

All India Services - Towards building New India

Proposed amendments beneficial to all stakeholders

(Ministry of Personnel, Public Grievances and Pensions)

January 26, 2022


The young Indian Administrative Service (IAS) officers should go to people, and change the legacy of colonialism. We don't expect status quo from IAS officers. Everyone is working to build New India, but our responsibility is more. The presence of silos and hierarchy does not help our system. Whoever, we are, wherever we are, we have to work together for the nation. We need a bureaucracy that is creative and constructive, imaginative and innovative, proactive and polite, professional and progressive, energetic and enabling, efficient and effective, transparent and tech enabled.

-Prime Minister Narendra Modi¹

Ministry of Information and Broadcasting
Government of India

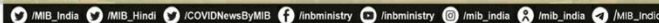
All India Services (AIS)

- ✓ IAS/IPS/IFS are All India Services created under the **AIS Act, 1951**
- ✓ Recruited by the Union Government and their services are placed under various **State/UT Cadres**
- ✓ Mandated to serve both the cadre State/UT and the Centre (on **deputation**)
- ✓ Services of these officers are paramount in **policy formulation and implementation**
- ✓ Core of the **governance structure** of the country
- ✓ An important thread of Indian **federalism**



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The Constitution under Article 312 provides for the creation of All India Services (AIS) common to the Union and the States. The [All India Services Act, 1951](#)² provides that the Central Government may make rules for regulating the recruitment and the conditions of service of persons appointed to the All India Services. At present, only the Indian Administrative Service (IAS), the Indian Police Service (IPS) and the Indian Forest Service (IFS) have been constituted as All India Services. Recruitment to these services is made under the corresponding AIS Recruitment Rules and are done by Direct Recruitment (through the Union Public Service Commission – Civil Services Examination) and by promotion from the

¹ <https://pib.gov.in/PressReleaseDetailm.aspx?PRID=1730339>

² [A1951_61.pdf \(indiacode.nic.in\)](#)

State Service.³

The following were the broad objectives of the Constitution-framers in providing for the scheme of All India Services, common to the Union and the States:⁴

- facilitating liaison between the Union and the States;
- ensuring a certain uniformity in standards of administration;
- enabling the administrative machinery at the Union level to keep in touch with realities at the field in the States;
- helping State administrative machinery to acquire a wider outlook and obtain the best possible talent for its senior posts; and
- ensuring that political considerations either in recruitment or in discipline and control are reduced to the minimum, if not eliminated altogether.

Indian Administrative Service

Civil Servants for the East India Company used to be nominated by the Directors of the Company and thereafter trained at Haileybury College in London and then sent to India. Following Lord Macaulay's Report of the Select Committee of British Parliament, the concept of a merit-based modern Civil Service in India was introduced in 1854. The Report recommended that patronage-based system of East India Company should be replaced by a permanent Civil Service based on a merit-based system with entry through competitive examinations. For this purpose, a Civil Service Commission was setup in 1854 in London and competitive examinations were started in 1855. Initially, the examinations for Indian Civil Service were conducted only in London. The maximum age for the appearing for the examination was 23 years and minimum age was 18 years. From 1922 onwards, the Indian Civil Service Examination began to be held in India also, first in Allahabad and later in Delhi, with the setting up of the Federal Public Service Commission. The examination in London continued to be conducted by the Civil Service Commission.⁵

The Indian Administrative Service (IAS), a hallmark of governance in India, was constituted in 1946. The Constitution provides that without depriving the States of their right to form their own Civil Services there shall be an All India Service recruited on an All India basis with common qualifications, with uniform scale of pay and the member of which alone could be appointed to these strategic posts throughout the Union. No wonder that Sardar Vallabhai Patel, one of the eminent leaders of the freedom struggle referred to the Civil Services as the steel frame of the nation. The civil services, therefore, represents the essential spirit of our nation – unity in diversity.⁶

An officer of the IAS is responsible for maintenance of law and order, revenue administration and general administration in the area under him. His functions broadly include⁷:

- Collection of revenue and function as Courts in revenue matters
- Maintenance of law and order
- Function as Execution Magistrate

³ [Introduction | UPSC](#)

⁴ <http://www.interstatecouncil.nic.in/wp-content/uploads/2015/06/CHAPTERVIII.pdf>

⁵ [Historical Perspective | UPSC](#)

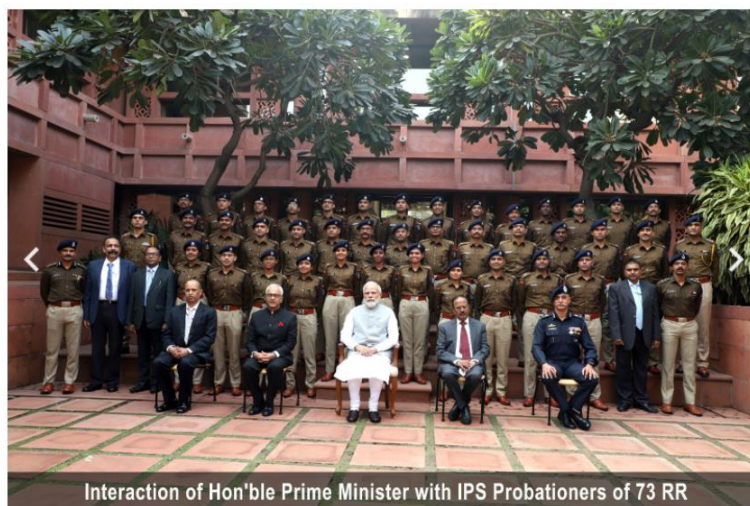
⁶ [ServiceProfile.pdf \(cseplus.nic.in\)](#)

⁷ [ServiceProfile.pdf \(cseplus.nic.in\)](#)

- Function as Chief Development Officer (CDO)/District Development Commissioner
- Supervision of implementation of policies of State Government and Central Government
- To travel to places to oversee implementation of policies
- Supervision of expenditure of public funds as per norms of financial propriety
- In the process of policy formulation and decision making, IAS officers at various levels like Joint Secretary, Deputy Secretary, etc. make their contributions and they give final shape to policies
- To handle the daily affairs of the government, including framing and implementation of policy in consultation with the minister-in-charge of the concerned Ministry.

Indian Police Service

Prior to Independence, superior police officers belonged to the Indian (Imperial) Police appointed by the Secretary of State through a competitive examination. The first open competition for the service was held in England in June, 1893 and 10 top candidates were appointed as Probationary Assistant Superintendents of Police. Entry into the Imperial Police was thrown open to Indians only after 1920 and the following year examinations for the service were conducted both in England and India. Indianisation of the police service continued to be very slow despite pronouncement and recommendations of the Islington Commission and the Lee Commission. Till 1931, Indians were appointed against 20 per cent of the total posts of Superintendents of Police. However, because of non-availability of the suitable European candidates, more Indians were appointed to the Indian Police from the year 1939 onwards.⁸



Interaction of Hon'ble Prime Minister with IPS Probationers of 73 RR

The Indian Police Service (IPS) was constituted under Article 312 of the Constitution of India. The IPS officers provide senior level leadership to the police forces both in the States and at the Centre. The Police Division in the Ministry of Home Affairs (MHA) is responsible for cadre management of the IPS and policy decisions such as cadre structure, recruitment, training, cadre allocation, confirmation, empanelment, deputation, pay and allowances, disciplinary matters of IPS Officers.⁹

Indian Forest Service

The British Indian Government started the Imperial Forest Department in 1864 and to organize the affairs of the Imperial Forest Department, Imperial Forest Service was constituted in 1867. From 1867 to 1885, the officers appointed to the Imperial Forest Service were trained in France and Germany. Till 1905, they were trained at Coopers Hill, London. In 1920, it was decided that further recruitment to the Imperial Forest Service would be made by

⁸ [Historical Perspective | UPSC](#)

⁹ <https://ips.gov.in>

direct recruitment in England and India and by promotion from the provincial service in India. After Independence, the Indian Forest Service was created in 1966 under All India Services Act 1951.¹⁰

The main mandate of the service is the implementation of the National Forest Policy which envisages scientific management of forests and to exploit them on a sustained basis for primary timber products, among other things. Since 1935, the management of the forests remained in the hands of the Provincial Governments and even today the Forest Departments are managing the forests of the country under the respective State governments.¹¹

Union Public Service Commission

The origin of the Public Service Commission in India is found in the First Despatch of the Government of India on the Indian Constitutional Reforms on the 5th March, 1919 which referred to the need for setting up some permanent office charged with the regulation of service matters. Section 96(C) of the Act provided for the establishment in India of a Public Service Commission which should “discharge, in regard to recruitment and control of the Public Services in India, such functions as may be assigned thereto by rules made by the Secretary of State in Council”. On October 1, 1926 the Public Service Commission was set up in India for the first time. It consisted of four Members in addition to the Chairman. Sir Ross Barker, a member of the Home Civil Service of the United Kingdom was the first Chairman of the Commission.¹²

With the inauguration of the Constitution of India in January 26, 1950, the Federal Public Service Commission came to be known as the Union Public Service Commission, and the Chairman and Members of the Federal Public Service Commission became Chairman and Members of the Union Public Service Commission by virtue of Clause (1) of Article 378 of the Constitution.

Under Article 320 of the Constitution of India, the Commission is, inter-alia, required to be consulted on all matters relating to recruitment to civil services and posts. The functions of the Commission under Article 320 of the Constitution are:¹³

1. Conduct examinations for appointment to the services of the Union
2. Direct recruitment by selection through interviews
3. Appointment of officers on promotion / deputation / absorption
4. Framing and amendment of Recruitment Rules for various services and posts under the Government
5. Disciplinary cases relating to different Civil Services
6. Advising the Government on any matter referred to the Commission by the President of India

Recent Initiatives taken by the Government to reform the Civil Services:

Under the leadership of Prime Minister Shri Narendra Modi, it has been the continuous endeavour of the Government to bring about improvements in the functioning of the civil services to enable them to serve the people of the country more beneficially. To ensure this it is not only important that the broad objectives, mentioned above, as laid down by the Constitution makers are fulfilled but also bring about sustained reforms in the appointment

¹⁰ [Historical Perspective | UPSC](#)

¹¹ [Indian Forest Service \(ifs.nic.in\)](#)

¹² [Historical Perspective | UPSC](#)

¹³ [Functions | UPSC](#)

and training of civil servants. Thus, a number of measures such as Mission Karmayogi, the Assistant Secretary Programme, lateral entry of professionals at senior levels in the Government of India etc have been introduced by the government in the recent past. In line with this, the proposal to amend the IAS (Cadre) Rules 1954 has been shared with the State governments.

1. Assistant Secretary Programme¹⁴

The programme started in 2015 as per vision of the Prime Minister Narendra Modi, when 2013 batch IAS officers were posted as Assistant Secretary in Ministries/Departments. This programme helps young IAS officers acquire a national perspective and appreciation of diversities in national policies. This also sensitizes them to the larger perspective of policies and programmes of Government of India and the officers are likely to be inspired Change Agents when they go back to their cadre States.

During their [three-month central deputation](#), the young IAS are provided a holistic overview of the functioning of the Central Government through individual projects, group projects, concurrent review of projects suggested by earlier batches, with a view to provide them an exposure of office functioning of Government of India at a very early stage of their career. As primary implementers of programmes / projects in the field (States), this exposure also facilitates a broader macro perspective in these officers.

2. Lateral Entry in Bureaucracy

Government has, from time to time, appointed some prominent persons for specific assignments in government, keeping in view their specialized knowledge and expertise in the domain area. NITI Aayog, in its three-year Action Agenda and the Sectoral Group of Secretaries (SGoS) on Governance, in its report submitted in February, 2017, have recommended for induction of personnel in the middle and senior management level in the Government.

Advertisement inviting applications from individuals for the post of Joint Secretary in identified Ministries/Departments was issued by DoPT. The entire selection process of the candidates was entrusted to Union Public Service Commission (UPSC). The appointment of outside experts was made through open advertisement and the selection and evaluation process was entrusted to the UPSC.

The lateral entry process has the twin objectives of bringing fresh talent and augmenting the manpower at certain levels in the Central Government.

As on December 06, 2021, the Ministry of Personnel, Public Grievances & Pensions has approved appointment of 38 candidates including 10 Joint Secretaries suitably recommended by UPSC to join the Government on Contract/Deputation basis.

3. Mission Karmayogi

[Mission Karmayogi](#)¹⁵ is a capacity building programme for the civil servants that also exhorts them to maintain a very high standard of conduct and behaviour so that the officer earns the

¹⁴ <https://dopttrg.nic.in/PMSAS.html>

trust of the people and is emulated by his peers and subordinates. The spirit behind this scheme is the motto of the Civil Services enshrined in Bhagvad Gita as *Yogah Karmasu Kaushalam* which denotes: efficiency in action, signifies productive efficiency for producing maximum results. The Union Cabinet chaired by Prime Minister Narendra Modi approved launching of "Mission Karmayogi"- a National Programme for Civil Services Capacity Building (NPCSCB) on September 02, 2020 under the Ministry of Personnel, Public Grievances and Pensions.



The Salient features include:

- Aligning work allocation of civil servants by matching their competencies to the requirements of the posts, such that transition from ‘Rule based’ to ‘Role based’ HR Management is smoothly attained
- To emphasize on ‘on-site’ learning to complement the ‘off-site’ learning
- To create an ecosystem of shared training infrastructure including that of learning materials, institutions and personnel
- To calibrate all Civil Service positions to a Framework of Roles, Activities and Competencies (FRAC) approach and to create and deliver learning content relevant to the identified FRAC in every Government entity
- To make available to all civil servants, an opportunity to continuously build and strengthen their behavioural, functional and domain competencies in their self-driven and mandated learning paths
- To enable all Central Ministries and Departments and their Organization to directly invest their resources towards co-creation and sharing the collaborative and common ecosystem of learning through an annual financial subscription for every employee
- To encourage and partner with the best-in-class learning content creators including public training institutions, universities, start-ups and individual experts.

Amendment in IAS/IPS/IFS (Cadre) Rules

A unique feature of the AIS is that the members of these services are recruited by the Central Government and their services are placed under various State Cadres, and it is incumbent upon the members of service to serve both under the State and the Centre. In order to ensure service of IAS officers at the Centre, suitable provisions have been made under the IAS (Cadre) Rules, 1954. The details of these are given below:

- The Indian Administrative Service (Fixation of Cadre Strength) Regulations, 1955, makes a provision of Central Deputation Reserve (CDR) not exceeding 40 per cent of the Sanctioned Duty Posts (SDP) of a cadre/joint cadre.
- As per Government of India (GoI) instructions dated 24-3-1966 under Rule 4 of IAS (Cadre) Rules, 1954, the Central Deputation quota fixes the share of the GoI out of the state cadre for the various requirements of the Centre. By and large, this quota may be taken to be the limit of deputation to the Government of India.

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All India Services (AIS)

Need for Central Deputation

- ✓ To obtain **fresh inputs** in policy formulation and implementation
- ✓ To utilize **vast field experience** and **domain expertise** of the AIS officers
- ✓ To replicate the knowledge **best practices** of States/UTs in Central government's policies/schemes

Benefits of Central Deputation

- ✓ **Mutually beneficial** to both the Centre and the States/UTs
- ✓ Enables **professional growth** of officers
- ✓ Allows **better coordination** with the States/UTs for **effective programme implementation**
- ✓ Strengthens **cooperative federalism**

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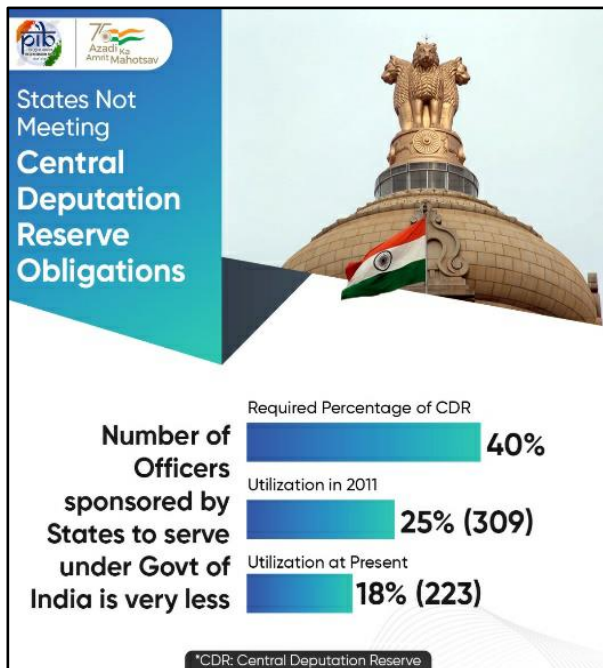
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Accordingly, the Total Authorized Strength of any cadre is calculated by including Central Deputation Reserve (@ 40 per cent of SDP), which is used for calculating the vacancies in the cadre as well. Further, while calculating the promotion quota of IAS of any cadre, amongst other components, the CDR (@ 40 per cent of SDP) is also taken into account. However, a trend of decreasing representation of IAS officers up to Joint Secretary level in GoI has been noticed as most of the States are not meeting their CDR obligations and the number of officers, sponsored by the States to serve in GoI are much lesser than the CDR.

- The number of IAS officers on CDR has gone down from 309 in 2011 to 223 as on date.
- The percentage of CDR utilization has gone down from 25 per cent in 2011 to 18 per cent as on date.
- In spite of increase of IAS officers at DS/Director level in IAS from 621 in 2014 to 1130 in 2021, the number of such officers on central deputation has gone down from 117 to 114 during the period.

Hence, the number of officers available under the Central Deputation is not sufficient to meet the requirement of GoI. The non-availability of sufficient number of officers in the GoI is affecting the functioning of the Central Government since the Centre needs the services of these officers to obtain fresh inputs in policy formulation and programme implementation; to utilize their vast field experience by way of providing vital inputs for policy planning and formulation in GoI. Further, the movement of officers from State to Centre and vice versa is mutually beneficial to both Centre and States as it enables the professional growth of officers



besides contributing towards better coordination with the States for effective programme implementation.

The reason quoted by most of the state cadres for not sponsoring number of officers as per prescribed CDR is shortage of officers in the cadre.

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IAS (Cadre) Rules

New Proposals

- ✓ Centre to decide the sanctioned duty posts of a cadre/joint cadre in **consultation** with the States
- ✓ Enough powers to States on **nominating** the cadre officers for central deputation
- ✓ **Centre's decision to be final**, in case of any difference in opinion
- ✓ Only in **specific cases** where the services of a cadre officer are required by the Central government in **public interest**, Central government may seek services of that officer and the state government shall give effect to the decision within the **stipulated time**
- ✓ **Officer to be relieved** from the cadre, in case of any delays from the State

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Considering the same and the fact that shortage of AIS officers in the Cadres, if any, has to be shared mutually between the Centre and the States, it has been proposed that the state cadre may now provide such number of offices as part of CDR only after adjusting the same proportionately with the number of officers available in the cadre. This would address the issue of genuine shortage of officers in any particular cadre. It may be mentioned that the

requirement from the States is only to sponsor adequate number of officers for posting in the Centre. The actual number of officers to be deputed to the Central Government shall be decided only in consultation with the State Government.

Further, for meeting the specific situations like Major Disaster, National Security etc. services of an AIS officer may be warranted in the Centre. Similarly, services of an AIS officer with a specific domain expertise may be required for any important time bound flagship programme/project of GoI. The extant Cadre Rules do not have specific provisions to cater to such situations, which have now been proposed through these amendments.

Benefits of the amendments to the stakeholders:

It may be noticed that the benefit of the proposed amendments would accrue not only to the Central government but to all the stakeholders i.e. the Central government, the state government, the AIS officers and most importantly the people of the country, for the benefit of whom the civil services exists.

1. The new amendments only strengthen the objectives of the constitution framers as mentioned above. Movement of officers between the Centre and the States, not only facilitates liaison between the Union and the States but also ensures a certain uniformity in standards of administration. All-India Service (AIS) officers have rich field experiences from different states, which will be very useful in areas like rural development, health, education, etc. The All India Service officers bring more diversity and experience from their respective states which will ultimately result in better policy making.
2. Not only does it enable the administrative machinery at the Union level to keep in touch with realities at the field in the States, it also helps State administrative machinery to acquire a wider outlook and obtain the best possible talent for its senior posts. Moreover, it is always beneficial for the States to have their cadre officers in the GoI for enabling them to project their requirements to the Centre in an effective manner. It ensures that their interests are protected in the central policy and planning.
3. For the AIS officers concerned, it helps in ensuring that political considerations either in recruitment or in discipline and control are reduced to the minimum, if not eliminated altogether. It also helps them get a wider perspective of the functioning of the government machinery from a higher level. Working alternatively in the central and the state government contributes towards personal growth and development of the officers.



4. At a broader level, in keeping with the vision of Sardar Patel, the architect of the All-India services, frequent movement of officers strengthens cooperative federalism.
5. To sum it, a seamless mechanism facilitating the movement of AIS officers from the State to Central government and vice-versa helps formulation of better policies and programmes for the welfare of the citizens of the country and ensures their smoother implementation.

Further Reading:

- [View: It Takes Three To Tango: The IAS Rules \(cnbctv18.com\)](#)
- [Rules for a civil service \(Times of India\)](#)
- [IAS cadre issue: Enforce central deputation rules \(Hindustan Times\)](#)
- [Serving the hub and the spokes \(Economic Times\)](#)
- [Good Governance in our Federation requires Centre and States to Work together](#)

Tweets:

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