CHAPTER II

THE FORMAL STRUCTURE AND PROCESSES OF BUREAUCRACY

The parliamentary system of government prevails in the union of India and also in the States in the Indian Union. In all the States, there are Councils of Ministers responsible to their respective legislatures. The Chief Minister and other Ministers are from among the elected representatives of the people. They look after various government departments and take final decisions in the areas of their jurisdiction. But besides them, there is permanent bureaucracy to assist them in policy formulation and execution. In each State capital, there is a Secretariat comprising of Secretaries, Deputy Secretaries, etc. who look after the administration of various departments for the whole of the State.

For purposes of administration the State of Madhya Pradesh is divided into 45 Districts, which are grouped into 11 Commissioneraries. The Raipur town constitutes the headquarters of a Commissioner as well as the District named after it.

The Commissioner who is a senior I.A.S. officer of the rank of Secretary is the head of the Division. As an administrative and coordinating authority, Commissioner is supposed to act as a link between the Secretariat and the District administration.
The Raipur Division has been divided into three Districts namely Raipur, Durg and Rajnandgaon. The District administration is headed by an officer, who is normally a member of the Indian Administrative Service, designated as Collector and District Magistrate. The Commissioner is the immediate superior to the Collector within his jurisdiction, except in matters where the Collector is the final authority e.g. as District Magistrate.

At the Divisional level and District level various offices are of technical and non-technical nature. Among the technical, the main offices are P.W.D., Irrigation, Agriculture, Health and Veterinary, Electricity, Technical Education. Under the non-technical, the main offices are Revenue, Education, Co-operation, Tribal Welfare, Judiciary and Police.

At the Divisional level these technical and non-technical offices are headed by their Divisional level officers, and at the District by the District level officers. The District level officers are responsible for the execution of schemes and projects at District level, and they work directly under the Collector's and the Divisional level officer's guidance.

The Divisional level officers are responsible for execution of various schemes within their jurisdiction with the help of District level officers and seek
necessary guidance from the Commissioner of the Division. In the present Chapter an attempt is made to discuss in brief, some of the major aspects of formal pattern of bureaucratic structure prevalent in Madhya Pradesh. The broader areas are Salary and Pay Scales, Recruitment, Procedure of Work, Confidential Reports, Grievance, Promotion, Rewards, Transfer and Retirement.

The staffing pattern of the Divisional and District level offices differs from office to office, according to their nature of work. In most of the offices, besides Gazetted Officers, there are posts of Superintendent, Assistant Superintendents, First Grade Clerks and Lower Grade Clerks.

**Salary and Pay Scales**

There were 42 pay scales in the Government of Madhya Pradesh which were enforced on the basis of Pandey Pay Commission Report. These 42 pay scales were admissible with effect from the 1st January, 1972 by making rules called Madhya Pradesh Revision of Pay Scales.¹

The Government has now announced 23 pay scales for the State Government employees against the 42 old pay scales. These pay scales have come into force from the 1st April, 1981.

**Norms Regarding Recruitment in Government Services**

All higher posts in Government of Madhya Pradesh are generally manned by I.A.S. officers. The recruitment
on higher cadres is done and based on fixed procedures and on the basis of rules framed by the Union Public Service Commission. In Madhya Pradesh, not more than 67% of the vacancies of the higher cadres are filled by the I.A.S. officers directly recruited after selection by the U.P.S.C.

According to the M.P. Civil Services (General Conditions of Service Rules, 1961) the various services in M.P. have been classified in the following four categories:

1. State Civil Service.
2. The Subordinate Civil Services.
4. Class IV Services.

Entrance to the services is either through direct recruitment or promotion. The pattern of the recruitment to M.P. administrative and other services such as M.P. Police service and M.P. Accounts service etc. is similar to that of Indian Administrative Services. The recruitment is based on competitive examinations conducted by the M.P. Public Service Commission. The minimum age limit for direct recruitment is 21 years. There is relaxation of 5 years in the higher age limits for candidates belonging to Scheduled Castes and Scheduled Tribes for direct recruitment. For the posts of Assistant Surgeons, Vaidya of Ist Grade and
Assistant Engineers, there is relaxation of 2 years in the higher age limit of 30 years. For candidates already in government service, there is a maximum age limit of up to 38 years for applying to another post in M.P. Public Service Commission.³

Regarding the educational qualification the candidate must hold a degree in Arts, Science (including a degree in Civil, Mechanical, Electrical Engineering, etc.) Commerce or Agriculture from a recognized university.

In general the candidates selected by the State P.S.C. are appointed on a probation basis. A training programme for the selected candidates is arranged at the Lal Bahadur Shastri Institute, Bhopal (M.P.). After entering into government service, the candidates are required to pass the departmental examinations as prescribed by the department concerned and after clearance of the departmental examination, the periodical increment becomes due. A government servant is deemed to be quasi-permanent after completing three years of continuous service.

Entry into ministerial and subordinate services is based on written examinations and interview. The minimum qualifications for the ministerial staff is Higher Secondary School Certificate, with Hindi typing pass certificate. The minimum age for entry in government service is 18 years and maximum 30 years. The
Government, however, has reserved the right to relax the age limit where it is considered necessary. Direct recruitment for ministerial service is made for the post of Second Grade Clerk. The other categories of ministerial services are filled up by way of promotion. This is done mostly on the basis of seniority-cum-merit criteria. The cases of promotion in ministerial cadre are considered by the Departmental Promotion Committee. Now the Government has given a privilege to the clerical staff to appear in competitive examinations for the post of Naib Tahasildar by making the rules called, the M.P. Junior Administrative Recruitment Rules, 1980.4 (Only 10% of the posts of Naib Tahasildar will be filled in by clerical staff).

Similarly the post of civil services are also filled up by way of promotion and the cases are considered by the departmental promotion committee for ad-hoc promotions and then confirmed with recommendation on the basis of the record of the service of the employees. Departmental Promotion Committee is headed by a member of the Public Service Commission. In case of promotion to I.A.S. a member or the Chairman of the Union Public Service Commission heads the Departmental Promotion Committee.

The government of Madhya Pradesh has reserved quotas for Scheduled Caste and Scheduled Tribe candidates.
In Class I and Class II cadre, 15% and 18% of the posts in public services are to be filled in by Scheduled Caste and Scheduled Tribe candidates respectively. Similarly for Class III and Class IV, 16% and 20% posts are to be filled in by Scheduled Caste and Scheduled Tribe candidates respectively. The same percentage of the posts have also been reserved in cases of promotion.

Norms Regarding Procedure of Work

The Superintendent is expected to maintain attendance register and see that the Clerks attend the office punctually and the attendance register is properly maintained. It is also his duty to bring to the notice of the head of the office the cases of serious or habitual unpunctuality for suitable action.

When dak is received in an office, the Superintendent gets his office seal affixed with date stamp on each letter, memorandum, returns, reports, cases etc. He is also required to mark the paper to the concerning clerks and also distribute to the clerks the papers received for disposal from officers.

The papers coming from the local stations are received by the Receipt Clerk of the office and it is sent to the Office Superintendent for marking to the various sections. But the papers and dak envelopes received from the government by post are opened by the
Office Superintendent and sent to the Officer for perusal. Thereafter on receiving back from the Officer, the papers are marked by the Office Superintendent to the dealing assistants of the sections for instructions and putting up for disposal before the Officers. After marking the papers, it goes to Record Room for registration and distribution among the dealing clerks. In general, in all the sections there are lower division Clerks and upper division clerks who puts the papers with relevant files and instructions to their officer in charge through the Assistant Superintendent and Superintendent as the case may be. In cases of pending papers, which could not be disposed off within due time, the Superintendent is expected to call an explanation from the Clerk in charge of the section.

On receipt of the papers (which is known as Papers Under Disposal - P.U.D.) the dealing clerks put the papers with his note along with the previous file, if the paper under disposal is the subsequent reference. If it is the first receipt, a fresh note sheet is prepared by the dealing Clerk and he submits the file to his officer-in-charge through the Office Superintendent or Assistant Superintendent. If the matter on the file requires the orders of the officers, then it is submitted to the higher officer otherwise the file is sent back to the dealing clerk by the officer-in-charge after passing necessary orders.
A file consists of two parts. The first part of the file contains the note sheet and the second part contains the correspondence papers. Both the parts require separate paging and docketing.

All the files are registered in the file register of the section concerned. The file in which future references are expected or further action is required from the subordinate offices or the higher offices, are kept by the respective branches. Such files are said to be current or running files. But the file in which final orders have been passed and no future references are expected are deposited in the Record Room.

The outgoing references and papers are sent by the despatcher after entering such papers in outstation despatch register. In outgoing reference, entry of stamps used is made in the outstation despatch register. The local despatch papers are entered in the local dak book before they are sent to the local offices. In general, this procedure for the receipt and disposal of the papers and files is prevalent in all departments existing at District and Divisional levels.

When a letter, memorandum etc. is received by a dealing clerk, he goes through it with a view to see whether there are previous references which are needed
for disposal. If there is no previous reference or previous references are not necessary for the disposal of the letter, the official puts it with necessary note. Otherwise he takes out previous references, if pending in the office, or obtains from Record Keeper if they have been deposited in the Record Room. Then he puts up the papers with necessary note. Reference and precedents are obtained from the Record Room. A separate requisition furnishing the full details is made to enable the Record Keeper to trace out in Record Room. The Record Keeper is supposed to return the previous references to the dealing Clerk on the same day or early on the next day but should not retain any references for more than two days. The official concerned is responsible for obtaining previous references which are required for the disposal of the letter. The submission of the letter must not be postponed simply because a previous file or reference is not available.

Papers in pending file are to be kept in chronological order paged at both sides and the latest P.U.D. is to be kept at the top and the earliest at the bottom of the file and bear page numbers.

The papers under disposal are always recorded with its subject on the simple form of the note sheet between two full lines and then a office note is written. The number and date of the despatched paper is entered
in the note sheet in red ink by the Despatcher before the file is sent back to the concerned clerk.

The prescribed office hours are from 10.30 A.M. to 5.30 P.M. with an interval from 1.30 to 2.00 P.M. All ministerial staff are required to put their initials at 10.30 A.M. in the attendance register kept by the office Superintendent. An employee coming late for three days in a month will forfeit one day's casual leave.

All the officers are to abide by the provisions of M.P. Civil Services Conduct Rules, 1956. Any breach thereof is liable for disciplinary action.

Confidential Report of the Employees

Annual Confidential Reports on the work of a government servant is recorded by his superior officer for each financial year. For the government servant appointed on probation or temporarily, confidential reports are required to be written half-yearly until they are confirmed.

There are prescribed forms of confidential report for gazetted officers and executive Class III government employees. A separate form is used for ministerial Class III and Class IV government servants. The report comments generally on the way in which the officer has carried out his prescribed duties during the period in question estimating his personality, character and abilities. It should also mention his
relationship with his fellow officers and general public, his integrity and fitness to cross an efficiency bar and fitness for promotion.

The report is required to be prepared in duplicate. The initiation for recording the confidential reports, the superior officers who will record the opinion, and where the reports are to be kept, has been given in the Appendix of the General Book Circular Government of M.P. In case of officers who are on deputation or who are in foreign service, confidential reports are initiated by the officers of the same department where the government servant is on deputation. Such confidential reports are recorded by the superior officers of the parent department from where the government servant was sent on deputation.11

There is a provision for the communication of adverse remarks to the government servant concerned, and it is open to the employee to represent against the adverse remarks. The representation against the adverse entry, remarks should be made within three months of the date of communication.12

The general policy is to discourage the practice of grant of letters of appreciation or notes or recommendation to government servants. According to Government guidelines appreciation of work should be appropriately recorded in the confidential report.13
At Divisional level, the Divisional Commissioner initiates the first opinion of the officers of all departments like Conservator of Forests, General Manager, District Industries, Joint Director of Agriculture, Joint Director Veterinary Services, Joint Registrar, Co-operative Societies, Joint Director Public Health Department etc. Similarly the Collector also records his first opinion in confidential reports of the officers of all departments like Executive Engineer (B & R) and Irrigation, Civil Surgeon, District Health Officer, Divisional Officer, Principals of different Colleges and Secondary Schools, Deputy Director of Agriculture etc.

**Grievance Procedure**

The government servants are to abide by the terms and conditions as prescribed in M.P. Civil Services Rules, 1965. Accordingly, they shall at all times maintain absolute integrity, devotion to duty, and do nothing which is unbecoming of a Government servant. He can also not seek another job, accept gifts nor acquire moveable or immovable property, can not do any trade etc. without intimation and prior sanction. For any breach of rules employees are liable for disciplinary action; and punishment may be imposed on them. For the imposition of punishment the procedure has been laid down in M.P. Civil Services (Classification, Control and Appeal) Rules, 1962
according to which the government servant must be given full and proper opportunity to defend his case. The punishment may be from censure to dismissal from the service as laid down in Rule-10. There are provisions for government to prefer an appeal and to review of orders imposing the penalties under Rule-23 and 29 of Civil Services. There are also instructions for the submission and disposal of petitions, representations etc. other than appeal provided by statutory rules according to which a government servant can submit petitions, representations in matters where questions connected to the service rights or conditions e.g. determination of seniority, supercession of promotion, stoppage of increment, payment of salary, confirmation and suspension. In such cases there will be no objection in sending the advance copy to the next higher authority.¹⁵

Norms Regarding Promotion

In Divisional and Collectorate level offices, only the posts of Second Grade Clerks are filled up by direct recruitment. The post of First Grade Clerk and Assistant Superintendent and Superintendent are filled up on promotion on the basis of seniority-cum-merit. The cases of promotion are considered by the Departmental Promotion Committee. In case of supercession, the promotion is withheld for certain cases and such cases are again put up before the Departmental Promotion
Committee. The employees who are selected for promotion but refused to accept the promotion are also debarred for a certain period.

There are also reservations for the Scheduled Caste and Scheduled Tribe employees as in the case of direct recruitment.16

Procedure of Reward for the Government Employees

If any government servant has done some exemplary work during a particular year, a special mention is made in his confidential report by the superior authorities. No other reward is given to him by way of cash or incentive. In Police Department only, there is a provision for the grant of reward, and these rewards are given in cases like police encounter with decoits, etc.17

Normal Norms of Transfers

Transfers of government servants are made from one post to another by competent authorities. These may be categorised in two parts i.e. normal transfers and transfers other than normal. Normal transfers are generally made between the period of three to five years. But this time limit can be relaxed keeping in view the work performance of the employee.

Transfers other than normal are made generally on the basis of complaints against an employee working
on a particular post, in the exigencies of public interest. A Class III or Class IV government servant who is recruited on district basis is ordinarily not transferred outside the district. On transfer, the government servant gets some joining time to join his duties at his new place of posting.\footnote{18}

Regarding intersectional transfer of clerical staff, the Superintendent may exchange clerks from one section to another with the approval of the head of the office. The Superintendent is also supposed to see that a particular clerk is not allowed to work in any branch for a period of more than three years.

\textbf{Leave}

Casual leave for 13 days in a calendar year is admissible but such leave can not be sanctioned for more than 8 days at a time. The privilege of earned leave, half pay leave, commuted leave, study leave, leave not due, extraordinary leave, maternity leave are admissible as per the provisions laid down in M.P. Civil Services (Leave Rules) 1972.\footnote{19}

The government has also given a privilege of leave travel concession to its employees according to which the government servant gets as per rules upto his home town if within State and upto last Railway Station in case his home town falls outside the State.\footnote{20}
A new scheme of family benefit fund has been introduced from 1st November, 1974 by the State Government in which the Government servant contributes from his monthly salary Rs. 10/- to Rs. 30/- under the scheme. The government servant's family gets a lump sum amount of Rs. 10,000/- to Rs. 30,000/- in case of death while in service. 21

Medical

According to the provision laid down in M.P. Civil Services (Medical Attendance) Rules, 1958 there is a privilege to a government servant to get reimbursement of the medical expenses incurred for the treatment of himself and his family members. 22

The government servant also gets privilege of government quarter which is allotted by the Commissioner in Divisional headquarters and the Collector at District level. But there are not adequate number of government quarters and therefore only a few of the government employees can get this privilege. The employees who are residing in own houses or in rented house of private persons get the house rent allowance. 23 A house rent allowance is admissible to servants of all categories in towns with a population of 50,000 or more. 24

Educational Facilities

The government servant of Class III and Class IV cadre gets the privilege of free education for their
children upto graduation level. A Class II employee also gets this privilege.\textsuperscript{25}

**Rules Regarding Retirement of Government Employees**

A government servant retires at the age of 55 years excepting in the case of Class IV employees for whom it is 60 years.\textsuperscript{26} A government servant is free to seek retirement from service on completion of 15 years of qualifying service. The government may also retire its employees after completion of 25 years of qualifying service even though it may be before attaining the age of superannuation in only those cases where the performance of the government employee is not satisfactory or where integrity is doubtful. But for this premature retirement, three months prior notice is essential from either side. A government job means a life long career with benefits of pension and family pension. There are specific provisions for suspension and dismissal of government servants.\textsuperscript{27} The government servant can seek the redress of grievance in the court of law.

**Pension and Gratuity**

After retirement a government servant is entitled for the pension and gratuity. The pension and gratuity is admissible as per calculation laid down in Rule - 43 of the H. P. Civil Services (Pension Rule, 1976). As per latest rules, after completion of 33 years of
qualifying service the amount of pension is determined after working out the average of the last 10 months salary drawn by the employee. In case of death of a government servant while in service after completion of one year of service, the family members of the government servant are entitled for special family pension for seven years and after that family pension as per rules. In such cases the gratuity amount is admissible if the government servant dies after completing five years of qualifying service. The wife or the elder son or the unmarried daughter of a government servant who dies while in service after completion of one year’s service, is paid the amount of ex-gratia equal to six months salary subject to a minimum of Rs. 4,000/- and maximum of Rs. 12,000/- The government has also given a privilege for Anukampa Niyukti (grace appointment) of one member of the family of the Government servant who dies while in service.

**Summary and Conclusion**

At Divisional level, the head of the Division is the Revenue Commissioner under whom there are Collectors and other Divisional level officers who are responsible for carrying out the administrative and technical work under the guidance of the Commissioner. The set up in the Commissioner’s office is more or less the same throughout the State. The Commissioner is
assisted by Assistant Development Commissioner, Revenue Assistant to Commissioner and Accounts Officer. In the Commissioner's office, ministerial work is done under the supervision of the Superintendent under whom there are Assistant Superintendents and Upper Division and Lower Division Clerks.

The set up of the district office headed by the Collector has also a uniform pattern throughout the State. There is practically no difference in the ministerial set up. It comprises the office Superintendent, Assistant Superintendents, Upper Division and Lower Division Clerks.

At present there are 23 pay scales of different categories of the Government servants of the State which has come into existence from the 1st April, 1981.

Recruitment for the Class I and Class II positions and for the executive posts of Class III is done through the Public Service Commission which conduct competitive examinations. The appointment of ministerial staff and Class IV government servants is made by the departmental heads, divisional and district level officers as per delegation of powers.

The working in Government offices from receipt of the dak to its final despatch is carried out as per rules laid down in the official manual which is supposed to be followed uniformly.
There is a practice of writing Confidential Reports of government servants in order to maintain efficiency and discipline.

Promotions are given to government officials on the basis of seniority-cum-merit.

Government servants are entitled to casual leave, earned leave etc. as per rules. They are also entitled to leave travel concession, free educational facilities for their children and benefit of pension and family pension.

The government servants' retirement age is 58 years. But it is 60 years in case of Class IV government servants.
Foot Notes


12. Ibid, para 10.

13. Ibid, para 15.


15. Ibid, pp. 241-245.


19. K.P. Civil Services Leave Rules, Published by Govt. of M.P. Finance Department, Bhopal, 1979.


25. Ibid,


29. Government of M.P. Finance Department memo No. F-B-1-13/77/M-1-74
