

REPORT NO.

131



PARLIAMENT OF INDIA  
**RAJYA SABHA**

**ONE HUNDRED THIRTY FIRST REPORT**

ON

**REVIEW OF FUNCTIONING OF RECRUITMENT ORGANISATIONS  
OF GOVERNMENT OF INDIA**

*(Presented to the Rajya Sabha on 03<sup>rd</sup> August, 2023)*

*(Laid on the Table of Lok Sabha on 03<sup>rd</sup> August, 2023)*

**DEPARTMENT-RELATED PARLIAMENTARY STANDING COMMITTEE  
ON PERSONNEL, PUBLIC GRIEVANCES, LAW AND JUSTICE**



**Rajya Sabha Secretariat, New Delhi  
August, 2023 / Shravana, 1945 (Saka)**

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*\* TO BE APPENDED AT A LATER STAGE*

## COMPOSITION OF THE COMMITTEE

### DEPARTMENT RELATED PARLIAMENTARY STANDING COMMITTEE ON PERSONNEL, PUBLIC GRIEVANCES, LAW AND JUSTICE

1. Shri Sushil Kumar Modi — *Chairman*

#### RAJYA SABHA

2. Shrimati Vandana Chavan
3. Shri Mahesh Jethmalani
4. Shri Kanakamedala Ravindra Kumar
5. Shri Sanjay Raut
6. Shri Sukhendu Sekhar Ray
7. Shri K. R. Suresh Reddy
8. Shrimati Darshana Singh
9. Shri Vivek K. Tankha
10. Shri P. Wilson

#### LOK SABHA

11. Shri Manickam Tagore B.
12. Shri Kalyan Banerjee
13. Shri Pradan Baruah
14. Shri Venkatesh Netha Borlakunta
15. \* *Vacant*
16. Shri Vinod Chavda
17. Shrimati Veena Devi
18. Shri Jasbir Singh Gill
19. Shri Choudhury Mohan Jatua
20. Shri Raghu Rama Krishna Raju Kanumuru
21. Shri Jyotirmay Singh Mahato
22. Shri Malook Nagar
23. Dr. Ramesh Pokhriyal "Nishank"
24. Shri Suresh Kumar Pujari
25. Shri A. Raja
26. Shri Omprakash Bhupalsingh *alias* Pavan Rajenimbalkar
27. Shri Upendra Singh Rawat
28. Shrimati Sandhya Ray
29. Shri Kuldeep Rai Sharma
30. Shri Mahendra Singh Solanky
31. Shri Rajan Baburao Vichare

#### SECRETARIAT

1. Shri P.Narayanan, Director
2. Shri Sammer Kapoor, Deputy Secretary
3. Shri Sunil Tripathi, Under Secretary
4. Ms. Chinmayee Chakravarty, Assistant Committee Officer

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\* vacant due to change in nomination of Shri Durai Murugan Kathir Anand w.e.f. 08.12.2022

## INTRODUCTION

I, Chairman of the Department-related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, having been authorized by the Committee on its behalf, do hereby present the 131<sup>st</sup> report on the Subject 'Review of Functioning of Recruitment Organizations of Government of India'.

2. The Committee identified the subject to examine the present working procedure and timeline followed by the various Recruitment Organizations like UPSC, SSC and NRA, CAPFs (ITBP, SSB, BSF, AR, CRPF and CISF), IBPS, RRB as the Subject concerns future of various aspirants across the country and have a wider impact on functioning of these recruitment organizations. The Committee aims to identify the hindrances faced by these organizations and to suggest effective measures for streamlining the overall recruitment process. The subject was *inter-alia* notified in Parliamentary Bulletin Part-II No.62570, dated 06<sup>th</sup> December, 2022.

3. The Committee *inter-alia* heard the Secretary, DoPT; Secretary, UPSC; Chairperson, SSC; Chairperson, NRA on the abovementioned subject during the meeting held on 27<sup>th</sup> July, 2022. The Committee at its meeting held on 04<sup>th</sup> November, 2022 *inter-alia* heard Additional Secretary, DoPT and other high ranking officers of IBPS and RRB. Further, the views of Additional Secretary, DOPT and UPSC and other high ranking officers of DOPT, UPSC, SSC, MHA, ITBP, SSB, AR and BSF were heard by the Committee at its meeting held on 20.12.2022. A detailed list of all the representatives of the organizations who were present to depose before the Committee at its various meetings as mentioned in the preceding statements, are enclosed as Annexure I. During the meetings, the Committee discussed various aspects of the current recruitment process being followed in the country and reforms suggested by expert committees with respect to recruitment system as well as recruiting agencies and the status of implementation of their recommendations.

4. While considering the Subject, the Committee mainly relied upon the following documents/information:-

- (i) Background notes, power point presentations of the various recruiting organizations of DoPT, UPSC, SSC etc;

- (ii) Replies furnished by DoPT, UPSC, SSC, NRA, CAPFs (ITBP, SSB, BSF, AR, CRPF and CISF), IBPS, RRB to the questionnaires furnished by the Secretariat;
- (iii) Website of the Department of Personnel & Training, UPSC, SSC, NRA, CAPFs (ITBP, SSB, BSF, AR, CRPF and CISF), IBPS and RRB; and
- (iv) News articles, editorials and material from the internet.

5. The Committee wishes to place on record its gratitude to the Secretary, DoPT for furnishing necessary information/ documents and rendering valuable assistance to the Committee in its deliberations.

6. For the facility of reference and convenience, the observations and recommendations of the Committee have been printed in bold letters in the body of the Report.

7. The Committee considered and adopted the Report in its meeting held on the 31<sup>st</sup> July, 2023.

**New Delhi**  
3<sup>rd</sup> August, 2023

**SUSHIL KUMAR MODI**  
*Chairman,*  
*Department-related Parliamentary Standing*  
*Committee on Personnel Public Grievances*  
*Law and Justice*

## ACRONYMS

PT	Preliminary Test
CrPC	Criminal Procedure Code
IPC	Indian Penal Code
IT	Information Technology
RERA	Real Estate Regulatory Authority
SC	Scheduled Caste
ST	Scheduled Tribe
OBC	Other Backward Class
EWS	Economically Weaker Section
VH	Visually Handicapped
DoPT	Department of Personnel and raining
ED	Executive Director
RBI	Reserve Bank of India
GD	General Duty
SI	Sub Inspector
AC	Assistant Commandant
LWE	Left Wing Extremism

## Chapter 1

### INTRODUCTION

1.1. The process of identifying, attracting, interviewing, choosing, hiring, and onboarding personnel is referred to as recruitment. In other words, it covers everything from identifying a staffing requirement to filling it. The Government of India and its many ministries run recruitment procedures to ensure that every deserving person has an equitable opportunity to work in the government sector. In simple words, recruitment is the entire process by which suitable applicants are selected for a position in a particular sector.

1.2. The private job sector in India may have grown by leaps and bounds in recent decades but a government job remains a popular choice even today among the youth. Other than reasonable pay, a government job comes with social status, job security, health insurance, housing, and a host of other benefits.

1.3 Among common citizens, Government jobs have an aura and a perceived high social status. The big allure for government jobs is based on the following major factors:

- Fixed tenure, regular salaries, which are now comparable with private-sector salaries, housing, health and travel facilities.
- Aspirants also look at government jobs as a means of serving the country and society. This is especially true for posts that involve some degree of administrative responsibilities, such as the state or central administrative services. The jobs also offer aspirants a sense of recognition in society. The ability to give back to society and gain acknowledgment for the same also aids in making government jobs more popular.

1.4. Every year several job opportunities are offered by the Indian Government and its departments. As new vacant positions arise in the government departments, recruitment notifications are released simultaneously.

The recruitment process in government sector takes a lot of time to select suitable candidates for the position. It involves the following steps-

- a) Release of Recruitment Notification
- b) Filling out application forms
- c) Conducting Assessment or Screening for selecting suitable candidates
- d) Shortlisting of candidates
- e) Final selection process
- f) Suitable candidates recruited



This whole process helps in selecting suitable candidates for different positions or vacancies.

1.5. Prime Minister gave a clarion call to the various government departments and ministries to recruit 10 lakh candidates on a “mission mode” in the next 18 months. Prime Minister made this announcement to address the issue of unemployment in India. This will help a large number of aspirants who were waiting for government job opportunities to secure their future and who are facing the problem of unemployment even after having a graduate degree. Taking into account this announcement, it is all the more important now that the government Recruitment Agencies in India start working on war footing to complete the process of recruitment in a time bound and seamless manner.

1.6 The Department related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice has taken up the subject ‘Review of Functioning of Recruitment Organizations of Government of India’ for detailed examination.

1.7 The Committee is of the view that the much awaited National Recruitment Agency (NRA), which was mandated to conduct examinations for Group 'B' and group 'C' employees, should have been fully functional by now. Accordingly, the Committee initiated discussions on various aspects of the current recruitment process, reforms suggested by expert committees with respect to the recruitment system as well as recruiting agencies and the status of implementation of their recommendations.

1.8 The Committee *inter-alia* held intensive deliberations with the Secretary, Department of Personnel & Training and Union Public Service Commission and with Chairman of Staff Selection Commission and National Recruitment Agency on 27<sup>th</sup> July, 2022. Thereafter, the Committee heard the views of Additional Secretary, DoPT, Director & Executive Head, Institute of Banking and Personnel Selection and Principal Executive Director, Railway Recruitment Board at its meeting on 04<sup>th</sup> November, 2022. Further, in the last meeting held on 20<sup>th</sup> December, 2022, deliberations were held inter-alia with Additional Secretary, Department of Personnel & Training and Union Public Service Commission and Ministry of Home Affairs, Member of Staff Selection Commission, Director General of Indo-Tibetan Border Police and Assam Rifles and Additional Director General of Sashastra Seema Bal and Border Security Force. During the meetings, the Committee discussed the different features of current recruitment process, challenges faced by the organizations and reforms that can be made. The Committee also asked the agencies to apprise of the targets and roadmaps in respect of the announcement made by the Government of India to conduct 10 lakh recruitment in the next one year.

## Chapter 2

### REVIEW OF FUNCTIONING OF RECRUITMENT ORGANIZATIONS OF GOVERNMENT OF INDIA - OBSERVATIONS AND RECOMMENDATIONS OF THE COMMITTEE

2.1 Following is a list of organizations that carry out majority of recruitment for the Public Sector:

- (i) Union Public Service Commission (UPSC)
- (ii) Staff Selection Commission (SSC)
- (iii) Railway Recruitment Board (RRB)
- (iv) Reserve Bank of India (RBI)
- (v) Indian Army Services Selection Board
- (vi) Indian Air force Armed Forces Selection Board
- (vii) Indian Navy
- (viii) Indian Coast Guard
- (ix) Central Reserve Police Force (CRPF)
- (x) Border Security Force (BSF)
- (xi) Income Tax Department
- (xii) Institute of Banking Personnel Selection (IBPS)
- (xiii) National Bank For Agriculture And Rural Development (NABARD)
- (xiv) Indian Council of Agricultural Research
- (xv) National Rural Health Mission
- (xvi) National Highways Authority of India
- (xvii) National Airport Authority of India
- (xviii) National Human Rights Commission
- (xix) All Ministries
- (xx) All Public Sector Enterprises (PSEs)

#### **UPSC, SSC and NRA**

The Committee during its meetings interacted with the representatives of some of the recruitment agencies to learn about their functioning, mandate and challenges being faced by them. Brief about them is given below:

## 2.2 UPSC:

UPSC is a body created under Article 315 of the Constitution of India. Articles 315-323 deal with various aspects of the Commission viz. appointment, terms and removal of Chairman and members, conditions of service of the staff members, functions of the Commission etc. The UPSC conducts various examinations in accordance with the Rules of examination as notified by the Government of India in a just, fair and impartial manner for making a merit based selection and recommendation of candidates for various Group A and some Group B Services of the Govt. of India. The Commission comprises of a Chairman and 10 members and is assisted by a Secretariat headed by a Secretary.

## 2.3 Functions of UPSC:

1. The UPSC is mandated to conduct examinations for appointments to the services/ posts of the Union in accordance with its annual calendar, and shall be consulted:

- a. on all matters relating to methods of recruitment to civil services and for civil posts;
- b. on the principles to be followed in making appointments to civil services and posts and in making promotions and transfers from one service to another and on the suitability of candidates for such appointments, promotions or transfers;
- c. on all disciplinary matters affecting a person serving under the Government of India including memoranda or petitions relating to such matters;
- d. on any claim by or in respect of a person who is serving or has served under the Government of India in a civil capacity, that any costs incurred by him in defending legal proceedings instituted against him in respect of acts done or purporting to be done in the execution of his duty should be paid out of the Consolidated Fund of India; and
- e. on any claim for the award of a pension in respect of injuries sustained by a person while serving under the Government of India in a civil capacity, and any question as to the amount of any such award, and it shall be the duty of a Public Service Commission to advise on any matter so referred to them and on any other matter which the President may refer to them.

2. Provided that the President in respect of the all- India services and also in respect of other services and posts in connection with the affairs of the Union, may make regulations specifying the matters in which either generally, or in any particular class of case or in any particular circumstances, it shall not be necessary for a Public Service Commission to be consulted.

**2.4 The Committee observes that UPSC and SSC conduct various examinations each year and allocate recommended candidates to different posts. For instance, through the Civil Services examination, UPSC selects about 1000 candidates every year and these candidates are posted across 19 different services. With reference to this the Committee notes that the same process and yardstick is being applied to select candidates who would be manning the top administrative posts in various services. It may happen sometime that the aptitude and interest of the candidate selected may not be suitable for that particular post.**

2.5 To assuage the concern of the Committee regarding aptitude and interest of candidates for a particular post, it was clarified by the UPSC that that, in light of the provisions of extant Rules of the Civil Services Examination, candidate's mental alertness, critical power of assimilation, clear and logical exposition, balance of judgement, variety and depth of interest, ability for social cohesion and leadership, intellectual and moral integrity are assessed through the interview/PT.

2.6 The Committee was informed about the details of the different academic backgrounds of the candidates selected through civil services examination during the last ten years which is tabulated as follows:

Sl. No.	Year	Total Number of Candidates Selected	Number of candidates with engineering background	Number of candidates with medical background	Number of candidates with Humanities background	Others
1.	2011	1001	460 (46%)	142 (14%)	273 (27%)	126 (12.5%)
2.	2012	1091	408 (37%)	156 (14%)	433 (40%)	94 (8%)
3.	2013	1228	623 (51%)	168 (14%)	339 (28%)	98 (7%)
4.	2014	1363	699 (51%)	183 (13%)	387 (28%)	94 (8%)
5.	2015	1164	642 (55%)	160 (14%)	294 (25%)	68 (6%)
6.	2016	1209	717 (59%)	125 (10%)	264 (22%)	103 (9%)
7.	2017	1056	699 (66%)	59 (5%)	230 (22%)	68 (7%)
8.	2018	812	509 (62%)	48 (6%)	199 (24.5%)	56 (7.5%)
9.	2019	922	582 (63%)	56 (6%)	223 (25%)	61 (6%)
10.	2020	833	541 (65%)	33 (4%)	193 (23%)	66 (8%)
11.	2021	Complete information is not available at present, as Reserve List in respect of Civil Services Examination 2021 is yet to be released.				

**\* Figures in brackets show the percentage out of total candidates recommended**

**2.7 The Committee notes that it is quite evident from the table, the maximum number of officers recruited are from Technical and medical background. Above 70 per cent of the recruits in the civil service by UPSC nowadays are from technical streams. Every year, hundreds of technocrats are thus being lost, who are likely to work in other specific areas which is also a requirement for the nation. So, doctors and top technocrats are being lost who can perform as very good doctors and engineers. The allurements to become civil servants is perhaps also adversely affecting other fields of working. Hence, the Committee opines that it is high time to have a rethink about the whole process of recruitment for the Civil Service.**

2.8 On the question of long time taken to complete the recruitment cycle, the UPSC resubmitted that it has been the constant endeavour of Union Public Service Commission to reduce the time-cycles of its Examinations. Due to COVID situation during the last couple of years, the Commission's Examinations were rescheduled which are now back on track. Now the Examinations are being held timely and results are being declared on time

**2.9 The Committee notes that the each recruitment test conducted by UPSC as of now, takes anywhere between six months to one year to complete. This long drawn process involves a lot of expenses for the competing candidates and also contributes to the erosion of human capital. In view of this, the Committee desires to know whether UPSC is contemplating to make any change in the pattern of civil services examination to curtail the length of the examination cycle.**

In its reply, the UPSC informed that the examination process involves several steps including Notification of Examination Rules as well as reporting of vacancies by the Government. The Commission publishes the Calendar of Examinations well in advance and these examinations are conducted as per the calendar. It is the topmost priority to conduct exams on time. And for maximizing efficiency, it has also been ensured that technology is used to the maximum feasible extent to ensure that the things which were being done manually, which took eight to ten months can be shortened into a shorter period of time. The time cycle of all the Examinations of the Commission have already been optimized to the maximum possible extent.

2.10 The Committee deliberating upon the performance of civil servants, their training and evaluation felt that there is a decline in the quality of administration, maybe,

because of obvious reasons like the increasing workload. Earlier the workload was less as the number of schemes was also perhaps less giving them space to go to the people. Nowadays, it is very difficult for the civil servants to find time and go to the people.

**2.11 The Committee observes and appreciates that with changing times, the Government has brought in several significant changes in the training methodology. However, the efficiency, energy and intensity of the officers still needs to improve and the officers need to be further trained for working in adverse situations, particularly to tackle law and order problems effectively.**

**2.12 The Committee feels that a Civil Servant is an interface between the government and common public and works at the grassroot level which requires considerable human touch and sensitive approach towards the people. He/ she works among the poor people most of the times and not the elite. If there is lack of sensitivity one cannot be a good administrator. So, Committee wishes to emphasize that the civil servant has to be given training in such a way that he develops a more humane and empathetic approach towards any issue. The Committee also observed that the present day civil servant did not possess the same legal prowess as their predecessors.**

2.13 In its reply, the UPSC apprised the Committee that following topics under the law Module are presently being imparted to the Officer Trainees of the Foundation Course, IAS Phase-I and IAS Phase-II:

**Foundation course:**

1. Criminal Law.
2. Civil Procedure Code (CPC).
3. Provision of Law pertaining to people with disability.
4. Sexual Harassment at Work Place.
5. Alternative Dispute Resolution in India.
6. Prevention of Corruption Act, 1988.
7. Indian Contract Act, 1872.
8. Administrative Law.
9. Interpretation of Statutes.
10. Fighting Court Cases.
11. SC/ST (Prevention of Atrocities) Act.
12. Human Rights Law in India.
13. Legal Framework supporting Climate Change Mitigation.

14. Information Technology Act.

**IAS Professional Course Phase-I:**

1. 144 CrPC.
2. Civil Procedure Code.
3. IPC.
4. Inquest.
5. Registration Act.
6. Indian Evidence Act, 1972.
7. Contract.
8. Essential Commodities Act.
9. Arms Act.
10. Juvenile Justice Act.
11. Disaster Management Act.

**IAS Professional Course Phase-II:**

1. Law Presentation.
2. Understanding Court Procedure.
3. Handling Court Work.
4. Contempt of Court.
5. Understanding IT Act.
6. Understanding RERA Act.

**2.14 The Committee feels that there is a need to impart better training in the legal part as they are also quasi judicial officers so that the officers when they take the final assignment, address the judicial problems more meticulously than what they are doing nowadays.**

2.15 In September 2020, Government of India launched Mission Karmayogi - a National Programme for Civil Services Capacity Building (NPCSCB). It aims to create a competent civil service who is well rooted in Indian ethos and whilst having a clear understanding of India's priorities, can work in harmonization for effective and efficient public service delivery. The Mission seeks to keep the civil service at the center of all change, empowering them to deliver in challenging environments. The focus of NPCSCB is also on enhancing the government-citizen interaction, with officials becoming enablers for citizens and business.

Thus, by design, Mission Karmayogi adopts a citizen-centric approach for civil service reforms.



**2.16 The Committee feels that rendering services to common people is the primary task of the Civil Servants and inclination to serve the society with human touch must be an essential quality amongst the Civil Servants. The Committee therefore, recommends that while examinations are conducted and the question paper is prepared, these factors also need to be taken into account apart from the subject and intelligence. The Committee is of the view that these factors probably could help in moulding the prospective/selected candidate to work for betterment of the society.**

2.17 The Committee sought details of litigations pending before the Supreme Court/High Courts/Central Administrative Tribunal where UPSC is a party on date.

2.18 In response thereto the UPSC submitted the number of litigations pending in Hon'ble Supreme Court/High Court/Central Administrative Tribunals (CATs) across the Country as on 16.08.2022 as under:



Defending Case			Total	Non-defending Case			Total
Supreme Court	High Court	CATs		Supreme Court	High Court	CATs	
45	275	598	918	27	282	825	1134

The Committee was informed that the Commission defends those cases where the action of the UPSC has been directly challenged by way of filing counter affidavit / petition etc. These cases are closely monitored by the Commission. In other cases where Commission has been impleaded as a respondent but its actions have not been challenged, the Commission requests the concerned Ministries/Departments/State Governments to defend such cases on behalf of Commission and also take care of the interests of the Commission. Such cases are treated as non-defending.

**2.19 The Committee recommends that the UPSC may draft a policy on mediation or arbitration with the aggrieved parties in cases where the Commission has been challenged. It is equally important to apply rules that take into account the likelihood of victory and the time consumed for each case. Thus, UPSC can direct the concerned ministries/ departments to set up Groups whose job is to examine all pending litigation and rank these on the basis of value and ‘winnability’, and then take a call on whether they should be carried on. Only those cases which have a strong winning possibility should be continued to be fought in court and the rest should be settled via arbitration and mediation.**

#### 2.20 SSC:

- The Committee was informed that the Staff Selection Commission is one of the largest recruiting agencies of the Government of India which is mandated with the task of making recruitment to all Group ‘B’ (Non- Gazetted) and Group ‘C’ (Non- Technical) posts in various Ministries/ Departments of the Government of India and their Attached and Subordinate Offices and various Constitutional Bodies/ Statutory Bodies etc. except those posts which are specifically exempted from the purview of the Commission. In addition, the Commission, from the year 2016, has been assigned the additional responsibility of making recruitments to Group ‘B’ (Gazetted) posts of Assistant Accounts Officer and Assistant Audit Officer for the Indian Audit and Accounts Department. Highlights of the achievements of SSC are as follows:
- Twelve All India Open Competitive Examinations were conducted (in stages) by the Commission during the year 2021-22. A total of 1,98,58,482 candidates applied/ qualified to appear for different stages of various examinations. This includes

1,86,87,654 candidates for the All India Open Competitive Examinations and 11,70,828 candidates for Selection Posts Examinations.

- The Commission made concerted efforts to promote the participation of women candidates in its examinations. During the year 2021-22, out of 1,54,06,743 candidates who registered for various All India Open Competitive Examinations of the Commission, 48,76,066 were women candidates. In percentage terms, the share of women candidates was 31.65%.
- The Commission endeavors to fill up all the vacancies of SC/ST/ OBC/EWS as reported by the User Departments. During the said year, 4456-SC, 2053-ST, 9305-OBC and 1981- EWS, aggregating to a total of 17795 candidates, were recommended for appointment through All India Open Competitive examinations. Similarly, as against 1092 Selection Posts, 121-SC, 65-ST, 255-OBC and 56-EWS candidates were recommended for appointment aggregating to a total of 497 candidates.
- The Commission makes a conscious effort to provide Persons with Disabilities (PwD), an easy, safe and hassle free access to the venues of examination. The Commission also extends the facility of providing Scribes, Passage Readers and compensatory time of 20 minutes per hour to the eligible PwD candidates. Further, alternate questions are given to the PwD (VH) candidates in place of questions with graphs and diagrams. During the year 2021-22, 575 PwD candidates were recommended for appointment through All Indian Open Competitive examinations. Similarly, 23 candidates were recommended for appointment against Selection Posts.
- During the last 08 years and the current year (up to 30.06.2022), the Commission has recommended 3,40,661 candidates for appointment to various posts in the government. Out of these 1,11,747 recommendations have been made during the post Covid-19 period.

**2.21 On the issue of filling up of existing and backlog vacancies which are there in various Ministries/Departments of the Central Government, the Committee notes that the Staff Selection Commission itself is short of staff as out of 541 sanctioned strength, it has only 329. The Committee feels that unless SSC itself has complete staff, how can it expect to conduct its activities and functions with utmost efficiency and in a time bound manner. Hence, the Committee recommends that SSC needs to fill the vacant positions in its organization at the earliest in order to carry out the other recruitment processes smoothly.**

2.22 The Committee was informed that filling up of vacancies including backlog

reserved vacancies, is a continuous process. In each recruitment drive, a few vacancies remain unfilled on account of either non-joining of selected candidates, upward movement of reserved category candidates in to general category because of their own merit etc. The status of backlog vacancies in respect of SCs, STs and OBCs, as on 01.01.2022, as received from ten major Ministries/Departments is 17343, 13675 and 17889 respectively. DoPT has already issued instructions to all Ministries/Departments to constitute an In-house committee for identification of backlog reserved vacancies, to study the root cause of such vacancies, to initiate measures to remove the factors causing such vacancies and to fill them up through Special Recruitment Drives and Each Ministry/Department of the Central Government is required to designate an officer of the rank of Deputy Secretary and above, as Liaison Officer, to ensure due compliance of the orders and instructions pertaining to reservation. A workshop was held on 31.05.2022 with these 10 Ministries/Departments in which they were asked to fill the backlog vacancies as soon as possible.

2.23 Workshops for Liaison Officers have also been organized at ISTM, each of two days duration, during 9<sup>th</sup> -10<sup>th</sup> June, 2022 and on 23<sup>rd</sup> -24<sup>th</sup> June, 2022, to make them familiar with the reservation/backlog related issues so that they ensure clearing up of backlog vacancies in their respective Ministries.

2.24 The total sanctioned strength and current strength in UPSC as on 01.08.2022, is 1768 and 1236 respectively. The total sanctioned strength and current strength in SSC is 541 and 334 respectively. DoPT is taking action in a mission mode for filling up of vacant posts in these recruiting agencies, in a time bound manner.

2.25 As far as shortage of staff in SSC is concerned, Staff Selection Commission is not the Cadre Controlling Authority for most of the vacant posts which belong to the clerical grade, Central Secretariat Service and Central Secretariat Stenographer Service. The Commission is the cadre controlling authority for the post of Multi Tasking Staff, Data Entry Operator, Staff Car Drivers and the Canteen Staff only. The Commission takes necessary steps to fill up the vacancies available in these cadres from time to time.

2.26 The Committee appreciates the Staff Selection Commission for the massive recruitment they have been doing over the last five years, the Committee noted that the maximum number of candidates have been recruited by SSC during the pandemic year itself. Even with a meagre workforce during the pandemic time, SSC has done a commendable job.

2.27 With reference to examination conducted by Staff Selection Commission, the

average time taken for Combined Graduate Level and Combined Higher Secondary Level Examination right from the Tier-I stage to the declaration of final result is approximately, 12 - 15 months.

**2.28 In order to expedite the recruitment process, the Committee strongly recommends that computer based examination should be brought into practice wherever possible to reduce the timeline of the examination which will enable the Commission to mitigate the time taken for sorting of applications, preliminary examination, mains examination, publication of results and interviews.**

**2.29 Implementation of the recruitment rules in every organization needs to be attended on a regular basis. Once rules have been approved, they are neither being operationalized nor being implemented. The Committee recommends that there should be some robust monitoring system for formulation of recruitment rules. This monitoring system so devised should take every step possible to implement the approved rules without any delay.**

2.30 After the advice is issued by Union Public Service Commission on framing/ amendment of Recruitment Rules / Service Rules, the Ministries / Departments are expected to notify these rules within a period of ten weeks. A statement showing the number of cases where the Recruitment Rules/ Service Rules were not notified by the Ministries / Departments along with the period of delay is also included in the Annual Report of the Commission which is laid on the table of both the Houses of Parliament.

2.31 The details of advice of the Commission given on proposals relating to framing/ amendment of Recruitment Rules during last 5 years are as under:

<b>S. No.</b>	<b>Financial Year</b>	<b>Number of advice issued</b>
1.	2017-18	595
2.	2018-19	607
3.	2019-20	575
4.	2020-21	240
5.	2021-22	242

2.32 Pending notifications of Recruitment Rules/Service Rules are continuously followed up with the concerned Ministries/Departments to expedite notification. As on 16.08.2022, the details of pending notification, as per the records available with the Union Public Service Commission, are as follow:

<b>Pending Notifications (as on 31.01.2022)</b>	<b>Pending notifications (as on 16.08.2022) (including Advice Letters issued upto 16.08.2022)</b>
505	3

The Recruitment Rules Formulation, Amendment, Monitoring System (RRFAMS) was made operational in UPSC w.e.f. 03.12.2018.

2.33 For Staff Selection Commission, the Recruitment Rules are finalised by the concerned Ministries/ Departments After finalisation of the Recruitment Rules, the Ministries/Departments share the recruitment rules with the SSC. The provisions contained in the Recruitment Rules are incorporated in the notices of the concerned examinations published by SSC. Thus, the provisions of the Recruitment Rules are operationalised through the notices of the examination.

**2.34 The Committee wants to know about the feedback mechanism and suggestions of candidates taking civil services and other examinations. Also, whether UPSC and SSC publish the key of civil services preliminary examination before finalizing the result of prelims and selecting candidates for Mains. Whether UPSC invites objections from candidates and reviews the key before finalizing the result of preliminary examination.**

2.35 The representatives of UPSC informed the Committee that a ‘Feedback’ tab is available on the website of the Commission i.e. <https://www.upsc.gov.in>. Besides, the citizens of the country have the option to send their views/ comments/ suggestions through e-mail to the Commission. The Commission also opens a window on its website for seeking representations in respect of the questions asked in any Examination from the candidates and the said window remains open for a period of 7 days.

2.36 The Commission opens the Online Question Paper Representation Portal for one week after the conduct of the Examination. The representations are examined by the subject experts before declaration of the results for the same. Further, Answer Keys of the Civil Services (Preliminary) Examination are declared by the Commission only after the entire process of Civil Services Examination of that year is over i.e. after the declaration of the final result of the Civil Services Examination for that particular year.

2.37 Representatives of Staff Selection Commission informed that it also follows a

transparent system of examination and continuous feedback from the examinees is an integral part of the system. As part of the process of the examination system, the answer keys of the questions are finalised after getting due feedback from the candidates. The Commission has also recently started the practice of giving a window for correction of application forms. This has enabled the candidates to rectify the mistakes, if any, committed by them during the filling up of online applications.

2.38 There is a practice of placing the tentative answer keys of all computer based examinations on the Commission's website, affording the candidates with an opportunity to make representations / challenges against discrepancies if any, in question paper / tentative answer keys. On receipt of the challenges, the Commission, through a panel of experts exercises due diligence before preparing the final answer keys: Thereafter, the result is declared on the basis of the final answer keys. These final answer keys are also uploaded on the website of the Commission, whereby the candidates are able to judge their performance in the examinations.

**2.39 The Committee appreciates the UPSC and SSC for conducting the diligence exercises before publishing the answer keys. However, the Committee is of the view that this will become further more credible if the feedback of the candidates are taken through a dedicated portal and then keys are published. The Committee hopes that this process will be followed in future. Further, UPSC should explore the feasibility of declaring the answer key of Civil Services Preliminary exams after the Preliminary Exam stage is over and not after the declaration of final results of the Civil Services examination. Candidates should be allowed to raise objections at this stage only and on that basis any discrepancies related to the answer key of the Preliminary examination should be resolved. This should be taken into account before publishing the result of candidates qualifying for the next stage, i.e. Civil Services Mains examination.**

2.40 Representatives of Staff Selection Commission informed the Committee that a total number of 2378 cases are pending as on date before the Supreme Court / High Court / Central Administrative Tribunals where SSC is a party.

**2.41 The Committee is of the opinion that there are a large number of pending cases (especially where SSC is a party), most of which are students' related. These students mainly comprise individuals who have appeared/ are appearing for the various recruitment examinations conducted by SSC. Since these students are mostly unemployed, fighting such litigations is a huge financial and psychological burden for**

them, especially at the start of their career journey. The Committee is therefore of the view that the Commission should analyze the cases filed by the students and if it is an exam related matter steps should be taken to settle those out of court. In the matters of exam related ones, the Commission should persuade the Government Counsel to place the facts before the respective courts and request the courts to dispose off the cases as quickly as possible. This will help the Commission to concentrate on its core function, i.e. conducting examination and filling the vacancies, rather than spending time in Courts.

**2.42** The Committee appreciates the work done by Staff Selection Commission in terms of the quantum of recruitment and large number of candidates selected by it for various departments and posts even during Covid outbreak, it continued its recruitment process via online mode.

**2.43** **NRA:**

→ 1. The Committee was informed that NRA was set up by the Government of India *vide* Order dated 28.08.2020 to provide the same test platform to all candidates at the nearest District HQ, particularly those in rural areas/ Aspirational Districts, and set a new standard of equity and inclusiveness. It is an autonomous and self-reliant body to conduct Common Eligibility Test (CET) to shortlist the candidates for vacancies of Group 'B' Non-Gazetted posts, Group 'B' Gazetted posts (which are exempted from consultation with UPSC); Group 'C' posts in the Government and equivalent posts (where no such classifications exist) in instrumentalities of the Government, through a computer-based online Tier-I examination.

**2. The main objectives of NRA are to:**

- To mitigate the hardship faced by candidates who have to appear for multiple examinations conducted by multiple agencies, where similar eligibility conditions have been prescribed;
- To bring in savings to the candidates towards multiple application fees and travelling cost to appear in these examinations;
- To improve access to rural candidates by setting up a test centre in every district, particularly in the 117 Aspirational Districts;
- To facilitate candidates to schedule tests and choose centre of their choice;
- To reduce the time taken in the selection process; and

- To facilitate employment generation- in the longer run, the CET score could be shared with other recruiting agencies in the Central Government, State Governments/Union Territories, Public Sector Undertaking and Private Sector on MOU/Cost sharing basis, for appointment in their organizations. This would help such organizations in saving costs and time spent on recruitment.
- The NRA has been registered as a Society on 24.12.2020 under the Societies Registration Act, 1860 with its HQ in Delhi NCR. There is a Governing Body consisting of Chairman (NRA), Secretary, DoPT or his representative, representative of M/o Railways, representative of D/o Financial Services, Chairman (SSC), Chairman (RRB), Chairman (IBPS), two experts from the field of academics as Members, Secretary-cum -Controller of Exam (NRA) as Member-Secretary. The NRA will have six Regional Offices in the North, East, West, South, Central & North East, each headed by a Director/Deputy Secretary level officer.

2.44 The NRA has been made functional from its office at New Delhi. However, in order to conduct Common Eligibility Test (CET), there is need to finalize the syllabus, scheme of examination, fee structure, normalization, etc. for which an Expert Advisory Committee (EAC) has been set up. The EAC will give recommendation and guidance on assessment besides technologies to be adopted for conducting the tests. Representatives of NRA in the meeting of 27<sup>th</sup> July, 2022 informed that the final Report of the Committee is expected soon.

2.45 Further, in order to build a digital platform for NRA, the NIC has submitted a project proposal which is under examination. A review meeting under Chairmanship of Secretary, DoPT has been held and the feedback received on the project proposal, from various authorities/stakeholders, has been sent to NIC for appropriate action. Once the revised proposal is received, the same would undergo appraisal by competent authority. NIC will require 8 to 10 months to make NRA digital portal fully functional in all aspects. Once the draft proposal being prepared by NRA is submitted and a decision on the same is conveyed, NRA would be in a position to prepare examination calendar to conduct first CET (This is as per the position existing on 27<sup>th</sup> July, 2022, i.e. the date on which meeting was held with representatives of NRA).

**2.46 The Committee emphasizes that the much awaited National Recruitment Agency (NRA), which was mandated to conduct examinations for Group 'B' and group 'C' employees, is not fully functional as of now and hence Committee keenly wants to be apprised of by when NRA foresees to become completely operative.**



**2.47** SSC has been conducting online examinations for quite some time now. NRA thus may consult SSC for finalizing the modalities involved in the process of conducting the exam. This, the Committee feels will give NRA a broad idea about the way in which competitive exams are conducted.

**2.48** The Committee also recommends that NRA should consult Railway Recruitment Board as well regarding the recruitment proposal being prepared, so that NRA can finish the task within the given timeline and without any criticism. Also, it needs to work on the modalities of actual conduct of examination and publication of results cautiously and on immediate basis. As two years have already lapsed, NRA cannot take another two years to get fully functional.

**2.49** The Committee recommends that NRA should move very fast and start from the reverse direction since if it conducts examination for class 10, the number will be huge. Hence, the Committee advises NRA to start with graduate level examination so that the number of candidates with required eligibility is reduced. In case it starts with an exam which requires eligibility of class 10<sup>th</sup>, all graduates will automatically become eligible and hence the numbers would be large and unmanageable.

## **RAILWAY RECRUITMENT BOARD (RRB) & INSTITUTE OF BANKING PERSONNEL SELECTION (IBPS)**

### **2.50 RAILWAY RECRUITMENT BOARD (RRB):**

The Committee was informed that direct recruitment to Group 'C' vacancies (including Level 1) of Indian Railways are filled through Railway Recruiting Agencies {Railway Recruitment Boards (RRBs) & Railway Recruitment Cells (RRCs)}. There are, at present, 21 RRBs & 16 RRCs located all over the country for catering to direct quota recruitment requirements of various Group 'C' posts of Zonal Railway(s)/Production Unit(s).

**2.51** One major concern raised by the Committee was that not enough centres of examinations are presently being allocated for conduct of such a large scale examination. On this issue, the RRB informed that the entire process of examination has been centralized now, as a result of which, the candidates can fill up any centre of his or her own choice to appear in the examination and RRB tries to allocate the centre closest to the candidate's present residence. Though it has been observed that there were certain candidates who did have to end up travelling a little more in recent past, adequate measures are being taken to ensure that

candidates do not have to travel more than 500 kms. For women and persons with disabilities, this travelling distance is being reduced even further.

**2.52 The Committee emphasized that number of centers have to be increased for the candidates appearing for the examination. The examination centre should be within the zone where the candidate is residing, precisely within the State.**

**2.53 The Committee notices that a term which has time and again been used in connection with the examination and recruitment process conducted by RRBs is NTPC, i.e. Non Technical Popular Categories. The Committee is of the view that this term NTPC creates a lot of confusion as it has been noticed that even when it is published in newspapers, it is mistaken with the Organization NTPC, i.e. National Thermal Power Corporation. Hence, the name of NTPC, being currently used for railway examination should be changed and the same abbreviation shall not be used.**

2.54 **IBPS:**

- IBPS is an autonomous body registered under Society's Registration Act, also a public trust under Bombay Public Trust. It was also recognized as a Centre for higher studies and research by SNDT University. The institute is governed by a governing board consisting of ED of RBI, Chairmen and MDs of public sector Banks, NABARD and professionals from IITs and other such institutes of higher learning. This institute was set up by RBI, public sector banks and central financial institutions and it provides expert services in the area of recruitment, placement and promotion.
- IBPS was a part of NIBM, which was set up in 1969. It was a personnel selection services unit, PSS unit. In 1969, when banks were nationalised, need was felt for a specialized body which could demonstrate to the banks how recruitment, placement and promotion should be done?' The PSS unit was set up with that objective but with passage of time, it was realized that it involves a lot of operational work, so this particular unit should continue beyond the consultancy and research work. IBPS actually popularized OMR based technology in India.
- IBPS is a self-sustaining organization. So, IBPS does not take any grant from the banks nor do they receive any funds from the Government of India or State

Government or any member organization. To meet the expenditure for the CRP, a fee is levied on the candidates. Out of that fee, projects are managed.

2.55 The Common Recruitment Process (CRP), which was started in 2011, was successfully completed by IBPS in 2011 and participating banks now do not have to incur any expenditure for these recruitments. These projects are managed from the fee which is received. So, banks as well as the Regional Rural Banks get their manpower through this Common Recruitment Process conducted by IBPS. At present, these examinations are conducted for clerical as well as Officer level in 14 regional languages. On an average, every year 30,000 employees are given by IBPS through CRP to the public sector banks (except for SBI) and regional rural banks. A reserve list of candidates is also maintained by IBPS for these banks.

2.56 The Committee notes that IBPS and RRB are amongst the premier recruitment agencies in the country. The RRB is mandated to recruit personnel to man one of the largest rail networks in the world and the IBPS to man the large network of Public Sector Banks and other financial institutions. However, in recent times there have been complaints regarding alleged malpractices during public examinations, the time taken for the entire cycle of the recruitment process, cancellation of examination, quality of questions etc. Sometimes, the recruitment agencies take too much time in advertising the vacancies. All these and some other issues, time and again, come in the public domain.

2.57 The recently set up National Recruitment Agency (NRA) by Central Government, mandated to shortlist candidates for vacancies of Group 'B' and 'C' through a computer-based online Tier-I examination is expected to become operational very soon. And this will affect IBPS and RRB also.

2.58 The Committee discussed the pattern of the examination and the changes which need to be incorporated in the recruitment process to meet the modern day banking requirements.

2.59 With respect to the examination conducted by IBPS, eligibility of the candidates for a particular post is decided by the member organizations in consultation with IBPS. IBPS also generates a lot of research studies for member organizations. It carries out data analysis to gain insights into the performance of the selected candidates. At present, the minimum qualification is graduation. The syllabus or the structure of examination also is decided based on other organizations' experience and interaction with client organizations. IBPS also conducts some validation studies to learn whether a specific test has led to selection of right/ good candidates or not.

**2.60** The philosophy of speed and accuracy required by bankers are changing from time to time. Around ten years back, the workload and the nature of work perhaps did not need any speed or accuracy. But today, speed and accuracy play a very important role owing to the hundreds of Central and State schemes being executed by the bankers and the nature of pro-poor schemes launched by the Government. The Committee emphasises that because of the technology being used nowadays, whether it is e-banking or online banking, Public Sector Banks have to cater to large number of customers including the Jan-Dhan Yojana account holders and hence bankers have to be very fast with public dealing and also absolutely updated on the latest technology. They should not face any kind of glitches and slow down in the process of service delivery.

**2.61** The Committee further observed that barring a few recruiting organisations in India, in most of the organisations, whatsoever be the nature of the job, the recruitment pattern and the question pattern are almost the same. Perhaps the examination conducted by the UPSC under the National Defence Academy is something different. To become a pilot, they used to conduct an examination which is called Pilot Aptitude Battery Test (PABT). That is conducted exclusively to measure the aptitude of a particular person, whether he will fit in the mission or the job. The Committee firmly believes that as on today, neither the speed and accuracy nor the service is improving at large, So, the Committee wants to know whether there is any such special examination, (like Pilot Aptitude Battery Test), say banker aptitude battery test, being conducted or contemplated by IBPS to test the speed and accuracy of the bankers being recruited. The Committee is keen to know how the syllabus is being designed and the guidelines for the examination being conducted to cater to the current changing scenario and keeping pace with it.

**2.62** The Committee is of the view that the pattern of the examination needs to be changed from time to time taking into account the nature of work of the bankers so that accuracy and speed of the prospective candidates is properly evaluated. The Committee further recommends revamping the syllabus to meet the changing demands in banking sector, that have emerged due to wide use of technology in the field.

**2.63** The Committee insists on maintaining sanctity and fairness in conduct of examination by these organizations. With most of examinations being conducted online and many of the work related to the conduct of examination and short-listing of successful candidates being outsourced to external agencies, organizations need to ensure the sanctity and fairness of the system and overall control over the entire

**process.**

2.64 The Committee was informed that in case of examination conducted by RRB, certain individual activities like online registration of applications, Computer Based Test (CBT) in different cities/ centers and short listing of candidates etc. are done in collaboration with external agencies under the strict guidance of Railways Recruitment Boards (RRBs). CBTs are organized by RRBs under overall control of Chairpersons of 21 RRBs who ensure proper invigilation through Railway officers and employees deputed for this task from Zonal Railways. Backup of all CBT record is kept in hard disks at command centers of all RRBs and also at RRCB, Command Centre. Command Centers also ensure monitoring of CBT at the highest level and to take immediate decision in case of any issue arising in smooth conduct of CBT. At every stage of examination candidate related data are displayed on website to ensure transparency and fairness during examination. Important SMS/Email alerts are sent to the candidates. Mock tests are conducted before actual examination. Candidates are shown their Question Papers, Answer Booklets alongwith correct Answer Keys. The candidates are given an opportunity to raise objection, if any, on the questions and answers of their exam. Such objections are reviewed with subject matter experts before finalising the results.

2.65 The Committee was also informed that checking various malpractices is very important for RRBs too. There is Aadhaar-based authentication which has been introduced. In the exam centre place of exam is given about ten days before the actual date of exam and the actual venue is made available to the candidate only four days before the exam. All this is done entirely through a computerised randomised generation without any manual intervention. The place that the candidate gets and his exact centre is determined by randomised computerised allotment. Inside the centre, the lab and the node allotted to the candidate is automated and generated at the last minute. So there is no way that a candidate can zero in or decide in advance in any way in any of these cases. There is manual frisking, metal detectors and checking of Biometrics during the exam. Aadhaar is an important authentication. The question paper is in highly encrypted form. Last minute decryption happens only when the candidate actually logs in and is into the system. The other significant thing is that no two people will get the same pattern of questions, same options. Everything is randomized and shuffled. Nobody can really plan a strategy or claim that they know anything in advance. Strict vigilance is done and invigilators are shuffled periodically. CCTV surveillance is there. With regard to call logs, there is a complete log maintained for each person which determines how he has attempted the questions. Anything abnormal like too many questions done suddenly towards the end or any such abnormal patterns are also detected and analyzed. All these measures guarantee that the examination is as foolproof as possible. Despite that, there may be

some cases with some instances of malpractices like having chits, trying to use Bluetooth or other devices. Such cases are zeroed in and those are handled separately like filing of FIR and other legal activities. No RRB examination has been cancelled during the last five years. During the last five years, RRBs have issued seven fresh centralized notifications and half of it is over and the other half is under finalization.

2.66 Representatives of IBPS informed that it had started big scale online initiatives from 2006 with the involvement of service providers. However, IBPS does not entrust the test content (Question Paper) with the service provider. The service provider does not have access to the content before or during the exam process. Post exam process and preparation of result is done in-house and not through service provider. The Examination Command Centre controls and monitors all exams on real time basis. Recently the Examination Command Centre has been further upgraded to support real-time live video feed from the Centres for more effective monitoring. IBPS keeps complete control and cross-checks at each stage of the examination. They use jammers in the main examination where Bluetooth devices are disabled. One cannot communicate through jammers. For remote access also, their service provider has certain crosschecks. IBPS also trains its staff and venue officers. While invigilating, they keep a check on any abnormal activities on the screen of the candidates. Analysis of responses and log is done.

**2.67 The Committee notes that of late, there have been instances where students copy to the clip board and by a touch of finger, they cut and paste it. Sometimes, they use bluetooth devices. They sabotage web cameras and use multiple monitors etc. There are impersonations. They use external storage devices. The Committee therefore recommends that steps need to be taken to prevent or detect these types of cheating by using improvised software and having advanced technologies to overcome this type of challenge. It further recommends to train the examiners for smooth and foolproof conduct of examinations.**

2.68 The Committee asked to know about the strategy adopted by IBPS and RRB for managing ever increasing number of applications. Whether, manpower and monetary constraints were being faced by these organizations due to this.

2.69 Representative of Railway Recruitment Boards (RRBs) informed that they have been hiring Application Management Agencies for assisting management of applications received from candidates. Only agencies having expertise & infrastructure and proven track record are engaged for managing applications online for recruitment processes. From year 2014-15 the applications are invited and validated through online mode only. Calling of online applications

helps in providing correction link to the candidates in case there is need to give opportunity to them for corrections. Moreover, the application forms have been simplified. Nodal RRB for each notification is entrusted to process the applications. They are assisted by RRBs/ RRCs. The availability of man power in RRBs and the fund provisions are adequate.

2.70 During last five years, RRBs have issued 07 fresh Centralized Employment Notifications (CENs) for a total of 2,83,747 vacancies of various Group 'C' & Level 1 (erstwhile Group 'D') posts on Indian Railways. Recruitment process for 1, 43,034 vacancies against 04 CENs has already been completed as per timeline. Further, the status of other three Centralized Employment Notifications (CENs) for a total of 1,40,713 vacancies, for which recruitment process had got impacted due to COVID 19 pandemic and resultant lockdowns imposed by various states are at different stages of completion.

2.71 Representatives of IBPS informed that it handles about an average of 1.25 crore registered candidates every year. The numbers have not fluctuated much over the years. However, the number of sessions is on the increase due to limited capacity in a session for online exams and therefore more test Question Paper (QP) sets are needed. Because of Language translation the overall work has increased and IBPS has doubled its faculty and technical staff strength putting added constraints on its financial resources. However, IBPS is a self-sustaining organization and no funding is required.

2.72 IBPS completes the CRP - its flagship projects in 6 to 8 months from Advertisement to Provisional Allotment. Except for slight delay during lockdown period there have not been any delays.

**2.73 The Committee notes that not more than one lakh students or examinees can appear at one go. This number is very small. IBPS needs to take steps to increase the number of students who can appear at one go for the examination. It means IBPS will have to increase the number of the centres. As on today, maximum number is one lakh or one lakh twenty thousand. So, they need to work out on the modalities on how to execute this computer based exam so that the number of candidates who appear in the exams can be increased at one ego.**

2.74 The Committee was informed that all the examinations are held in stages. The number of candidates appearing is based on the number of vacancies. But whosoever applies and is eligible is called for the examination. So, since examination is conducted for all those who have applied, there is no question of refunding the fee because expenditure is incurred in the

first examination (stage) also. However, in fee, there is a concession given to SC/ST candidates. It's not a uniform fee which is for all the candidates. And also for women candidates, there is a concession

**2.75 The Committee is of the view that there should be some mechanism for refunding the fees for those who have not appeared, as majority of the students who are appearing for these exams are very poor people. A mechanism by which money could be refunded to such candidates who could not appear and majorly belonging to very poor background may be explored.**

**2.76 The Committee advocates to examine the following in details:**

- **An assessment of the cost for an applicant to reach to the examination centre from his house and pay the fee.**
- **The strike rate for a candidate to get a job.**
- **An assessment of the cost of an unemployed person to only apply and not get the job.**
- **The Committee notes that on an average approximately 95 per cent of the candidates who apply are not able to get selected and left without job. However, everyone is being charged and mostly they are unemployed. Hence, the Committee recommends that it would be fair and can be explored that the State or the Central Government bear part of that cost so that it does not burden the unemployed youth.**

**2.77 The Committee notes the travelling undertaken by the candidates to appear in the examination and advises RRBs and IBPS to analyze and assess from which areas they get a large number of applications. If from a particular State or area they are getting a large number of applications, then contemplate increasing the number of centers in that area so that the agencies which are being hired for conducting exams set up more centers. It should be planned in such a way that it would be convenient for candidates. They should not travel more than 100 kms. or 200 kms. Also, for candidates who are travelling from far away distances to sit in the examinations, it should be ensured that measures are taken to make the travel more humane and comfortable. Some special trains may be run for the purpose. The Committee feels these measures would ease the burden of the candidates.**



## **CENTRAL ARMED POLICE FORCES (CAPFs)**

### 2.78 **CAPFs:**

The Committee was informed that there are 6 organizations under the ambit of Central Armed Police Forces. These are:

- (i) Sashastra Seema Bal (SSB)
- (ii) Border Security Force (BSF)
- (iii) Assam Rifles (AR)
- (iv) Central Reserve Police Force (CRPF)
- (v) Central Industrial Security Force (CISF)
- (vi) Indo Tibetan Border Police (ITBP)

Central Armed Police Forces (CAPFs) namely Border Security Force (BSF), Central Industrial Security Force (CISF), Central Reserve Police Force (CRPF), Indo-Tibetan Border Police (ITBP), Sashastra Seema Bal (SSB) and one Central Paramilitary Force (CPMF) namely Assam Rifles (AR) under the Ministry of Home Affairs. Out of these, AR, BSF, ITBP and SSB are the 'Border Guarding Forces', while CRPF is deployed to assist the Civil Administration under the State Governments/UT Administrations in matters relating to maintenance of public order, internal security and counter insurgency. The Rapid Action Force (RAF) and Commando Battalion for Resolute Action (CoBRA) are specialized wings of the CRPF to deal with the riots and Left Wing Extremism/insurgency respectively. CISF provides security and protection to vital installations of national/strategic importance

2.79 The Committee heard the following organizations in its various meeting to look into the recruitment modules and functioning of these and the issues which need to be addressed.

#### 2.79 (a) **SASHASTRA SEEMA BAL (SSB)**

- ❖ In the wake of the Chinese conflict in 1962, it was felt that the borders of the country could not be protected with the force of rifles alone. It required the backing and resolute will of a committed border population. In addition, it needed an in-depth understanding and familiarity of the terrain as well as the culture and ethos of the border population. A need was, therefore, realized for the creation of a unique, unconventional yet specialized organization, which would function in the far, flung, vulnerable, strategic, remote, climatically and topographically

difficult border areas and motivate the border population across several states towards the cause of protecting our national sovereignty.

❖ Sashastra Seema Bal is an Armed Force of the Union, for ensuring the security of the borders of India and performing such other duties as may be entrusted to it by the Central Government. As per SSB Act & Rules the tasks of the Force are defined as under-

- (i) Safe guard the security of assigned borders of India and promote sense of security among the people living in border area.
- (ii) Prevent trans-border crimes, smuggling and any other illegal activity;
- (iii) Prevent unauthorized entry into or exit from the territory of India;
- (iv) To carry out Civic Action Programme in the area of responsibility ;
- (v) To perform any other duty assigned by the Central Government.

❖ The Force is deployed for three type of duties (a) Border guarding (b) Anti-Naxal operations and (c) Internal security (long term and short term).

#### 2.79 (b) **BORDER SECURITY FORCE (BSF)**

❖ Till 1965 India's border with Pakistan were manned by the State Armed Police Battalion. The inadequacy of the State Armed Police to cope with armed aggression was exposed during the 1965 war with Pakistan. The Government of India felt the need for a specialized centrally controlled Border Security Force, which would be armed and trained to man the International Border with Pakistan. As a result of the recommendations of the Committee of Secretaries, the Border Security Force came into existence on 01st Dec 1965.

❖ The role of the Force, as defined in the BSF Act 1968, is to safeguard the security of the borders of India and promote a sense of security among the people living in the border areas and prevent trans-border crimes, smuggling, unauthorized entry into or exit from the territory of India. BSF is entrusted with the role of security of the India-Pakistan and India-Bangladesh border, Anti Naxal operation, United Nations Peace keeping operations, disaster management, Border Area development programmes (BADPs) and Civic Action programmes (CAPs).

#### 2.79 (c) **ASSAM RIFLES (AR)**

- ❖ Assam Rifles informed came into being in 1835, as a militia called the ‘Cachar Levy’. With approximately 750 men, this Force was formed to primarily protect British Tea estates and their settlements against tribal raids. Subsequently, all these Forces were reorganised and renamed as the ‘Frontier Force’. This Force significantly contributed in opening the region to administration and commerce. In 1870, existing elements were merged into three Assam Military Police Battalions, named as Lushai Hills, Lakhimpur and Naga Hills. The ‘Darrang’ Battalion was raised just before the onset of World War–I. In 1917, recognising their work during the Great War, fighting shoulder to shoulder with Rifle Regiments of the regular British Army, the name of the Force was changed to ‘Assam Rifles’.
  
- ❖ Today the Force remains deployed in some of the most remote and under developed areas and provides security to locals.

#### 2.79 (d) **CENTRAL RESERVE POLICE FORCE (CRPF)**

- ❖ Central Reserve Police Force came into existence as Crown Representative’s Police on 27th July 1939. It became the Central Reserve Police Force on enactment of the CRPF Act on 28th December 1949. The mission of the Central Reserve Police Force is to enable the government to maintain Rule of Law, Public Order and Internal Security effectively and efficiently, to Preserve National Integrity and Promote Social Harmony and Development by upholding supremacy of the Constitution.

#### 2.79 (e) **CENTRAL INDUSTRIAL SECURITY FORCE (CISF)**

- ❖ CISF came into existence in 1969 to provide integrated security cover to certain sensitive public sector undertakings. The CISF also has its own Fire Wing which provides services to 104 of the above establishments.
  
- ❖ The CISF security umbrella includes India’s most critical infrastructure facilities like nuclear installations, space establishments, airports, seaports, power plants etc. In addition, the CISF also protects important government buildings, iconic heritage monuments and the Delhi Metro. The CISF also has a specialized VIP Security vertical providing round the clock security to important protectees.

2.80 **Recruitment in CAPFs:**

Recruitment in CAPFs is done at various level i.e. Constable/GD, SI/GD through SSC and AC/GD by UPSC. Posts of Non-GD cadres are filled up by the respective forces. Details of nodal force as recruiting agency for conducting the recruitment are as under

Posts	Nodal Force	Recruitment Agency
Constable/GD	CRPF	SSC
SI/GD	BSF	SSC
AC/GD	ITBP	UPSC
Medical Officer	ITBP	ITBP
Non-GD cadres	Respective Force	Respective Force

2.81 **Allocation of vacancies:**

With a view to provide more job opportunities to the youths of border and militancy-affected areas, allocation of vacancies is now made in the following manner.

- a. 50% of the vacancies in CAPFs and AR are allotted amongst States/ UTs on the basis of population ratio.
- b. 25% of the vacancies to be allotted to Border Districts (in the Border Guarding Forces viz. AR, BSF, ITBP and SSB, the vacancies are allotted to districts under the areas of responsibility of the respective Border Guarding Force. However, in Non Border Guarding Forces i.e. CRPF and CISF the vacancies will be allotted to all Border Districts
- c. 25% of the vacancies are allotted to areas affected by militancy/LWE.
- d. In respect of those State(s)/Area(s)/Region(s) where a very high number of vacancies remain unfilled after completion of the recruitment process through SSC, the Ministry of Home Affairs directs the Force concerned to hold Special Recruitment Rallies to fill the vacancies of that particular State(s)/Area(s)/Region(s) as per the recruitment scheme.

2.82 The Committee was informed that the Government has announced that it would recruit 10 lakh people in mission mode over the next one-and-a-half years. For fulfilling this, MHA has directed all CAPFs & Assam Rifles to undertake the recruitment in a Mission Mode against vacant posts in GD and Non-GD Cadres in a time bound manner. Action plans have been drawn up by the forces for filling up the vacant posts for the year 2022 and 2023.

Further:

- (i) 28,722 vacancies have been filled in two tranches under Mission Recruitment since November.

- (ii) As per deposition of representatives of Another 50,395 vacancies pertaining to 2022 & 2023 for various posts in CAPFs, SSF, Rifleman (GD) in Assam Rifles and Sepoy in NCB have been reported to SSC for taking up recruitment in a Mission Mode and to complete it by July 2023. Recruitment in respect of 27,672 posts of Non-GD Cadres is under progress and likely to be completed by July 2023.

2.83 Forces maintain a planning calendar for recruitment for Non-GDs and senior officers regularly monitor the same. Some forces have developed recruitment tracking software for better monitoring. Also, DS/Director in MHA closely monitors the progress of filling vacant posts of their respective forces.

2.84 The Committee was apprised about the details of vacancies in CAPFs & AR as on 01.01.2023 which are as under :

<b>Force</b>	<b>Gazetted Officers(GOs)</b>	<b>Subordinate Officers(SOs)</b>	<b>Other Ranks (ORs)</b>	<b>Total</b>
AR	44	33	1589	1666
BSF	464	1314	18209	19987
CISF	493	7196	11786	19475
CRPF	278	9687	19318	29283
ITBP	322	1114	3007	4443
<b>SSB</b>	<b>522</b>	<b>1137</b>	<b>6614</b>	<b>8273</b>
<b>Total</b>	<b>2123</b>	<b>20481</b>	<b>60523</b>	<b>83127</b>

In terms of instructions issued by DoPT vide notification dated 04.10.2012, ten percent of the vacancies in the posts upto of the Assistant Commandant in all para-military forces, are reserved for Ex-servicemen.

**2.85 The Committee emphasizes on filling up of all vacancies on mission mode in consonance with the Government's policy. The Committee recommends that there has to be a robust mechanism to monitor how many people are retiring from forces, how many vacancies created and whether people have been appointed to the vacant posts, i.e. vacancies created should be filled regularly and backlogs to be avoided. All departments should be strictly directed at all places that they send details of vacancies well in time to MHA and not take years and years to send the details of vacancies.**

**2.86 The Committee notes that the personnel from Army, Navy or other Defence forces who retire early as per extant rules, after retirement are not able to get suitable jobs. Though they have a particular skill trade which have been imparted during the**

**service period, those are not taken as valid and this puts them in further hardship. The Committee is therefore of the view that the trade skill certification should be made valid, which will enable them to get suitable jobs.**

2.87 The Committee wishes to point out another imperative issue that is the percentage of women in Central Forces. As on today, only 3.65 per cent of vacancies for women have been filled till now. In BSF and SSB, it is only 14 per cent to 15 per cent, in CISF it is 6.35 per cent and in ITBP it is 2.83 per cent. So there are certain constraints which are preventing women from joining the forces.

2.88 The representation of women personnel in CAPFs & AR is 3.76% as on 30.09.22. There is no specific reservation for women in CAPFs. However, in order to enhance the representation of women in CAPFs, in 2011, based on the recommendations of Parliamentary Standing Committee on Empowerment of Women, directions were issued to bring percentage of women in the forces to 5% within 3 years. As such

2.89 The strength of women personnel in CAPFs and AR force-wise and level wise as on 30.09.2022 is as under :

<b>Force</b>	<b>Group-A</b>	<b>Group-B</b>	<b>Group-C</b>	<b>Total</b>
AR	22	123	1749	1894
BSF	138	508	6824	7470
CISF	64	1429	7823	9316
CRPF	471	952	8004	9427
ITBP	125	237	2152	2514
SSB	44	124	3489	3657
<b>Total</b>	<b>864</b>	<b>3373</b>	<b>30041</b>	<b>34278</b>

2.90 Steps taken by CAPFs to increase the strength of women personnel in their respective forces :

- ✓ Recruitment is being conducted by making wide publicity through print/electronic media. All women candidates are exempted from payment of application fee.
- ✓ There are relaxations in Physical Standard Test (PST) and Physical Efficiency Test (PET) for all women candidates for recruitment in CAPFs in comparison to men candidates.
- ✓ Facilities like Maternity leave, Child Care Leave etc are also available to CAPFs women personnel.
- ✓ One woman member is detailed as member of the board for making recruitment of women personnel.

- ✓ Creches and Day care Centres have been provided by the CAPFs to women employees.
- ✓ Committees have been constituted at all levels to check sexual harassment and to expeditiously deal with the complaints of women personnel.
- ✓ Women personnel are given equal opportunity in their career progression i.e promotion/seniority as per the RRs on par with male counter parts.
- ✓ A women candidate pregnant of 12 weeks standing or over is declared temporarily unfit and her appointment is held in abeyance until the confinement is over. She is re-examined for Physical Efficiency Test (PET), six weeks after the date of confinement. If found fit, she is appointed to the post kept reserved for and allowed the benefit of seniority in accordance with the norms.

**2.91 The Committee advocates that all necessary steps should be taken by MHA to encourage women to join Forces to the maximum possible extent. A major constraint that prevents women from joining forces is the difficult terrains and conditions in which they might have to work. So, a policy may be explored for women officers being given soft postings and not subjecting them to extremely strenuous and difficult working conditions, unless required in extreme circumstances like war, armed rebellion etc and that too when there is absolute shortage of males who can be deployed by the Forces.**

**2.92 The Committee also recommends that some sort of reservation may also be given to Transgenders. Steps may be taken to recruit transgenders as well so that they can be integrated well with mainstream society in near future.**

2.93 The Committee also wanted to be apprised of the percentage of the personnel drawn from border districts in each of the border guarding forces at different levels and the recruitment that has taken place in States like Chhattisgarh, Jharkhand or Kashmir. More details were also sought on what has been done to make sure that 25 per cent of recruitment is done from local areas.

2.94 The Committee was informed that as per existing guidelines, 25% of the total vacancies of CT/GD in CAPFs & AR are filled out of the candidates from border districts. Details as provided by respective forces are as under:-

Name of force	Strength of Border District Personnel
Assam Rifles	3704
BSF	Not maintained

ITBP	7581
SSB	17.9% Constable(GD) belong to Border Districts.

2.95 As per extant instructions, in Constable (GD) in CAPFs and Rifleman(GD) in Assam Rifle Examination, 50% vacancies in CAPFs and AR are allotted to all States/UTs in the population ratio, 25% vacancies of border guarding forces allotted to border districts under the area of responsibility of respective force. 25% vacancies of Non Border Guarding Forces i.e CRPF and CISF will be allotted to all border districts and 25% vacancies are allotted to areas affected by militancy/LWE.

**2.96 The Committee recommends that with respect to border districts, it is paramount to recruit maximum youngsters from these areas. Special recruitment drives may be conducted for recruitment of local youngsters from states like Chhattisgarh, Jharkhand, North Eastern states and Kashmir. It should be ensured that the 25 per cent of reservation for areas affected by militancy/LWE and 25% vacancies of border guarding forces allotted to border districts is fulfilled immediately so that the energy and talent of youth of these areas are channelized and they do not deviate toward extremism and terrorism.**

2.97 The Committee also enquired about the “Agnipath Scheme” of Government of India and the “Agniveers” recruited under it.

2.98 The Committee was informed that Agnipath Scheme in the Indian Armed Forces is a scheme wherein the selected candidates will be enrolled as Agniveers for a period of four years. On completion of the four year period, Agniveers will return to the society as disciplined, dynamic, motivated and skilled work force for employment in other sectors to pursue their career in job of their choice. Based on the organizational requirement and policies promulgated by Armed Forces, Agniveers after completing their engagement period will be offered an opportunity to apply for enrolment in the permanent cadre. Of these upto 25 per cent of Agniveers will be selected to be enrolled in the Armed Forces as a regular cadre. India’s youth is set to play a crucial role in realising the dream of building an Aatma Nirbhar, Sashakt Bharat. And Agnipath scheme will take them a step closer. It is a unique opportunity to fulfil their dream of joining the Armed Forces & serving the Nation.

2.99 The Committee desired to know whether there is any proposal for the reservation of vacancies in CAPFs for Agniveers. The Committee illustrated that there are some issues



because Agniveers will be working for four years and when they come to join the para-military forces, there may be requirement of relaxation of age and relaxation of physical test also.

2.100 The Committee was informed that regarding this Scheme, a decision has been taken to reserve 10% of vacancies for ex-Agniveers in the recruitment to the post of Constable (General Duty) /Rifleman in the Central Armed Police Forces and Assam Rifles. Further, a provision has been made for relaxation in upper age limit and exemption from the Physical Efficiency Test. An age relaxation of three years has also been given to Agniveers.

**2.101 The Committee suggests that they may explore the possibility of bringing an Act to govern recruitment under this scheme. The Committee notes that after serving four years on the job, 75 per cent of the soldiers will be discharged from their services, and only 25 per cent would be inducted into the armed forces, as per the extant rules, the question that remains is about the rest. To prevent disaffection amongst these Agniveers, which comprises of youth of this country, Committee suggests that the remaining Agniveers may be given reservation/ preference in other Government jobs so that trained persons and the skills acquired by them during the service in Forces can be utilised to the maximum extent possible. Some jobs where it is practical to provide preference to them are Police Forces, Parliament Security Service and any other Combat Force.**

2.102 The Committee also sought information on the feedback mechanism in place for the applicants who apply for the examination conducted for CAPFs.

2.103 The Committee was informed that there is no feedback mechanism as of now. The examinations such as Constable (GD), Sub-Inspector(GD) are conducted by the SSC in which lakhs of candidates participate in online written examination. However, every year scheme of examination is reviewed in consultation with all participating forces and improvement are made. Following measures have been introduced to bring in improvement in recruitment process:

- (i) Yearly recruitment for the post of Constable (General Duty) for which a Memorandum of Understanding (MoU) has been signed with Staff Selection Commission (SSC).
- (ii) For coordinating recruitment to General Duty posts, a Nodal Force each for recruitment in the rank of Constable (General Duty), Sub-Inspector (GD) and Assistant Commandant (General Duty) has been nominated on long term basis.

- (iii) Directions have been issued to all Central Armed Police Forces and Assam Rifles to undertake recruitment against vacant posts in Non-General Duty cadres in a time-bound manner.
- (iv) Time taken in the Medical Examination has been reduced to expedite the recruitment.

**2.104 The Committee suggests that a standard feedback module be prepared by the organizations which are responsible for conduct of the examinations. Once the students have completed the examination cycle, they may be given an option to fill in this standardized module. This module may contain various heads like syllabus, time taken to complete the exam, constraints faced, infrastructure issues like internet connectivity etc, logistical issues and so on. This will help the organizations make the recruitment cycle even more streamlined.**

2.105 The Committee was informed that regarding the issue of cadre restructuring, Government has given instructions to the CAPFs and AR to carry out cadre review once in five years. The details of the last cadre review conducted by each forces are given below:

Name of Force	Inputs of forces		
AR	The details of present status of cadre review in respect of AR is as under:-		
	SN	Name of Cadre	Date/Year of last Cadre Review
	1	Group-A	Cadre review sent to AR for some clarification. Cadre review is under examination with AR.
	2	Group-B & C (General Duty)	Cadre review proposal is under consideration with IFD.
	3	Group – B & C(Non Ministerial)	Cadre review proposal was examined in consultation with IFD , MHA. IFD,MHA has sought some clarification which is under examination with AR.
4	Group-B & C (Ministerial)	Cadre review proposal is under examination with MHA.	
BSF	<p>The cadre review proposal of various cadre of BSF are submitted to MHA after a gap of five years from the date when previous cadre review was approved by MHA. The details of cadre review carried out during last 5 years are as under:</p> <p>(1) Cadre Review of Group-A Posts of GD Officers, (2) Cadre Review of Communication Cadre,(3)Cadre Review of Ministerial Cadre,(4) Cadre Review of Stenography Cadre,(5) Cadre Review of Tradesmen Cadre.</p>		
CISF	The last cadre review of the Force was approved vide MHA letter dated		

	30.01.2018 for GOs and 05.02.2018 for NGOs. As per periodicity prescribed by the DoP&T, the next Cadre Review of CISF would be due after completion of 05 years of last cadre review i.e in 2023.			
CRPF	The details of last cadre review conducted in CRPF is as under:-			
	SN	Name of force	Name of Cadre	Date/Year of last Cadre Review
	1	CRPF	Cadre Review of Group-‘A’ Executive Officer	2016
	2		Group-‘A’, ‘B’ & ‘C’ Ministerial	2016
	3		Group-‘A’, ‘B’ & ‘C’ Stenographer	2017
	4		Group-‘B’ & ‘C’ General Duty	2019
	5		Group-‘B’ & ‘C’ Motor Mechanic (Now Mechanic Motor Vehicle)	2021
	6		Group-‘B’ & ‘C’ Armourer	2018
	7		Group-‘B’ & ‘C’ Signal	2018
	8		Group-‘A’, ‘B’ & ‘C’ Para Medical	2019
	9		Group-‘A’, ‘B’ & ‘C’ Official Language	2020
	10		Group-‘B’ & ‘C’ Motor Transport	Cadre Review proposal under consideration with MOF.
	11		Group-‘B’ & ‘C’ Tailor	-- do --
	12		Group-‘C’ Tradesmen / Executive (Erstwhile Group ‘D’ Followers) & Cobbler	Cadre Review proposal under consideration with MOF.
	13		Group-‘B’ & ‘C’ Band	Cadre Review proposal under consideration with IFD.
	14		Group-‘C’ Carpenter	Cadre Review proposal under consideration with MOF.
	15		Group-‘C’ MTS	Cadre Review cum re-structuring submitted to BSF for further action.
16	Group-‘C’ Kitchen Service		-- do --	
Note:- Cadre Review of Sl.No.1,2 & 3 have been initiated and the same are under consideration with MHA.				
ITBP	The last cadre review of ITBP except for Paramedical cadre was carried out during 2019. Accordingly next cadre review will be carried out in			

	2024.			
SSB	The status of cadre review in SSB is as under:			
	S.No	Name of cadre	Last Cadre Review done	Present Status
	Combatised Cadres			
	General Duty			
	1	Group-A General Duty (Combatised) Posts	02.01.2018	New Cadre Review under consideration at FHQ SSB
	2	Group-B & C GD cadre	544 new posts sanctioned by MHA in Sept,2020	-do-
	Communication Cadre			
	3	Communication cadre Group A,B & C	02 new Battalions were raised in the year 2018 and cadre strength increased	-do-
	Ministerial cadre			
	4	Group A,B & C Ministerial cadre	02 new Battalions were raised in the year 2018 and cadre strength increased	-do-
	5	Stenographer cadre Group A,B & C	02 new Battalions were raised in the year 2018 and cadre strength increased	-do-
	Medical Cadre			
	6	Group A Medical Cadre	31.08.2022	-
	7	Group B & C Para Medical Cadre	31.03.2022	
JAG Cadre				
8	JAG cadre	New JAG set-up with 19 posts was sanctioned on 29.10.2010	Cadre Review will be initiated after filling of vacant posts as only one officer posted.	

MT & Mech Cadre			
9	Group B & C MT & Mech Cadre	02 new Battalions were raised in the year 2018 and cadre strength increased	New Cadre Review under consideration at FHQ SSB
Tech (Armament ) Cadre			
10	Technical Cadre	New Posts were created in 2011	Cadre Review will be initiated after revival of 11 posts placed at “Deemed Abolished”
Engineering Cadre			
11	Engineering cadre	02 new Battalions were raised in the year 2018 and cadre strength increased	Posts of DC/Engg, Comdt/Engg and DIG/works are lying vacant. Cadre Review will be initiated after filling of vacant posts.
Tradesmen(Followers) Cadre			
12	Tradesman & Engineering(Group B & C)	02 new Battalions were raised in the year 2018 and cadre strength increased	New Cadre Review under consideration at FHQ SSB
13	Non-Combatised Cadre	18.10.2017	19 out of 24 Cadres transferred to IB in 2019.

**2.106 The Committee recommends that regular studies should be undertaken to prevent any kind of stagnation at various levels of promotion. Cadre Review of each Para-Military Force must be conducted in every five years without fail. A permanent committee should be in place for looking into the grievances. In case there is stagnation in promotion at any level or there is no further scope of promotion, the option of giving an extra increment may be explored.**

## **RECOMMENDATIONS/OBSERVATIONS AT A GLANCE**

### **Chapter 2**

#### **Functioning of Recruitment Organizations-Observations and Recommendations of the Committee**

1. The Committee observes that UPSC and SSC conduct various examinations each year and allocate recommended candidates to different posts. For instance, through the Civil Services examination, UPSC selects about 1000 candidates every year and these candidates are posted across 19 different services. With reference to this the Committee notes that the same process and yardstick is being applied to select candidates who would be manning the top administrative posts in various services. It may happen sometime that the aptitude and interest of the candidate selected may not be suitable for that particular post. The Committee also notes the maximum number of officers recruited are from Technical and medical background. Above 70 per cent of the recruits in the civil service by UPSC nowadays are from technical streams. Every year, hundreds of technocrats are thus being lost, who are likely to work in other specific areas which is also a requirement for the nation. So, doctors and top technocrats are being lost who can perform as very good doctors and engineers. The allurements to become civil servant is perhaps also adversely affecting other fields of working. Hence, the Committee opines that it is high time to have a rethink about the whole process of recruitment for the Civil Service. (Para 2.4 and 2.7)

2. The Committee notes that the each recruitment test conducted by UPSC as of now, takes anywhere between six months to one year to complete. This long drawn process involves a lot of expenses for the competing candidates and also contributes to the erosion of human capital. The Committee feels that the timeline of conduct of the entire process should not be more than six months. In view of this, the Committee desires to know whether UPSC is contemplating to make any change in the pattern of civil services examination to curtail the length of the examination cycle. In order to expedite the recruitment process, the Committee strongly recommends to SSC also that computer based examination should be brought into practice wherever possible to reduce the timeline of the examination which will enable the Commission to mitigate the time taken for sorting of applications, preliminary examination, mains examination, publication of results and interviews. (Para 2.9 and 2.28)

3. The Committee observes and appreciates that with changing times, the Government has brought in several significant changes in the training methodology. However, the efficiency, energy and intensity of the officers still needs to be improved and the officers need to be further trained for working in adverse situations, particularly to tackle law and order problems effectively. The Committee feels that a Civil Servant is an interface between the government and common public and works at the grassroot level which requires considerable human touch and sensitive approach towards the people. He/ she works among the poor people most of the times and not the elite. If there is lack of sensitivity one cannot be a good administrator. So, Committee wishes to emphasize that the civil servant has to be given training in such a way that he develops a more humane and empathetic approach towards any issue. The Committee also observed that the present day civil servant did not possess the same legal prowess as their predecessors. The Committee feels that there is a need to impart better training in the legal part as they are also quasi judicial officers so that the officers when they take the final assignment, address the judicial problems more meticulously than what they are doing nowadays. (Para 2.11, 2.12 & 2.14)

4. The Committee feels that rendering services to common people is the primary task of the Civil Servants and inclination to serve the society with human touch must be an essential quality amongst the Civil Servants. The Committee therefore, recommends that while examinations are conducted and the question paper is prepared, these factors also need to be taken into account apart from the subject and intelligence. The Committee is of the view that these factors probably could help in moulding the prospective/selected candidate to work for betterment of the society. (Para 2.16)

5. The Committee recommends that the UPSC may draft a policy on mediation or arbitration with the aggrieved parties in cases where the Commission has been challenged. It is equally important to apply rules that take into account the likelihood of victory and the time consumed for each case. Thus, UPSC can direct the concerned ministries/ departments to set up Groups whose job is to examine all pending litigation and rank these on the basis of value and 'winnability', and then take a call on whether they should be carried on. Only those cases which have a strong winning possibility should be continued to be fought in court and the rest should be settled via arbitration and mediation. (Para 2.19)

6. On the issue of filling up of existing and backlog vacancies which are there in various Ministries/Departments of the Central Government, the Committee notes that the Staff Selection Commission itself is short of staff as out of 541 sanctioned strength, it has only 329. The Committee feels that unless SSC itself has complete staff, how can it expect to conduct its activities and functions with utmost efficiency and in a time bound manner. Hence, the Committee recommends that SSC needs to fill the vacant positions in its organization at the earliest in order to carry out the other recruitment processes smoothly. (Para 2.21)

7. The Committee opines that Implementation of the recruitment rules in every organization needs to be attended on a regular basis. Once rules have been approved, they are neither being operationalized nor being implemented. The Committee recommends that there should be some robust monitoring system for formulation of recruitment rules. This monitoring system so devised should take every step possible to implement the approved rules without any delay. (Para 2.29)

8. The Committee appreciates the UPSC and SSC for conducting the diligence exercises before publishing the answer keys. However, the Committee is of the view that this will become further more credible if the feedback of the candidates are taken through a dedicated portal and then keys are published. The Committee hopes that this process will be followed in future. Further, UPSC should explore the feasibility of declaring the answer key of Civil Services Preliminary exams after the Preliminary Exam stage is over and not after the declaration of final results of the Civil Services examination. Candidates should be allowed to raise objections at this stage only and on that basis any discrepancies related to the answer key of the Preliminary examination should be resolved. This should be taken into account before publishing the result of candidates qualifying for the next stage, i.e. Civil Services Mains examination. (Para 2.39)

9. The Committee is of the opinion that there are a large number of pending cases (especially where SSC is a party), most of which are students' related. These students mainly comprise of the individuals who have appeared/ are appearing for the various recruitment examinations conducted by SSC. Since these students are mostly unemployed, fighting such litigations is a huge financial and psychological burden for them, especially at the start of their career journey. The Committee is therefore of the view that the Commission should analyze the cases filed by the students and if it is an



exam related matter steps should be taken to settle those out of court. In the matters of exam related ones, the Commission should persuade the Government Counsel to place the facts before the respective courts and request the courts to dispose off the cases as quickly as possible. This will help the Commission to concentrate on its core function, i.e. conducting examination and filling the vacancies, rather than spending time in courts. (Para 2.41)

10. The Committee emphasizes that the much awaited National Recruitment Agency (NRA), which was mandated to conduct examinations for Group 'B' and group 'C' employees, is not fully functional as of now and hence Committee keenly wants to be apprised of by when NRA foresees to become completely operative. (Para 2.46)

11. The Committee suggests that NRA thus may consult SSC for finalizing the modalities involved in the process of conducting the exam as SSC has been conducting online mode of examination for quite some time now. This, the Committee feels will give NRA a broad idea about the way in which competitive exams are conducted. (Para 2.47)

12. The Committee recommends that NRA should consult Railway Recruitment Board as well regarding the recruitment proposal being prepared, so that NRA can finish the task within the given timeline and without any criticism. Also, it needs to work on the modalities of actual conduct of examination and publication of results cautiously and on immediate basis. As two years have already lapsed, NRA cannot take another two years to get fully functional. (Para 2.48)

13. The Committee recommends that NRA should move very fast and start from the reverse direction since if it conducts examination for class 10, the number will be huge. Hence, the Committee advises NRA to start with graduate level examination so that the number of candidates with required eligibility is reduced. In case it starts with an exam which requires eligibility of class 10<sup>th</sup>, all graduates will automatically become eligible and hence the numbers would be large and unmanageable. (Para 2.49)

14. With respect to Railway Recruitment Board, the Committee emphasized that number of centers have to be increased for the candidates appearing for the examination. The examination centre should be within the zone where the candidate is residing, precisely within the State. (Para 2.52)

15. The Committee notices that a term which has time and again been used in connection with the examination and recruitment process conducted by RRBs is NTPC, i.e. Non Technical Popular Categories. The Committee is of the view that this term NTPC creates a lot of confusion as it has been noticed that even when it is published in newspapers, it is mistaken with the Organization NTPC, i.e. National Thermal Power Corporation. Hence, the name of NTPC, being currently used for railway examination should be changed and the same abbreviation shall not be used.

(Para 2.53)

16. The Committee notes that the philosophy of speed and accuracy required by bankers are changing from time to time. Around ten years back, the workload and the nature of work perhaps did not need any speed or accuracy. But today, speed and accuracy play a very important role owing to the hundreds of Central and State schemes being executed by the bankers and the nature of pro-poor schemes launched by the Government. The Committee emphasises that because of the technology being used nowadays, whether it is e-banking or online banking, Public Sector Banks have to cater to large number of customers including the Jan-Dhan Yojana account holders and hence bankers have to be very fast with public dealing and also absolutely updated on the latest technology. They should not face any kind of glitches and slow down in the process of service delivery.

(Para 2.54)

17. The Committee further observed that barring a few recruiting organisations in India, in most of the organisations, whatsoever be the nature of the job, the recruitment pattern and the question pattern are almost the same. Perhaps the examination conducted by the UPSC under the National Defence Academy is something different. To become a pilot, they used to conduct an examination which is called Pilot Aptitude Battery Test (PABT). That is conducted exclusively to measure the aptitude of a particular person, whether he will fit in the mission or the job. The Committee firmly believes that as on today, neither the speed and accuracy nor the service is improving at large, So, the Committee wants to know whether there is any such special examination, (like Pilot Aptitude Battery Test), say banker aptitude battery test, being conducted or contemplated by IBPS to test the speed and accuracy of the bankers being recruited. The Committee is keen to know how the syllabus is being designed and the guidelines for the

examination being conducted to cater to the current changing scenario and keeping pace with it. (Para 2.61)

18. The Committee is of the view that the pattern of the examination needs to be changed from time to time taking into account the nature of work of the bankers so that accuracy and speed of the prospective candidates is properly evaluated. The Committee further recommends revamping the syllabus to meet the changing demands in banking sector, that have emerged due to wide use of technology in the field. (Para 2.62)

19. The Committee insists on maintaining sanctity and fairness in conduct of examination by these organizations. With most of examinations being conducted online and many of the work related to the conduct of examination and short-listing of successful candidates being outsourced to external agencies, organizations need to ensure the sanctity and fairness of the system and overall control over the entire process. (Para 2.63)

20. The Committee notes that of late, there have been instances where students copy to the clip board and by a touch of finger, they cut and paste it. Sometimes, they use bluetooth devices. They sabotage web cameras and use multiple monitors etc. There are impersonations. They use external storage devices. The Committee therefore recommends that steps need to be taken to prevent or detect these types of cheating by using improvised software and having advanced technologies to overcome this type of challenge. It further recommends to train the examiners for smooth and foolproof conduct of examinations. (Para 2.67)

21. The Committee notes that for exam conducted by IBPS, not more than one lakh students or examinees can appear at one go. This number is very small. IBPS needs to take steps to increase the number of students who can appear at one go for the examination. It means IBPS will have to increase the number of the centres. As on today, maximum number is one lakh or one lakh twenty thousand. So, they need to work out on the modalities on how to execute this computer based exam so that the number of candidates who appear in the exams can be increased at one ego. (Para 2.73)

22. The Committee is of the view that there should be some mechanism for refunding the fees for those who have not appeared, as majority of the students who are appearing

for these exams are very poor people. A mechanism by which money could be refunded to such candidates who could not appear and majorly belonging to very poor background may be explored. (Para 2.75)

23. The Committee advocates to examine the following in details by IBPS:

- An assessment of the cost for an applicant to reach to the examination centre from his house and pay the fee.
- The strike rate for a candidate to get a job.
- An assessment of the cost of an unemployed person to only apply and not get the job.
- The Committee notes that on an average approximately 95 per cent of the candidates who apply are not able to get selected and left without job. However, everyone is being charged and mostly they are unemployed. Hence, the Committee recommends that it would be fair and can be explored that the State or the Central Government bear part of that cost so that it does not burden the unemployed youth. (Para 2.76)

24. The Committee notes the travelling undertaken by the candidates to appear in the examination and advises RRBs and IBPS to analyze and assess from which areas they get a large number of applications. If from a particular State or area they are getting a large number of applications, then contemplate increasing the number of centers in that area so that the agencies which are being hired for conducting exams set up more centers. It should be planned in such a way that it would be convenient for candidates. They should not travel more than 100 kms. or 200 kms. Also, for candidates who are travelling from far away distances to sit in the examinations, it should be ensured that measures are taken to make the travel more humane and comfortable. Some special trains may be run for the purpose. The Committee feels these measures would ease the burden of the candidates. (Para 2.77)

25. The Committee emphasizes on filling up of all vacancies on mission mode in consonance with the Government's policy. The Committee recommends that there has to be a robust mechanism to monitor how many people are retiring from Central Police Armed Forces, how many vacancies created and whether people have been appointed to the vacant posts, i.e. vacancies created should be filled regularly and backlogs to be

avoided. All departments should be strictly directed at all places that they send details of vacancies well in time to MHA and not take years and years to send the details of vacancies. (Para 2.86)

26. The Committee notes that the personnel from Army, Navy or other Defence forces who retire early as per extant rules, after retirement are not able to get suitable jobs. Though they have a particular skill trade which have been imparted during the service period, those are not taken as valid and this puts them in further hardship. The Committee is therefore of the view that the trade skill certification should be made valid, which will enable them to get suitable jobs. (Para 2.87)

27. The Committee advocates that all necessary steps should be taken by MHA to encourage women to join Forces to the maximum possible extent. A major constraint that prevents women from joining forces is the difficult terrains and conditions in which they might have to work. So, a policy may be explored for women officers being given soft postings and not subjecting them to extremely strenuous and difficult working conditions, unless required in extreme circumstances like war, armed rebellion etc and that too when there is absolute shortage of males who can be deployed by the Forces. (Para 2.91)

28. The Committee recommends that some sort of reservation may also be given to Transgenders. Steps may be taken to recruit transgenders as well so that they can be integrated well with mainstream society in near future. (Para 2.92)

29. The Committee recommends that with respect to border districts, it is paramount to recruit maximum youngsters from these areas. Special recruitment drives may be conducted for recruitment of local youngsters from states like Chhattisgarh, Jharkhand, North Eastern states and Kashmir. It should be ensured that the 25 per cent of reservation for areas affected by militancy/LWE and 25% vacancies of border guarding forces allotted to border districts is fulfilled immediately so that the energy and talent of youth of these areas are channelized and they do not deviate toward extremism and terrorism. (Para 2.96)

**30. The Committee suggests that they may explore the possibility of bringing an Act to govern recruitment under Agniveer Scheme. The Committee notes that after serving four years on the job, 75 per cent of the soldiers will be discharged from their services, and only 25 per cent would be inducted into the armed forces, as per the extant rules, the question that remains is about the rest. To prevent disaffection amongst these Agniveers, which apparently comprises of youth of this country, Committee suggests that the remaining Agniveers may be given reservation/ preference in other Government jobs so that trained persons and the skills acquired by them during the service in Forces can be utilised to the maximum extent possible. Some jobs where it is practical to provide preference to them are Police Forces, Parliament Security Service and any other Combat Force. (Para 2.101)**

**31. The Committee suggests that a standard feedback module be prepared by the organizations which are conducting recruitment for CAPFs. Once the students are done with the complete examination cycle, they may be given an option to fill in this standardized module. This module may contain various heads like syllabus, time taken to complete the exam, constraints faced, infrastructure issues like internet connectivity etc, logistical issues and so on. This will help the organizations to make the recruitment cycle even more streamlined and fast. (Para 2.104)**

**32. The Committee recommends that regular studies should be undertaken to prevent any kind of stagnation at various levels of promotion in CAPFs. Cadre Review of each Para-Military Force must be conducted in every five years without fail. A permanent committee should be in place for looking into the grievances. In case there is stagnation in promotion at any level or there is no further scope of promotion, the option of giving an extra increment may be explored. (Para 2.106)**

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**\*Minutes will be appended at a later stage**

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## **Annexure I**

### **List of all the representatives of the organizations who were present to depose before the Committee:**

#### **Department of Personnel & Training:**

Ms. S. Radha Chauhan, Secretary; and  
Ms. Rashmi Chowdhary, Additional Secretary  
Shri Somdutt Sharma, Joint Secretary (Admn.)  
Shri S.P. Pant, Director

#### **Union Public Service Commission :**

Ms. Vasudha Mishra, Secretary;  
Shri Pushendra Rajput, Additional Secretary;  
Ms. Vinakshi Gupta, Additional Secretary;  
Shri Rajkumar Gathwal, Advisor;  
Shri Puneet Yadav, Joint Secretary;  
Shri Rajkumar, Joint Secretary;  
Shri R.K. Tiwari, Joint Secretary;  
Shri Kamal Saxena, Joint Secretary; and  
Shri A.K. Mishra, F&BO

#### **Staff Selection Commission:**

Shri S. Kishore, Chairman;  
Shri Rajiv Shrivastava, Member; and  
Shri D.B. Singh, Joint Secretary  
Shri Mohan Lal Hirwal, Director

#### **National Recruitment Agency:**

Shri Pradeep Singh Kharola, Chairman;  
Shri Sanjeeb Kumar Mishra, Secretary-cum-CEO; and  
Shri Hemant Kumar Patil, Director.

#### **Institute of Banking Personnel Selection (IBPS):**

Shri Harideesh Kumar B., Director & Executive Head, (IBPS)  
Prof. V. K. Chilana, Sr. Professor & Advisor, IBPS, Mumbai

#### **Railway Recruitment Board:**

Smt. Aruna Nayar, Principal Executive Director (Staff), RRB  
Shri Rajiv Gandhi, Executive Director (RRB)

#### **Ministry of Home Affairs:**

Shri Mritunjay Kumar Narayan, Additional Secretary  
Ms. Pauumi Basu, Director



**Sashastra Seema Bal:**

Shrimati B. Radhika, IPS, ADG

Shri Tsewang Namgyal, IPS

**Indo-Tibetan Border Police:**

Shri Anish Dayal Singh, IPS, DG

Shri Amrit Mohan Prasad, IPS, ADG

Ms. Anisa Hussain, IPS, IG (Estt & Rectt)

**Assam Rifles:**

Lt. Gen P C Nair, AVSM, YSM, DG

Brig VN Kulkarni, Brig (Pers)

**Border Security Force:**

Dr. Sujoy Lal Thaosen, IPS, DG

Shri Sudhakar Upadhyay, IG

Shri N.K. Singh, DIG

**Central Industrial Security Force:**

Shri Udayan Banerjee, Inspector General (Adm)

Shri Deepak Agarwal, Dy. Inspector General (Rectt)

Shri Anil Damor, Asstt. Inspector General (Rectt)

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