

## APPENDIX B

Notes of Discussions at a Conference between the Members of the Central Pay Commission and Provincial Representatives held on Wednesday (16th October 1946) and Thursday (17th October 1946).

The Conference met in Room No. 2, North Block Secretariat, at 10-30 A.M. on Wednesday, 16th October, 1946:—

Sir S. Varadachariar in the Chair

### *Members present*

Mr. Joshi, Lt.-Col. Chatterjee, Mr. Srinivasa Rao, Mr. Gadgil, Mr. Lallubhai and Sardar Mangal Singh.

### *Names of Provincial Representatives*

Madras	. . .	Honourable Mr. K. R. Karanth, Revenue Minister, Madras. Mr. C. O. Coorey, M.B.E., I.C.S., Deputy Secretary, Finance Department.
Bengal	. . .	Mr. B. N. Chakravarty, O.B.E., I.C.S., Additional Secretary, Chief Minister's (Estabts) Department. Mr. R. J. Pringle, M.B.E., I.C.S., Special Officer and Deputy Secretary, Chief Minister's (Estts.) Department.
United Provinces	. . .	Mr. L. P. Hancox, O.B.E., O.I.E., I.C.S. Mr. Joshi, Assistant Finance Secretary.
Bombay	. . .	Mr. B. Venkatappiah, I.C.S., Finance Secretary.
Punjab	. . .	Mr. B. R. Tandon, O.I.E., I.C.S., Finance Secretary.
Bihar	. . .	Mr. P. P. Agarwal, I.C.S., Deputy Secretary, Finance Department.
C. P. & Berar	. . .	Rao Sahib Krishnan, Under Secretary on Special Duty (Observer).
N. W. F. P.	. . .	Mr. A. N. Mitchell, O.B.E., I.C.S., Finance Secretary.

Sir Hugh Hood, Secretary, Finance Department, Government of India, was also present.

At the outset, the Chairman explained to the Provincial Government representatives the object of the Conference, which was to enable the Pay Commission to have an informal discussion with representatives from the Provinces, so that there could be a free exchange of views before the Commission reached their conclusions. On the points listed in the Agenda, it was intended to record the sense of the Conference. Delegates from the Provinces stated that in some cases, Provincial Gov-

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ernments had not come to any definite conclusions on the subjects detailed in the Agenda while in others the Provincial Government representatives had been asked to state their views in their personal capacity— Except in the case of Madras, where the views were represented by a Member of the Government, it was understood that the conclusions recorded for the information of the Commission were not to be taken as the views of the Provincial Governments.

### *Classification of the Services: (Item 1 on the Agenda).*

The opinion expressed by most of the representatives of the Provinces was that it was desirable to keep up the distinctness of Classes I and II of the services, but a fair percentage of officers of Class II must be promoted to Class I. Many of the representatives were of the opinion that such promotion should take place fairly early in the career of an officer; some thought that the proportion of officers to be promoted to Class I from Class II might be as high as 50 per cent. while others felt that it would be better to fix it at somewhere between 25 and 35 per cent. The promotion should be by a process of selection by some responsible agency on the principle of seniority *cum* merit. Some representatives suggested that to avoid discontent among persons of much the same calibre if they should be selected through the same examination (when some of them might be fortunate enough to enter into Class I while others had to enter into Class II), it would be better to have separate examinations with different standards for the two classes. The representatives from the N.-W. F. P. wished to make it clear that the number of officers to be promoted from Class II to Class I should not be fixed by way of definite reservation, as that might either deprive deserving officers of their chances of promotion, if reserved places were not available at a particular time or necessitate the promotion of undeserving people to make up the reserved number. He preferred that it should be more in the nature of a convention than any binding rule. The view of the U.P. representative seemed to be that it would be unnecessary to maintain the distinction between Class I and Class II Services, once the all India services ceased to function.

### *Gazetted Rank: (Item 2).*

As regards officers who are to be declared entitled to gazetted rank, it was pointed out that there was on the whole very little cause for complaint in the services, so far as was known to representatives here, though the question was one of some importance as bearing upon the dignity of officers. It was generally felt that it would be best to leave it to each administration to decide the classes of officers who should be awarded gazetted status.

### *Pay Scales for Central Services and their relation to provincial scales: (Items 3, 4, 5 and 6)*

These questions were dealt with together. The general feeling was that in respect of such officers of the central services as serve in the Provinces and are not liable to transfer outside those provinces, parity should, as far as possible, be maintained between the scales prescribed for such central service officers and corresponding office workers in the services of

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the various provinces. An all-India scale was not considered desirable in respect of this class of officers. As regards gazetted officers of the Central Services or officers liable to transfer to all parts of India, it was recognised that it would be more convenient and justifiable to have an all-India scale. Such a scale may be somewhat higher than scales prevailing in the provinces for holders of corresponding posts, because some allowance has to be made for additional expenditure that they may be put to when they are transferred from one place to another, such as maintenance of two establishments. This is independent of the question of compensatory allowance to be granted to persons serving in particularly costly stations. The Punjab representative desired to add a rider that the number of transferable officers should as far as possible be limited to the extent necessary to secure efficient administration.

It was desired that in respect of categories referred to as non-transferable, there should as far as possible be complete parity of emoluments between the central Government servants and provincial government servants. It was also pointed out that this was particularly important in respect of technical personnel as it would be very difficult for the provincial governments to find and retain the technical personnel required for their post war plans if the Government of India should offer more attractive terms. When a question was put as to the possible parity of pay between a post-man and a police constable or process server, some representatives thought that reasonable parity was required between the two kinds of service and parity of pay should be maintained between them.

### *Market Value principle in fixing pay Scales: (Item No. 7).*

There was a general disinclination to attach undue importance to the 'market value' test. Many of the representatives pointed out that to the extent to which any public servant should have at least a living wage he ought not to be denied it. On the other hand, it was pointed out that the public service offered obvious advantages, like regular increments, security of tenure, pension etc., which were likely to make such service more attractive than private service. These considerations should also weigh in attempting to fix any parity between the terms offered to a public servant by Government and the terms he was likely to get under a private employer. It was however emphasised that it would not be proper for Government to exploit either physical or intellectual labour. The Madras representative went so far as to suggest that the obvious advantages associated with Government service would justify Government offering even less favourable terms than private employers. The other representatives were not sure that this would be right.

In this view it was considered unnecessary to express any opinion on the second part of the Question.

### *Stabilised price-level: (Items 8 and 9).*

It was agreed that basic scales of pay might be fixed on the assumption of a possible stabilisation of the cost of living index at a not distant future at 160/175, taking the pre-war base to be 100.

### *Some typical pay-scales: (Item 10).*

The Madras representative stated that the existing scales of pay for the clerical services in that Presidency were Rs. 30 to Rs. 55 in the lower division and Rs. 55 to Rs. 70 in the upper division, with certain special

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categories for Madras city where, in what is described as "A" class office, like the Revenue Board, there was a scale of Rs. 50 to Rs. 100. In the Secretariat, the corresponding scale was Rs. 60 to 150. In addition dearness allowance was being paid according to the scales prescribed by the Government of India and also a house allowance of Rs. 7 in Madras and Rs. 5 in mofassil towns with a population of more than 50,000. He further stated that in revising these scales, it was proposed to raise the pay of the lower division to a scale of Rs. 45 to Rs. 80 and of the upper division to a scale of Rs. 70 to Rs. 100; the scale in the Revenue Board would be raised to one of Rs. 70 to Rs. 115 and the scale in the Secretariat to one of Rs. 75 to 150; it was also intended to pay Rs. 5 beyond the above scales to graduate clerks entering the lower division. He represented that having regard to the conditions of living in Madras and the scales of emoluments obtainable by people of this class from business firms in the city, the proposed scales were quite fair and adequate.

For purposes of comparison, reference was made to the Punjab scales introduced in that province in 1945. In the Punjab, the scales seem to be as follows:—Rs. 50—3—80—E.B.—4—100 for junior grade clerks in the districts and Rs. 60—4—80—E.B.—5—120 for upper division clerks in the Mofassil, and in the Secretariat Rs. 60—4—80—5—120 for junior clerks and Rs. 90—5—120—5—175 for senior clerks. For Assistants, the Punjab has a scale of Rs. 80—5—110—5—150 in subordinate offices and Rs. 150—10—200—10—300 for the Secretariat. Public servants residing in the city of Lahore are paid a Corporation allowance varying from Rs. 7 to Rs. 10 per mensem. The scales in some of the other provinces about which information was given seemed to approximate to the Punjab scales more than to the Madras scales. In Bihar, we were told, the following are the scales respectively obtaining in the Mofassil and in Patna. In the Mofassil, the lower division clerk has a scale of Rs. 30 to 60 and the upper division clerks have varying scales between Rs. 65 and Rs. 210. Persons employed in certain cities classified as "costly" receive a compensatory allowance in addition. In Patna, the salaries in the attached offices are Rs. 45 to Rs. 95 for the lower division and Rs. 110 to Rs. 170 for the upper division. In the Secretariat they are Rs. 90 to Rs. 150 in the lower division and Rs. 125 to Rs. 210 in the Upper division. The Madras representative pointed out that so far as the clerical grades were concerned the disparity between Madras and the other provinces was not great as to make it difficult to give effect to the resolution already recorded that as regards the ministerial services under the Central Departments their scales might be fixed at par with the provincial scales as far as possible.

The representative from Bengal informed the conference that as a result of inquiries as to the cost of living among the *bhadralog* class, outside the city of Calcutta, the Government had been given to understand that Rs. 80 to Rs. 135 was considered a living wage for families of that class.

Dealing with the lowest grades, such as peons, police constables, jail warders, etc., the conference was given the rates shown in the appended list as the rates prevailing in the various Provinces. While the representatives of the Provinces showed every willingness to give the best consideration for the welfare of these classes of employees, they were unwilling to commit themselves to any figures which would place an unduly heavy strain on the Provincial revenues. Many of them also gave the confer-

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ence to understand that in the different Provinces there was at present no real difficulty in finding recruits to these services at the rates that are now being paid. The representative from Bengal, however, expressed doubts as to whether the present rates would prove acceptable in his Province.

Between the classes above referred to and the clerical classes there are intermediate grades like those of daftries, storers, record keepers and so on, who are somewhat more literate and are paid at scales intermediate between those of the classes above referred to and the clerical grades.

Dealing with the upper grades of the Subordinate (non-gazetted) services, the representatives from Madras, Bengal and the Punjab gave the information contained in the appended note as regards the relative scales of pay for P.W.D. officers, Forest rangers, Co-operative District Inspectors, Agricultural Assistants, Inspectors of Police, Tahsildars, Excise Inspectors and the Veterinary Assistant Surgeons in those provinces. In Bengal and Bihar, the Sub-Deputy Collector was said to correspond to the Tahsildar in the other provinces. The representatives from the U.P., Bihar and the N.-W.F.P. pointed out that in their provinces the scales settled in 1931 still continued in force and as revision of those scales was under consideration they had nothing to add to the discussion of this question.

As regards the Gazetted Services, information was given as to the scales prevailing in the various provinces for Class I and Class II Services, the Provincial Civil Services and selection grades and the salaries of heads of departments. The Madras representative stated that there was not any serious discontent in his province in these services as regards their rates of pay and there was no intention of raising them. In the Punjab, a revision has recently taken place. In the N.W.F.P. proposals for revision were under consideration. The position in the U.P. and Bihar as also in Bengal and Bombay was that even in the higher grades of the services an upgrading was expected particularly in respect of Class II officers.

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### *Time Scales—(Item 12)*

As regards the length of time scales, one view presented was that this question must be determined in the light of the structure of the particular type of service under consideration because if that structure afforded fair chances of promotion from stage to stage in the normal course, it would hardly be necessary to provide for a long time scale. It was also pointed out that there should be another differentiating factor, namely that in grades to which people go by promotion and not by direct recruitment, a long time scale might not be necessary because the public servant would already have served for a number of years in the lower scales. Subject to these considerations it was the general view that a time scale of 20 to 22 years would be reasonable so as to give the public servant a sufficient number of years to serve on the maximum of his scale.

As regards the possibility of having two scales for the same kind of job, it was pointed out by the U.P. representative that it was likely

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to cause heart-burning in the services if for doing the same kind of work one set of people should be paid on one scale and another set of people should be paid on another scale; and other representatives also concurred in that view.

As regards the way in which the increments should be arranged, two views were put forward. The Madras representative suggested that particularly in the lower grades, where the minimum was comparatively low, it was desirable to help the public servant to reach a higher salary comparatively early in his career. He accordingly preferred that the increments should be higher in the earlier stages of a man's career and they might well be lower in the later stages, as he would have reached a decent salary by that time and it might even be assumed that his efficiency would have already passed its maximum. On the other hand, it was pointed out that a smaller increment at the later stage of one's career would bear such a small proportion to his salary at that time that it would hardly be satisfying. The North West Frontier Province representative explained that if the increments could not be made large at that stage without considerably raising the maximum of the grade, it might be expedient to make the increments biennial or triennial, and give a decent increment at the end of two or three years. A third alternative put forward by the representative from Bengal was that it would be convenient to have the highest rates of increment during the middle period of a man's service, with lower rates of increment both at the earlier stages and at the final stage.

### *Fixation of Existing Personnel in the Revised Scales: (Items 17 & 18).*

So far as persons who entered service before 1931 were concerned, the general opinion was that their position should not be prejudiced whatever might be the revised scales. As regards persons who entered service after 1931, it was generally agreed that in bringing them under any revised scales, the principle suggested in clause (c) of question No. 18 on the Agenda would be fair. It was also the general feeling that even the old entrants should be given the option to come under the revised scales.

## APPLICATION OF THE MINIMUM WAGE THEORY

(Items 42—44)

It was agreed that the minimum wage theory was the ideal to be kept in view, but many representatives expressed doubts as to the capacity of their provinces to pay their lower grade employees anything more than Rs. 35 to Rs. 40, or at the most Rs. 45, all told (that is inclusive of basic salary, dearness allowance and house allowance). It was however recognised that if in course of time with a definite decrease in recruitment in these services, the number of people to be paid was substantially reduced, it might be possible to improve their pay. The Bombay representative however thought that if the minimum wage was ascertained in a reasonably realistic way and not with reference to abstract standards, it would be found that what was being paid today even to the lowest grade of public servants in Bombay would not fall short of such a minimum wage. The representative from Bengal pointed out that in his Province, especially in the industrial areas, it was becoming increasingly difficult to find recruits for the lower grades of public service at the rates which the Government was able to offer since, for the time being

at any rate, Industry was able to pay this class of servants higher wages. But he nevertheless felt that with reference to the resources of that Government, it might not be able to pay more. The Punjab representative also drew attention to the fact that nearly all the provincial Governments were now intending to embark upon costly post war plans which would involve heavy recurring expenditure and interest charges and till these plans were able to produce any large revenue, it would not be fair to throw on the provincial finances the liability to pay higher rates of emoluments to such services than what was now being paid in the Punjab province. In determining the minimum wage, it was pointed out that agricultural wages varied very considerably from place to place and from year to year and also between one part of the year and another part of the year; the general opinion therefore was that it would not be practicable to attempt to co-relate the wages of public servants to agricultural wages. It was accordingly felt that all that could be done immediately was for each provincial government to constitute something like an *ad hoc* committee to decide what would approximately be a fair living wage under present conditions and that if and when regular Wage Boards appointed under the contemplated Minimum wage legislation functioned and laid down standards, it would be time for the Government to see how exactly the rates of pay fixed for public servants should be co-related to the minimum wages that might be so determined.

### DEARNESS ALLOWANCE

(Items 19 to 25).

By way of initiating the discussion, it was stated by the Chairman that it seemed logical to provide for higher rates of dearness allowance to the lower paid public servants, and accordingly it would not be proper merely to adopt a percentage of pay as the basis for determination of dearness allowance. Indeed, the present practice also did not proceed on that basis. It was also explained that the proper course would be to provide by slabs for different levels of pay, and also to provide for diminishing rates of dearness allowance as the cost of living index fell, taking the steps by 20 points each time. On these lines, certain figures were suggested as bases for discussion. The principles suggested were accepted but all the Provincial representatives pointed out that if the figures mentioned were to be actually adopted and in addition there was to be an increase in the basic pay also, it would be impossible for the Provinces to foot the bill. It was also represented by many of the representatives that what was at present being paid to the various grades of employees in the different Provinces (taking the aggregate of basic pay, dearness allowance and other allowances) was on the whole accepted as satisfying the needs of the public services, and that it was not really necessary to raise the amount any further.

It was urged by the Bombay representative that as between dearness allowance and basic pay, it would probably give greater satisfaction to the services to give them an increase in the basic pay; and this was an additional reason for keeping down the rate of dearness allowance, though the total amount paid to the employee might be more or less the same. It was finally suggested that it might embarrass the Provinces if the Pay Com-

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mission should recommend any substantial increase in the dearness allowances now paid because they would be compelled to follow suit and this would put an impossible strain on their finances.

The general recommendation, therefore, was that this subject had better be left to remain as it now stood.

The system of concession in kind as part of dearness allowance seemed to be in vogue only in Bengal; and the Bengal representative considered it desirable to continue that system. But no such system appeared to be in vogue in the other Provinces and their representatives had accordingly no remarks to offer on this point.

### *Dearness Allowance for pensioners*

The Punjab Government representative was not in favour of the increase of dearness allowance to existing pensioners beyond what was now being paid to them. From the point of view of the efficiency of the service, he said there was good reason to keep the men still in service contented, but this reason had no application to those who had already retired. Even as regards people who might retire in the future, the Punjab representative would advocate only the continuance of the present system of dearness allowance as their pension would be calculated on the basis of the higher basic pay to be fixed as the result of the revision now contemplated. The other representatives were prepared to consider the suggestion of increased dearness allowance to pensioners, if finance permitted. For the present they thought that the proper course would be that both to past pensioners and to future pensioners, dearness allowance, at one-half of the rate prevailing at the time should be paid to persons whose pension might be less than Rs. 100 or 150, the rate of dearness allowance being calculated by treating the amount of pension as their pay for the time being; but they did not wish to commit themselves to any particular recommendations on this point till their exact financial implications had been considered and determined.

The Bengal representative would draw a distinction between those who had already retired and those who might retire hereafter. He would consider the last mentioned suggestion with reference to those who might retire hereafter, but not with reference to those who had already retired.

The Bombay representative went so far as to suggest that instead of awarding dearness allowance to pensioners, the pension of those who had retired, say after 1948, might be recalculated with reference to what might hereafter be fixed as the basic pay, and that both for them as well as for future pensioners the increase in the pension resulting from such calculation with reference to the revised basic pay would be a sufficient allowance.

## HOLIDAYS

### (Item 26)

There was no inclination to increase the number of holidays; but no definite view was reached on the question whether sectional holidays were to be abolished or to be treated as closed holidays for all communities. One representative expressed the view that sectional holidays when granted should be debited against the casual leave allowed to members of that community but this did not meet the objection that sectional holidays tend to dislocate the work in the office.



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### LEAVE RULES

(Item 31)

It was agreed that with certain modifications in the direction of liberalising them, the Revised Leave Rules might continue in operation. One change deemed particularly necessary was to provide for part of 'sick leave' being on full pay. There was no disposition to encourage the accumulation of earned leave beyond 90 days if only it was made sure that leave would not be refused to any applicant (when asked for) on the ground of exigencies of the service.

### CALCULATION OF LEAVE, ALLOWANCE AND PENSION

(Items 32, 37 and 38)

No definite view was expressed on the question whether leave allowance and pension should be calculated on the average of 12 months' pay or 3 years' pay or on the question whether they should be calculated only with reference to substantive pay or should also take officiating pay into account.

### RETIREMENT AND RETIREMENT BENEFITS

(Items 33 to 41)

There was a general disinclination to interfere with the existing rules as to the age of retirement, but it was considered that if a public servant wished to retire after the completion of 25 years' service or on attaining 50 years of age, he might be permitted to do so, not on full pension but on proportionate pension. The Bombay representative contradicting the assertion made by certain witnesses before the Commission, pointed out that it was erroneous to think that retirement on full pension was permitted in that province on completion of 25 years' service, or on attaining 50 years of age. The Bengal representative suggested that in cases in which the Government exercised its power of retiring a person on completion of 25 years' service it would be fair that such persons should be awarded full pension.

Opinion was divided on the question of the feasibility of substituting an insurance-*cum* pension system in place of the present pension system. Some of the representatives did not feel sure whether public servants would be prepared to accept this arrangement unless Government was prepared to increase its liabilities under the head of pension, by contributing towards the insurance premia without any substantial reduction in the pension. It was pointed out that when this question was examined in 1928, the conclusion was that public servants were not likely to accept such an arrangement. The representatives were however definitely of the view that some provision must be made to meet the cases of public servants dying in harness or dying shortly after retirement. The opinion was also expressed that it was desirable to have some scheme under which a public servant would receive some lump sum payment at the time of his retirement whether from a Provident Fund or by way of gratuity or as insurance amount—though it was also necessary that he or his family should receive some recurring payment in the form of pension or annuity. The details of the appropriate scheme were left to be worked out on expert advice. There was no time to discuss the question of raising the ceiling limits of pensions (item 36) or of changing the rules relating to commutation (item 41).

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### CONCILIATION MACHINERY

(Items 45 to 47)

The desirability of having satisfactory conciliation machinery was recognised all-round, and it was also felt that whether or not the Whitley Council system was exactly adopted in all details, such machinery would do well to include representatives of the State as well as representative of the services and, if possible, one or two independent people also. The Madras representative would, however, limit this requirement to employees concerned with the industrial or commercial activities of Government. As to what was to happen in the event of conciliation not proving successful, there was great hesitation on the part of some representatives to express any opinion. One or two felt that it would not be right to permit public servants to go on strike except perhaps in the case of purely commercial or business concerns run by the Government. As regards the possibility or utility of compulsory arbitration, difficulty was obviously felt in suggesting that Government should always be bound by any award that the arbitrator might make. But if Government was not to be bound, it would seem illogical to hold the other side bound by the award. At best, the award in such circumstances would only be regarded as an indication of what a fair method of settling the dispute would be, and the matter must ultimately be left to public opinion to judge as between the Government and its employees concerned in the dispute.

## APPENDIX

### (A) Lower Grade Posts.

	New	Proposed
<b>Madras—</b>		
Peons . . . . .	12—17	16—25
Dafidars . . . . .	17½—22	30
Police Constables . . . . .	22—30 (Madras City)	25—35
Head Constables . . . . .	35—42 ( " " )	25—45
Jail Warders (i) . . . . .	24—28	27—32
Jail Warders (ii) . . . . .	16—21½	20—25
(House allowance : Rs. 5 in city and Rs. 3 in mofussil.)		
Attenders . . . . .	30—41	
<b>Punjab—</b>		
Peons . . . . .	15—1—19	
Jamadars . . . . .	22	
Police Constables (Ordinary grade)	30—½—31—1/7—32 —1/7—33½	
Police Constables (Selection grade).	33—½—41	
Head Constables . . . . .	40—1—45/1—50/1— 55.	
<b>Bengal—</b>		
Peons . . . . .	16—20 (Rs. 2 in Calcutta plus Rs. 2 house allowance in Calcutta).	
Bengal Police . . . . .	24—28 } Free qrs.	
Calcutta City Police . . . . .	29—33 }	
Jail Warders . . . . .	24—30	
Head Warders . . . . .	40—47	
<b>Bombay—</b>		
Police Constables (Bombay City) . . . . .	23—31 (Rs. 4 house rent or free qrs.)	1946 40—46 (+ 10 interim relief + D. A. + free qrs.)
Police Constables Mofussil . . . . .	13—18 (no free qrs. ) + temp. increase of 5 + D. A.	30—35 (5 interim + free qrs. + D. A.)
<b>N. W. F. P.—</b>		
Police same as in the Punjab.		
<b>United Provinces—</b>		
Peons . . . . .	15—19 (plus Rs. 2 or city allowance.)	
Jamadars . . . . .	20—25	
Police Constables . . . . .	24—30 (4 to 2 as city allowance).	
Jail warders . . . . .	23—32	
Head warders . . . . .	34—45	
<b>Biñar—</b>		
Peons . . . . .	10 (non-Sectt.) + 3 recently added (13 to Sectt. Peons).	
Jamadars of H. Ms. . . . . .	20—25	
<b>Central Provinces—</b>		
Peons . . . . .	11—1/5—15.	

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(B) *Non-Gazetted Staff.*

Rs.

*Punjab—*

1. P. W. D. Overseers . . . . .	90 to 275.
2. Forest Rangers . . . . .	90—5—140/6—200/7—235/8—275.
3. Co-operative Dist. Inspectors . . . . .	90—5—140.6—200/7—255/8—275.
4. Agr. Assistants . . . . .	100—300 (B.Sc. hence slightly higher Sc.).
Asst. Sub-Inspector . . . . .	80—2—90/2—100.
5. Sub Inspector of Police . . . . .	120—5—160/5—180 with selection Grades as follows :—
1st grade . . . . .	Rs. 210.
2nd Grade . . . . .	Rs. 200.
3rd grade . . . . .	Rs. 190.
4th grade . . . . .	Rs. 180.
6. Sergeants . . . . .	200—5—250/5—300.
7. Inspectors of Police . . . . .	250—7½—325/7½—400 (non-Gazetted).
8. Tahsildars . . . . .	270—420 (Gazetted).
9. Excise Inspectors . . . . .	150—300
10. Veterinary Assistant Surgeons . . . . .	100—300

*Bengal—*

1. Overseers . . . . .	60 to 200 (80 to 200) + 10 increase.
2. Forest Rangers . . . . .	60—175 (Senior 200 to 300).
3. Co-operative Inspectors . . . . .	125—250
4. Agricultural Inspectors . . . . .	125—300
5. Inspector of Police . . . . .	150—275 (Bengal Police) + 12½ per cent. increase. 200—325 (Cal.) + 12½ per cent. increase.
6. Sub Deputy Controller . . . . .	125—350
Excise Inspector . . . . .	125—350

*Madras—*

Police Inspectors . . . . .	175—275	
P. W. D. Supervisor . . . . .	80—250	120—250 (Proposed).
Forest Rangers . . . . .	75—200	90—250 (Proposed).
Tahsildars . . . . .	175—250	(200—300)
Agr. Demonstrator . . . . .	75—200	
Vet. Assistants . . . . .	100—150	
Co-operative Inspectors . . . . .	125—175	} 75—200 (Proposed).
Co-operative Sub Inspector . . . . .	55—80	

(C) *Provincial Services.*

Rs.

*Punjab. Class I—*

Public Works Department Selection	350—1,200 (except P. W. D.)
Grade in the P. W. D. S. E.	375—1,275
	1,250—1,500
	1,600—100—2,000

*Class II—*

P. C. S. and Police (besides Selection Grade).	250—25—750
	300—850

*Bengal.*

<i>Class I</i> . . . . .	300—1,000 (Selection Posts 1,150—1,300).
<i>Class II</i> . . . . .	150—750 (before 1931) 250—850 for Bengal Civil Service and 150—650 (for other services).

*Nomvay—*

<i>Class I</i> . . . . .	300—900
<i>Class II</i> . . . . .	170—500
P. C. S. . . . .	300—800

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<i>Madras—</i>	Rs.
Class II . . . . .	250—700
Next higher grade . . . . .	700—1,000
Heads of Departments . . . . .	1,100—1,500
<i>N. W. P. P.—</i> Followed the Punjab old scales till now.	
Class I . . . . .	600—1,250 (Proposed).
Class II . . . . .	250—750 (Proposed).
Upper Subordinate . . . . .	350—600 (Proposed).
<i>United Provinces (1931 rates).</i>	
Class I . . . . .	300—1,000
P. C. S. . . . .	250—800
Police . . . . .	250—700
Class II . . . . .	200—650
Heads of Departments . . . . .	1,250—1,500
 <i>Bihar—</i>	
Class I . . . . .	300—1,000
P. C. S. . . . .	250—700 (Selection grade Rs. 850).
Police . . . . .	200—600 (Selection grade Rs. 750).
Class II . . . . .	200—700 (Selection grade Rs. 850).
Heads of Departments . . . . .	1,250—1,750
P. W. D. (S. E.) . . . . .	1,000—1,200

AGENDA FOR THE CONFERENCE WITH REPRESENTATIVES OF PROVINCIAL GOVERNMENTS ON THE 16TH/17TH OCTOBER, 1946.

“A”—Consideration of the general issues raised in the questionnaire of the Central Pay Commission and in particular the following points:—

- (1) Necessity for having separate Class I and Class II Services.
- (2) Claim for gazetted rank from members of certain executive, scientific and ministerial services.
- (3) General relation of rates of pay of Provincial Services and Central Services.
- (4) To what extent should there be all-India scales?
- (5) In respect of what categories should there be greater parity between Provincial rates and Central Government rates?
- (6) Should the differentiation be only in respect of the distinction between services with a liability for all-India transfer and other services?
- (7) To what extent is the ‘market value’ basis applicable and will the grant of differential rates by the Central Government constitute a departure from this principle, where Central scales are at variance with provincial scales?
- (8) What would be the level of stabilisation of prices at which basic rates can be fixed?
- (9) Does the proposal to fix scales on the level of 160/175 which roughly corresponds to the level which prevailed for 3/5 years after the end of the Great War carry general approval.
- (10) Consideration of certain typical scales.
- (11) Should there be any differentiation in clerical work between ‘routine’ and ‘noting’ grades? If so, for a differentiation of responsibilities, should there be two grades for each category with overlapping scales?
- (12) What would be an appropriate length of time-scales for ministerial services?

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- (13) Should there be different rates for graduate clerks and non-graduate clerks either as separate grades or in the same grade with higher start for the former?
- (14) To what extent should there be reservation from direct recruitment grades for promotion to higher grades?
- (15) Is the claim of Divisional Accountants to be placed on a par with S. D. Os. justifiable?
- (16) Should there be zonal scales *e.g.*, separate scales for Bombay City and the mofussil or should compensation for increased cost of living be given in the shape of a local allowance?
- (17) If new scales of pay on an uniform basis are introduced what should be the attitude towards the rights of old entrants to continue on their existing rates of pay and getting the old rates on promotion? Will it be right to bring the old entrants on to the proposed new scales?
- (18) If new entrants are to be brought on to the old scales and if old entrants are to elect their scales what should be the method of fixation of pay in the proposed unified scales? Which of the following would be favoured:—
  - (a) A point to point fixation giving weightage for the full service rendered in the revised scales of pay as having been rendered in the proposed new scales;
  - (b) fixation at the next higher stage under F. R. 22 subject to the right conferred under F. R. 23;
  - (c) grant of a moderate weightage for persons with longer service in the nature of advance increments which may be allowed, say, one increment for three years' or five years' service in a given time-scale to be allowed over the corresponding level at which pay might be fixed under the second method above in the proposed new scales.
- (19) To what extent can the present system of dearness allowance be rationalised? Will it be possible to relate it entirely to the fluctuations in the cost of living index when there are no uniform bases for such indices?
- (20) To what extent should there be complete neutralisation, if any, for increase in the cost of living?
- (21) If local allowances are given in addition to basic scales fixed on an uniform basis, is the grant of dearness allowance on an uniform basis without provincial variations justified as against allowances varying on a zonal basis?
- (22) To what extent should a cash dearness allowance replace alternative concessions in kind like the food concessions?
- (23) At what intervals and by what machinery should dearness allowance be readjusted to changes in cost of living?
- (24) Should dearness allowance be in the form of a percentage of pay or in slabs and up to what limit of pay?
- (25) The question of dearness allowance to pensioners, *i.e.*, those who have already retired and are in receipt of pensions as well as those who may retire in future.

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- (26) Rationalisation of holidays by abolishing communal holidays or making them closed holidays.
- (27) Prefixing or affixing of public holidays to casual leave.
- (28) Hours of work in offices and overtime for non-industrial categories.
- (29) Claims for house-rent allowance, conveyance allowance and free medical attendance.
- (30) Improvements of existing administrative machinery dealing with questions relating to promotion, discipline, punishment (particularly dismissal).
- (31) Since the adoption of F. Rs. on a uniform basis may be deemed extravagant, would not the extension of the Revised Leave Rules with suitable improvements be an alternative to be preferred? Desirable improvements in these rules are:—
- (a) retention of the present limit on accumulation but making it obligatory to grant leave freely and to waive the limit when leave is refused in the public interest;
  - (b) grant of three or six months sick leave on full pay;
  - (c) improved leave terms for temporary Government servants and for inferior servants.
- (32) Improvement in the method of calculation of leave allowance i.e., 12 months' versus 36 months' average.
- (33) To what extent do the present rules regarding retirement require change.
- (34) Is the raising of the age limit from 55 to 60 justified?
- (35) Should voluntary retirement be permitted in all services on completion of 25 years service or 50 years of age? If so, should full pension i.e., 30/60 be allowed instead of 25/60?
- (36) Is the existing scales of pensions and additional pensions to be retained or could the latter be absorbed in basic pensions or should the present ceiling limits on superior pensions be raised? A justifiable ground for the last proposal would be the fact that the reduction of basic rates of pay and the denial of war allowance to persons on the higher pay scales would leave the pensioners very little in the nature of a surplus income during their service to augment the considerably attenuated scale of pension.
- (37) Should the basis of calculation of pensions continue as 36 months' emoluments?
- (38) To what extent may officiating pay be allowed to count?
- (39) Should pensions be replaced entirely by a contributory provident fund system as in the Railways?
- (40) Should pension be reduced in order to allow the following alternative benefits on retirement or death:—
- (i) a gratuity of half a month's pay for each year of service subject to a maximum of 12 or 15 months up to a limit of Rs. 25,000?

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- (ii) State insurance of an employee for a capital sum based on the actuarial value of the cut made in pension say of 25 per cent. or by a reduction in the rate of pension from 1/60th to 1/70th per year of service?
  - (iii) Contributory insurance towards which both the State and the employee would pay an equal premium, the State contribution being equivalent to the actuarial value of the cut in pension?
  - (iv) complete substitution of insurance for the pensionary system?
  - (v) Provision in addition to the gratuity or a lump sum payment of a family pension in case of death in service or shortly after retirement for a minimum period—the benefit being within the limits of the actuarial value of the surrender made in pension.
  - (41) Should the system of commuting pensions continue, and if so, to what extent should the restrictions such as the requirement of a medical certificate or the existence of budget provision be waived?
  - (42) To what extent should the principle of 'minimum wage' be applied to the lowest category of Government employee?
  - (43) To what extent should such a 'minimum wage' be related to agricultural wages.
  - (44) How will the rate of payment to employees in Government industrial undertakings fit in with the contemplated 'minimum wage' legislation?
  - (45) The extension of the conciliation machinery to the case of Government servants.
  - (46) Practicability of following the Whitley Council system.
  - (47) To what extent should arbitration be made compulsory and the right of strike restrained in respect of Government employees generally or of employees in essential undertakings?
- "B"—Any other points which representatives of Provinces may like to discuss.