for the calculation of the pensions available to Service Judges of the High Courts, and the Supreme Court.

17. Briefly, the system, as it applied to members of the Indian Civil Service, who were elevated to these Courts, was that their basic pension was their I.C.S. full pension, which could be earned after 25 years of service, including 21 years of active Service. An officer who was appointed a High Court Judge before he had earned an I.C.S. pension, was permitted to count his service in the Court towards service in the I.C.S. for purpose of pension. At the same time for his years of service on the Bench, he received additional pension, on a graduated scale. Generally, of course, he became a Judge after he had completed the required years of service for an I.C.S. pension. In the Supreme Court,

such a Service Judge was allowed a supplement for each year of service, firstly in the High Court, and thereafter in the Supreme Court. The rules provide a maximum pension of £ 1,200 per annum for an I.C.S. Judge retiring as a High Court Judge, and of £ 1,500 p.a. for one retiring from the Supreme Court Bench.

18. We are of the view that a simple and, in our opinion, a just method of allowing additional pension for service in the Pakistan Administrative Service, will be the following :—

1. For posts in the Scale of Rs. 2,000—100—2,500 Rs. 30 for each year of service in such posts.
2. Do. Do. Rs. 2,500—100—3,000 Rs. 35 Do.
3. Do. Do. Rs. 3,000—100—3,500 Rs. 40 Do.
4. Do. Do. Rs. 3,500—100—4,000 Rs. 45 Do.
5. For posts the pay of which is Rs. 4,000 or above Rs. 50 Do.

19. Since the average age of entry into the P.A.S. will, under our Scheme be 50, the years of assessment of the additional pension open to these officers will not exceed 10, and it will, therefore, be only in a rare case that an officer will be able to reach the figure for the maximum pension, which we think should be Rs. 1,500, for the Services in general.

20. No member of the Executive Grade will be permitted to retire unless he has completed 30 years of service in the Junior Executive Grade and the Executive Grade combined, and has completed 55 years of age.

Government will reserve the right to retain a member of the Civil Executive Service in its employment until he has completed the age of 60 years, irrespective of the length of his service in the Junior Executive Grade and Senior Executive Grade combined.

No member of the P.A.S. will be permitted to retire at his own request unless he has completed 35 years of pensionable service, including service in the J.E.G.

21. Service in the P.A.S. will ordinarily be terminated by retirement at the age of 60 years, and Government will reserve the right to retain a member of the P.A.S. until he attains this age, despite his having completed 35 years of service.

22. Officers not belonging to the Civil Executive Service and the P.A.S. will be permitted to retire after 30 years service on their resignation being accepted.

23. The above Scheme will replace the present rules regarding additional pensions also. In a rare case where the existing rules provide for an officer a total pension higher than that which is provided by our recommendations, the Government may protect him against such loss by granting a special pension to bring up his pension to the higher figure. This would be preferable to giving all officers the option to choose between the new and the old pension scales, which would disturb the integrity of the Scheme. Even this step may, of course, be avoided if a law validating all changes in pension resulting from our report being accepted, were to be passed.

24. We have been requested by the Chief Justice of the High Court of West Pakistan also to examine the question of enhancing the pensions available to High Court Judges. As we have had the present rules under examination, and it is a major concern of ours as far as possible, to set

the benefits available to all servants of the State in correct proportion to each other; we venture to offer the following suggestions. These are based on the assumptions (a) that the salaries of the Superior Judges cannot, without detriment to the public interest, be reduced below their present level; (b) that it is in the public interest that those salaries should be retained at, and even slightly above, the highest Service salaries; (c) that the terms offered should be somewhat better for Judges drawn from the Bar than for Service Judges in recognition of the principle that the position of a Judge belongs properly and primarily to the Bar; and (d) that the existing rules, which are of a complicated nature, having been made to suit a large number of superior Courts of varying status in pre-partition India, need to be simplified, in their application to the two High Courts, and the Supreme Court of Pakistan. We indicate below what we consider will be appropriate pensions, in Pakistani rupees, to replace the sterling pensions, fixed under the existing orders for Judges of these Courts:

(a) *High Court Judges:*

- (i) *Service Judges.*—In addition to the service pension, pension at the rate of Rs. 50 p.m. for each year, excluding the first two years; subject to a maximum of Rs. 500 p.m., and an absolute maximum of Rs. 1,500 p.m.
- (ii) *Lawyer Judges.*—A pension of Rs. 500 after 5 years minimum service and of Rs. 100 p.m. for each additional year subject to a maximum of Rs. 1,800 on retirement at the age of 60. They may be permitted to retire at their own option on proportionate pension after not less than 10 years' service.
- (iii) *Chief Justices of the High Courts.*—An extra pension of Rs. 50 p.m. in addition to that admissible under clause (i) or clause (ii) above for each year of service as a Chief Justice up to a maximum of Rs. 200 p.m.

(b) *Supreme Court Judges:*

- (i) *Service Judges.*—In addition to the service pension, pension at Rs. 100 p.m., for each year of service subject to a maximum of Rs. 700 p.m., and to a maximum total pension of Rs. 1,700 inclusive of any pension earned as a Judge/Chief Justice of a High Court, if any.
- (ii) *Lawyer Judges.*—A pension of Rs. 500 after 3 years minimum service and of Rs. 150 for each additional year subject to a maximum of Rs. 2,000 on retirement at the age of 65 years. Service as a Lawyer Judge in a High Court to count for the purposes of the minimum of 3 years above prescribed, but the maximum of Rs. 2,000 would include any entitlement to pension as a High Court Judge.
- (iii) *Chief Justice of the Supreme Court.*—An extra pension of Rs. 100 p.m., in addition to that admissible under clause (i) and clause (ii) above for each year of service as a Chief Justice up to a maximum of Rs. 200 p.m. and to a maximum total pension of Rs. 2,200 p.m. inclusive of any pension earned as a Judge/Chief Justice of a High Court and Judge of the Supreme Court.

For the purpose of ascertaining "Service Pension", any period of service as a Judge which is required to make up the minimum period of service for a Service pension shall be counted as a period spent in such service.

25. Pension rules applicable to the Judges of High Courts and the Supreme Court at present provide, under the orders of the President of Pakistan, for a deficiency of not more than 3 months in the service of a Judge being made up to complete a full year of service for pension. We are of the view that "completed year of service" itself should be so defined that a portion of the year equal to or exceeding nine months whether aggregated or otherwise is treated as one completed year for purposes of calculating additional pension. This would avoid the exercise of executive discretion in condoning any period of deficit.

26. A Comptroller and Auditor General will count as a Judge of the Supreme Court for purposes of pension and may have the same additional pension privilege as a *Service Judge* in the Supreme Court.

27. Although under our terms of reference, we were not concerned with officers who have already retired, Government had by a separate reference specifically asked for our recommendations on the demands made by the West Pakistan Pensioner's Association. There were three demands and we have already made an interim recommendation as regards the provision of medical facilities to pensioners. The other two demands related to (i) revision of pension rates and (ii) grant of D.A./C.L.A. on the same scale as admissible to serving Government servants. The former has now been covered in the previous paragraphs. We have given careful consideration to the question of appropriate relief to the present pensioners, according to the justice of their claims. We have recommended elsewhere the merger of the D.A./C.L.A. with pay for serving officials. Therefore, it is no longer appropriate that relief in the form of grant of any of these allowances be given to "new" pensioners. Some of the "old" pensioners, i.e., those drawing a pension up to Rs. 100 p.m. are already getting an addition of Rs. 4 to Rs. 6 p.m. as a temporary increase in the pension. This increase was sanctioned in 1945 and has since remained unchanged. It is understood that in India it has been almost doubled since 1958. We do feel that greater measure of relief is necessary due to the very considerable rise in the cost of living since this paltry relief was given. It is obvious that many of these pensioners after the commutation of half of their pensions, which is generally resorted to, must by now be living in a state of penuriousness. We, therefore, recommend that not only the rates of the increase be enhanced but the range of this benefit be widened. In recommending the rates which follow, we have taken into consideration the fact that officers who retired after 1949 have had the benefit in their pension of higher scales of pay as compared to those who retired before 1949 and those non-gazetted officers who retired after 1957 have in addition got the benefit of part of the D.A. which has been treated since then as pay for purpose of pension. Also that the gazetted officers have had no relief whatsoever in their pensions and that if our recommendations in the earlier part of this chapter are accepted, the future pensioners will receive pensions on an appreciably more liberal scale as a result of the merger of the Dearness/Cost of Living Allowance with pay, better scales of pay and the enhancement of the maximum limits on pensions. It is therefore appropriate that the pensioners who have retired already from gazetted

posts by the time these recommendations are implemented and whose pensions exceed Rs. 250 should also get some increase in their pensions. The rates recommended would bring up the already sanctioned pensions of these officers to approximately what they would have been if the D.A. had been merged with their pay and had been reflected in the average emoluments. The full enhanced rates of the increase recommended below should, therefore, apply to all pensioners, except those who retired on or after 1st April, 1957 and have been given the benefit of half the D.A. in their pensions. The latter class of pensioners should be given the supplement only at half of these rates. The present orders regarding temporary increase in small pensions should simultaneously be withdrawn.

Amount of ordinary pensions. p.m.				Proposed rates of increase p.m.
Rs.				Rs.
Below 25	..	..	..	Equal to the pension subject to a maximum of Rs. 12.
From 25 to 70	..	..	..	16
From 71 to 106	..	..	..	20
From 107 to 170	..	..	..	24
From 171 to 250	..	..	..	30
From 251 to 374	..	..	..	40
375 to 792	..	..	..	50

28. In this connection, we would like to suggest that Government may consider laying it down that there should be review of pension scales once in every 5 years. Since Service Pensions have been fixed very close to the subsistence level, according to the standard of living appropriate to the status of the pensioner when he retired, the effects of the periodic increases in the cost of living are apt to be acutely felt. The obligation of the State to provide in their old age, for persons who have given their best in a life-time of service, requires that the pensions scales should be subjected to such a periodic review:

29. A question of seemingly lesser importance, but which affects the welfare of a large number of workers, paid at a very low level, namely, those paid out of office contingencies and work-charged staff, remains for consideration. These workers are engaged on a casual or temporary basis ordinarily, but there is a great number of them who have been in their jobs for many years, and would be left without provision when their service is terminated for old age, or other similar reason, when they are quite unable to earn anything for bare subsistence. We consider that for such persons also, relief should be given, and we would confine it to cases of such workers, (a) whose services are terminated on account of infirmity or old age and (b) who have served Government continuously for a minimum period of 20 years. In view of the fact that the payment is *ex gratia*, the quantum of pension need not be fixed at the same Proportion as for permanent servants. It will be sufficient to allow, as a flat rate, one quarter of the salary last drawn, by an *ad hoc* order in each case, and subject to the satisfaction of the sanctioning authority that the service rendered was good.

30. A number of staff associations who appeared before us had asked for improvement of the present scheme of family pensions. Under this scheme an officer's family, for surrender of $1\frac{1}{4}$ of the pension by the officer for a gratuity somewhat smaller than the commuted value of the $1\frac{1}{4}$ of the pension, is entitled, in case of his death while in service, to receive for five years, 50% of the amount of his pension which would have been admissible to him had he retired on invalid pension at the time of his death. In the event of his death after retirement the family is given 50% of the $\frac{3}{4}$ of his full pension for the unexpired portion of 5 years since his retirement. The associations had asked for such pension to the family being given for 10 years and/or of a higher amount. The scheme at present is sanctioned by an executive order of the Government and we understand that it is not based on any actuarial calculations of the benefits to the family as against the amount foregone in the pensions. We have had a study made by an actuary which shows that against the surrender of 20% of his pension an officer's widow can be given half of the remaining pension for life or till remarriage and it can be continued thereafter in favour of the children till the youngest child attains the age of 18 years. The Scheme is attached as Annexure I to this Chapter and Government may like to have it examined further before deciding to introduce it. On the basis on which it has been worked out it will have to be applied to the pensioners as part and parcel of the Pension Rules. With the more liberal scale of pensions recommended by us, Government servants should easily have a margin to secure these benefits by surrendering one fifth of their pensions. It is possible, however, that it may not appeal to some pensioners as a reduction in the lump sum payment of the commuted value of the pension is involved whereas Government servants generally prefer to secure full commuted value of half the pension at the time of retirement to meet various obligations.

31. We have also been asked by Government to examine a scheme of Group Life Insurance of the type in force for the employees of the International Bank of Reconstruction and Development in the U.S.A. Such a scheme aims at insuring, more or less on the lines of the endowment policies of the commercial insurance companies, a whole group of employees with the main object of reducing premia payable to the minimum. There is, however, the difference that when an endowment policy matures otherwise than by death of the insured, the sum insured is still payable, whereas in the Group Life Insurance Scheme the employee gets nothing if he survives till the retiring age. There are however, variations of Group Life Insurance Schemes which provide for benefits, sometimes even widows' and children's pensions, even after retirement. They may also provide insurance against accidental deaths or injury. In some cases it is permissible to convert a Group Life Insurance policy to a regular endowment policy if the employee quits service.

32. An examination of the scheme has shown that it is feasible to introduce such a scheme for the Government employees on a compulsory basis, the premia being paid in whole or in part by the employees or by the Government. The rate of premia for a benefit of about 18 months' salary works out to less than 1% of the pay. Introduction of such a scheme on voluntary basis would naturally be costly and would also bring in the question of selection of the employees to be insured after medical examination.

33. Collection and accounting of the contribution on behalf of the individual employee involving detailed and elaborate accounting can also be avoided by the premia being paid initially by Government on an over-all basis and realized at the end of the year by deduction from the salary of each employee.

34. As we already have a scheme of pension for the widows, in case of death during service and after retirement, any scheme of Group Life Insurance, restricting the benefit to death during service, cannot replace the present benefits fully. It can, however, be inferred that the insurance companies would easily evolve a scheme ensuring the benefits both before and after retirement. The main draw-back, however, would be that lump sum payment and a payment of the nature of a monthly pension under any such scheme would prove very costly if anything like a reasonable pension is to be secured for the widows and children. We are not clear as to what benefits the Government wanted to secure for the public servants under such a scheme and the extent to which it was prepared to bear the cost. Generally speaking, we would be in favour of the introduction of such a scheme as an additional welfare measure if it could be worked on a self-supporting basis by the public servants themselves.

35. An enlargement of the present benefits of the family pension is, however, possible only against larger contribution from the Government servants and we would favour a Family Pension Scheme, of which patterns are readily available, on a commercial basis, financed at least partly by employees contributions, and with due accounting, to ensure against its being a drain on Government finances. Government may sponsor it at the outset and may either carry the risks or distribute them over a number of insurance companies, but the ultimate objective should be that the expenditure is carried out of the increase of the Fund.

36. While examining these matters we have had occasion to study the present commutation tables. We find that these are based on an interest rate of 3% and the mortality rates used are those prevailing in 1936. The mortality rates have undergone considerable change since these were framed and the general rate of interest is also higher than 3% now. We are of the view that on the basis of the new mortality rates and taking the interest rate of 3½%, the table prescribed under Rule 7 of the Civil Pensions (Commutation) Rules for officers of Non-Asiatic domicile will now be found suitable for application to all officers. We feel that the reasons for any differentiation which may have existed at one time have now vanished and the same table of commutation values should be adopted for all officers. India has revised the commutation tables in 1958 and done away with the differentiation.

37. We also came to the conclusion that the amount of the un-commuted pension should be raised from Rs. 240 per annum as at present prescribed in Rule 4 of the Civil Pensions (Commutation) Rules to Rs. 480 per annum in view of the higher cost of living.

ANNEXURE-I

REPORT OF THE ACTUARY (Mr. S. A. ZAHID)

It is the intention in this Report to discuss the financial effects of altering the pension arrangements to provide pensions to employee's widows.

Proposed Benefits:

In course of our discussions some approximate figures were supplied by me showing the expenditure on different types of benefits. On the basis of these figures it was decided to have a Report on the financial effect of altering benefits as set out below:—

Description of Benefits	Existing Benefits	Proposed Benefits
Pension payable at retirement	75% of Earned Pension	*(a) 80% of Earned Pension.
Lump sum payable at retirement	Commutated Value of 25% of Earned Pension *(b).	Nil *(c).
Benefits on Post Retirement Death	If death is within 5 years of retirement 37-1/2% of Earned Pension is payable for the balance of the 5 years period.	The widow receives 40% of Earned Pension for life (regardless of the date of death).
Pension to Widow on death during pensionable service.	If 10 years pensionable service has been completed the widow receives 50% of Earned Pension for 5 years.	The Widow receives 40% of Earned Pension for life (if pensionable service is less than 10 years, for the purposes of widows Pension pensionable service is assumed to be 10 years).
Lump sum to Widow on death during pensionable service.	If 10 years pensionable service has been completed, the Widow receives commuted value of 25% of Earned Pension.	Nil

*(a) Earned Pension has the same definition as under existing Government Rules.

*(b) At present Commutation of a further 25% of Earned Pension is allowed.

*(c) In the proposed benefits commutation may be allowed of half of the Employees pension, the Widows Pension being non-commutable.

Actuarial Basis of Calculations:

Assumptions underlying the calculations are given in the appendix. A short discussion of these assumptions may be of interest.

- (a) *Mortality*.—There has been a steady fall in the mortality rates especially at the younger ages. No accurate data on mortality experience of Government servants is available but it is expected that it does not differ very much from the experience of lives insured with Life Insurance Companies. The latest available mortality experience of Assured Lives is in respect of the Oriental, the largest Life Insurance Company in India prior to nationalisation. This has been used.
- (b) *Age Distribution*.—It will be noticed that for the past, a light distribution (i.e., with a low average) has been assumed as stationary which alters to a heavy distribution in 10 years and then remains stationary. It is intended thereby to allow for the rapid expansion of staff that has taken place during the past few years.

It will be described later that variation in the assumption regarding age distribution has an almost equal effect on the liability for benefits on the existing and proposed basis.

- (c) *Ages of Wives*.—No reliable statistics are available for the Government employees. A representative sample of State Bank employees is available on the basis of which I have prepared the table that has been used. The ages of wives are lower in the Table than would be in practice. A margin was thus taken to provide for higher expectancy of life for females especially after age 40.

In this connection it was assumed that at in-service death and at retirement all employees were married. This overstates the liability. This aspect is further discussed later on.

Remarriages were not taken into account for Widows Pensions. This aspect is also discussed later on.

- (d) *Retirement Rates*.—These have been based on indications given to me. It will be mentioned later that variation in this assumption has an almost equal effect on the liability for benefits on the existing and proposed basis.
- (e) *Earned Pension*.—The formula at present used for retirement Pensions has been used.
- (f) *Rate of Interest*.—Wherever future payments have to be discounted a rate of 4% has been used. This was indicated to me.

Expenditure on Benefits:

A comparison of expenditure on benefits on existing and proposed basis is made in respect of a total annual pay roll of Rs. 1,000,000. The figures are based on the assumption given in the appendix.

EXISTING BASIS

Year	RETIREMENT BENIFITS				IN-SERVICE DEATH BENEFITS		
	Existing Pensioners	Pensions arising from 1st year onward	Gratuity	Payment on post-retirement deaths	5 year Pension	Gratuity	TOTAL
1	119,170	7,304	26,374	1,000	3,053	3,459	160,360
2	112,310	14,965	28,145	1,016	3,122	3,646	163,204
3	105,777	22,963	29,916	1,048	3,226	3,832	166,762
4	99,555	31,278	31,688	1,101	3,365	4,019	171,006
5	93,629	39,887	33,459	1,184	3,538	4,209	175,906
10	64,855	86,572	42,318	1,598	4,403	5,143	204,889
15	41,158	129,899	42,318	1,824	4,748	5,143	225,090
20	23,339	163,262	42,318	1,824	4,748	5,143	240,634
25	11,519	186,156	42,318	1,824	4,748	5,143	251,708
30	4,898	199,601	42,318	1,824	4,748	5,143	258,532
35	1,893	206,070	42,318	1,824	4,748	5,143	261,996
40	509	208,524	42,318	1,824	4,748	5,143	263,066
45	90	209,224	42,318	1,824	4,748	5,143	263,347
50	8	209,362	42,318	1,824	4,748	5,143	263,403
55	—	209,378	42,318	1,824	4,748	5,143	263,411
60	—	209,378	42,318	1,824	4,748	5,143	263,411

PROPOSED BASIS

Year	BENEFITS GRANTED BEFORE ALTERATION OF BASIS			BENEFITS ON ALTERED BASIS			TOTAL
	Pensions	Pension Payments on in-service deaths	Pension Payments on post-retirement deaths	Pensions	Widow Pension on in-service deaths	Widow Pension on post-retirement deaths	
1	119,170	2,414	934	7,790	554	70	130,932
2	112,310	1,811	809	15,962	1,133	222	132,247
3	105,777	1,207	616	24,494	1,736	460	134,290
4	99,555	604	353	33,363	2,362	798	137,035
5	93,629			42,546	3,010	1,263	140,448
10	64,855			92,343	6,583	5,435	169,216
15	41,158			138,558	10,246	13,246	203,208
20	23,339			174,146	13,638	23,963	235,086
25	11,519			198,556	16,667	36,167	262,919
30	4,898			212,908	19,193	47,515	284,514
35	1,893			219,808	21,150	56,190	299,041
40	509			222,426	22,433	61,527	306,895
45	90			223,172	23,275	64,109	310,646
50	8			223,319	23,710	65,068	312,105
55	—			223,337	23,895	65,325	312,557
60	—			223,337	23,958	65,372	312,667

Financial Effect of the Proposal:

It will be noticed from the two schedules given above that initially there is a sharp fall in expenditure; the gap between expenditure on benefits on existing and proposed basis narrows down gradually till the cross over point is reached in 20 to 25 years; thereafter the expenditure on benefits on proposed basis is larger than on benefits on existing basis; this difference becomes constant after 60 years.

This indicates that there will be a "saving" during the next 20 to 25 years followed by extra expenditure.

It has been found that discounting at 4% rate of interest establishes equivalence between the two series of expenditure extended to infinity. At 4% the Capitalised Values (Discounted values) of liability in respect of benefits are as follows:—

	Total Liability	Liability in respect of future grants of benefits
	Rs.	Rs.
Existing Basis	5,540,019	4,602,605
Proposed Basis	5,587,412	4,649,998

(Capitalised Value of benefits already granted—Pensions in course of payment, five year pension payments to widows and the liability arising on death within 5 years of retirement in respect of pensions in course of payment—is Rs. 937,414).

Discounting at a rate of interest higher than 4% shows that the Capitalised Value of Liability on proposed basis becomes less than that on the existing basis.

Effects of changes in Assumptions:

(a) Retirement Rates:

A comparison is made below between the Capitalised Value of liability of benefits on existing and proposed bases for an employee entering pensionable service at age 30. For discounting purposes 4% rate of interest has been used. Capitalised Value has been expressed as a multiple of salary which is assumed constant.

Assumed Retirement Age	Existing basis	Proposed basis
45	2.00	1.98
50	1.98	1.97
55	1.80	1.81
60	1.54	1.56

This indicates that the Capitalised Value of the liability in respect of new employees, if the proposed changes are introduced, will be the same as under the existing arrangements, regardless of the retirement rates at various ages.

Calculations made for the age distribution assumed in the Report also indicate no appreciable change in the relationship of the Capitalised Values of liability on existing and proposed benefits.

(b) *Age distribution :*

Various age distributions were considered and it was found that Age Distribution does not have any effect on the relationship of the Capitalised Values of liability on existing and proposed basis.

(c) *Ages of Wives :*

An increase in the difference between the ages of husband and wife increases the outgo on the proposed basis. However, the assumption made in the Report is quite safe.

(d) *Proportions of Employees married at retirement and in-service death :*

All such employees are assumed married. This over-states the position. Proportion married should be between 90 and 95%. Reasons for this margin will be stated later under Orphans Benefits.

(e) *Remarriage Rates :*

Remarriage rates have not been taken into account. If the Widows Pension ceases on remarriage, the liability for this benefit would be reduced.

(f) *Mortality Rates :*

A decrease in mortality rates would reduce the liability of benefits on proposed basis more than on benefits on existing basis.

Orphans Benefits :

It has not been possible to obtain any statistics for the calculation of the financial effect of any proposal for introducing any benefits for orphans.

Some rough calculations indicate that the margins in "Proportions Married" and the saving on cessation of Widows Pension on remarriage are sufficient to accommodate Orphans Benefits in the following form :—

The "Widows Pension" shall continue after the remarriage or death of the widow till the employees' youngest child has attained the age of 18 years. Furthermore "Widows Pension" will also be granted on the death of a widower or divorcee for the benefits of any child or children and will continue till the youngest child has attained the age of 18 years.

Suggestions :

If it is decided to introduce Widows Pensions on the lines of the proposal in this Report, certain conditions and privileges may be incorporated in the Pension Rules :

(a) Widows Pension should be granted only where at least 5 years have elapsed since marriage at the time of in-service death or retirement. This condition may be enforced where there is no child from that marriage.

(b) Widows Pension should cease at death or remarriage.

(c) Orphans Benefits may be introduced on the lines of recommendation made earlier.

APPENDIX TO ANNEXURE I

ACTUARIAL BASIS OF FINANCIAL ESTIMATES

- (i) *Mortality*.—Oriental (1953-54) ultimate for both employees and their wives. Mortality rates at quinquennial ages are as follows:—

Age		Mortality Rate per thousand	Age	Mortality Rate per thousand
20	..	1.06	60	23.51
25	..	1.31	65	35.58
30	..	1.54	70	53.28
35	..	1.87	75	78.92
40	..	2.83	80	116.48
45	..	4.93	85	173.44
50	..	8.72	90	261.72
55	..	14.83	95	393.39
			100	568.74

- (ii) *Age distribution*.—It is assumed that Age distribution has been light and stationary in the past. It is further assumed that it becomes gradually heavier in the future till in the 10th year it becomes stationary again.

Age	Light Distribution	Heavy Distribution
22	5	5
27	10	5
32	15	10
37	20	15
42	20	20
47	15	20
52	10	15
57	5	10
	100	100

The light distribution is slightly heavier than the age distribution in most of the concerns examined by me (e.g. State Bank and P.I.D.C.).

It is expected that with retardation in the rate of growth of staff, the age distribution would become heavier in the future.

- (iii) *Ages of Wives.*—No statistic are available for Government employees in this respect. I have a representative sample of the State Bank employees from which I have prepared the following table for the purposes of this report :—

Husband's Age									Wife's Age
22	..	..	..	..	..	..	..	..	20
27	..	..	..	..	..	..	..	..	22
32	..	..	..	..	..	..	..	..	25
37	..	..	..	..	..	..	..	..	29
42	..	..	..	..	..	..	..	..	33
47	..	..	..	..	..	..	..	..	37
52	..	..	..	..	..	..	..	..	42
57	..	..	..	..	..	..	..	..	47

I feel that in the sample that was taken, ages of wives have been understated specially at the higher ages, where in my opinion the average difference would not be more than 5 years.

In this connection I would also mention that I have assumed that all employees will be married at the date of in-service death or retirement. This over-states the position. Furthermore no allowance for cessation of Widows Pension on remarriage has been made.

- (iv) *Retirement Rates.*—The following have been assumed :—

Age									Retirement Rate
45	..	..	..	..	..	..	..	..	5%
50	..	..	..	..	..	..	..	..	15%
55	..	..	..	..	..	..	..	..	25%
60	..	..	..	..	..	..	..	..	100%

- (v) *Earned Pension.*—The formula has been taken as $\frac{1}{60}$ of the salary multiplied by years of pensionable service with a maximum of 30 years.

- (vi) *Payment of Widows Pensions.*—It is assumed that Widows pensions (under proposed arrangements) will be payable throughout the life time of the Widow and will only cease on her death.

- (vii) *Entry Age.*—It has been taken as 30 years.

- (viii) *Rate of Interest.*—For the purposes of obtaining Capitalised (Discounted) Values, a rate of interest of 4% had been used. This rate was indicated to me.

The above mentioned assumptions, in my opinion, are adequate for the purpose of calculating Widows Pension costs.

ANNEXURE II**TABLE FOR OPTIONAL COMMUNICATION OF PENSION : OFFICERS
OF ASIATIC DOMICILE**

This table is based on Oriental (1953-54) ultimate mortality and 4% rate of interest.

Age next Birthday	Commutation Value expressed as years of purchase	Age next Birthday	Commutation Value expressed as years of purchase
18	21.62	63	9.83
19	21.49	64	9.50
20	21.35	65	9.18
21	21.20	66	8.85
22	21.05	67	8.53
23	20.90	68	8.22
24	20.74	69	7.90
25	20.57	70	7.59
26	20.40	71	7.29
27	20.22	72	6.99
28	20.04	73	6.69
29	19.85	74	6.40
30	19.65	75	6.11
31	19.44	76	5.83
32	19.23	77	5.56
33	19.01	78	5.29
34	18.78	79	5.02
35	18.54	80	4.77
36	18.30	81	4.52
37	18.05	82	4.27
38	17.78	83	4.03
39	17.52	84	3.79
40	17.24	85	3.57
41	16.96	86	3.34
42	16.67	87	3.14
43	16.37	88	2.94
44	16.07	89	2.74
45	15.76	90	2.55
46	15.45	91	2.37
47	15.13	92	2.20
48	14.81	93	2.05
49	14.49	94	1.89
50	14.16	95	1.75
51	13.83		
52	13.50		
53	13.16		
54	12.83		
55	12.49		
56	12.16		
57	11.82		
58	11.49		
59	11.16		
60	10.82		
61	10.49		
62	10.16		

CHAPTER XXXIX

HOURS OF WORK, OVERTIME, HOLIDAYS AND CASUAL LEAVE

Hours of Work :

The question of hours of work has long been engaging the attention not only of Governments but also of labour experts all over the World as a major social problem. No single solution or formula of general application has yet been achieved, for the reasons (1) that there are numerous classes of workers, and (2) that the variety of circumstances under which they work is infinite. At the 42nd session of the ILO conference it was realized that the standards in respect of hours of work set by the various International Conventions were more readily applicable in industry than in commercial houses and offices. The demand for reduction in hours of work has uniformly been maintained by all workers. As lately as 1959, a Commission of Enquiry set up in India came to the conclusion, after examining all the relevant factors, that there was no case for reduction of the working hours in force. We have been presented with demands for reduction of working hours from nearly all staff associations. After giving proper consideration to the prayer, our conclusion is the same as that reached in India, viz., that there is no case for reducing working hours, but on the contrary, there is good reason to increase them in certain cases.

2. Broadly speaking, for purposes of hours of work, Government employees below the officer class can be classified in three main categories, viz., (i) ministerial staff, (ii) field staff, i.e. operating and maintenance staff employed in organisations like the Railways, P. & T., etc., and (iii) industrial workers. Further sub-classifications depending on the nature of work, e.g., continuous, intermittent or 'call duty', etc., also exist in certain establishments.

3. Normal hours of work for ministerial staff are 34½ per week. The field staff, in the Railways and P. & T., and most industrial staffs are required to work 48 hours a week. The differential is large, and needs to be compensated for, to maintain equality, and to ensure that the "field service" attracts a fair share of the available ability and talent in the employment market. Under present conditions, it is natural to find that service in this sector is left to those who are unable to secure a position on the ministerial staff, where the hours of work are much shorter, the remuneration is generally higher, and the chances of promotion much brighter. The country needs to be equipped with capable and intelligent field staff, if the quality of the public service is to be raised above its present level. They must be attracted by offer of a just remuneration.

4. To us, a demand for reduction of working hours seems plainly un-reasonable and unpatriotic when it comes from staff working at the comfortable rate of 34 hours a week. The fact cannot be ignored that in most of the progressive countries the working hours are at least 40 per week. If Pakistan has to keep pace with other countries now striving for a self-sustaining economy, it is a matter of vital necessity that every one must work harder than at present.

5. Taking these factors into consideration, we recommend that for ministerial staff the office hours should be increased to 50 (exclusive of lunch break) per week. The increases in the pay and allowances which are being recommended by us are subject to this condition in relation to ministerial staff, viz., that their working hours will be raised to 40 per week.

Overtime :

6. The working of overtime carries with it, in general, the right to compensation in the form of increased wages. It is necessary, of course, that the minimum hours of work should first be fixed. The Factories Act, 1934, the Railways (Amendment) Act, 1930, and the rules and regulations made thereunder, regulate the hours of work, overtime, etc., of industrial and railway workers in accordance with the provisions of International Conventions. However, overtime earnings are common to both the categories of staff, viz., industrial as well as non-industrial workers in any establishment.

7. While examining the question of overtime pay, the Central Pay Commission (India), 1946, felt that to grant overtime allowances in offices to ministerial staff would only encourage slackness during regular hours of work. It was, however, recognized that in some departments, e.g., the Railways, P. & T., Customs, etc., the practice was unavoidable, and the Central Pay Commission recommended that the allowances should be determined by the departments concerned keeping in view the nature of the work and other relevant factors on a fair basis.

The necessity for overtime work in certain departments, like the Railways, Mint, etc., was also realised by the Pakistan Pay Commission, 1949, but they were unwilling to support whole-heartedly the practice of cash compensation for overtime work, on the ground that this system was being abused in some departments.

8. The existing position is that ministerial staff are not entitled to overtime allowance. If required to work beyond normal office hours, under special instructions, a small amount is paid which is treated as 'conveyance hire'. The reason why ministerial staff are not allowed overtime allowance on regular basis is that it is difficult to job analyse the work of such staff which is of a deliberative nature. If regular overtime allowance is sanctioned for them, the privilege is likely to be abused and may give rise to a tendency to accumulate arrears only with the object of earning overtime allowance. The 'non-ministerial' staff of the Railways, working on the line, are entitled to $1\frac{1}{4}$ times the ordinary rate for working beyond 60 hours a week on the average in any month in the case of those whose duties are 'continuous' and 84 hours a week on the average in any month for staff whose duties are essentially "intermittent". The industrial staff, including those on the Railways, are entitled to overtime allowance calculated at double the ordinary rates of pay for working beyond the normal hours of work per week. In East Pakistan, industrial workers are entitled to overtime at $1\frac{1}{4}$ times the ordinary rate for the first 3 hours in excess of the normal hours of work on week days and $2\frac{1}{4}$ hours on Fridays. For work beyond these limits they are paid special overtime allowance at double the ordinary rate of pay.

Quite a good number of service associations have demanded that the rates of overtime allowance should be increased, and that the privilege should be extended.

9. For industrial workers, the question of overtime is subject to existing laws, and we do not think it necessary to say more than that we hope steps are being taken to introduce uniformity in this respect over all industrial employment under Government. In our opinion, the standard of 48 hours a week is appropriate for such workers, under the present conditions, and overtime should be uniformly paid on this basis.

10. The other staff falls into two categories, *viz.*, ministerial staff and the field staff (including the line staff mentioned in para. 8 above) in organizations like the Railways and P. & T., etc. The latter are required to work 48 hours a week. According to the recommendations made earlier in regard to hours of work, the ministerial staff would also now be required to put in 40 hours a week. It is impossible to equalise the hours of working. The only alternative is to try to compensate for this inequality. We have endeavoured to equalise the salary terms, and this should go a long way to remedy the injustice from which this section of public servants has for long been suffering. We consider that they should receive appreciably higher rates of over time allowance. The rates for overtime allowance need not be at the full rates applicable to industrial staff, but may be adjusted as below, *viz.*—

- (a) for the first 12 hours in excess of 48 hours at $1\frac{1}{2}$ times the hourly rate.
- (b) for any additional hour, at twice the hourly rate.

These rates would be applicable whether the work be continuous or intermittent, provided the extra hours of work are actually put in. This may result in a considerable increase in the emoluments of certain categories of workers, but it will only be a measure of relief for persons, who have been suffering *injustice* in this respect. Improved remuneration will attract a more intelligent and energetic type of man to this category of work, which is, in itself, unattractive. By adopting new modes of working, the organisations concerned may be able to minimise the effect of the increased allowance by reducing the working hours of individuals. For example, to require 48 hours of work a week, albeit intermittent, in departments like the Railways is almost inhuman.

11. For ministerial staff, we consider that the extra hours of work, namely, six should be spread over the week, so that on Friday 5 hours are worked, and on other week days, 7 hours. The overtime allowance may be at the rate of $\frac{1}{210}$ of the salary per hour for any extra hour of work on week days other than Fridays, $\frac{1}{150}$ of the salary for any extra hour worked on Fridays. To avoid abuses, which are likely, there should be a certificate from the officer under whose orders the extra work was done, that it was of an urgent and special nature outside the routine duties of the official concerned.

12. No association of officers has asked for overtime, and we do not see that any overtime for officers can be recommended, bearing in mind the nature of the responsibilities which go with their status.

Holidays :

13. Before Independence, in most offices the number of working days in a year was only 260 (after excluding 78 days on account of Sundays and half-holidays and 27 general or communal holidays). Still the demand for more holidays was pressed before the Central Pay Commission (India) 1946, who expressed great concern and anxiety on this matter particularly in regard to the demand that communal holidays be declared as closed holidays. They held the view that every reasonable effort should be made to increase the total number of working days in a year. In regard to communal holidays, the Central Pay Commission suggested that an attempt should be made to restrict their number, and grant the option to individual members of the staff to choose the festivals pertaining to their respective communities on which they would take a holiday.

14. No wholesale review of the situation in regard to holidays seems to have been made since Independence. The Pakistan Pay Commission, 1949, did not consider this question at all. The practice, both at the Centre and in the Provinces, has been to declare the number of closed holidays by notification for each year, under Section 25 of the Negotiable Instruments Act, 1881. There is some difference between the closed holidays available to Central Government employees compared to similar holidays availed of by employees of the Provincial Governments. For instance, the Government of West Pakistan allow 14 closed holidays to their employees as against 16 and 11 holidays available to the employees of East Pakistan Government and the Central Government employees respectively. Ministerial staff employed in Railway workshops are allowed 17/18 paid holidays in lieu of closed gazetted holidays.

15. Industrial workers employed in the Railway and P. & T. workshops and similar other government establishments are governed by the Factories Act and for them rules have been framed on the basis of the provisions of that Act. Under Section 49-B of the said Act, industrial workers are entitled to 10 holidays with pay during a period of 12 months continuous service. These holidays may be taken on closed gazetted holidays or otherwise. Generally, the practice has been to allow them on closed gazetted holidays. The industrial staff employed in Railway workshops are allowed 17/18 paid holidays in a year in lieu of closed gazetted holidays while similar staff employed in Ordnance Factories and under the Government of East Pakistan are treated at par with ministerial staff in the matter of holidays and casual leave.

A number of service associations have demanded that in regard to holidays, Central and Provincial Government employees in various departments should be treated on a uniform basis.

16. We are of the view that the number of closed holidays during a year including optional holidays need not exceed 12, and that this is consistent with the present requirements of the public service and the country in general. The West Pakistan Government which allow 14 closed holidays to their employees should reduce the number to 12. The Pakistan Railways should also reduce the number of paid holidays to 10 for ministerial and industrial staff in their workshops.

Casual Leave :

17. Casual leave is not regarded as leave in the technical sense of the word. While absence from work is allowed for casual or uncertain needs, the official is for all purposes considered as on duty.

18. In Pakistan, the position is that generally 20 days casual leave is available to staff during the year. The West Pakistan Government, however, allow 25 days in a year to their employees while the Pakistan Railways (excluding industrial staff and staff working in the Railway Board) are entitled to 15 days casual leave in a year. The staff of the Railway Board are entitled to 20 days casual leave in a year. Generally, 'Industrial' staff are not entitled to any casual leave except such staff employed in Ordnance Factories where they are treated at par with non-industrial staff in this respect.

19. In another chapter of this report we have recommended that the leave entitlement should be increased to 40 days per year and at the same time, casual leave should be limited to 10 days per year. At present, casual leave is taken as if it were a matter of right, whether there be an urgent private need or not. That is an abuse, and should be restricted. We repeat the recommendation here, namely, that the casual leave which may be granted should be fixed uniformly over the public service at 10 days per year, and that the reduction should be compensated by increase of the leave entitlement as indicated above. In the chapter on leave, we have recommended that every employee should be regularly sent on leave once a year, for a period of a month, as a step in aid of the maintenance of efficiency, by proper rest and recreation. If the hours of work in the ministerial field are increased to 40 per week, as we have recommended, the need for such leave will become very real among that category of employees at least.

CHAPTER XL

UNIFORMS AND CLOTHING

The Central Pay Commission of Undivided India of 1946 and the Pakistan Pay Commission of 1949 did not consider the question of provision of uniforms and uniform allowances, which was outside the scope of their terms.

2. Apart from certain well-formulated demands made by officers of the Police forces, the demands made in this connection relate mainly to regular supply of uniform or an increase in the sets of uniforms or the items thereof. Details of these demands are given below :—

- (1) The United Council of Associations of Civil Employees of Pakistan (East Pakistan) demanded a Uniform Allowance of Rs. 2 p.m., for all Class IV employees.
- (2) Class III Officers of the Ansar Organisation in East Pakistan demanded Rs. 115 annually as Uniform Allowance, and Rs. 15 p.m., as Washing Allowance.
- (3) The Customs Preventive Staff asked for free provision of uniforms, in place of the present outfit allowance.
- (4) The Railway staff associations asked for a uniform maintenance allowance and demanded some extra items. They also complained of delays in supply of uniforms, of bad fitting due to mass production, and even of the design being too much like that of chauffeurs.

3. We deal first with the specific demands made by the Police staff associations. The P.S.P. Association demanded an initial outfit allowance of Rs. 2,500 with a renewal allowance of Rs. 600 at 5 yearly intervals. They complained, with force, that the existing allowances were fixed some 20 years back and are totally inadequate to meet the present-day costs. The East Pakistan Police Association complained that the existing allowance of Rs. 75 and Rs. 45 granted to Inspectors and Sub-Inspectors respectively with renewal once in 10 years, is totally inadequate in view of the prevailing prices. They demanded the following scale of uniform allowance :—

Deputy Superintendent	..	Rs. 150 per annum.
Inspector of Police ..	..	Rs. 125 per annum.
Sub-Inspector of Police	..	Rs. 100 per annum.

4. We are of the view that there is a strong case for bringing up Uniform Allowance for Police Officers to a level consonant with prevailing costs. We are not prepared to go to the full extent of the demands, as in our opinion, a part of the excess cost may rightly be placed on the officers themselves, whose emoluments will rise if our recommendations are accepted, and also, as an inducement to the exercise of proper economy. For P.S.P. Officers who at present receive an initial kit allowance of Rs. 700, with a renewal allowance of Rs. 350 every ten years, we recommend an initial payment of Rs. 1,500 (as against Rs. 2,500 demanded) and renewal allowances of Rs. 300 every 3 years for summer

uniform and Rs. 750 every 7 years for winter uniform. These allowances are well below the figures for Army Officers which are Rs. 2,100 initial and a maintenance allowance of Rs. 300 per annum. We took into account that Police Officers do not appear in uniform to the same extent as Service Officers do. It was brought to our notice that Deputy Superintendents of Police also maintain uniforms similar to those of P.S.P., with the difference as regards (1) badges of rank and (2) non-requirement of patrol dress. The existing allowances are Rs. 250 in West Pakistan and Rs. 400 in East Pakistan which are plainly inadequate. We recommend for these officers, an initial allowance of Rs. 1,000 and renewal allowance of Rs. 200 for summer kit, every 3 years, and Rs. 400 for winter kit every 7 years.

Inspectors and Sub-Inspectors are supplied with free uniforms in West Pakistan. In East Pakistan, they are given kit allowances of Rs. 75 and Rs. 45 respectively renewable every ten years which are ridiculously low. We recommend that in East Pakistan too, these officers should be issued with free uniforms.

5. The other demands may be briefly dealt with :—

- (i) Since the employees concerned in the United Council of Associations of Civil Employees of Pakistan demands are provided with free uniforms, the request for Rs. 2 per month is either for washing or maintenance. We do not approve it on either basis.
- (ii) The demand of the Ansar Organisation, which is not one of the regular Services, is for a new "condition of service", which it is for the administrative Department concerned to consider in the first instance. The relevant factors, viz., the general terms on which Ansars are employed, the nature of their work, the occasions calling for use of uniforms, etc., are best known to that Department, and from our point of view, it is sufficient that they have not thought it fit to grant a kit allowance yet.
- (iii) The demand of the Customs Preventive Staff for free uniforms is again suitable for administrative treatment, and so are the several demands of the Railway staff associations.

CHAPTER XLI

LOANS AND ADVANCES

1. The following advances are admissible, under existing sanctions, in varying amounts which need not be stated in detail :—

(1) Interest-bearing advances :—

- (a) to buy motor-cars, varying from Rs. 10,000 to Rs. 14,000 as maxima, recoverable in 48 (Central) or 60 (Provincial) instalments ;
- (b) to buy motor-cycles, varying from Rs. 2,000 to Rs. 5,000 as maxima, recoverable in 36 (East Pakistan), 60 (West Pakistan) or 48 (Central) instalments ;
- (c) to buy bicycles, viz., Rs. 150 (West Pakistan) or Rs. 250 (Central and East Pakistan), recoverable in 24 (West Pakistan) or 30 (Central and East Pakistan) instalments ;
- (d) for house-building, equal to 18 months salary, repayable in 120 monthly instalments, for building in Karachi, Rawalpindi, Lahore, Peshawar, Dacca, Chittagong or Saidpur (Central) and in addition at Quetta, Multan, Hyderabad, Islamabad, Murree and Nathiagali (West Pakistan) : this may be fed, in whole or in part from Provident Fund ;
- (e) to Class III staff (Central), for house-building, a maximum of Rs. 2,000 and to Class IV staff, a maximum of Rs. 1,000, recoverable in 144 instalments ;
- (f) out of Provident Fund, subject to maxima, for marriages, medical treatment, journeys abroad, etc., repayable in 36 instalments ;

(2) Interest-free advances :—

- (a) of a month's pay on transfer, recoverable in 3 instalments ; and
- (b) on occasions of tour or transfer, recoverable out of T. A. Bills.

Note.—Advances out of Provident Fund are free of interest if the official has declined to take interest.

2. The following demands in connection with these matters have been received, viz. :—

- (1) that for house-building, the advance should be increased to 36 months pay, and recovery should be over a period of 30 years ;
- (2) that the house-building advance should be available for building at all district headquarters, and also at small towns, and even in an official's native village ;
- (3) that Government houses at present occupied by Government servant should be transferred in ownership to the occupants.

3. While the various advances as admissible at present are considered reasonable both with regard to the amounts and the instalments of recovery, the following modifications are recommended :—

- (i) *Regarding purchase of cars.*—The facility would be greatly extended if Government were to enter into agreements with the car dealers to provide cars to Government servants on a hire-purchase basis at a reasonable rate of interest. This will enable officers in the lower brackets to acquire new cars which are always the most economical in the long run. This recommendation has been made in view of the fact that officers drawing salaries from Rs. 900 to Rs. 1,600 may not be able to secure sufficient advances for the purchase of cars calculated on the basis of 6 months salary. The hire-purchase system may enable them to purchase new cars if the instalments are spread over a longer period. In this manner the incidence of capital financing could be transferred from Government to the car dealers.
- (ii) *Regarding House Building Advances.*—There should be no restriction over the places where the house is to be built where the advance is from the *Government servants' own Provident Fund account*. Also, in order to encourage Government servants to build houses in their native villages, a second advance from the Provident Fund may be made admissible up to a fairly low limit, viz., Rs. 20,000 provided special grounds are shown.
- (iii) The advances should be made uniform for all Governments, by bringing them up, where necessary, to the highest figure obtaining under any Government.

4. We considered the point whether advances drawn from the Government servants balance in the Provident Fund should be non-repayable, and felt that as these balances constitute an important factor of family insurance, it was a healthy principle to make the balance after every withdrawal to the extent possible.

PART III
FINANCIAL EFFECT

CHAPTER XLI

FINANCIAL EFFECT OF OUR RECOMMENDATIONS

It is not an easy matter to make any firm estimate of the financial effect of our proposals as to salaries and allowances. This is the more so, as these proposals are linked up with fundamental changes in the entire structure of the Services. The allocation of the existing staff to various Groups and Grades in accordance with our recommendations, which we have attempted in respect of a few Departments, will have to be finalized by the various administrations applying the principles we have indicated. The condition in most establishments shows, through irregular growth in the past, a complexity of patterns which cannot readily be reduced to any general formula for purposes of calculating the financial effect.

In the normal course the cost of the staff in various pay scales is calculated on the basis of the *mean* of a particular scale, on the assumption that in a stable cadre the total number of employees would be found regularly distributed at various stages in a particular time scale. Clearly such a formula cannot be readily applied when (a) cadres have not been stable in the past and have been expanding at irregular rates, and (b) the old structure of pay scales is being replaced entirely by a new structure in which employees will in future be allowed a full career through 3 graded pay scales instead of in one continuous time scale as was the practice earlier. To add to the difficulty we have found that the total cost of emoluments of the existing staff, whether Central or Provincial, as it appears from the books of demands for grants, differs from that calculated on the basis of detailed figures of staff and their cost furnished by the various administrations.

2. It is in these circumstances that we have attempted to calculate, approximately, the additional annual cost on account of the proposed pay scales, resulting from the revision of service structures we are recommending as well as the cost of the newly suggested allowances and benefits.

3. *Salaries*.—The *maximum* additional cost through application of the suggested pay scales, will be, quite approximately, as below :—

		Rs. (in crores) per year
Central Government	.. ..	12.0
West Pakistan Government	.. ..	7.4
East Pakistan Government	.. ..	3.6

(*N.B.*—The figures for the Centre include the additional expenditure on account of railway staff and civilians paid from Defence Estimates.)

This maximum will be reached only after a number of years, as in each Group, the full differential between the new maxima of the improved pay scales, compared with the maxima now admissible to staff coming into the Group will become available over a period of time. Under the formula we are proposing for the fixation of initial pay in the proposed

scales, the immediate additional cost would be, quite approximately, as below :—

	R.s (in crores) per year
Central Government	5.8
West Pakistan Government ..	2.9
East Pakistan Government ..	1.9

In other words there would be, on the average, 20% increase in emoluments of staff when the full effect of our recommendations is felt while in the immediate future there would only be an increase of 10%.

4. *Allowances and Benefits.*—It seems impossible and necessary to estimate the additional cost on account of pensions. We have not been able to procure figures of pensions at present being paid, upon which to calculate the effect of the increases we are recommending. As to future pensions, the extension of the age of retirement, and the new rules as to screening have interposed factors which make the achievement of any estimate a matter of difficulty. There will be some increase of expenditure on account of over-time allowances being increased, but this can be offset by (1) the proposed increase in working hours and (2) reorganisation of methods of working as we have indicated. The travelling allowances have been rationalised, to avoid imposing burdens upon officials and to eliminate unjustified additions to pay, so that no great increase is to be anticipated. The grant of disturbance allowance on transfer may induce the authorities concerned to restrict the number of transfers, and so avoid increased expense. In respect of some allowances, e.g., the Hill Allowance, the Special Area Compensatory Allowance, the Inter-Wing Allowance, etc., we do not expect that there would be much additional expenditure. From the new rates of House Rent Allowance, Conveyance Allowance, Local Compensatory Allowance, and Leave Travel Allowance, there is likely to be an increase of expenditure, which we have attempted to calculate, and reach the following approximate figures:—

	Central Government	W.P. Government	E.P. Government
	(Rs. in lakhs)		
House Rent Allowance ..	81	61	29
Conveyance Allowance ..	62	60	25
Local Compensatory Allowance ..	49	10	26
Leave Travel Concession	37	52	27

This makes a total of about 520 lakhs, and roughly represents 5% additional expenditure over the total establishment bill, including the existing expenditure on Dearness Allowance, etc., now consolidated in salary scales of the Central and Provincial staff.

5. Accordingly, we estimate that in the first full year, the effect of the salary-and-allowance improvements we are recommending, will be

about 16 crores of rupees, and that in a period of some seven to eight years, it will rise to approximately 28 crores. The present expenditure of the Centre (excluding Defence Services) and the two Provinces on salaries and Dearness Allowances is approximately 106 crores, to which should be added the amount of the existing allowances and other benefits, which we have not been able to ascertain with any degree of exactness. Assuming that these latter benefits represent 15% of the total expenditure, the bill swells to about 120 crores. Our estimate of the effect of the increases we are recommending is that the immediate overall effect will be of the order of 12.5 per cent. The Planning Commission, in the Second Five-Year Plan, has provided for a sum of Rs. 50 crores in the period ending with the financial year 1964-65, to accommodate any increases in emoluments recommended by our Commission. It is evident that these increases will be comfortably absorbed within the provision already made.

6. A word may be added on the attitude we have taken in regard to the "minimum wage". We have preferred to fix the salary at entry into the lowest Group in relation to the market rate, viz., at Rs. 60 p.m. for the period of training, and Rs. 65 on becoming permanent, with a long incremental scale rising to Rs. 95. There are a number of allowances which have been made admissible to such staff, and these, in proportion to their basic emoluments, will make a sizeable percentage of supplement. We find that the market rate for unskilled labour varies in Pakistan from about Rs. 50 minimum to about Rs. 80, paid by the wealthier employers. We may note that in India, in the capital city of Delhi, the consolidated monthly minimum wage prescribed for certain industries is only Rs. 52-50 p.m. what we are providing for is three times the accepted figure for the average *per capita* income in Pakistan, and we believe this is a just provision, for an uneducated, unskilled, young man who has to be trained for two years before his services become of any real value. As recently as 1939, this category was paid at the rate of Rs. 14 per month, and in 1948, their basic wages were fixed at Rs. 28, to which a dearness allowance of Rs. 24 was added.

When all the allowances we are recommending are added, it will be found that this category has been receiving most generous treatment over a long period. It is true that in keeping the wage down to the "market" rate, we have ignored all requests to examine the matter on the basis of needs and prices. As we have said, in our Report, an East Pakistan Association worked out a minimum budget of Rs. 350 p.m. for the lowest class of worker, with a wife and 4 children. It was obvious that the Government budgets would not rise to demands of that nature, and we have, therefore, preferred to be guided by the general rates which such labour commands in the market, as well as by the rate at which the emoluments received by this category from Government have been continuously increasing during the recent past. We should add that all those presently serving in this category will stand to get a further increase in their emoluments, under our recommendations. The commencing salary need only be reviewed, if in the future, Government experience any difficulty in recruiting person into this category. We do not anticipate that there will be any such difficulty for service under Government provides a number of benefits which these persons scarcely ever obtain at the hands of private employers, i.e., pensions, incremental scales, generous allowances to cover necessary expenditure, and the possibility of promotion into a higher Group, by obtaining some appreciable educational qualification.

7. Finally, we may mention that we have suggested a simple device by which salaries up to a certain modest level may be adapted to any appreciable changes in the level of the basic commodities *viz.*, food and clothing by the addition of a "dearness" supplement. We have not felt it necessary to make such a provision for the better paid personnel, as we entertain the hope that the Government is alive to the necessity to take measures which will restrict the consequential effects upon prices of the large scale expenditure, now being incurred and in contemplation, on works of development whose effect upon the volume of commodities can only appear after the lapse of a period of years.

A. R. CORNELIUS,
Chairman.

*G. MUEENUDDIN.
Y. S. AHMAD.
†A. K. AKBAR.
M. A. MOZAFFAR.
KH. A. GHAFOR.

M. ISMAIL
I. A. ABBASI.
*ALI ASGHAR.
A. A. BURNEY.

MUZAFFAR HASAN,
Secretary

*Signed subject to note of dissent.

†Signed subject to observation.

NOTE OF DISSENT

BY

Messrs. G. Mueenuddin and Ali Asghar

1. We find that we are unable to agree with the basic and fundamental features of the proposed services structure and reorganisation recommended in the majority report of the Pay and Services Commission. Our comments are confined to the chapters where the disagreement deals with these basic proposals.

2. The proposals in some of the ancillary chapters are based on the acceptance of the basic proposals mentioned above. We have found it difficult to comment on these ancillary chapters as we disagree with the basic concept underlying these chapters. Therefore, detailed comments on these chapters will not be fruitful.

3. In the case of the chapters dealing with specialized subjects we are in agreement with the recommendations contained in the majority report.

4. We recognise that our comments are not as constructive as they might have been. To some extent, this has resulted from the fact that no firm decisions were taken at the meetings of the Commission. The final shape of the recommendations contained in the majority report was not revealed till the draft report was received towards the middle of May. Subsequently, this draft report has been under discussion for less than a week and we could join the discussions for the last two days only. It has been difficult even to study and digest the proposals in the time allowed. We have only been able to point out where the changes proposed in the majority report would be undesirable and their acceptance would cause confusion.

5. The proposals contained in the majority report constitute what the Chairman has described "as the most drastic changes introduced anywhere in the world". It is our opinion that the acceptance of these proposals, specially following upon the many reorganisations which have taken place recently, would precipitate what Mr. Aziz Ahmed has called a 'psychological upheaval' of the first magnitude. For many years to come, the country and the administration would be busy settling the problems introduced by these drastic changes and the drive for development would lose momentum and be neglected. The Government officials of all departments would get involved in a new and unprecedented scramble for promotion and selection to the new Services.

6. We are of the opinion that the present system, which has stood the test of time, not only during the British regime but also during the tumultuous and important years since Independence, should be permitted to continue with such changes as experience has shown to be necessary. These changes have been indicated to some extent in our comments below on the various chapters.

Chapter I.—The task in the light of the new Constitution :

7. Chapter I is concerned with first principles. It discusses ideology and the nature and the spirit of the new Constitution particularly in the light of the President's speech. Historically, the new Constitution was

promulgated and the speech made after the main deliberations of the Commission had already taken place. We agree, however, wholeheartedly with the objectives set forth in the Constitution and the speech. This chapter, however, seeks to establish that this ideology calls for a basic change in the structure of the Services. We cannot agree with this interpretation of the Constitution and the speech and find that the conclusions drawn in no way follow from this ideology.

8. We would further like to disassociate ourselves from comments which go beyond the enunciation of these principles—specially those which disparage the role which certain services have played in the past or are playing now. For many years to come the various services are destined to play an important role in the administration of the country. The publication of these disparaging remarks would discourage the services and detract from their usefulness. These remarks would supply lethal ammunition to those who are interested in bringing the administration into contempt.

9. Reference has been made to the 15th principle of policy making in the Constitution. We agree that steps should be taken to rationalise the remuneration of various services and to reduce disparities, wherever practical. In fact the last Pay Commission presided over by Mr. Justice Munir also undertook this exercise with the result that while the pay scales of most other services were somewhat increased, the pay scales of the CSP were cut drastically—at certain levels up to about 40%. Therefore the abolition of the CSP is in no way required by this principle of policy.

10. In many specialised jobs highly qualified experts are already getting salaries equal to or above the scales enjoyed by the Civil Service of Pakistan. In any case wherever specialists and experts with exceptional qualifications are to be recruited, there is no objection to their being considered for appropriately high salaries.

11. We do not agree with the deprecating description of the district officer as a power-symbol. We maintain that it is desirable that the Deputy Commissioner should continue to exercise a good deal of power. It should not be forgotten that this power is now exercised under the direction of the Government of Pakistan and in the interests of the development of the country.

12. It seems to us a fallacy to suggest, as the draft Report does, that in the present conditions of economic and industrial development, there is no need for a mere General Manager or a good “handler of men and situations”. In the peculiar socio-psychological conditions prevailing in the country, particularly in the rural areas, the handler of men and situations is indispensable for development projects and plans.

Chapters II and VI.—Evolution of the Superior Civil Services in India under the British rule and the present position of the CSP :

13. These two chapters mainly set out to prove that the ICS was an instrument of imperialism and that the CSP has failed to adapt itself to the new conditions and has, therefore, no useful role to perform in the future. We consider that it would be infructuous to answer in detail the points made in these chapters. We agree that under the British regime

the entire governmental machinery—civil as well as military—was designed to serve imperialistic aims. But we would like to submit that the majority of the Pakistani officers of various Services were and are faithful to the idea of Independence and the ideology of Pakistan and their share in the achievement of Pakistan was not inconsiderable. Since Independence, the CSP and the other Services have borne a heavy burden with credit and devotion. The shortage of personnel and the paucity of numbers in some of the Services should be considered a measure not of the rewards and promotions which have accrued to these officers but of the heavy weight which they have been called upon to carry.

14. The majority report argues that the CSP is as corrupt as the other Services and, therefore, deserves no special position or status. We do not desire to assess the comparative integrity in various Services but would submit that the reputation of the CSP for integrity and devotion to duty is at least not lower than that of any other Service. Anyhow, in our opinion, the duties should be entrusted to Services on the basis of their competence and training and not upon other extraneous considerations.

15. Stress has been laid on the poor material of the recruits to the CSP since Partition. We would agree that the material has not been comparable to that in France or some of the other advanced countries; but, within the availability of the human resources in this country and the limitations imposed by the regional quota system, the selection has been satisfactory. The important fact is that the officers selected have given a good account of themselves in the field. The burden upon the administrator has been varied and heavy and yet there have been few instances where the officer has not proved equal to the demands made upon him.

16. It is true that the PCS officers have shared the burden extensively and satisfactorily; but the demand for CSP officers in preference to others has been noticeable. Recently certain dignitaries from the Northern Regions saw the Establishment Secretary and expressed the satisfaction of the people of the area upon the appointment of a CSP officer to the Agency and deplored the fact that officers from this cadre had not been deputed earlier to this region.

17. Throughout these Chapters Chapman's 'Profession of Government' has been extensively quoted and the systems prevalent in other countries have been held out as examples to be followed. We would like to draw attention to the fact that France has a system of an elite service very similar to that prevalent in this country. It is mainly due to this Service that the political instability in that country has been rendered comparatively innocuous. It would not be too much to claim that in Pakistan also the continued progress and development of the country during the years of political instability owe a great deal to the soundness of the administrative system and the devotion of the officers.

18. The majority report maintains that the CSP has failed to keep pace with the development requirements of the country and that the administration would gain by making the technician independent of control by the administrator. It also proposes taking officers from the technical departments and entrusting them with purely administrative duties. We do not agree that with the increase in the developmental functions of Government, the need for the type of co-ordination and

leadership that the officer of the Civil Service of Pakistan offered and still offer is over. As observed by a Commission on Public Service in the USA "the relation of the administrator's to the technical services hinges on the administrator's responsibility to understand and co-ordinate public policy and interpret it to the operating services. While he will have deep appreciation of the operation of the technical departments, he cannot know their technology or science. No man can be expert in all fields. For the same reason the technical and professional Heads of these services can seldom, if ever, know the technologies or problems of their neighbours, or have a view of the entire picture of Government or see what is necessary in their own work to produce in the end a correlated public service. In insisting on this correlated and conformity of work to the policies which have been adopted, the administrator is not interfering in technical work, which must, of course, be left to the technician. He is rather applying to the technical field decisions of public policy which equally are beyond the competence or responsibility of the technician". It may be pertinent to add that in India, the Indian Administrative Service (in Pakistan known as "CSP") has not been abolished. In fact the Committee recently appointed by the Government of India to suggest measures to gear up the administrative machinery, particularly at the district level, with the special aim of smoothening the implementation of the development schemes has recommended that recruitment to the Indian Administrative Service should be increased by 25%. This Committee was headed by Mr. V. T. Krishnamachari, former Deputy Chairman of the Planning Commission and took over a year and half to complete its study. India finds that officers of the I.A.S. are the ones most suited to fulfil the developmental targets of the country.

19. We, therefore, do not agree with the over simplification which the Report has adopted in regard to the injection of technical officers into the field of administration and co-ordination proper—a specialised function in itself for which a service like the Civil Service of Pakistan is meant to train and equip its officers. We would like to quote what Maurice Zinkin has said in his 'Development for Free Asia' (Chatto and Windus 1956) (Page 77) "It is vital to Asian Governments, therefore, that their bureaucracy should be, what the Indian Civil Service has always been called in India, the 'Steel frame'. It must represent the accumulated experience of what can be done and what cannot, of what the public will stand for and what it will not".

20. We would like to point out the desirability of safeguarding the rights of persons in service today. The possibility of changing the pay and prospects of the Services was considered as early as 1948 but better counsels prevailed. At present the pay and perhaps the prospects are protected by the Constitution and although it may be possible to change them against the interests of the officers concerned through a change of the Constitution or by an order, we would strongly advise against such a step as this will lead to large scale frustration and would be against the best interests of the country.

Chapter IV.—The New Service structure :

21. We agree that the division of various Services into uniform classes based on educational qualifications would be desirable objective. Unfortunately, it is very difficult to fit the existing Services into the pattern put forward by the Commission. The minimum educational qualifications vary a great deal and, in actual fact, these minimum

qualifications are exceeded in a vast number of cases, e.g., a majority of the clerical staff are now graduates. The adoption of the classification suggested by the Commission would be difficult and needs careful examination by the departments concerned. It would, anyhow, result in a substantial increase in governmental expenditure.

22. It is unfortunate that in the majority proposals pays have been inextricably linked with service structures. In many cases low paid services are required to possess high educational or technical qualifications. The proposals in their present form are bound to give rise to claims for increase of pay on the basis of these qualifications. It would be embarrassing to reject these claims and financially impossible to accept them.

23. The linking of the pays with service structures will impose a very heavy task on the Government of isolating the one from the other in case it comes to the conclusion to reject or modify either of the two components.

24. We do not agree that the Civil Service of Pakistan has outlived its utility and that it should be abolished and its place taken by a service drawn from all the cadres. The *esprit de corps* of this service has been built upon a long tradition of devotion to duty. The selection, the initial training and experience from the very beginning in posts of responsibility which bring the young Assistant Commissioner or Sub-Divisional magistrates in contact with rural problems and the people of the country all contribute to the promotion of efficiency and the development of character. This has permitted comparatively young officers to handle difficult situations with tact and confidence. We doubt if persons without this training or experience would be qualified to tackle the difficult duties of a Deputy Commissioner.

25. The considerations on which the selection will be made to the proposed P.A.S. and the principles which will govern the cadres *inter se* seniority have not been laid down. These will present considerable difficulty as we can visualize a situation in which the number of doctors or engineers is either short or in excess of the requirements for these specialities. Similarly situations will arise when a senior post is available for a doctor but the senior most persons on the list belong to other specialities and no doctor is available till far down the list. A decision will then have to be made to promote an officer without medical qualification to the medical post or disregard seniority and take the next doctor irrespective of his seniority.

26. We do not think that a service drawn from heterogenous sources without any initial training and without the essential experience in the field would be able to replace adequately the CSP. This proposal overlooks the fundamental fact that the art of administration requires expertise of its own. It is true that officers of some of the other departments also work in the rural areas and know conditions prevailing there. But there is a great deal of difference between the outlook of an Assistant Commissioner and an Assistant Engineer or that of the Sub-Divisional Magistrate and the SDO (Irrigation).

27. We would like to draw attention to the fact that under the proposed scheme the existing Civil Service cadre would be split into three sub-cadres, and, therefore, the officers in these sub-cadres would not gain the all-round experience which goes to the making of a good

administrator. At present, the Assistant Commissioner has experience of Magisterial, revenue and general work. The new officer would be restricted to only one of these fields and would not be able to develop the width of vision which comes from varied experience.

28. The report of the Commission stresses the fact that the adoption of their proposals would in many cases permit able officers to end up two grades above the point of their entry. This would actually be a retrogressive rather than a progressive step. Under existing conditions, police constables have been known to end up as DIGs and EACs as Financial Commissioners.

29. For many years to come, the shortage of technical officers will continue to be felt in the country. We cannot lend support to proposals which seek to turn good doctors and engineers into poor or indifferent administrators.

30. We recommend that every service should have adequate avenues of promotion. In other countries, some technicians are at present commanding salaries far in excess of the administrator or the generalist. We would, therefore, propose that each Service or Cadre should have an adequate number of posts within the speciality, comparable in pay with the highest posts on the administrative side.

31. In our opinion contract service in the early stages of an officer's career is undesirable as it combines the maximum of temptation with the maximum of opportunity. Insecurity of tenure, inherent in the system, would also detract from the quality of recruits which come forward for joining the service.

32. We feel that the old system of having a higher and lower service in each speciality had a great deal to recommend it. We notice that an All-Pakistan Medical Service has been set up recently under a Presidential Order and we are of the opinion that higher Services of this nature should be maintained as they lead to an increase in efficiency and help to bind the country together.

33. The CSP has in recent years been short of officers and many of the posts reserved for this cadre have been held by members of the PCS. In most cases they have performed these duties adequately and satisfactorily. We would recommend that senior members of the PCS should be considered for recruitment to the CSP through a special board consisting of the Chairman, FPSC, the Establishment Secretary and the two Chief Secretaries. Their number should eventually be limited to the number of listed posts but as a temporary measure a few *ad hoc* selections may be made to overcome the shortage of senior officers—specially in the East Wing.

34. We do not deal under this chapter with the set-up in the districts and the divisions (General Administration) or with the organisation of the Central and Provincial Secretariats. These subjects are dealt with in special chapters in the majority report and our proposals regarding them are contained in our comments on those chapters.

35. We would recommend the adoption of the following basic principles :

- (i) The present system of separate Services should be retained.
- (ii) That each Service should have a higher Cadre, based upon special qualifications and outstanding potential merit.
- (iii) That recruitment to this Cadre should be **entirely** by competition. Officers in the lower Cadre of the same Service should however be eligible to appear for the competition for the first 7 years of their Service and should take their seniority along with the probationers of the year of their success in the competition.
- (iv) The fact that the duties of an administrator require an expertise should be recognised. The administrator should be recruited for this specific work and given special training and experience to enable him to perform this task efficiently. In other words, the CSP should be permitted to continue in its present shape and should continue to perform the duties at present entrusted to it.
- (v) Members of the PCS should be selected to the CSP by a special Board consisting of the Chairman, FPSC, Establishment Secretary and the two Chief Secretaries. The number to be selected should be limited to the number of Listed Posts.
- (vi) As a temporary measure, a few *ad hoc* selections may be made from the PCS to the CSP in order to overcome the shortage of senior officers in the CSP, especially in the East Wing.
- (vii) The reservations in the Secretariat for the various services should be abolished gradually without affecting the rights of persons already in service. For high posts in the Secretariat, central as well as provincial, officers should be selected, keeping in view—
 - (a) their experience *vis-a-vis* the work they will be called upon to do ;
 - (b) the necessity of an independent secretarial scrutiny for the coordination of policy, etc.
- (viii) Each superior cadre should have a sufficient number of high posts in it to afford adequate reward and incentive to its officers.

36. In considering the proposals with regard to the revision of pays we have come up against two difficulties. Firstly, it has been difficult to study the proposals regarding the revision of pay as they are not self-contained and are only implicit in the proposals for the revision of service structures. Secondly, the financial results of the proposals were put before the Commission only one day before the signing of the report and it has not been possible to assess the effects adequately.

37. Certain members of the Commission have found a great deal of merit in our views on district administration specially that the introduction of the drastic changes proposed would lead to instability and would detract from the national concentration on development. They

have suggested that the majority proposals may be tried out in a few districts in each Wing. As our purpose is not to protect the present position of the CSP as such, but to maintain a system under which stable administration and development could proceed we cannot object to the trying out of an experiment on a suitably limited scale which may bring out something valuable.

38. We recognise that a substantial upward revision of pays, specially in the lower grades, is called for. During the deliberations of the Commission it was accepted that the present scales of pay do not conform to the needs of even the most frugal budget for the upkeep of a family. The acceptance of this fact would have led to proposals which the economy of the country could not afford. The Commission therefore took cognisance of the fact that the lower grades of Government employees or their families supplement the income by some means or other.

39. In view of the difficulties stated above, we can only recommend that an upward revision of pays should take place. The pays recommended seem reasonable to us but we realize that it would be difficult to isolate the proposals which are implicit in the general proposals. The task is, however, not impossible and should not deter the Government from rejecting proposals which are not practicable.

40. We would like to stress once again that the linking of the proposals regarding pay structure and educational qualifications with the proposals regarding revision of pay is bound to give rise to excessive claims which Government would find difficult to resist.

41. We agree with the implied recommendation that the proposals of the Pay Commission presided over by Mr. Justice Mohammad Munir, which resulted in a substantial reduction of pays in the higher grades, should be revised and the original pays should be restored at the higher levels.

Chapter VII—General Administration :

42. The acceptance of the recommendations in the majority Report regarding the District and Divisional Administration will involve the replacement of the present Deputy Commissioner by the following officers :—

- (1) A District Magistrate to deal with the conduct of criminal cases.
- (2) A Collector to deal with problems of revenue administration and excise.
- (3) An officer of similar status as (1) and (2) above to deal with the Local Bodies and social welfare.
- (4) An officer in a higher grade to co-ordinate the work of all the departments in the District—to be known as the District Commissioner—.
- (5) Two or three junior officers to assist the District Commissioner mentioned in (4) above.

43. It is also proposed to make the Police completely independent of any control by the District Magistrate.

44. The Co-ordinating District Commissioner is not to have any direct power at all.

45. It has also been proposed that Sub-Divisional Magistrates should be abolished.

46. It is obvious that the proposed arrangements will be very much more expensive than the present system. But apart from this aspect of the case, we are strongly of the view that the proposed system will not be satisfactory and will lead to a great deal of deterioration in the administration of the District.

47. We cannot stress too strongly that the successful performance of the duties of a Deputy Commissioner requires special training and experience. The acceptance of the proposals would lead to the appointment of district officers from all sources, and none of them will have the requisite and comprehensive training and experience enjoyed by the present members of the CSP. We would like to point out once again that with the division of the CSP into three cadres, no officer from any of these cadres would have the all-round experience of the present day CSP officer.

48. The present proposals visualise a District Officer of the age of 45 years and above. Whereas we agree that in some cases circumstances have led to the promotion of officers at an early stage of their career the difficulty can only be remedied by time. As the CSP cadre reaches its full strength the position would correct itself just as it has done in the Army.

49. For many generations now the District Administration has been based upon the concept of a person who enjoys a great deal of power in his own right and plays a supervisory role over the other departments. A co-ordinator shorn of all power and performing only supervisory and co-ordinating duties will not be able to "deliver the goods". The prestige and usefulness of a Deputy Commissioner is based upon the fact that he can pass direct orders regarding most of the matters which are brought to his attention. His replacement by an officer who will hold an inquiry under an "inquisitorial procedure" through a special agency into matters brought before him will not only fail to replace the Deputy Commissioner but will also lead to chaotic conditions.

50. We have already expressed the opinion that the appointment as Deputy Commissioner of persons who have not acted as Assistant Commissioners or Sub-Divisional Magistrates, who have no direct experience of general administration and who have never tried a criminal case, have never done a Girdawri, or coped with mulaquatees, will not be in the best interest of the administration and may actually lead to administrative deterioration.

51. We are also of the opinion that a Sub-Divisional Magistrate serves a useful purpose, especially in East Pakistan. The abolition of this post would leave a void in the administrative set up. The recent trend has been to increase the number of Sub-Divisions to lighten the burden of the Deputy Commissioner.

52. The question of the relations between the Police and the Magistracy has been the subject-matter of many enquiries and we are inclined to think that the present compromise whereby the Deputy Commissioner has a loose and undefined control over the District Police, leads to a better co-ordination and understanding between the two departments. The abolition of this control would not be desirable.

53. The reasons stated for keeping the position of the Deputy Commissioner un-altered apply *mutatis mutandis* to the position of the Commissioner and we would advocate that this post should remain in the Cadre of the CSP. Under our proposals the members of the PCS ripe for promotion to this post would already have been inducted into the CSP.

Chapter XI—Central and Provincial Secretariats :

54. The majority report does not make detailed recommendations regarding the organisation of the Central and Provincial Secretariats but seeks mainly to abolish the secretariat scrutiny as it is practised at present. It advocates the appointment of technicians to the higher posts and proposes that the head of a department should have a higher status than the Secretary of the Department.

55. The acceptance of the majority proposals would involve the Ministers in the day-to-day routine of the departments under their charge. The Secretary would be confined to giving advice when called upon by the Minister to do so and, therefore, decisions, even in matters not concerned with the formulation of policy, would be taken generally by the Minister. This is against the trend of Governmental thinking.

56. We are firmly of the opinion that independent secretarial scrutiny is an important and essential step in the formulation of policy and the elimination of this step would have unfortunate consequences. We are supported in this view by the various re-organisation committees which have considered this question in recent years. We would like to quote the opinion expressed by the Committee which was headed by a Minister of Mr. Soaib's experience :—

“The Committee considered the question whether the technical head of a department should submit his cases directly to the Minister or whether the files should pass through the Secretary or Joint Secretary. It feels that in view of the following considerations, secretariat scrutiny regarding policy and financial implications is a necessary step and should not be discarded.

- (i) The head of a technical department may be able to ensure the technical soundness of the scheme but the remaining aspects of it can be examined appropriately only in the secretariat which is properly equipped to deal in a co-ordinated fashion with all aspects of the proposal.
- (ii) The efficiency of an executive department essentially depends on the effective performance of the normal operational duties in the field by its head. If the head of a department is employed on Secretariat work or is required

to tender advice to a Minister as one of his normal functions, this is bound to affect adversely the efficiency and effectiveness of the department as he will have very little time left to attend to his field function.

- (iii) The Secretariat scrutiny provides the necessary objectivity essential for dealing with personnel cases which cannot be effectively ensured if left to the head of the department who is apt to be influenced by departmental prejudices developed over the years.
- (iv) The Secretariat as a repository of conventions and precedents is in a better position to ensure that all relevant documents and papers are furnished to the decision-making authority, a condition which it has been observed, a technical department is often unable to fulfil.
- (v) The departmental head is generally not in a position to devote full time to international negotiations for loans or otherwise or to give due consideration to national and international implications.

The Committee, however, recommends that—

- (i) the proposal of a head of a department should not be scrutinised at a level lower than that of a Deputy Secretary ;
- (ii) there should be no scrutiny of the technical aspect of the case in the Secretariat ;
- (iii) there should be no bar on the technicians being appointed to secretariat posts. In some cases it may even be desirable to post a technician in preference to a generalist, and
- (iv) the head of department could be allowed direct access to the ministers in cases of disagreement or might in some instances be given *ex officio* secretariat status."

57. We agree with the above recommendations. We are strongly opposed to the proposal that heads of department should have a higher status than the Secretary of the department. To call upon a junior officer to scrutinise, and perhaps to criticise, the proposals of his superior in the same department would create difficulties for the junior officer and would also militate against departmental discipline.

58. The recommendations of the majority report would involve the Ministers in questions of routine and implementation. It is important that Ministers should be responsible for the formulation of policy and general guidance but should not be called upon to take decisions in matters of departmental routine.

59. The Section Officers' Scheme is still under trial. Detailed recommendations cannot be made regarding the organisation of the Secretariats till a definite decision is taken regarding its future. We would, however, recommend that steps should be taken to give the Section Officers an opportunity of experience in the field.

60. We have already mentioned the considerations which should apply to be selection of officers for Secretariat posts. We would suggest, in each department, the selection of certain officers to be placed on a

'secretariat list'. These officers should then be given an opportunity of serving as Section Officers, Deputy Secretaries, etc., in the Secretariat dealing with their department. They should not, however, replace the CSP officers entirely but should supplement them to the extent of 25% or 33%.

61. The tenure system should be strictly enforced and officers from non-Secretariat Services—i.e., those not belonging to Section Officers Cadre, Central Secretariat Service, G.A.R. or the Financial Pool—should go back to a field post after each tenure in the Secretariat.

Chapter VIII—Judiciary :

62. We agree that non-CSP servicemen get an excessive rise in pay when promoted to Judgeship. We would, therefore, recommend that more CSP officers should be encouraged to go to the judiciary. At present the pay and prospects on the executive side are better and, therefore, an attempt should be made to make service on the judicial side equally attractive.

63. Section 30 magistrates have served a useful purpose. Commitment proceedings are desirable for very serious crimes only but would be a waste of time for the ordinary cases involving a long sentence. These magistrates should be retained along with the proposed system of judges.

64. The idea of DJAs. is an excellent one.

65. We see no advantage in keeping Sub-Judges and Magistrates in separate cadres. If these officers are to try both civil and criminal cases in the later stages of their career, it would be an advantage to give them experience of both branches.

66. We do not recommend the appointment of Contract Magistrates and Sub-Judges. This system combines the maximum of temptation with the maximum of opportunity.

Chapter XXX—Miscellaneous :

67. Out of the three recommendations made in the majority report, we agree with the first and the third ones. Regarding the second one, our comments are as follows :

68. The rationale behind the quota system is that people of backward tribes and areas do not have a good opportunity of educating themselves. In actual fact, the quota system has failed to achieve the desired result because the vast majority of persons recruited from Baluchistan and NWFP are Punjabis and refugees settled in the areas. Under the circumstances, the quota system should be replaced by a system of scholarships. People from backward areas should be selected on potential merit and given the best possible opportunity of educating themselves with the help of scholarships. If they make the grade, well and good : otherwise the services should not be burdened with unsuitable people.

G. MUEENUDDIN.

ALI ASGHAR.

OBSERVATIONS BY BRIGADIER A. K. AKBAR

While there is a great deal to commend in the recommendations regarding district administration, I am NOT sure whether the powers left with the District Commissioner would be sufficient for effective control in all spheres specially in the field of law and order. The country is passing through a very important phase in its development and the administration is in the process of absorbing a great many changes in almost all spheres of its activity. Our recommendations involve extensive re-organisation and re-assortment in every branch of the Public Service and in the Public Service as a whole. The introduction of all these changes in addition to the aforesaid at this stage of the country's evolution, with an element of uncertainty about law and order in District administration is liable to result in universal confusion bordering almost on chaos.

2. I am, therefore, of opinion that the re-organisation of District administration as recommended by us should be tried out on the ground i.e. in a few districts in each wing with a view to ensuring that all loose ends are properly tied up and the scheme is workable under conditions of reasonable severity. If the experiment shows that the powers allowed to the District Commissioner are sufficient and can be properly and effectively applied by picked technicians of the type envisaged in the report the scheme should be gradually extended to cover the whole country. There would then be no justification for reservations in favour of any Service for the appointments of District and Divisional Commissioners. The most suitable persons from the point of ability experience and availability should be selected irrespective of the Department to which they belong. If on the other hand the experiment reveals that the powers of Deputy Commissioner existing as at present are necessary for the head of the District administration present reservations in favour of experts in general administration would be necessary because it would not be possible for officers of the technical services to use those powers properly without prior training and experience.

3. I have seen the minute of dissent by M/s. Mueen-ud-din and Ali Asghar. Their remarks regarding District administration support my doubt regarding the effectiveness of powers left with the District Commissioner and they accept a trial in a few Districts which in my opinion is also indicated by the fact that except for this doubt about the effectiveness of the powers, there is so much merit in the Commission's plan that it would be a pity if it is not even tried out. I must, however, emphasize that in view of the conflicting interests involved very special care would be necessary to ensure strict impartiality both in the conduct of the test and the assessment of its results.

4. With the exception of the points mentioned above I agree with the Commission's report entirely.

A. K. AKBAR.

Brigadier.

27-5-61.

APPENDICES

APPENDIX I

MATTERS REFERRED TO THE PAY AND SERVICES COMMISSION
FROM TIME TO TIME

Serial No.	Gists of the references received	Action taken by the Commission
1.	To consider, and give recommendations about, the claim of the technical and professional services that their top men should get a salary comparable with that of generalists.	This has been worked out into new equivalent service structures and provision has also been made for compensation for high technical and professional qualifications from abroad.
2.	To consider the recommendations of the Scientific Commission regarding the constitution of a Scientific Service and future grades and scales of pay, privileges and status of Scientists.	These points have been covered in the Chapter relating to Scientific Services.
3.	To examine the Scheme prepared by the Government of India regarding merit promotions for Scientific and technical staff, in the context of the Service structure envisaged by the Pay and Services Commission.	
4.	To consider, and give recommendations about, the salary scales and other service conditions of teachers and educationists of different categories (employed both in Government and non-Government institutions), beginning from primary schools teachers up to the Vice-Chancellors of the Universities.	This has been covered in the Chapter on Educational Services. The salary scales of educationists have been brought up to the level of all other employees with equivalent qualifications. In addition, supplements have been recommended for higher qualifications from abroad.
5.	To consider <i>inter alia</i> whether the selection grade (which amounts to paying more to an officer for the same job) should be retained or not and, while examining pay scales, etc., for District and Divisional officers, to take into account the effects of the delegations of administrative and financial powers to	<i>Ad hoc</i> Selection Grade posts have been eliminated from our service structure and the technique of selection has been embodied in the "Special List" which has been provided in the middle, grade of each Group, as a conduit for rapid rise by officials in that Group, below certain ages, who

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Serial No.	Gists of the references received	Action taken by the Commission
	those authorities decided upon on the recommendations of the Provincial Administration Commission.	possess educational and other qualifications equivalent to those necessary for the next higher Group. The main recommendation which does away with the need for Selection Grade posts is to lengthen out salary scales, and opening up avenues of promotion to higher supervisory and directory posts. This had been taken care of while framing our service structure.
6.	To examine, if the Commission deem fit, the feasibility of applying to the case of recruitment of Engineers, the principles adopted by the Armed Forces with regard to the recruitment of Doctors, namely, the grant of certain cash down payments instead of increases in pay, as an incentive.	This has not been found necessary, it being felt that to equalise salary scales for the Superior Services and bringing them up approximately to the level applied pre-Partition for the ICS would meet the situation.
7.	To examine whether the PCS officers should be treated as members of the CSP on substantive appointment to "Listed Posts".	In the new service structure the concept of "Listed Posts" has been eliminated.
8.	To consider whether PCS Officers who were permanent in that service on 18th July 1947 and who, under Establishment Division's orders of 1953, are entitled, on appointment substantively to superior posts on the CSP cadre, to draw pay in the ICS time-scale, should also be allowed to draw pay as admissible to ICS officers on appointment as Joint Secretaries at the Centre or to other posts above the time-scale of the CSP.	Under our Scheme of service structure pay will go with the post, and service differentiation will disappear. In our opinion, the salary should go with the post whoever the occupier might be.

Serial No.	Gists of the references received	Action taken by the Commission
9. To consider the functions of the F.P.S.C. particularly in so far as the questions of recruitment and disciplinary jurisdiction are concerned. 10. To consider the role of the Public Service Commission in the context of the proposed recommendation to set up administrative tribunals.	Our recommendations regarding the future functions of the Public Service Commissions especially <i>vis-a-vis</i> recruitment and disciplinary jurisdiction are stated in the Chapter on Personnel Management. As regards Administrative Tribunals, we have recommended that such Tribunals should be introduced into "General Administration" at District and Divisional levels, as a means to exercising control over public servants in their dealing with the members of public. The Public service Commissions are not suitable for performing these functions either in the "General Administration" or in a specialised branch. Even questions of disciplinary action arising out of cases before Tribunals would in our recommendation, be enquired into and finally decided without reference to the Public Service Commission. However, we must not be thought to have advised against the introduction of Administrative Tribunals in special spheres, e.g., there could be high level Administrative Tribunals to deal with all matters in the taxation field (other than Land Revenue and Provincial Excises and Taxes).	
11. To consider the question of redesignation of 'peons' as well as the minimum salary which should be allowed to them.	The 'Peons' may be redesignated as Messengers : we have provided incremental scale for them and a quick career for those who acquire necessary education : the salaries have been graduated according to educational qualifications.	
12. To examine the introduction of a scheme of Group Life Insurance for Government employees.	This has been dealt with in our Chapter on Pensions.	

Serial No.	Gists of the references received	Action taken by the Commission
13.	To review, and give their views about, the salaries of the statutory appointments mentioned below having regard to the present "prescribed" scales of the higher posts in the Civil Services and the recommendations which the Pay and Services Commission may wish to make with regard to the salaries of such posts :— (a) Election Commissioner and Regional Election Commissioners. (b) Judges of the Supreme Court. (c) Judges of the High Courts. (d) Attorney-General. (e) Comptroller and Auditor-General. (f) Chairmen and Members of the F.P.S.C. (g) Advocates-General of the Provinces. (h) Chairmen and Members of the Provincial Public Service Commission. (i) President, Income Tax Appellate Tribunal.	The new Constitution makes definite provision for the salaries relating to items (a), (b) and (c). For the Attorney-General of Pakistan, a retainer equal to the salary of a Supreme Court Judge, for all Government work in the Supreme Court, <i>plus</i> fees on a prescribed scale for Government work in the High Court or before other Courts and Tribunals would be appropriate. The Comptroller and Auditor-General may suitably be paid salary equal to that of a Supreme Court Judge. The present rate of salary for the Chairmen and Members of the Federal Public Service Commission are appropriate. For a Provincial Advocate-General, we recommend a salary equal to that of a High Court Judge for all Government work in the High Court of the Province, with a prescribed scale of fees for work in the Supreme Court and the High Court, or any other Court or Tribunal. For Chairmen and Members of the Provincial Public Service Commissions, we recommended Rs. 3,000 p.m. and Rs. 2,000 p.m., respectively. The President of the Income Tax Appellate Tribunal, which is now composed of six Members, deserves payment on a higher scale than a Selection Grade Session Judge. For him, we would recommend a salary of Rs. 3,500 p.m.
14.	To consider the recommendations of the Medical Reforms Commission in regard to the scales of pay of the medical and health posts.	This has been covered in the Chapter on Medical Services. Due remuneration of Medical personnel is taken care of by equalising provisions, besides the grant of an advantage for age, at a standard rate, in fixing the starting pay in each Group.

Serial No.	Gists of the references received	Action taken by the Commission
15.	To consider the recommendations of the Food and Agriculture Commission regarding :— (i) Pay scales of personnel of the Agricultural Extension services ; (ii) Setting up of a cadre of agricultural research personnel and their pay scales with particular reference to the need for ensuring that research staff continue so long as they are useful and are not taken away for administrative jobs to or want of scope of promotion in the research field.	Note has been taken of the recommendations of the Food and Agriculture Commission, with reference to the Agricultural Extension Staff. For research personnel, with high scientific qualifications, the recommendations we have made for Scientific and Educational cadres may be found suitable for application. As for saving scientific staff from the necessity of doing periods of administrative duty, our suggestion that the Land Revenue Staff should largely be composed of graduates in Agriculture, and should be associated with the work of the Agriculture Department, if accepted, would have a potentiality for providing personnel to undertake the administrative side of the work of the Agriculture Department.
16.	Proposal that provision should be made for addl. leave for government servants suffering from T.B. on the lines of the concessions admissible to employees of the Government of West Pakistan.	This point has been dealt with in our Chapter on Leave.
17.	To consider the advisability of consulting the F.P.S.C. on any points in advance, in view of the President's direction that F.P.S.C. would be consulted before orders are passed on the Report of the Pay and Services Commission.	Consultation was confined to and interview which the Chairman had with the Chairman of the F.P.S.C. and the interviews granted by the Commission to the Provincial Public Service Commissions.

REFERENCES REQUIRING INTERIM RECOMMENDATIONS

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| <p>18. To examine whether any and what further increase in Dearness Allowance would be justified in the case of non-gazetted staff of the Central and Provincial Governments, consequent on the increase in the prices of food and cloth.</p> | <p>The Commission first recommended the following interim relief :—</p> <ul style="list-style-type: none"> (a) To non-gazetted employees drawing salaries up to Rs. 100 p.m. : a relief of Rs. 5 p.m. |
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Serial No.	Gists of the references received	Action taken by the Commission
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(b) To non-gazetted employees drawing salaries from Rs. 100 to Rs. 250 p.m. :

(i) if unmarried Rs. 3 p.m.

(ii) if married Rs. 5 p.m.

(c) To non-gazetted staff drawing salaries above Rs. 250 p.m. :
No increase.

(d) Non-gazetted servants of the West Pakistan Government drawing salaries up to Rs. 100 who had already been given a relief of Rs. 5 p.m. should not receive any further relief.

(e) The case of pensioners also needed sympathetic consideration.

*N. B. :—*For the purpose of grant of this interim relief, only basic pay *plus* S. P., if any, drawn by the employees should be taken into consideration.

[P&SC letter No. (Y-33)-P&SC/60, dt. 4-8-60].

However, later on, the Commission reconsidered the matter and withdrew the above recommendation and in its place recommended only an increase of Rs. 2 p.m. to non-gazetted employees of the Central Government posted in West Pakistan, drawing salaries up to Rs. 100 p.m.

[P&SC letter No. (Y-33)-P&SC/60, dt. 12-9-60].

Serial No.	Gists of the references received	Action taken by the Commission
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19. To consider the grant of concession to Government servants and their families travelling by train on leave for rest and recreation.

The Commission suggested that the expense of a return journey by the family of a Government servant between the place of his duty and his home town may be the outside limit for calculating the travel concessions that could be allowed. To further minimise the extent of the concession, the Commission suggested that each province could be divided into Zones, preferably corresponding to Commissioner's Divisions, and the travel concessions may only be admissible in cases where an employee domiciled in one Zone is required to work in another Zone within a province. For the purpose of determining the Zone, each government servant may be required to give a declaration about his own home town unless it already appeared from his service documents and the Government should, as far as possible, try to post an employee within the Zone in which his home town falls. For those who are domiciled in one province but are required to serve in the other Province, the existing rules could continue.

As to the extent of the concessions, the Commission felt that the full cost of the return journey should be allowed but this should take the shape of Railway warrants for which a special procedure could be evolved embodying safeguards against substitution through some systems of identity cards and comparison with declarations about names and ages of family members, which every employees may be required to file before the scheme is introduced.

[P&SC letter No. (Z-2)-P & SC/60, dt. 11-11-60].

Serial No.	Gists of the references received	Action taken by the Commission
20.	To consider the provision of medical facilities to pensioners and their families as admissible to the serving Government servants.	The Commission recommended that the Central Government pensioners, their wives and minor children should be provided with facilities of outdoor free medical treatment at Government hospitals as are admissible to serving Government servants. They should also be provided with facilities for indoor treatment available in the hospitals <i>on payment</i> as in the case of retired Railway servants who have to pay half the charges recoverable from the Public. Further, reimbursement of the cost of medicines not available in the hospitals should be admissible to pensioners only on the authorization by the Civil Surgeon. (P&SC letter No. 1361-P&SC/61, dt. 15/17-5-1961).
21.	To consider as to how to bring about amalgamation of the PFS and the CSP.	The Commission recommended against the amalgamation of the two Services. (P.&S.C. letter No. 453-P&SC/62, dt. 3-3-1962).

APPENDIX II

COPY OF LETTER NO. F. 5(17)-R(5)/60-886, DATED KARACHI, THE 19TH MAY, 1960, FROM A. A. BURNEY, ESQR., JOINT SECRETARY, MINISTRY OF FINANCE, GOVERNMENT OF PAKISTAN TO THE CHAIRMAN, PAY AND SERVICE COMMISSION, KARACHI.

SUBJECT :—*Interim recommendation regarding increase of Dearness Allowance of low paid Government Servants*

I am directed to refer to this Ministry's Resolution No. 2524-Admn. III/59, dated the 31st August, 1959 and to say that the Cabinet have directed this Ministry to consider the question of enhancing the Dearness Allowance to Class IV Government servants in view of the rise in food and cloth prices which might result from the recent increase in the issue price of imported wheat to Rs. 16 per maund. As the Pay and Service Commission is already considering the question of emoluments of Government servants of all classes in terms of para. 1(b) of the Resolution referred to above, it is felt that a decision in the matter of increase of Dearness Allowance for any class of Government servants should be taken at this stage only under the advice of that Commission.

As the commission are perhaps aware the D. A. rates sanctioned in 1949 were enhanced from 1st April, 1957 and 1st July, 1958 by Rs. 3 p.m. and Rs. 4 p.m. in the form of in *ad hoc* increase and as interim relief. The interim relief orders were issued in pursuance of the recommendations of the Pay Enquiry Commission. Full records and material on which the recommendations of that Commission in regard to this interim relief were made, are already with the Pay and Service Commission.

I am, therefore, to request that the Pay and Service Commission may kindly have the question of the further increase of D.A. examined and advise the Government as to whether any increase in the Dearness Allowance would be justified, in their opinion, in the case of Central Class IV Government servants and other low-paid Central Government servants consequent on the recent increase in the price of food and cloth and if so also on the extent of such increase.

2. While making their recommendations on the above points the Commission will no doubt indicate—

- (i) their reasons with requisite facts and figures ; and
- (ii) the extra expenditure that in their opinion the implementation of their interim recommendations would involve annually.

3. The interim report may kindly be made as early as possible.

APPENDIX III

COPY OF MINISTRY OF FINANCE LETTER No. 530(S)-DS(2)/60, DATED THE 3RD OCTOBER, 1960, ADDRESSED TO THE CHAIRMAN, PAY AND SERVICES COMMISSION, KARACHI.

SUBJECT :—*Grant of concessions to Government Servants and their families travelling by Train on leave for Rest and Recreation*

I am directed to enclose herewith a copy of a Summary on the subject noted above prepared by the President's Secretariat (Cabinet Division) and to request that the Commission may kindly consider the question discussed therein and send their recommendations to this Ministry. The views previously expressed by the Ministry of Finance and the Director General, Health, are given in Annexures I and II respectively to the enclosed Summary.

* * * * *

SUMMARY

SUBJECT :—*Grant of Concessions to Government Servants and their families travelling by Train on leave for Rest and Recreation*

Some time back the Cabinet decided that the Cabinet Secretary should, in consultation with the Ministry of Railways and Communications, submit a proposal on the question of granting half or one-third fare concession to Government officers and their families who wish to travel by train to a station other than that of their posting for enjoying leave for rest and recreation and that this concession should be available to the family of the officer only when the officer is himself travelling with his family.

2. The Railway Board advised that from their point of view there was no objection to the grant of any percentage of concession to Government servants from the finances of the respective Ministries. They would, however, be interested in the formulation of a proper method by which the interests of the Pakistan Railways were safeguarded. On the suggestion of the Railway Board the matter was referred to the Ministry of Finance, a copy of whose reply is attached as Annexure I to this summary.

3. In compliance with the Cabinet decision orders have already been issued that the Ministries/Divisions should encourage their officers to go on periodical leave for rest and recreation which should lead to better health and better work, and would, therefore, be in the interest of both the officers and the Government. The Health Division are of the view that the officers should be compelled to avail themselves of the annual leave. They, however, apprehended that the officers do not avail of the leave because of excessive expenditure involved in travelling. The Cabinet Division are of the view that another reason which deters officers from availing themselves of annual leave is that they earn leave on average pay at the rate of about one month per annum which they keep as a stand-by for any unforeseen occurrence such as urgent private work, sickness in the family, etc. A copy of the Health Division's letter on the subject is attached as Annexure II.

4. According to the information available to the Cabinet Division the Railway employees, when on leave, are allowed to travel with their dependents free of charge on a scale which varies with the seniority or class of officer. The civil Government servants serving in a province other than the province of their domicile are entitled to free travel for themselves and their dependents once in three years. The Defence Service officers get the concession from the railway of paying for the lower class, in the case of officers, and half the fare in the case of other ranks. This concession is available for 6 journeys (3 return journeys) a year when proceeding on leave. The civil Government servants serving in the province of their domicile are not entitled to any travel concession. The result is that despite Government orders that the Government officials should be encouraged to go on leave, there is a genuine reluctance on their part to do so due to expenses involved and the limitation on the entitlement to leave on full pay. Previously the travel concession was abused as travelling allowance was allowed to be drawn and there was no restriction on distance. It is now proposed that only railway warrants (to be signed) may be given and the concession should be restricted to the province in which the officer is serving.

Another point to be noted is that this compulsory leave is proposed because of the heavy strain and pressure of work these days. That strain and pressure are much more on officers than on other ranks. At the same time, it would not be expedient to allow the concession to officers only. It is, however, possible to say that Class I and II officers should get it once a year while others get it once in two years as provided generally in 1951.

5. Subject to the point mentioned above, the following proposals are made :—

- (i) Railway warrants for the class to which they are entitled should be granted once a year to civil Government officers and their families when travelling with them.
- (ii) This concession should be restricted to the province in which an officer is serving.
- (iii) The leave for rest and recreation should be on full average pay but debited to the leave on half average pay, i.e., leave for one month for rest and recreation should consume leave on half average pay for two months.

Dated 26th September, 1960.

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ANNEXURE I

COPY OF D. O. LETTER NO. F. 2(11)-R2/60, DATED KARACHI, THE 16TH JULY, 1960, FROM H. A. MAJID, ESQR., SECRETARY, MINISTRY OF FINANCE, GOVERNMENT OF PAKISTAN, KARACHI, TO N. A. FARUQUI, ESQR., S. PK., C.S.P., CABINET SECRETARY TO THE GOVERNMENT OF PAKISTAN.

SUBJECT :—*Railway Concession to Government Servants and their families for Rest and Recreation*

I am in receipt of Baqai's reminder on the above subject. I regret that about two months delay has taken place since I wrote to you on the 30th April, 1960; the reason for this is that the papers got misplaced at Karachi.

When Burney stated on the 5th March, 1960, that any proposals involving extra expenditure on this concession are obviously unacceptable to the Finance Ministry, he was expressing that view after considering all the relevant points. I agree with him that the Ministry of Finance cannot support the proposal of granting railway concession to Government servants and their families for rest and recreation.

The following are some of the relevant considerations :—

1. The present concessions in respect of interzonal journeys are allowed once in 3 years. The cost is considerable in respect of each officer concerned. We cannot obviously consider shortening the period for each concession.
2. The cost of granting free travel every year for rest and recreation will be of such vast dimensions that it will up-set all budgetary calculations.
3. One way of reducing the cost would be to allow the concession once in 3 years even if leave is taken every year. Another method for achieving a similar purpose would be to require that the free travel be in a class lower than the one to which the officer is entitled for travelling under the T. A. Rules. Those who wish to travel in a higher class will have to pay the balance from their pockets.
4. The system of railway warrants is not of any material consequence from the point of view of safeguarding Government money. We would, however, not oppose the introduction of such a system if the concession were going to be allowed.
5. The suggestion that the concession should be confined to only certain classes of Government servants, who are under greater pressure of work, will, most probably, not be feasible as the staff in the lower categories is bound to protest.
6. At the present stage, it seems more appropriate that the proposal is referred to the Pay and Services Commission for their recommendation. A decision of this nature, while the Commission is deliberating on these problems, without a reference to them will not be advisable.

* * * * *

ANNEXURE II

COPY OF D. O. LETTER No. 22-56/59-ADMN., DATED KARACHI, THE 13TH OCTOBER, 1959, FROM BRIGADIER M. SHARIF, DIRECTOR-GENERAL AND *ex officio* JOINT SECRETARY TO THE GOVERNMENT OF PAKISTAN, TO J. D. HARDY, ESQR., C.B.E., JOINT SECRETARY, ESTABLISHMENT DIVISION, MINISTRY OF THE INTERIOR, GOVERNMENT OF PAKISTAN, KARACHI.

Please refer to your O. M. No. 8/55/59-Reg., dated 3rd October, 1959 in connection with 'Leave for rest and recreation'.

It is a welcome move to ensure that officers do avail of their annual leave. In fact I feel that it should be compulsorily enforced to ensure health of officers and other personnel in the Ministries/Divisions who are constantly under heavy pressure of work. But as I understand the problem, the real difficulty is not of sending the people on leave but it is reluctance on the part of the officers themselves who do not wish to avail of the leave because of excessive expenditure involved to themselves. It usually implies heavy train fares for the whole family, a high rate of hotel expenses in health resorts and other incidental expenses. That I believe is the stumbling block and I venture to suggest that it is a good and deserving cause and steps may be taken to overcome these difficulties. A free Railway Warrant once a year for the entire family, both ways, and establishment of certain leave camps where suitable hotel accommodation and reasonable messing expenses can be provided would go a long way to spare our hard-worked officers from early aging and of cardiac catastrophies or nervous breakdowns.

APPENDIX IV

COPY OF LETTER No. 7(2)-RI (RWP)/59, DATED RAWALPINDI, THE 25TH NOVEMBER, 1960, FROM M. MUJTABA, ESQR., DEPUTY SECRETARY TO THE GOVERNMENT OF PAKISTAN, TO THE CHAIRMAN, PAY AND SERVICES COMMISSION, KARACHI.

SUBJECT :— *Provision of Medical Facilities to pensioners and their families as admissible to serving Government servants—Representation from the West Pakistan Pensioners Association.*

I am directed to say that the West Pakistan Pensioners Association in their Memorial of 5th March, 1959 to the President *inter alia* demanded that pensioners should be allowed free medical facilities as admissible to serving Government servants. Later, a deputation of the Association also met the Finance Minister and presented this demand again. The Finance Minister desires that this demand may also be looked into by the Pay and Services Commission. I am therefore to request the Commission to consider this question and send their recommendation to this Ministry.

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