

**TO TAKE A COMPREHENSIVE LOOK AT THE
REQUIREMENT OF IAS OFFICERS OVER A LONGER
TIME FRAME**



Submitted to

**The Department of Personnel & Training Ministry of Personnel
Public Grievances and Pensions,
Government of India**



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CHAPTER- I

INTRODUCTION

1.1 The IAS

The Indian Administrative Service (IAS) is the Federal Civil Service of the Indian Republic. A decision was taken by the Central Cabinet in 1946, consequent to the Premiers' Conference, to establish the Indian Administrative Service and the Indian Police Service on the lines of the pre-independence Indian Civil Service (ICS) and Indian Police (IP). The erstwhile Indian Forest Service was not proposed to be constituted; this decision was finally taken only in 1967. One of the three All India Services (along with the Indian Police Service and the Indian Forest Service), the IAS plays a major role in manning senior positions in both the Central and the State Governments. The set-up, especially in the states, is largely based on a synthesis of different systems prevailing in India, the Mughal 'Mansabdari' system. After the Crown took over the administrative control of India from the East India Company subsequent to the 1857 uprising, the Indian Civil service (ICS) was established.

The members of the ICS and the IP were required to man senior positions in the provinces and the federal government before independence. These included posts in the district, the divisions and the federal and state secretariats. When a decision was taken to set up the All-India Services and other Class-I services as they were then known, provisions were made in the Constitution. The All-India Services Act was promulgated in 1951, deriving its authority from Article 312 of the Constitution of India. Flowing from the All-India Services Act, the Central Government promulgated, *inter-alia*, the Indian Administrative Service (Cadre) Rules 1954 and, consequently, the Indian Administrative Service (Fixation of Cadre Strength) Regulations 1955. Similar, provisions were made for the Indian Police Service and, subsequently, the Indian Forest Service when it was constituted.

1.2 Selection, Cadre allocation and the federal dimension

Officials of the IAS are involved in civil administration and policy-making. Like many of the other civil services, officers of the IAS are selected by a Common Civil Services Examination, a three-stage competitive selection process consisting of a preliminary examination, a main exam, and an interview. This Civil Services Examination is administered by the Union Public Service

Commission once a year. After being selected for the IAS, candidates are allocated to "Cadres." There is one cadre for each Indian State that is 21 Cadres in all, except for three joint cadres: Assam-Meghalaya, Manipur-Tripura, and Arunachal Pradesh-Goa-Mizoram-Union Territories (AGMUT). The "insider-outsider ratio" (the ratio of officers who are posted in their home states) is maintained as 1:2. for 'insiders'. The rest are posted as 'outsiders' according to the 'roster' in states other than their home states. This highly intricate system has, on the one hand, ensured that officers from different states are placed all over India; it has also resulted in wide disparities in the kind of professional exposure when we compare officers in small and big & also developed and backward states, since the system ensures that the officers spend many years in their state cadre. One can even go to one's home state cadre on deputation for a limited period, and invariably return to the cadre allotted to him or her. The Constituent Assembly of India was informed that the bureaucracy should be able to speak out freely, without fear of persecution or financial insecurity as an essential element in unifying the nation. The IAS officers are recruited by the Union government on the recommendation of the Union Public Service Commission (UPSC) and posted under various State governments. While the respective State Governments have control over them they can only take limited disciplinary action against All India Services officers without consulting the Union Government and the UPSC.

Before India became independent, the Indian Civil Service (ICS) probationers were trained in the Universities of Oxford, Cambridge and London but, during the Second World War, a training camp was organized at Dehradun. After Independence, the ICS was replaced by the IAS and the IAS Training School was set up in 1947 at Metcalfe House in Delhi. The School provided a year's multi-purpose training to the IAS probationers. In 1957, the IAS Staff College was established at Shimla to provide refresher training course for senior IAS officers with six to ten years of service. The training institutions of Delhi and Shimla were merged in 1959 and the Government set up the National Academy of Administration at Mussoorie (Now called the Lal Bahadur Shastri National Academy of Administration or LBSNAA). Since then, this academy has been imparting training to IAS probationers in addition to the Foundation Course for all services; the State Governments have the power to post IAS officers to the field after the first phase of their professional training.

1.3 Need for the study

The provocation for the study is the present shortfall of IAS officers in all the 24 Cadres, as well as on Central tenure, particularly the DS/Director level. The study seeks the 'why and where' of the gaps accumulating in the State Cadres and the government of India.

It will see how the State governments are utilizing their IAS officers in a dynamic environment where the cadre requirements are changing. The study will assess how many officers will be needed in the coming years to fill these gaps.

1.4 Objective/Scope of study

- I) To ascertain the Cadre gaps in the different state cadres of the service vis-à-vis the current authorized strength of each cadre
- II) To make a realistic assessment of the Cadre deficit by adding the number of IAS officers likely to retire on superannuation during the next 10 years to cadre gaps ascertained in point (i) above.
- III) To make an assessment of the number of officers that would be required over the next 10 years to man the various senior positions in the state cadres, the Central Deputation Reserve and the (state) deputation reserve taking into account:-
 - a) The large number of ex-cadre posts being operated by various states in the respective cadres of the IAS.
 - b) The strength of the state cadres likely to be revised.
 - c) Officers who opt for deputation under rule 6(2) (ii) of the IAS (cadre) rules, 1954 or seek voluntary retirement for commercial employment otherwise as per the current trends.
- IV) To assess the status of utilization of the Central 'Deputation' reserve component of the IAS cadre strength at the DS/Director level, including identifying problems, if any, in administering the same and to suggest measures to redress such problems
- V) To assess the utilization of the (State) Deputation Reserve

- VI) On the basis of the foregoing, present a recruitment plan for the period 2010-20, duly suggesting the measures required to be taken in the immediate, medium as well as long term.
- VII) To review the strength of officers against the promotion quota of the IAS and suggest measures for filling up all such posts urgently.
- VIII) To identify various factors contributing to the accumulation of a large number of vacancies in the cadre strength of the IAS, both in the direct recruitment and the promotion component and suggest means and measures to prevent their recurrence.
- IX) To review the existing policy framework with respect to its adequacy in meeting the quantitative as well as qualitative requirement of manpower for the IAS, keeping in mind emerging administrative interventions.

1.5 Methodology

- 1) Review of all the rules and regulations regarding the IAS with a special focus on the IAS (cadre) rules, 1954; and the IAS (fixation of cadre strength) Regulations, 1956.
- 2) Examine the policy framework regarding cadre management and steps taken by various cadre authorities.
- 3) Particulars and views of all 24 IAS cadre authorities controlling them and officials working in these cadres will be taken through a questionnaire prepared by us in consultation with officials of the ministry.
- 4) Data will also be collected from all the 24 cadre authorities regarding the list and no. of cadre posts, non cadre posts etc, keeping in view the requirements of the study.
- 5) Discussions with selected cadre higher officials during the field visits on the basis of a structured questionnaire.
- 6) If possible the views of chief ministers/ministers can be included through interviews.
- 7) Stakeholder's workshops can also be conducted before submission of the report.

1.6 Field visit

It was decided, in consultation with the Department of Personnel that field visits to the following places could be undertaken by the study team, for a comprehensive assessment of the problems.

- (1) Uttar Pradesh (2) Madhya Pradesh (3) Assam-Meghalaya (4) AGMUT
(5) Karnataka (6) West Bengal.

1.7 Survey of literature

We went through the various government reports and rules with regard to the IAS and related literature apart from talking to a couple of officers who handled the subject. The Group looked at the provision, of the Constitution, the All-India Services Act 1951, the IAS (Recruitment) Rules 1954, the IAS (Cadre) Rules 1954, and the IAS (fixation of Centre's Strength) Regulation 1956.

First a comprehensive study was made All-India of the IAS services rules Manual and different related rules and regulations given in that manual.

- Our group then had a look at of the 10th report of the Second Administrative Reforms Commission, the different issues emanating from that report, and the relevant portion of the First ARC'S Report.

CHAPTER- 2

THE POSITION IN THE STATE CADRES

The Cadre Rules specify that certain posts under the State Government would be classified as Cadre posts and a Deputation Reserve was provided for those posts which the State Governments may choose to fill through Cadre Officers in the exigencies of State business. As far as the postings in the Government of India were concerned, it was envisaged that All-India Service officers would be required to man the posts in the Central Government as well as the State Government. These officers work with the Central Government on tenure and not on 'deputation' as is widely, and wrongly, believed. The All-India Service officers are required to occupy middle and senior posts in the State and Central Government. Provisions were also made for a training reserve junior posts and a leave reserve as well as a provision for temporarily adding posts to the cadre. The Cadre strength of the States reviewed from time to time through the Centre Review system.

The first batch of IAS officers joined in 1948 and it was recognized that there was a serious gap in the posting of All-India Service officers given the fact that the last batch of the ICS joined in 1943. It was against this background that a decision was taken to fill-in a number of posts other than through the competitive examination. For example, a lot of graduates had opted for Commissions in the Armed Forces during World War-II and, after the war, a number of them were screened and selected for appointment to the IAS and the IPS. State Civil and Police Service officers were also selected in a one time exercise for appointment on the basis of merit and seniority and certain other qualified and competent individuals were appointed on an emergency requirement basis. After the initial recruitment to the IAS, most of the Cadre posts were manned by Cadre officers but some critical gaps occurred when the States expanded its developmental functions. In pre-independence days such gaps were taken care of by promoting senior Provincial Civil Service Officers against 'listed' posts, which were, in effect, Cadre Posts. Besides, there was no provision for promotion to the ICS and the IP from the Provincial Services.

The shortage was one of the reasons why a Special Recruitment was resorted to in the mid 1950's when officers were appointed on the basis of a special competitive examination and many academics were appointed to the IAS in this Drive.

The only other special recruitment was the appointment of short service and emergency commissioned officers recruited after the 1962 border war with China and competitive examinations were held for a few years, where these officers competed among themselves. They were allotted seniority on a notional basis, taking into account the date of their commission and their age, to the years of allotment 1963 to 1974.

There were increasing gaps in some state Cadres partly on account of more officers going to the Central Government, and partly because of the increasing number of ex-cadre posts. From the 1960's, state politicians often found direct recruits to be 'inflexible' 'rule-bound' and insensitive but often the real reason was that they found State Civil Services (SCS) more pliable. In some states, even SCS officers who were not even on the select list for promotion, were appointed to cadre posts in violation of the Cadre Rules.. This led to a lot of litigation, particularly in the 1970s when the Centre felt that the State Governments were giving undue benefits to their own State Civil Service officers. The original concept of the All-India Services was to provide an all-India character to its members who could provide objective and professional administrative, inputs and be free from undue pressures and influence.

With increasing demands for more 'insiders' by some State Governments, the All-India Character of the IAS got diluted. And this was further compounded by an increase in the promotion ceiling. This almost certainly led to greater political inputs in Governance at the State level.

2.1 Authorised strength

Table 1 indicates the position in the State Cadres. It may also be mentioned that there was a substantial increase in recruitment in the year 1962 and although there were dips like in 1968, recruitment remain high till the mid 1990's. Experience has shown that many States, like Uttar Pradesh for example, were anxious to have more All-India officers whereas states like Punjab, Jammu & Kashmir, the north-eastern states West Bengal and Tamilnadu, at different points of time, indicated a certain unwillingness to accept more All-India Service officers. This naturally led to distortions in the cadres in the country, where some States preferred their 'own' men..

The role of the State has changed over the years and, with the promulgation of the 73rd and 74th amendments to the Constitution, IAS officers were increasingly called upon to handle executive posts in local bodies, corporations, and public sector companies, which were ex-cadre. Even earlier, officers were placed as District Development Officers/Chief Executive Officers, Zila Parishad and the strength continued as before. Demands were therefore made for more IAS officers and, in some cases, ad hoc increases in the deputation reserve as also made by the Government of India and posts were temporarily added to the cadre to take care of such exigencies.

The major problem before the Government at present is the under-recruitment of IAS Officers over the years 1997 to 2002 as there was compliance of orders of the Hon'ble Supreme Court (Goswami's case). A few years earlier, 160 recruits to the IAS were appointed but by 1998 the number had come down to 55. In Goswami's Case, the Courts had taken a view that the promotion ceiling was actually a quot, and asked the Central Govt. to stagger the appointment of direct recruits to the All India Services till this 'gap' was filled. The consequences of this under-recruitment have been acutely felt by not just State Governments but also the Government of India. In the states, a number of Cadre posts and comparable posts in the Zila Parishad are lying vacant because IAS officers were simply not available and in the Central Government there was a shortage of IAS officers at the Deputy Secretary and Director level. The Central Secretariat Service and the Group 'A' Central Services provided officers at this level but at the Joint Secretary level there was a different kind of demand supply gap because of over-recruitment of IAS Officers from 1962 to the 990's where IAS Officers have, unfortunately, had to lobby for these posts.

It was against the background of large cadre gaps that prompted the Department of Personnel & Training to take a critical look at the recruitment policy framed so that such aberrations, of both over-recruitment and under-recruitment, are avoided. The IIPA was consequently called upon to conduct this study.

[Key: SDP/CP = Senior posts/Cadre posts

**TABLE: 1.1
CADRE STRENGTH**

CDR = Central Deputation Reserve
SDR = State Deputation Reserve
TR = Training Reserve
LR = Leave Reserve
DR = Direct Recruits]

Item→ Year↓	1. SDP/CP	2. CDR @ 40%CP	3. SDR @ 25% CP	4. TR @ 3.5% CP	5. Promotion	6. LR&JPR@ 16.5% CP	7. DR	8. Auth Strength (DR+Promotn)
Himachal Pradesh	1980							
	70	28	21		32	21@30%CP	108	140
	2005							
	69	27	17	2	38	11	88	126
	Inc or Dec in 05 compare to 1980							
	-1	-1	-4	+2	+6	-10	-20	-14
	2010							
	71	28	17	2	39	11	90	129
J&K	1980							
	60	24	15		42	18@30%CP	75	117
	2005							
	61	24	15	2	51	10	61	112
	Inc or Dec in 05 compare to 1980							
	+1	Same	Same	+2	+9	+8	-14	-5
	2010							
	75	30	18	2	62	12	75	137
Karnataka	1980							
	121	48	55*		56	36@30%CP	204	260
	2005*							
	140	56	35	5	78	23	181	259
	Inc or Dec in 05 compare to 1980							
	+19	+8	-20	+5	+22	-13	-23	-1
	2010							
	163	65	40	5	91	26	208	299
Kerala	1980							
	90	36	34		42	27@30%CP	145	187
	2005							

	97	38	24	3	54	16	124	178
	Inc or Dec In 05 compare to 1980							
	+7	+2	-10	+3	+12	-11	-21	-9
	2010							
	116	46	29	4	65	19	149	214
	Inc or Dec in 2010 compare to 2005							
	+19	+8	+5	+1	+11	+3	+25	+36
Madhya Pradesh	1980							
	204	82	51		95	61@30%CP	303	398
	2005							
	161	64	40	5	90	26	206	296
	Inc or Dec In 05 compare to 1980							
	-43	-18	-11	+5	-5	-35	-97	-102
	2010							
	199	80	50	7	112	33	257	369
	Inc or Dec in 2010 compare to 2005							
	+38	+16	+10	+2	+22	+7	+51	+73

TABLE: 1.2

	1.	2	3.	4.	5.	6.	7.	8.
Item→ Year↓	SDP/CP	CDR @ 40%CP	SDR @ 25% CP	TR @ 3.5% CP	Promotion	LR&JPR@ 16.5% CP	DR	Auth Strength (DR+Promotn)
Maharashtra	1980							
	174	70	60		81	52@30%CP	275	356
	2005							
	190	76	47	7	106	31	245	351
	Inc or Dec In 05 compare to 1980							
	+16	+6	-13	+7	+25	-21	-30	-5
	2010							
	190	76	47	6	106	31	244	350
	Inc or Dec in 2010 compare to 2005							
	Same	Same	Same	+1	Same	Same	+1	-1
Manipur-Tripura	1980							
	88	35	22		41	26@30%CP	130	171
	2005							
	108	43	27	3	60	17	138	198
	Inc or Dec in 05 compare to 1980							
	+20	+8	+5	+3	+19	-9	+8	+27
	2010							
	113	45	28	03	63	18	144	207
	Inc or Dec in 2010 compare to 2005							
	+5	+2	+1	Same	+3	+1	+6	+9

Nagaland	1980							
	31	12	8		14	9@30% CP	46	60
	2005*							
	39	15	9	1	21	6	49	70
	Inc or Dec in 05 compare to 1980							
	+8	+3	+1	+1	+7	-3	+3	+10
	2010							
Orissa	1980							
	111	44	28		51	33@30%CP	165	216
	2005							
	110	44	27	3	61	18	141	202
	Inc or Dec in 05 compare to 1980							
	-1	Same	-1	+3	+10	-15	-24	-14
	2010							
	123	49	30	4	68	20	158	226
Punjab	1980							
	96	38	34		44	29@30%CP	153	197
	2005							
	105	42	26	3	58	17	135	193
	Inc or Dec in 05 compare to 1980							
	+9	+4	+8	+3	+14	-12	-18	-4
	2010							
	Inc or Dec in 2010 compare to 2005							
	1980							
	96	38	34		44	29@30%CP	153	197
	2005							
	105	42	26	3	58	17	135	193
	Inc or Dec in 05 compare to 1980							
	+9	+4	+8	+3	+14	-12	-18	-4
	2010							
	Inc or Dec in 2010 compare to 2005							

TABLE: 1.3

	1.	2.	3.	4.	5.	6.	7.	8.
Item→ Year↓	SDP/CP	CDR @ 40%CP	SDR @ 25% CP	TR @ 3.5% CP	Promotion	LR&JPR@ 16.5% CP	DR	Auth Strength (DR+Promotn)
Rajasthan	1980							
	131	52	41		61	39@30%CP	202	263
	2005							
	141	56	35	5	79	23	181	260
	Inc or Dec in 05 compare to 1980							
	1980							
	131	52	41		61	39@30%CP	202	263
	2005							
	141	56	35	5	79	23	181	260
	Inc or Dec in 05 compare to 1980							

	+10	+4	-6	+5	+18	-16	-21	-3
	2010							
	Inc or Dec in 2010 compare to 2005							
Sikkim	1980							
	27	11	7		18	8@30% CP	41	59
	2005							
	27	11	7	1	15	4	35	50
	Inc or Dec in 05 compare to 1980							
	Same	Same	Same	+1	-3	-4	-6	-9
	2010							
	Inc or Dec in 2010 compare to 2005							
Tamil Nadu	1980							
	157	63	72*		73	47@30%CP	266	339
	2005*							
	176	70	44	6	98	29	227	325
	Inc or Dec in 05 compare to 1980							
	+19	+7	-44	+6	+25	-18	-39	-14
	2010							
	193	77	48	6	108	31	247	355
Uttar Pradesh	Inc or Dec in 2010 compare to 2005*							
	+17	+7	+4	Same	+10	+2	+20	+30
	1980							
	271	108	94		126	81@30%CP	428	554
	2005							
	290	116	73	10	163	48	374	537
	Inc or Dec in 05 compare to 1980							
	+19	+8	-21	+10	+37	-33	-54	-17
West Bengal	2010							
	Inc or Dec in 2010 compare to 2005							
	1980							
	158	63	52*		73	47@30%CP	247	320
	2005							
	161	64	40	5	90	26	206	296
	Inc or Dec in 05 compare to 1980							
West Bengal	+3	+1	-12	+5	+17	-21	-41	-24
	2010							
	Inc or Dec in 2010 compare to 2005							

TABLE: 1.4

Item→ Year↓	SDP/CP	CDR @ 40% CP	SDR @ 25% CP	TR @ 3.5% CP	Promotion	LR&JPR@ 16.5% CP	DR	Auth Strength (DR+Promoth)
Chhattisgarh	1980							
	2005							
	74	30	19	3	41	12	97	138
	Inc or Dec in 05 compare to 1980							
	2010							
Jharkhand	1980							
	2005							
	77	31	19	3	43	13	100	143
	Inc or Dec in 05 compare to 1980							
	2010							
Uttaranchal	1980							
	2005*							
	51	20	13	2	28	8	66	94
	Inc or Dec in 05 compare to 1980							
	2010							

Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department
of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

Note:

* less due to the formation of Jharkhand

*Again in 2008 it got the required Nos of officers

2.2 CADRE GAPS

The preceding table shows the actual cadre strength of all the 24 cadres. The actual cadre position in the year 2005 has been taken and a comparison was made with the actual cadre position of the year 1980. On the basis of this comparison we came to know the actual decrease and increase of different post in 25 years i.e. there is an increase in senior duty posts/ central 'deputation' reserve in almost every cadre.

As the study is based on the current position, we have taken the actual position of all the cadres in the year 2005, which is the base year for our comparison. Almost all cadres were reviewed in the year 2010 so we have compared the position of the year 2005 with the current status.

In the case of Andhra Pradesh there is an increase of 33 authorized posts (DR + Promotion), which includes a large increase in the CDR and DR in the current year.

For AGMUT' no cadre review has been carried out, so far, a comparison is made between the year 1980 and 2005. In the Assam Meghalaya cadre there is an increase in authorized strength, which includes a specific increase in CDR and DR posts. Taking some large cadres into consideration, for example Bihar and Madhya Pradesh and Tamil Nadu, there is an increase in the authorized strength in all these. Exceptions are there with Maharashtra and Haryana showing a relatively decreasing trend in authorized strength.

The table provides a broad picture of the different cadres and shows the general trend of increase in Senior Duty Posts and the DR quota of the state.

For us the important aspect is the increase of DR quota in almost all the states which gives us a picture of requirement of the IAS officers in the next 10 years. In other words on the basis of this table we can figure out the average requirement of IAS officer throughs the DR quota.

States services officers are holding important positions in West Bengal, Tamil Nadu, Punjab, given higher levels of politics action. This also causes a gap in the manning of posts by cadre officers.

The creation of many new ex-cadre posts and the posting of large numbers of DRS to these posts also creates an imbalance in that particular cadre and it results in a cadre deficits.'

2.3 EXTENT OF VACANCIES

From the last table we can figure out the average increase of post under the DR quota and it we can find out the number of officers to be inducted into the services. The present table shows a comparison between the actual authorized strength ($DR+PQ=Total$) and actual number of officers holding these posts. The data shows that states like Madhya Pradesh, Tamil Nadu, Bihar, and Karnataka, are bigger in size and need a large number of officers to mans, cadre posts.

At present, the total authorized strength of the DR quota in all the 24 cadres is 3946 and the actual full strength is 3377, which leaves us with 569 vacant positions under the DR quota. A study to ascertain the number of officers required should factor in these 569 vacancies.

In the case of vacancies under the promotion ceiling, different states cadres have differents reasons for not filling these. In the case of Uttarakhand, a newly formed state, there are vacancies in both the DR and promotion ceiling. But in the case of Rajasthan the vacancies are due to a pending court case in relation to promotions, while some other states had not assigned any reason, but attributed it to the court cases filed against the government regarding their promotion of SCS Officers.

The chart at table 2 shows the actual number of vacancies in the individual cadres. It emerges that the highest relative number of vacancies are found in Uttarakhand followed by Bihar, Rajasthan and the other states.

TABLE: 2
EXTENT OF VACANCIES IN THE AUTHORISED CADRE STRENGTH OF THE IAS.
(BASED ON CIVIL LIST OF 2010)

(Statement showing total no. of vacant positions of officers as on the 1st January, 2010)

SR.ND.	CADER	AUTHORIZED STRENGTH			ACTUAL IN POSITION			VACANCIES		
		D.R	P.Q	TDTAL	D.R	P.Q	TDTAL	D.R	P.Q	TDTAL
1	AGMUT	242	105	347	202	87	289	40	18	58
2	ANDHRA PRADESH	171	74	245	168	57	225	3	17	20
3	ASSAM-MEGHALAYA	173	75	248	154	56	210	19	19	38
4	BIHAR	227	99	326	182	33	215	45	66	111
5	CHHATTISGARH	97	41	138	79	36	115	18	5	23
6	GUJARAT	181	79	260	155	67	222	26	12	38
7	HARYANA	143	62	205	129	57	186	14	5	19
8	H.P.	90	39	129	76	23	99	14	16	30
9	J&K	75	62	137	56	39	95	19	23	42
10	JHARKHAND	100	43	143	88	11	99	12	32	44
11	KARNATAKA	208	91	299	169	71	240	39	20	59
12	KERALA	149	65	214	114	54	168	35	11	46
13	MP	257	112	369	211	92	303	46	20	66
14	MAHARASHTRA	244	106	350	215	99	314	29	7	36
15	MANIPUR-TRIPURA	138	60	198	110	44	154	28	16	44
16	NAGALAND	49	21	70	37	13	50	12	8	20
17	DRISSA	158	68	226	139	30	169	19	38	57
18	PUNJAB	135	58	193	121	49	170	14	9	23
19	RAJASTHAN	181	79	260	173	16	189	8	63	71
20	SIKKIM	35	15	50	27	6	33	8	9	17
21	TAMILNADU	247	108	355	203	80	283	44	28	72
22	UTTAR PRADESH	66	28	94	66	22	88	0	6	6
23	UTTARAKHAND	374	163	537	333	40	373	41	123	164
24	WEST BENGAL	206	90	296	170	75	245	36	15	51
	TDTAL	3946	1743	5689	3377	1157	4534	569	586	1155

Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India

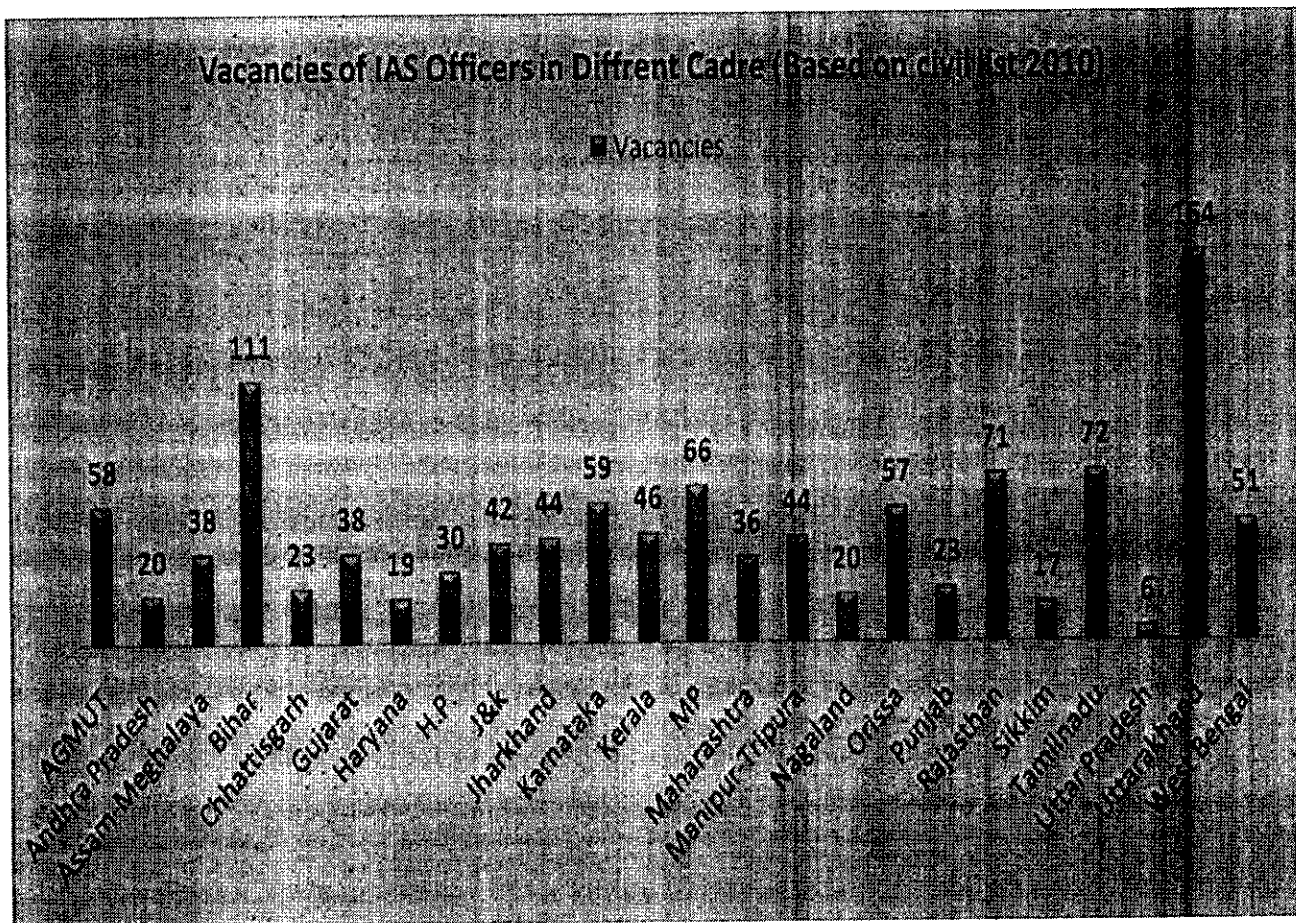
2.4 The VACANCY POSITION OF REGULAR RECRUITS

Table 2 shows the vacancy position of regular recruits and the actual number in service in 2010. For comparison, we have taken the dates from year 2001 to 2010 and the comparative analysis is also depicted by a graph preceding the table.

A comparison shows that in the years 2001, 02, 03, and 04 there was short supply of IAS officers'; like in 2001 we were falling short by 148 candidates.

The bar chart at Figure:1 clearly indicates the total vacancy position, cadre-wise and Figure 2 the shortfall /surplus.

FIGURE: 1



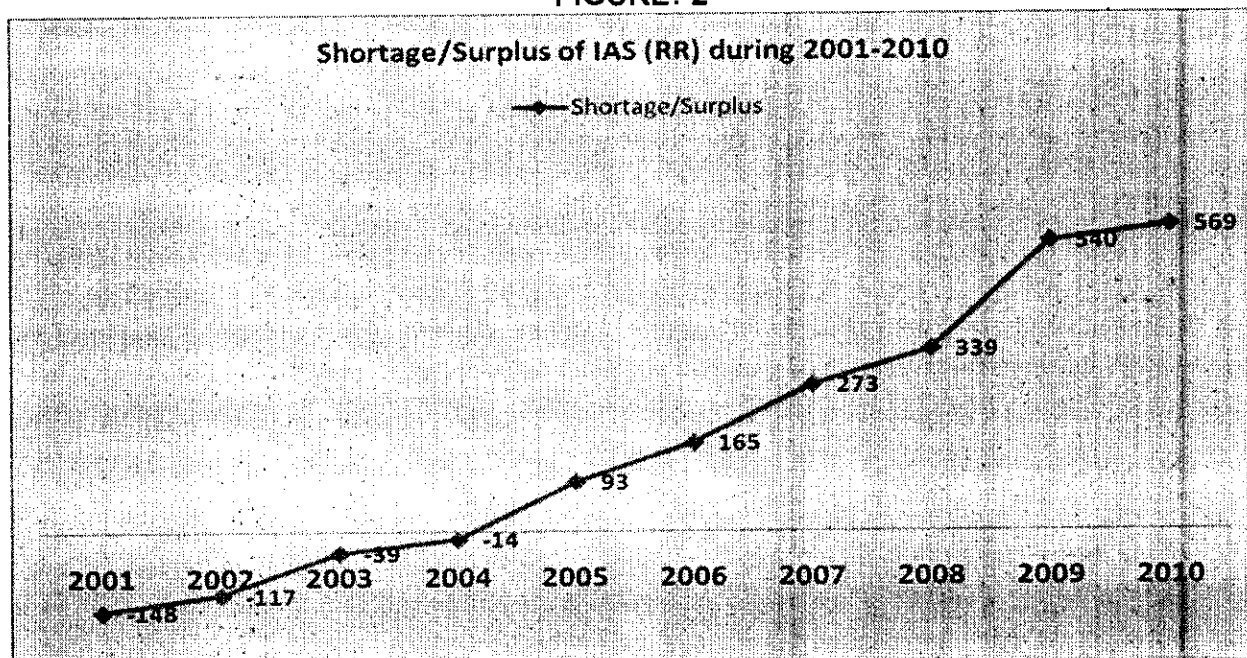
Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training , Govt. of India

TABLE: 3
VACANT POSITION OF REGULAR RECRUITS FROM 2001-2010
 (Statement showing excess and shortage of IAS officers)

YEAR	DIRECT RECRUITMENT (RR)	NO. IN POSITION	SHORTAGE/SURPLUS
2001	3582	3730	-148
2002	3582	3699	-117
2003	3582	3621	-39
2004	3582	3596	-14
2005	3654	3561	93
2006	3707	3542	165
2007	3766	3493	273
2008	3792	3453	339
2009	3937	3397	540
2010	3946	3377	569

Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India

FIGURE: 2



Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India

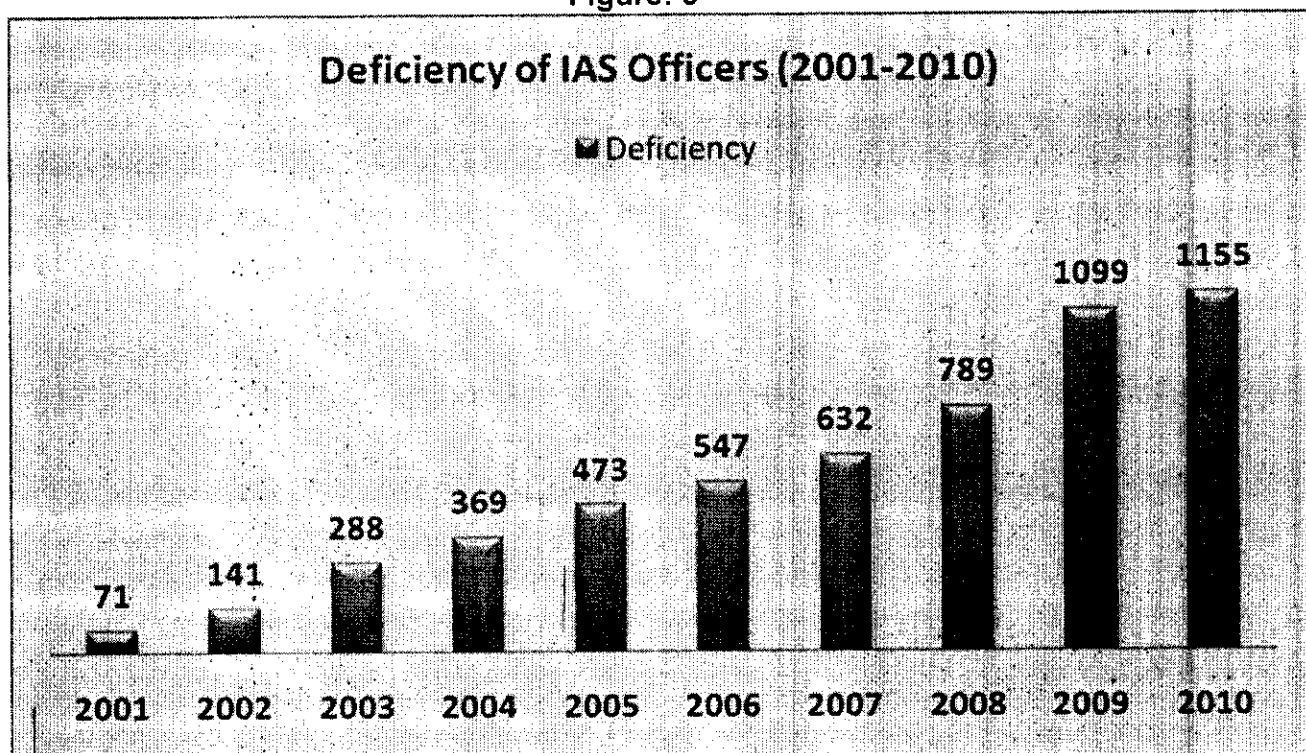
TABLE: 4

CADRE GAPS : IAS OFFICERS DURING 2001-2010

YEAR	2001	2002	2003	2004	2005	2006	2007	2008	2009	2010
DEFICIENCY	71	141	288	369	473	547	632	789	1099	1155

Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department
of Personnel & Training , Govt. of India

Figure: 3



Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department
of Personnel & Training , Govt. of India

2.5 STRENGTH OF THE IAS CADRE TAKING RETIREMENTS INTO ACCOUNT.

A realistic assessment can be made if we look at the actual number of officers needed in all the 24 cadres on the basis of the number of retirement of officers anticipated.

We have taken the figure from the DoPT on the basis of officers who are going to retire in the next ten years. For example the total number of officers going to retire in next ten years (from 2010-2020) will be 1408 and the total number of vacancies assumed is 1977.

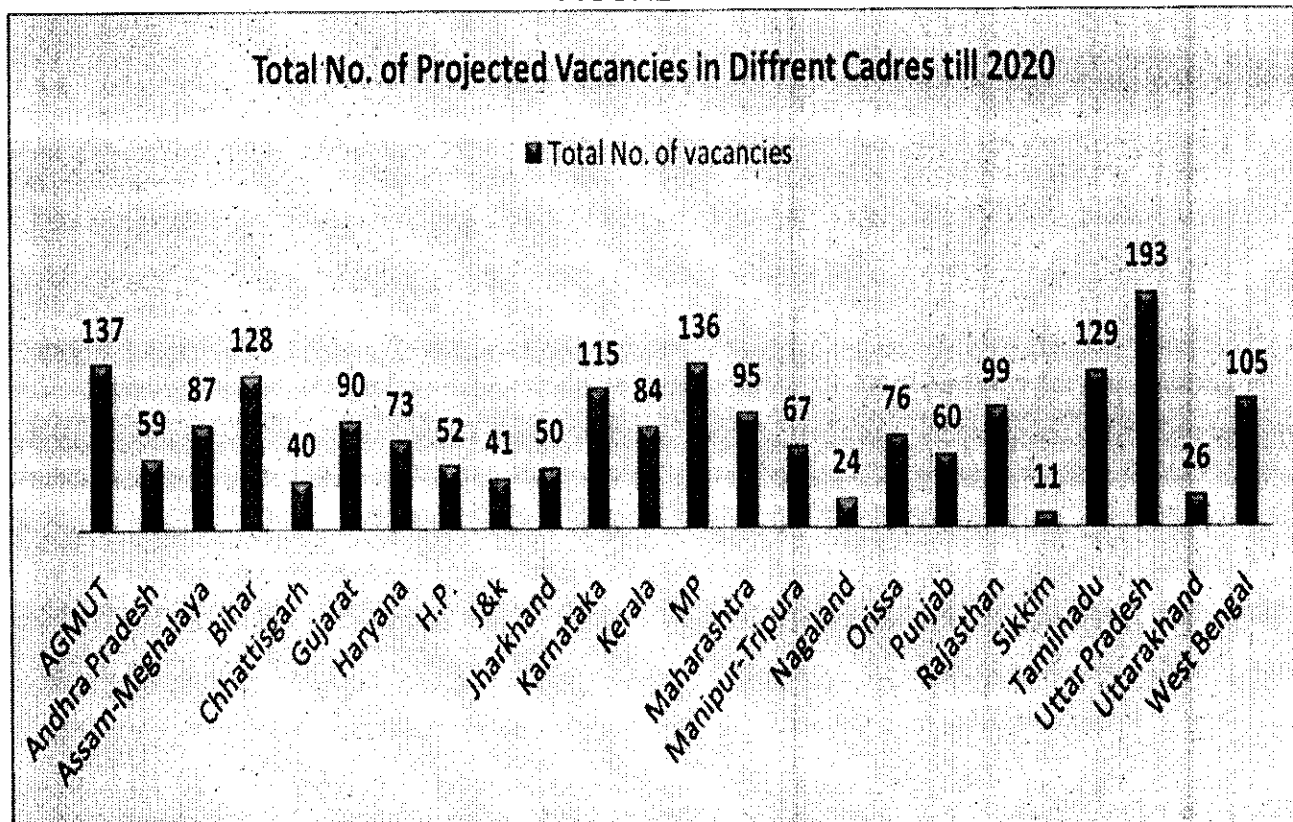
TABLE: 5

CADRE STRENGTH OF THE IAS OFFICER (2010-2020)

SR.NO.	CADER	RETIREMENT	DEFICIENCY	TOTAL NO. OF VACANCIES
1	AGMUT	97	40	137
2	ANDHRA PRADESH	56	3	59
3	ASSAM-MEGHALAYA	68	19	87
4	BIHAR	83	45	128
5	CHHATTISGARH	22	18	40
6	GUJARAT	64	26	90
7	HARYANA	59	14	73
8	H.P.	38	14	52
9	J&K	22	19	41
10	JHARKHAND	38	12	50
11	KARNATAKA	76	39	115
12	KERALA	49	35	84
13	MP	90	46	136
14	MAHARASHTRA	66	29	95
15	MANIPUR-TRIPURA	39	28	67
16	NAGALAND	12	12	24
17	ORISSA	57	19	76
18	PUNJAB	46	14	60
19	RAJASTHAN	91	8	99
20	SIKKIM	3	8	11
21	TAMILNADU	85	44	129
22	UTTAR PRADESH	152	41	193
23	UTTARAKHAND	26	0	26
24	WEST BENGAL	69	36	105
TOTAL		1408	569	1977
1977/10=197.7				
1977+23=2000 (23 VACANCIES) : AN INCREASE IN THE CADRE STRENGTH)				
2000/10=200 (IDEAL STRENGTH ASSUME)				

Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department
of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

FIGURE: 4



Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

2.6 CAUSES OF VACANCIES IN IAS CADRES : LONG TERM EFFECT AND PRESENT CADRE DEFICIT

There are many reasons for vacancies in the IAS cadres. Some states divert officers to the SDR jobs, often to accommodate State Civil Service Officers, but also, given the changing administrative environment, the increasing importance of some ex-cadre posts, a number of officers willingly take non cadre assignments.

Another factor to be kept in mind is the increasing political pressure on IAS Officers and the availability of more openings in the private sector, which have led to more applications for voluntary retirement. This has not, however, been factored in by us in our calculations.

3. Present Cadre Deficit

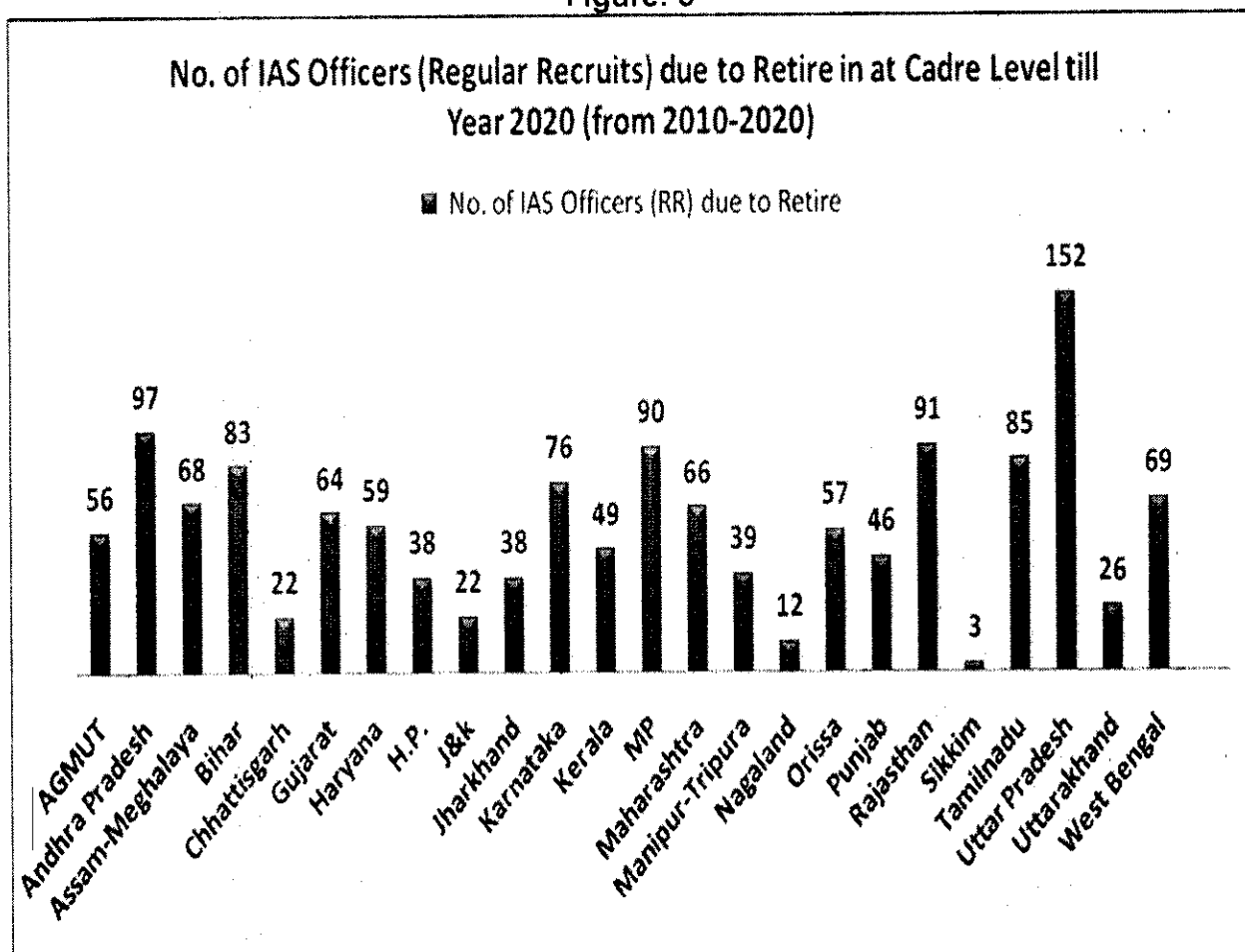
Table: 6
NO. OF IAS OFFICERS (REGULAR RECRUITS) DUE TO RETIRE FROM SERVICE DURING
2010-2020 (AS PER CIVIL LIST OF 01.01.2010)

SR.NO.	CADER	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	TOTAL
1	AGMUT	5	4	10	10	5	1	6	5	2	5	3	56
2	ANDHRA PRADESH	11	6	10	9	13	4	13	10	5	7	9	97
3	ASSAM- MEGHALAYA	6	1	10	4	1	9	5	7	8	10	7	68
4	BIHAR	5	8	12	11	5	4	10	4	7	10	7	83
5	CHHATTISGARH	1	1	3	1	2	2	3	2	1	2	4	22
6	GUJARAT	0	5	7	11	5	10	4	4	4	7	7	64
7	HARYANA	4	3	6	7	7	2	7	6	4	7	6	59
8	H.P.	3	3	6	1	3	3	2	4	5	5	3	38
9	J&K	1	3	1	1	2	5	2	1	1	3	2	22
10	JHARKHAND	2	5	1	3	3	1	7	3	6	4	3	38
11	KARNATAKA	11	6	9	10	8	4	9	5	4	4	6	76
12	KERALA	3	4	8	3	1	2	8	9	1	7	3	49
13	MP	6	8	12	7	13	13	4	2	9	8	8	90
14	MAHARASHTRA	10	6	8	6	2	5	5	5	7	7	5	66
15	MANIPUR-TRIPURA	3	3	2	6	3	6	1	3	4	4	4	39
16	NAGALAND	1	1	1	2	4	2	0	0	1	0	0	12
17	ORISSA	7	7	6	4	2	7	6	3	7	2	6	57
18	PUNJAB	1	5	5	8	3	2	3	6	4	4	5	46
19	RAJASTHAN	4	5	9	8	9	12	10	5	9	11	9	91
20	SIKKIM	0	0	0	0	0	2	0	0	0	1	0	3
21	TAMILNADU	12	6	5	9	10	7	8	4	9	9	6	85
22	UTTAR PRADESH	12	14	16	15	17	14	15	12	13	20	4	152
23	UTTARAKHAND	3	1	2	4	1	4	3	4	0	2	2	26
24	WEST BENGAL	9	6	11	7	8	4	4	6	3	7	4	69
	TOTAL	120	111	160	147	127	125	135	110	114	146	113	1408

Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department
of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

STATEMENT SHOWING TOTAL NUMBER OF (RR) RETIREMENTS FROM 24 CADRES

Figure: 5

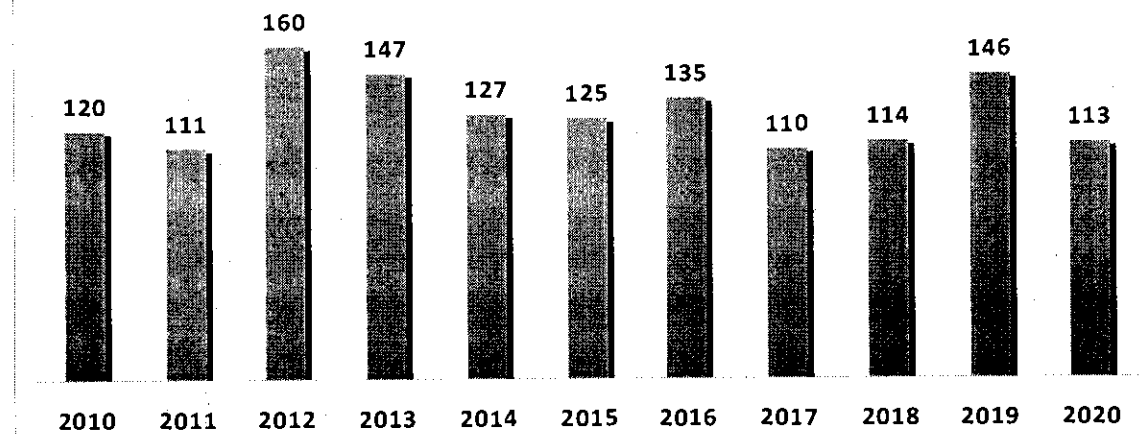


Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

FIGURE:6

No. of IAS Officer (Regular Recruits) due to Retire at the National Level till Year 2020 (from 2010-2020)

■ No. of IAS Officer (RR) due to Retire



Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India (calculation of data)

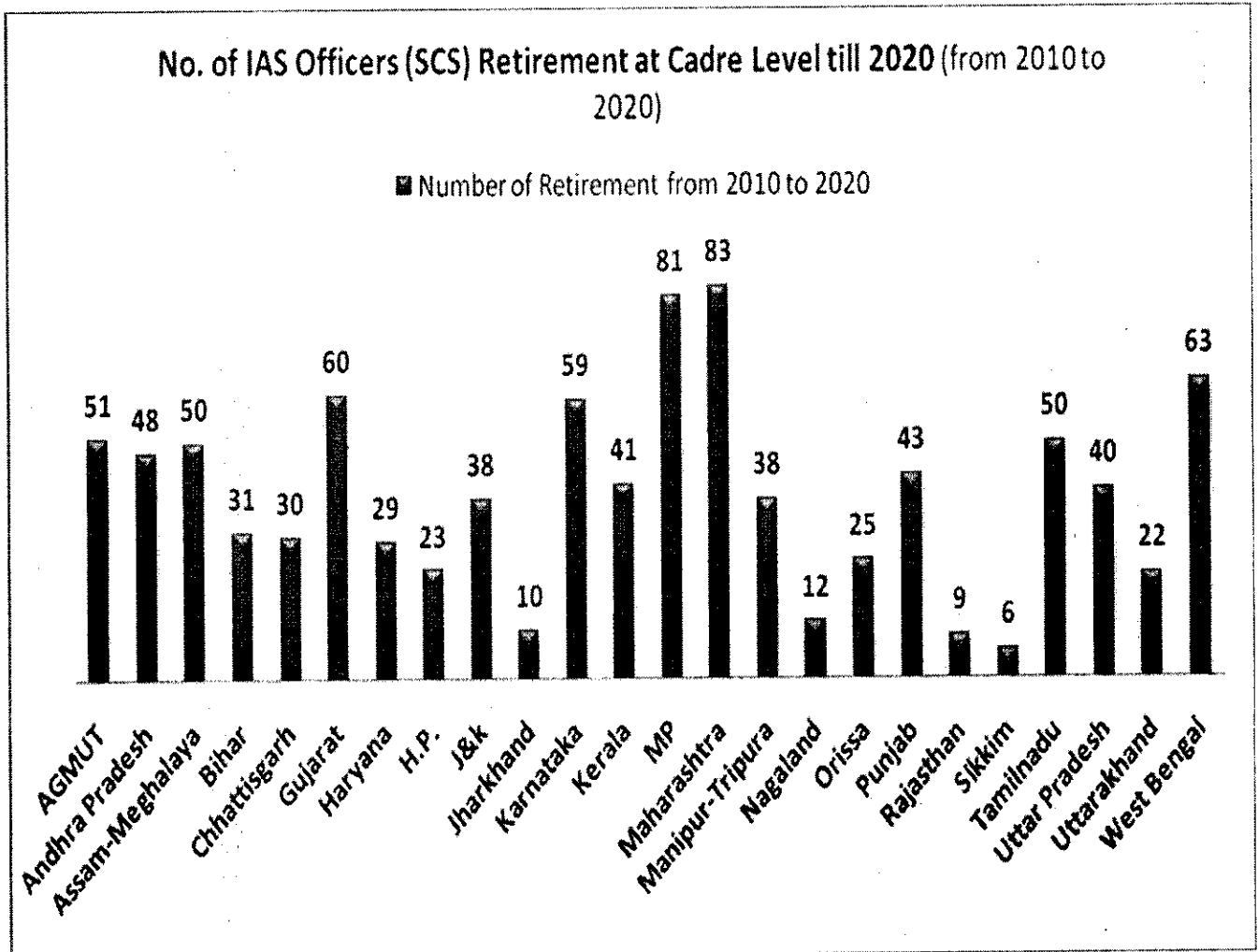
(SCS)
TABLE: 7
NO. OF PROMOTED IAS OFFICERS (SCS) DUE TO RETIRE FROM SERVICE DURING 2010-2020
(As per the Civil List of 01.01.2010)

(Statement showing total number of (SCS) retirements from 24 cadres)

SR.NO.	CADER	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	TOTAL
1	AGMUT	1	7	7	8	6	4	7	4	5	2	0	51
2	ANDHRA PRADESH	3	5	5	2	5	3	2	3	11	5	4	48
3	ASSAM-MEGHALAYA	2	6	6	10	10	5	7	2	1	0	1	50
4	BIHAR	9	11	8	3	0	0	0	0	0	0	0	31
5	CHHATTISGARH	1	1	2	4	7	1	5	1	3	3	2	30
6	GUJARAT	5	11	6	7	15	6	5	1	1	3	0	60
7	HARYANA	1	3	7	2	2	4	2	5	2	0	1	29
8	H.P.	0	5	4	4	5	1	2	1	1	0	0	23
9	J&K	5	4	11	5	6	2	1	3	0	1	0	38
10	JHARKHAND	3	6	1	0	0	0	0	0	0	0	0	10
11	KARNATAKA	9	6	6	17	8	8	3	1	0	1	0	59
12	KERALA	6	4	4	4	2	4	4	4	3	5	1	41
13	MP	5	8	1	5	10	7	17	10	5	8	5	81
14	MAHARASHTRA	2	6	8	16	11	10	10	7	7	2	4	83
15	MANIPUR-TRIPURA	8	5	10	1	4	2	1	2	1	3	1	38
16	NAGALAND	1	2	2	2	2	1	0	0	1	0	1	12
17	ORISSA	13	6	5	1	0	0	0	0	0	0	0	25
18	PUNJAB	11	7	3	4	8	4	3	2	1	0	0	43
19	RAJASTHAN	3	3	3	0	0	0	0	0	0	0	0	9
20	SIKKIM	2	0	3	0	1	0	0	0	0	0	0	6
21	TAMILNADU	3	4	10	7	5	7	4	2	1	4	3	50
22	UTTAR PRADESH	17	10	9	2	0	1	1	0	0	0	0	40
23	UTTARAKHAND	0	5	4	8	2	1	1	1	0	0	0	22
24	WEST BENGAL	12	7	11	13	9	8	2	1	0	0	0	63
TOTAL		122	132	136	125	118	79	77	50	43	37	23	939

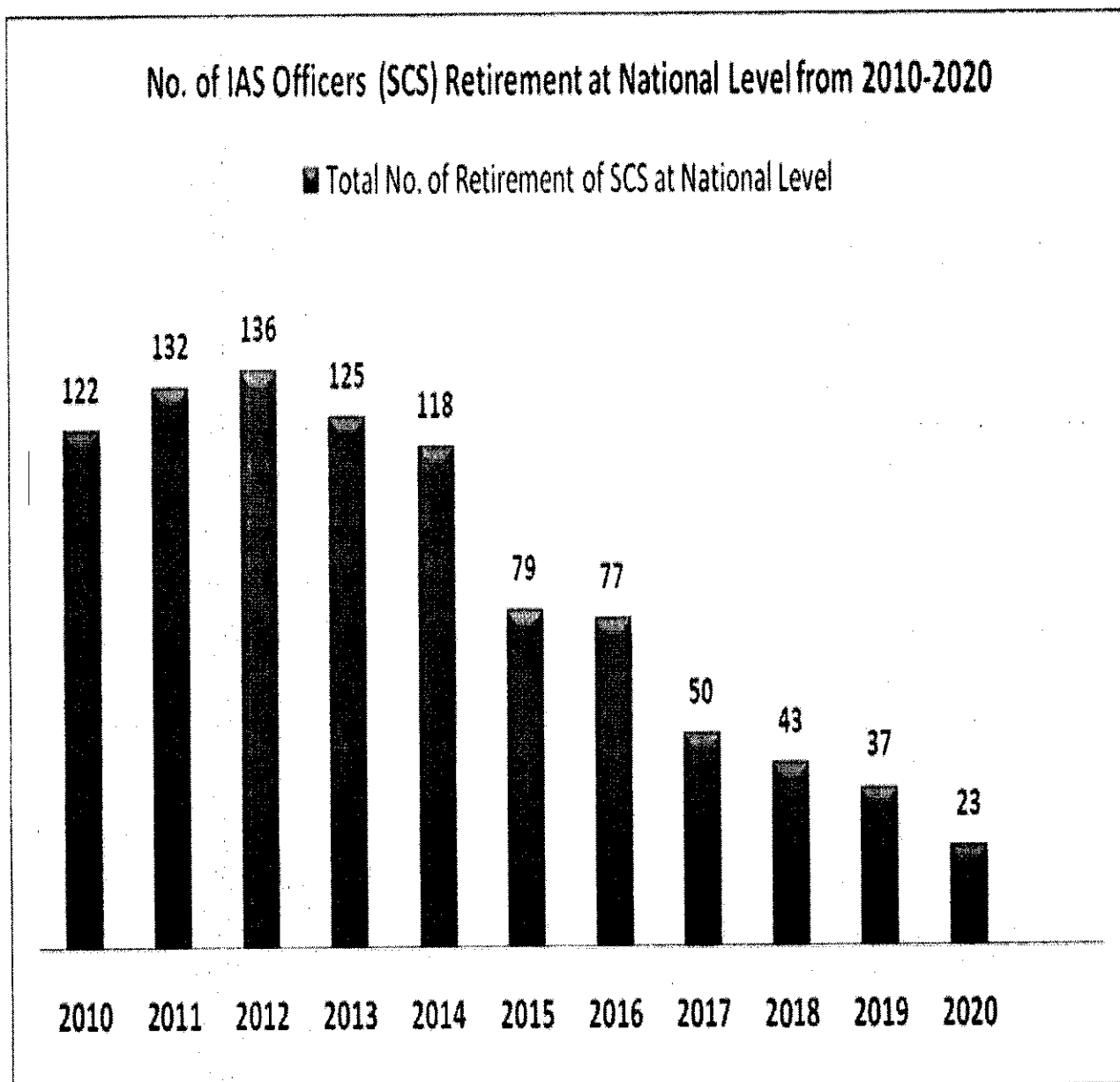
Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department
of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

FIGURE: 7



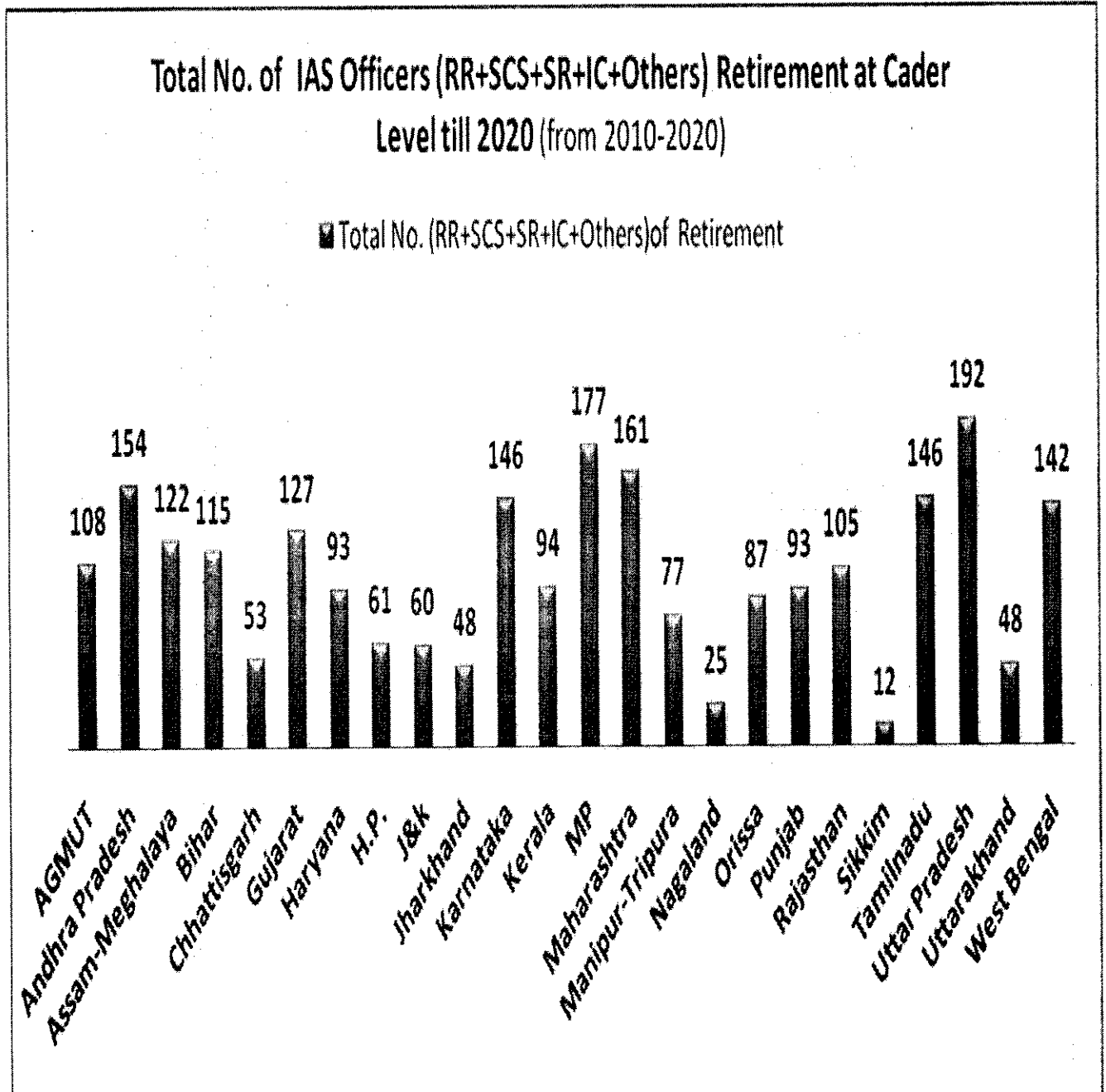
Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

FIGURE-8



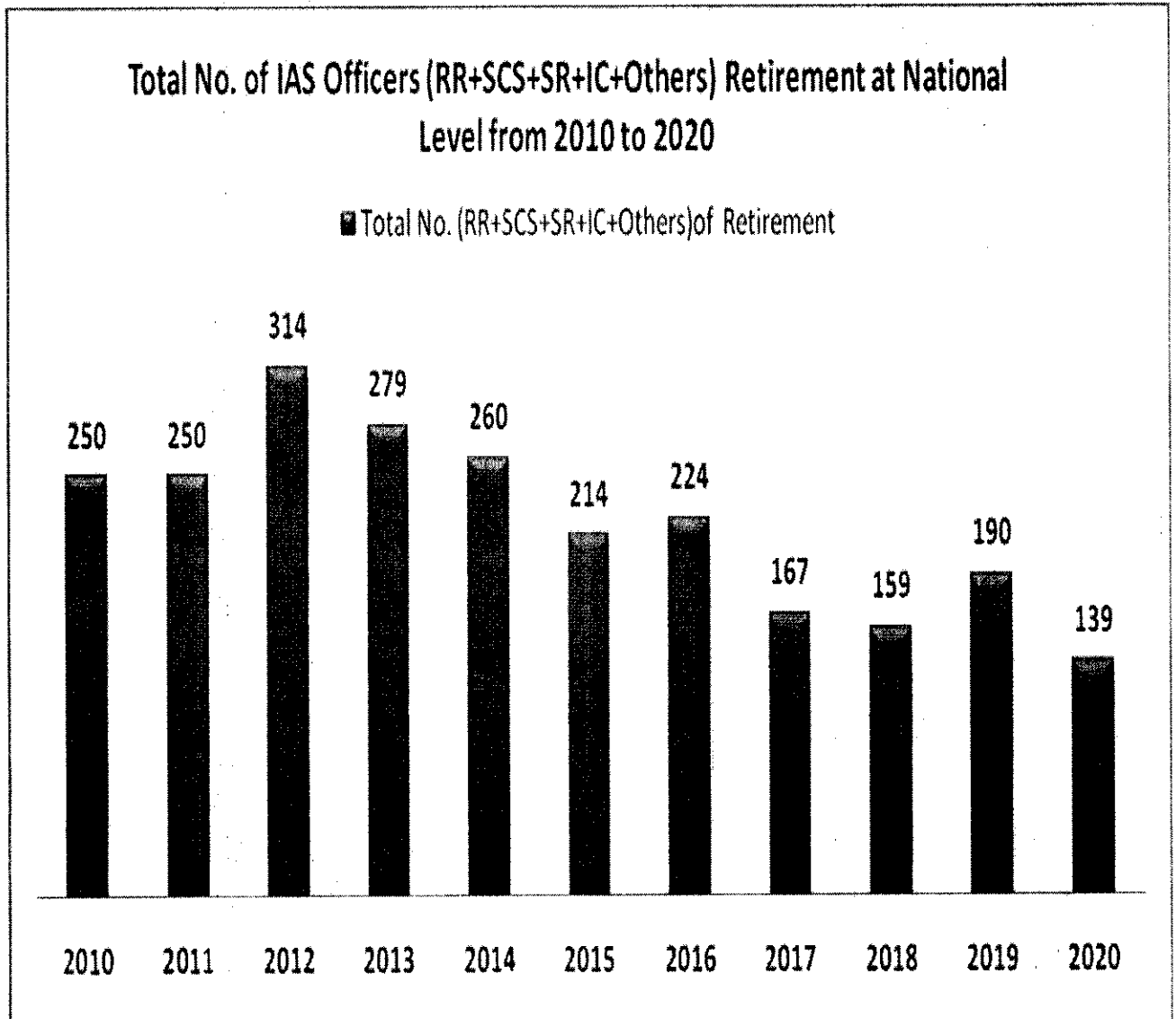
Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

FIGURE-9



Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

FIGURE: 10



Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

4. ACTUAL STATUS OF STATE CADRES, FUTURE REQUIREMENTS

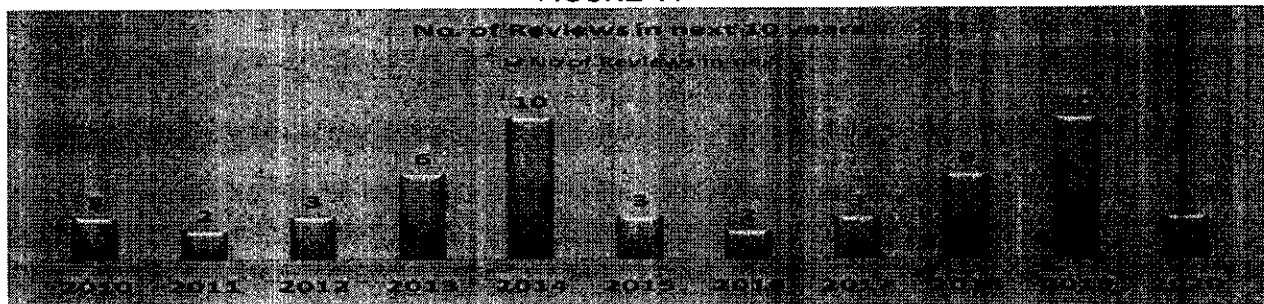
TABLE: 8

CADRE REVIEWS IN THE NEXT 10 YEARS

SR.NO.	CADER	A	B	C	D
		YEAR OF LAST REVIEW	(YEAR OF A+5)	(YEAR OF B+5)	(YEAR OF C+5)
1	AGMUT	2004	2009	2014	2019
2	ANDHRA PRADESH	2008	2013	2018	
3	ASSAM- MEGHALAYA	2008	2013	2018	
4	BIHAR	2008	2013	2018	
5	CHHATTISGARH	2004	2009	2014	2019
6	GUJARAT	2006	2011	2016	2021
7	HARYANA	2009	2014	2019	
8	H.P.	2007	2012	2017	
9	J&K	2009	2014	2019	
10	JHARKHAND	2004	2009	2014	2019
11	KARNATAKA	2008	2013	2018	
12	KERALA	2007	2012	2017	
13	MP	2009	2014	2019	
14	MAHARASHTRA	2006	2011	2016	2021
15	MANIPUR-TRIPURA	2007	2012	2017	
16	NAGALAND	2005	2010	2015	2020
17	ORISSA	2008	2013	2018	
18	PUNJAB	2009	2014	2019	
19	RAJASTHAN	2004	2009	2014	2019
20	SIKKIM	2005	2010	2015	2020
21	TAMILNADU	2008	2013	2018	
22	UTTAR PRADESH	2005	2010	2015	2020
23	UTTARAKHAND	2004	2009	2014	2019
24	WEST BENGAL	2004	2009	2014	2019

Source: Data provided by, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

FIGURE-11



Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

TABLE: 9
RECRUITMENT PLAN FOR THE NEXT TEN YEARS

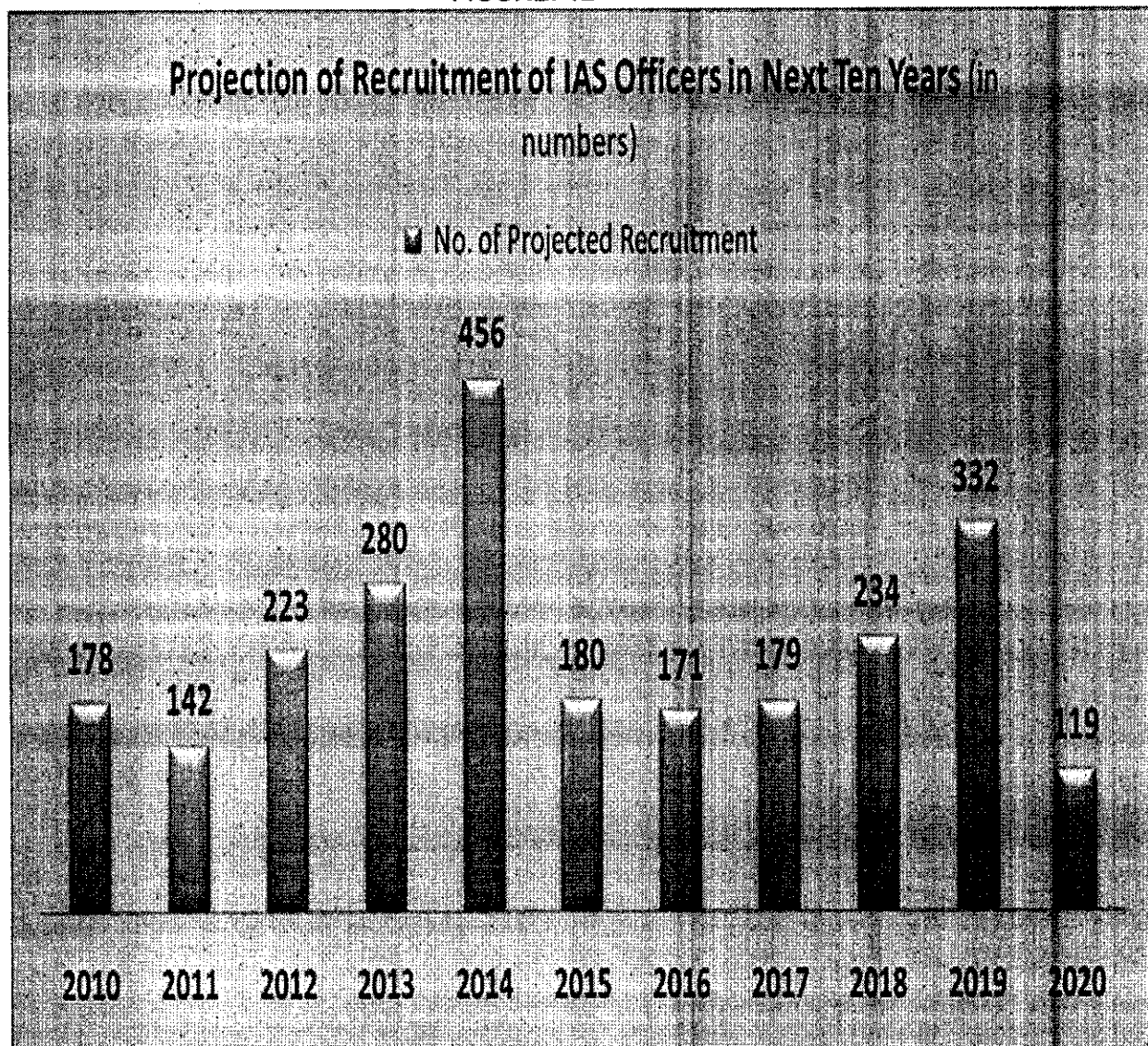
(Statement showing total number of recruitments from 24 cadres (retirement+vacant position))

S.NO.	CADER	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020	TOT AL
1	AGMUT	11	6	10	48	30	4	13	10	34	7	9	182
2	ANDHRA PRADESH	8	4	10	10	17	1	6	5	2	17	3	83
3	ASSAM-MEGHALAYA	6	1	10	23	1	9	5	7	26	10	7	105
4	BIHAR	12	12	14	20	12	12	12	12	16	12	12	146
5	CHHATTISGARH	1	1	3	1	135	2	3	2	1	11	4	164
6	GUJARAT	0	18	7	11	5	10	22	4	4	7	7	95
7	HARYANA	4	3	6	7	14	2	7	6	4	14	6	73
8	H.P.	3	3	14	1	3	3	2	12	5	5	3	54
9	J&K	1	3	1	1	17	5	2	1	1	17	2	51
10	JHARKHAND	2	5	1	3	36	1	7	3	6	37	3	104
11	KARNATAKA	11	6	9	34	8	4	9	5	27	4	6	123
12	KERALA	3	4	32	3	1	2	8	32	1	7	3	96
13	MP	6	8	12	7	52	13	4	2	9	47	8	168
14	MAHARASHTRA	10	21	8	6	2	5	19	5	7	7	5	95
15	MANIPUR-TRIPURA	3	3	32	6	3	6	1	33	4	4	4	99
16	NAGALAND	8	0	0	0	0	9	2	0	0		0	19
17	ORISSA	7	7	6	21	2	7	6	3	22	2	6	89
18	PUNJAB	1	5	5	8	13	2	3	6	4	14	5	66
19	RAJASTHAN	4	5	9	8	21	12	10	5	9	23	9	115
20	SIKKIM	5	0	0	0	0	7	0	0	0	1	1	14
21	TAMILNADU	12	6	5	36	10	7	8	4	36	9	6	139
22	UTTAR PRADESH	48	14	16	4	17	49	15	12	13	20	4	212
23	UTTARAKHAND	3	1	2	7	19	4	3	4	0	20	2	65
24	WEST BENGAL	9	6	11	15	38	4	4	6	3	37	4	137
TOTAL		178	142	223	280	456	180	171	179	234	332	119	2494
Recommend Recruitment		(Over)	(over)	180	180	180	180	180	180	180	180	180	180

Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department
of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

Note: This will cover retirements and of a backlog of 569, only 443 are proposed to be filled in by 2020. The balance can be filled in the next decade on the same principle.

FIGURE: 12



Source: ISA Civil List 2010, Ministry of Personnel, Public Grievances and Pensions Department of Personnel & Training, Govt. of India & Data provided by State Cadre Authority

TABLE: 10**Officers Eligible for Promotion during 2010-2020**

SR.NO.	CADER	NO. OF OFFICERS
1	AGMUT	
2	ANDHRA PRADESH	
3	ASSAM-MEGHALAYA	
4	BIHAR	
5	CHHATTISGARH	42
6	GUJARAT	
7	HARYANA	51
8	H.P.	50
9	J&K	
10	JHARKHAND	
11	KARNATAKA	62
12	KERALA	
13	MP	
14	MAHARASHTRA	
15	MANIPUR-TRIPURA	
16	NAGALAND	
17	ORISSA	
18	PUNJAB	
19	RAJASTHAN	8
20	SIKKIM	
21	TAMILNADU	
22	UTTAR PRADESH	
23	UTTARAKHAND	
24	WEST BENGAL	

Source: Data provided by State Cadre Authority

TABLE: 12**PRESENT POSITION OF SDP, CDR, SDR
EX-CADRE POSTS**

SR.NO.	CADER	NO. OF OFFICERS
1	AGMUT	
2	ANDHRA PRADESH	
3	ASSAM-MEGHALAYA	
4	BIHAR	
5	CHHATTISGARH	M-6
6	GUJARAT	
7	HARYANA	13
8	H.P.	
9	J&K	
10	JHARKHAND	
11	KARNATAKA	29
12	KERALA	
13	MP	49
14	MAHARASHTRA	
15	MANIPUR-TRIPURA	
16	NAGALAND	
17	ORISSA	
18	PUNJAB	
19	RAJASTHAN	51
20	SIKKIM	
21	TAMILNADU	
22	UTTAR PRADESH	
23	UTTARAKHAND	
24	WEST BENGAL	

Source: Data provided by State Cadre Authority

CHAPTER-3

CONCLUSION AND SUGGESTIONS

- As we have seen there, is a need to expedite the cadre review process. The projection made by the State Governments is not always realistic.
- The Personnel Departments of the state government should be entrusted with the task of preparing the proposals for cadre reviews in a time bound manner.
- A meaningful assessment should be done about the requirement of IAS officers every year to send a realistic requirement of Direct Recruits to the Government of India each year, and to monitor the vacancies under the promotion ceiling.
- To fulfill the requirement of IAS officers for the next 10 years, the intake through the civil service examination will needed to be limited to a certain number to maintain quality and to the balance the demand of different cadres. This number should be fixed on a realistic basis according to the cadre gap.
- A limited competitive exam on the lines of the Special Recruitment for IAS Officers in the 1950s is under consideration for the IPS from the Home Ministry. This need not be considered by the DoPT, as the proposed rise in recruitment of direct recruits to the IAS should help close the gap.
- The Process of settlement of disputes by the various state governments in relation to the promoted officers should be done in a speedy manner, in order to minimize the gap.
- The process of preparation of select lists should be initiated well in advance, while taking into consideration the number of vacancies that would arise in the next few years.
- The ACRs of the State Civil Service Officers should be kept up to date as it saves time at the stage of promotion.

- 9 • There is need also to evolve and put in place appropriate norms for determining the IAS cadre strength and ensuring the nature and requirement of ex-cadre posts. In at least one case, an ad hoc increase in the SDR has been approved.
- 11 • There should be an ongoing assessment of anticipated including voluntary retirements and resignations.
- 12 • Regarding the long term recruitment for direct recruits, the DoPT's projections should be shared with the Union Public Service Commission so that there is no misunderstanding.
- 12 • For the present, given the fact that there is a shortfall of 569 RRS and over 2,300 retiring in the next 10 years (RRS and promotees for the year 2010) the annual intake of IAS officers should be to the tune of 180 per year. With this number, the backlog of 569 vacancies can be reduced by 443 in the year 2020. The remaining backlog of 126 can be filled in the first half of the next decade.
- 17 • We are of the view that any number above 180 would a) compromise quality; b) Exceed the LBSNAA's capacity and ;c) led to a distortion in the career pyramid of IAS officers, particularly for senior posts in the Government of India. It is also for this reason that we have not factored in resignations, deaths and cadre reviews, and vacant posts in the Centre and States can be filled by deputation where the number of deputationists would be less than at present.