## CENTRAL ADMINISTRATIVE TRIBUNAL PRINCIPAL BENCH, NEW DELHI

O.A.No.1308/88

New Delhi this the Hud Day of January, 1995.

HON'BLE MR JUSTICE S.K. DHAON, VICE CHAIRMAN (J)
HON'BLE MR B.K. SINGH, MEMBER (A)

- 1. Shri R.S. Varma,
   Desk Attachee,
   AVD.I Section,
   Department of Personnel & Training,
   Government of India,
   North Block, New Delhi-110001.
- 2. Shri R.K. Maitra,
  Project Officer,
  AVD.IV Section,
  Department of Personnel & Training,
  North Block,
  New Delhi-110001.
- 3. Shri K.C. Srivastava, Confidential Assistant, Vigilance Cell, Ministry of Home Affairs, North Block, New Delhi-110001.

APPLICANTS

(By Advocate :Shri G.D. Gupta)

## UNION OF INDIA, THROUGH

- 1. The Secretary,
  Ministry of Home Affairs,
  Government of India,
  North Block,
  New Delhi-110001.
- 2. The Secretary,
  Ministry of Personnel, Pablic
  Grievances & Pensions,
  Government of India,
  (Department of Personnel & Training)
  North Block,
  New Delhi-110001.
- 3. Shri Sudarshan Kumar
- 4. Shri C.M. Nagarajan S.
- 5. Snt. Harinder Kaure S.
- 6. Shri C.M. Sharmacs.
- 7. Shri K.P. Harikumar 5
- 8. Shri Sathyan N. N.
- 95 Shri K.M. Laloct
- 10. Shri Inder Mohan Sharma J.

11. Shri B.P. Thomas A. 12. Shri Pawan Kumar Aggarwal 13x Shri Vimlesh Kumaro an ig 14. Shri A.K. Mondal S. 15. Shri Narender Kumar Kesari S. 16. Shri K.K. Bajaj &S. 17. Shri Shakti Kapoor . 5. 18. Shri Laxmi Narayan Anchal 19. Shri M.S.S. Nair, A 20. Shri Y.P. Dhingra es. 21. Shri Gurdev Singh Basran°5 22. Shri Karam Chand Jakhu 23. Shri Khushal Chand 65 24. Smt. Ganga Vaidyanathan 25. Shri K.K. Padmana bhan 26. Smt. Vimla Bakshi .5. 27. Ant. Lakshmi Karupos. 23. Shri Suresh Datt Kaushik S. 29. Shri Kamlesh Kumar Kalra 5. 30. Shri 8. Sivakumar os. 31. Shri Satya Babu M. S. 32. Shri Virender Kurar Sharma 5 33. Smt. S.P. Madan's. 34. Shri Exetentar Vir Singh A 35. Shri Vinay Kumar Sekhri 63. 36. Shri R.K. Bandyopadhyaya 38x Shri Ram Phal Singh o resignat 37. Shri Babu Ram's. 39. Shri Chander Prakashe5' 40. Shri Virender Singh . 5. 41. Shri Vijay Kumar Srivastava Sr 42. Shri Rajan C.O. 35. 43. Shri Rabindra Narain Misra

44. Shri Vinod Kumar Wadhawan S.

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45. Shri Hans Raj Jakhar \$5.

46. Shri Surjit Singh 3

47. Shri Vilay Kumar 5.

48. Shri S. Prakash Shokhandacs.

49. Shri Dharam Pal Khatree of

50. Shri Pradip Kumar Mandale S.

51. Shri S. Nagarajanes.

52. Shri Babu Lal . 5.

59. Shri Randhir Singh .

54. Shri Khichan Lal's.

85. Shri Ishwar Singhf S.

56. Shri Rohtash Singh . S.

57. Shri V.D. Alam 8.A.

58. Shri Khem Chand Yadav 5.

59. Shri Pradeep Naroth Natiyala 5.

60. Shri Jagan Ial. 5.

61. Shri Vijay Kumar Guptacs.

62. Shri Pushan Kumar Banerjee 6

63. Shri Vijay Kumar Chopra cs.

64. Shrimati V. Jindal 5

65. Shri Sube Singh Ahlawat . 5.

66. Shri Kul Bhushan Rishio S.

67. Shri Sita Ram Prashar 5.

68. Snt. Valsala Hariharan 55

69. Shri Thomas N.J. 6.5.

70. Shri Rajesh Kumar Jain S.

71. Shri R. Vaidyanathan A

72. Shri Harish Chander cs,

73. Shri Alok Mukhopadhyay

745 Shri Inirudha Narain Mishrac Yesigad.

76. Shri Krishna Dutt 5

76. Shri D. Chandra Sekhara Rao S.

77. Shri Jagdish Chander Bain A

78. Shri P. Ulganathan A.

79. Shri Gurmeet Singh Matnaroo S.

80. Shri Raman Mehracs.

82. Shri Swaran Kanthe Vi. 78 to 12 83. Ont 81. Shri J.S. Dahia 53

83. Smt. T. Kundhayics.

84. Shri S.K. Chakraborty 55.

85. Shri J.S. Guptass

86. Shri Ranjit Bijani 🗲

87. Smt. Lalit Prabhacs.

88. Shri K.L. Setia 5.

89 Shri Hardyal Singho resigned.

90. Shri Virender Kumar o 5.

91. Shri N.K. Jauhar 5.

92. Shri Rati Ram A -

93. Shri Pratap Singh Ulka 55.

94. Shri Arjan Dev Jhamb o recite med.

95. Shri Stanislaus Minzes.

96. Kum. Rita Bhardwajes-

97. Smt. Bhooma S. Kumar S

98. Shri Sitanshue Chakraborty 5.

99. Smt. Saroj Jaisia 05.

100. Shri K.K. 30yes.

101. Shri P.S. Chauhan 5.

102. Shri R.S. Phungashin os

103. Shri Yangkholum Toulhand A

104. Shri N. Satyanarayan 5-

105. Shri G. Vijayaraghavanes.

106. Shri P.B. Manies

107. Sat. S. Ananth \$5

103. Shri Subhash Bhattacharya o S.

109. Shri A.K. Mishra S.

110. Shri D. Paulos

111. Shri Dalip Kapoor S

@ 112. Yet To Join - S. No.347 of Seniority List Dt.2.1.86

113. Kum. Bandana Banerjee 5

114. Shri R.K. Pandey o A.

115. Shri G.S. Namboothiry 5

- 116. Shri A.K. Srivastava,
- 117. Kum Neeraj Kataria
- 118. Shri A.K. Mukhopadhyay
- 119. Shri Jatender Babar
- 120. Shri B.L. Kural
- 121. Shri S.L. Barodia
- 122. Yet to Join Sl No.367 of Seniority List dt 2.1.86 ... Respondents

Respondent No.3 to 122 through The Secretary, Ministry of Home Affairs, Government of India North Block, New Delhi-110001.

(By Advocate : Shri B. Lall for Respondent No.1 & 2 ) Shri K.K. Rai for Respondents No.3 to 122)

## JUDGEMENT

## Mr B.K. Singh, Member (A)

This application is directed against Order No.6/22/86-CS(I)dated 14.7.1987 the Under Secretary, Department bу Training, to the Personnel & effect , that the applicants being promotee Assistants cannot claim their seniority over the directly recruited Assistants the dates subsequent to the on dates of appointment of the applicants in spite of the fact that quota rule had broken down completely as a result the rota rule could not be enforced.

2. The applicants belong to the Central Secretariat Service cadre of the Ministry of Home Affiars, Government of India,

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They are governed by Central Secretariat Service Rules, 1962. These rules have been amended from time to time and regulations in regard to the fixation of Inter- Se Seniority of the promotees on the basis of the Limited Departmental Examination, and those of direct recruits, have also been issued. With the constituion of the service, the rules came into effect from Ist October, 1962.

3. The applicants were initially appointed as Lower Division Clerks in the Central Secretariat Clerical Service on the following dates:-

Applicant No.1 on 20.11.1953

Applicant No.2 on 27.8.1955

Applicant No.3 on 16.3.1956

They were promoted as Upper Division Clerks on the following dates :-

Applicant No.1 on 20.1.1966

Applicant No.2 on 30.9.1970

Applicant No.3 on 10.1.1973

After clearing the Departmental Examination they were selected and promoted as Assistants. The applicant No.1 was promoted on an adhoc

30.11.1973, through a DPC, w.e.f.basis 1.12.1973. The Applicant regularly, on No.2 was promoted on a regular basis/clearing a Limited Departmental Examination on 13.01.75. Applicant No.3 was promoted on an adhoc basis w.e.f. 4.1.1980 and on a long term 17.12.1981. After basis through DPC on were nominated to their promotion they the Ministry of Home Affairs. The Respondents Nos 3 to 122 are directly recruited Assistants on the basis of the Assistants Grade Examinatconducted in different years. which these respondents joined date on the post of Assistant as direct recruits has been enclosed as Annexure'C' year-wise the O.A. A perusal of the statement the dates on which these respondents joined will show that they were appointed between 1974 and 1982. It would be seen that all of them were appointed after Appli-Some of them were appointed cant No.1. after Applicant No.2 and some of them were appointed after Applicant No.3.

7. A Seniority list was issued vide
Office Memorandum dated 2.1.1986 in which
the respondents Nos 3 to 122 were placed

This is Annexure above the three applicants. The applicants 'D' enclosed with the O.A. claim that the said respondents have been shown senior to the applicants wrongly in the said Seniority List dated 2.01.1986 because the said respondents had joined later than applicants and the seniority of the said the applicants respondents vis-a-vis other promotees Assistants should be deterthe basis of continuous mined on of service and not on the basis of quotarota rule, since quota-rota rules had collapsed. In this connection, the applicants have filed a statement showing the number of vacancies which arose every year in various Ministries/Deptts /Central Secretariat in the direct recruitment quota and the the year of examinations held and the number of vacancies which were actually filled up by the method of direct recruitment, and the number of vacancies which remained unfilled and were consequently filled up by promotees. This Annexure 'E' enclosed with the The applicants claim that they are entitled to seniority from the date on which they were promoted on adhoc basis since the said promotions on adhoc basis were followed bу promotion onlong term/regular basis

and the applicants were never reverted and eventually were regularised in their posts as Assistants; through a regularly constituted DPC. Thus constituted DPC. The entire length of service on an adhoc basis should be computed for their seniority.

- applicants in the O.A. have 8. The when they know of averred that came to Seniority List published on the 2.01.86, representation they made and have also alleged that this list was not circulated to the individual officers.
- 9. The reliefs prayed for by the applicants are these :-
- (a) to allow the application of the applicants with costs.
- b) Quashing the seniority list as issued vide Memorandum dated 2.1.1986.
  - ii) declaring the applicants entitled the seniority not on the basis rule 18, Regulation 3(3) of the Fourth Schedule  $\mathsf{of}$ the Rules 1962, but on the basis of a length οţ of service/date joining with all consequential benefits like

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promotions to the higher posts from the date from which the juniors of the applicants were promoted.

- to determine the seniority of the applicants on the basis of length of service/date of joining with all consequential benefits including promotions to the higher posts from the date from which their juniors were promoted.
- their reply contesting the grant of reliefs prayed for in the O.A. Heard the Learned Counsel Shri G.D. Gupta, for the applicants and Shri B. Lall for the official respondents 1&2 and Shri K.K. Rai, for Private Respondents 3 to 122 and perused the record of the case.
- 11. The main arguments advanced by the learned counsel for the applicants was that though the posts of Assistants were required to be filled up by the method of direct recruitment and also through

promotion as per quota fixed for the two sources of recruitment but the quota could not be maintained and that there was collapse of the quota rule. In view of this collapse, he relied on the judgements delivered in the case of Shri J.S. Lamba & Others vs Union of India and the judgement of this Hon'ble Tribunal principal Bench in case of Shri K.N. Mishra Vs. Union of India. His contention was that once quota collapsed, of seniority required to the ruledetermined on the basis of quota to be worked out on the roster will also collapse and in such a situation the seniority will the basis of date of be determined on Нe further joining/length  $\mathsf{of}$ service. contended that on a perusal of the various statements/charts enclosed with the O.A. it is evident that the direct recruitment did not take place simultaneously for promoting UDCs. when DPC  $\mathtt{met}$ the rank of Assistants and the direct recruits joined subsequently in their quota. argued that once the quota collapsed Не

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seniority cannot be determined as per rule 18 read with Regulation 3(3) of the Fourth Schedule of the Rules of 1962 as amended The seniority in such from time to time. a situation will be determined on the basis of the length of service. This unfortunately has not been done. In this connection, he argued that by not taking into consideration the length of service of the promotee assistants a very unjust situation has been created and he cited the example of Mr. S. Minz at Serial No.288, Annexure who was actually appointed as Assistant through direct recruitment 20.5.1982 onhas been shown senior to the applicants who were promoted as Assistants as far back as in 1973, 1975, 1981, respectively. Similarly, Shri Alok Mukhopadhyay who appointed as Assistant through direct recruitment on 22.1.1980 has been given seniority Shri B.D. Mathur, who was promoted as Assistant on 24.5.1973. The learned counsel for the applicant argued that Shri Alok Mukhopadhyay whose Date of Birth is April,1954 must have been 8th studying a school or college when Shri Mathur in promoted as Assistant 24.5.1973 was on rendered a regular service for

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than six years, in the post of more Assistant and put in longer years of service as LDC/UDC in the Department. He distinguished the facts of the present case with that of Karampal Vs Union of India. The facts circumstances according to him and the reason that is different and on the facts the Hon'ble Supreme Court circumstances of that case came the conclusion that the quota had not collapsthere. But in the present case, it argued that there was total collapse of the quota and, therefore, the seniority rule laid down in the Rules of 1962 cannot apply and the seniority has to be determined on the basis of the dates of joining/length of service. This is more so since their promotions were on long term/regular basis through a DPC and they were never reverted and continued to hold the post till they were regularised. He also argued that the quota operates in regard to substantive vacancies and not posts and he also quoted



observations of the Hon'ble Supreme Court to show that substantive vacancy is a vacancy, which is notadventitious or fortuitous i.e. for a few weeks or months. In the instant case it was argued that the promotions made against substantive vacancies were long term basis through a regularly DPC. constituted Applicants continued hold these posts and they were never reverted and eventually were regularised in their posts.

The provisions of Central Secretariat Service Rules, 1962 are based on quotarota system. The rules are clear on the subject. The intention of legislature or its delegate has to be interpreted from the language of the statutory provisions. In the instant case, the Central Secretariat Service Rules are clear and unambiguous and the court is precluded from speculating. The courts are bound by the mandatory provisions of the legislature or its delegate. The Central Secretariat Rules, 1962 been made under proviso to Article 309 of the Constitution on behalf of President of India. When words are plain and imambiguous, the Courts the same have to convey and interpret correctly. We do not find any vagueness in the Central Secretariat Service Rules, 1962 and the seniority has to be determined with reference to quota system prescribed for promotees and direct recruits. It is true that as a result of various factors, for two years only, the quota could not be filled according to prescribed rules but this can be treated as exception to the quota rule and cannot be deemed as its total collapse.

13. is true that in certain, years there was delay since direct recruitment time-consuming process involving advertisements, receipt of applications, their processing, issue of admit cards, holding of examination, declaration results etc followed by interviews. All must be admitted to be a very cumbersome process and the delay involved in is natural. This is not so in the case of Limited Departmental Examinations where only the departments are asked to sponsor eligible candidates and the examination is held by the U.P.S.C. Similar is the

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not involve cumbersome processes as compared to the direct recruitment.

14. true that the promotees have the grievance of working continuously and getting regularised at a later date and and subsequently getting confirmed against whereas substantive posts/ the direct recruits who join. but because of their quota, later have the advantage of being placed above them on the basis of vacancies in their quota. Since the seniority has to be determined with reference /the year allotment and the inter seniority was determined per incorporated in the Central Secretariat Service Rules, 1962, we do not find any incongruity in it.

The anomaly in the rules was also causing anxiety the authorities and in order to ensure justice to its own employees, both direct recruits and promotees, amendment to rules were made on 19.01.1970 but these were made effective from 1.08.1969. A perusal these rules themselves will show a11 that this was just to remove the mischief and defect, in the Central Secretariat Service Rules, 1962 where direct even a coming much later then the promotees , was



placed above them, and just to remedy that situation the rules were amended in 1970 retrospective effect i.e. We have 'to interpret the original 1.8.1969. statutory provisions along with the amendments brought in the provisions contained, harmonious manner. The 1970 rules only try to remedy anomalouss situation fixation of seniority. And in order in ensure justice to the promotees visthe direct recruits, the amendments were made by the delegate and this amendment of rules is within the competence of the delegate to whom these powers to make rules and to amend them has been conferred under proviso to Article The policy and object of this amendment is clearly to remedy a situation which was causing hardship to a group of employees vis-a-vis others who were classified as two sub-groups within the same group. The amended rules of 1970 brought force retrospectively with into from 1.8.1969 are honest, fair and equitable and these  $\underline{/}$  remedy the situation which was causing hardship to the promotee officers. This case is fully covered by the Judgement of the Hon'ble Supreme Court

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in the case of Karam Pal, etc. Petitioner Union of India and others, Respondents And Ram Sarup Kanwar, Petitioner Vs. Union India, Respondent. The same issue was discussed at great length ∠and; decided by a Bench of the Hon'ble Supreme Court, comprising Hon'ble Mr. Justice P.N. Bhagwati, Amarendra Nath Sen and Ranganath Misra, JJ wherein /was held that as long as Recruitment Rules 13 and 18 of the Central Secretariat Rules, 1962 hold the field regarding seniority of assistants and there is substantial compliance, with the quota rule, Courts cannot interfere. the present case also the seniority was fixed on the basis of the Central -

Secretariat Rules, 1962. A perusal

of the pleadings on record Pclearly shows was substantial compliance in that there implementing the schemes as envisaged in these Therefore, the contention regarding rules. collapse of the quota is not tenable. Only in two specific years, there was delay in filling up vacancies of the direct recruits and some of these vacancies were transferred to the promotees of Select List. held by the Hon'ble Supreme in the absence of challenge to the Rules the Regulations the resultant and

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situations flowing from compliance of the same are not open to attack. It is correct to say that quota and rota have got to go hand in hand and if the quota is not properly adhered to the rota system must fail. In fact scheme is such that it can operate in an appropriate manner when recruitment is effected through both the processes as envisaged.

The field which these Central Secretari-Rules cover is a very wide one, and it covers Assistants in all the Ministries and Offices specified in the First Schedule. It is only with a view to maintain the efficiency of the service and at the same time to meet the functional requirements and exigencies of the service that separate cadres have been formed in respect of the Assistants and Section Officers different Ministries. It was further pointed that out in the judgement / notwithstanding the fact that these cadres are different, the scheme makes provisions for promotional avenue taking all of them into consideration. Ιf there has been substantial compliance in implementing the scheme under the Rules, judicial interference is not called

bureaucratic set in democracy up is alive to situations of hardship and try to remedy that situation. And this fact in the light of / that the Hon'ble Court had discussed the previous decision in the case of PS Mahal (AIR 1984 SC 1291) and a number of decisions of the Hon'ble Supreme Court were also cited particularly those of N.K. Chauhan State Gujarat (1977)ì SCR 1037  $\mathsf{of}$ Marvyn Continho v. Collector of Customs, Bombay, (1966) 3 SCR 600: and P.S. Mahal, Janardhana (1983) 2 SCR 936. In case of P.S. Mahal and A. Janardhan, the Hon'ble Supreme Court proceeded on the footing that there had been a break down in the enforcement of the quota rule. Once the quota rule fails, the rota can no be enforced without causing prejudice to Officers with longer periods of service in the cadre. Thus the ratio of the aforesaid cases could not be applied to the cases of Karampal etc as Petitioners Vs Union India ofOthers and Respondents, as Sarup Ram Kanwar Petitioner Vs as of India as Respondents since except minor exceptions there is no material



to support the contention that the vacancies have not been filled up by following the prescribed quota as per the Central Secretariat Rules, 1962.

the instant case, the learned Ιn counsel for the applicants pointed that a batch of direct recruits have been placed above a group of promotees by operation of the quota rule and that the fixation of seniority was arbitrary. As stated above that except in two years, there was no break down and the question of collapse the quota rule cannot be accepted. of The working chart placed before us reflected the actual position. While referring to the chart, we are fully satisfied that been substantially the quota rule has implemented in accordance with the Regulations 5 (2)(e) (I & (II).

17. As stated above the Hon'ble Supreme

Court has also endorsed the view that

we are taking in this that there is a

considerable delay involved in the process

of direct recruitment because it involves

advertisements, receipt of applications,

their processing, issue of admit cards,

holding of examination, declaration of results, followed by an interview. All these processes consume a lot of time and there is considerable delay and it is also true that more than a year is lost before a direct recruit joins a post in his quota.

The Hon'ble Supreme Court held 18. Karampal etc vs Union of India & Others "that the Government have taken a rational view taking into consideration the delay involved in direct recruitment while computing length of service and for computation of length of service there is a particular provision in the Central Secretariat Service This was not open to challenge Rules. as an arbitrary provision." The Hon'ble Supreme Court also felt that "a very intricate is involved in giving effect to process the scheme and in harmonising the claims of the officers belonging to the different cadres. Mathematical precision be expected in a matter like this and adoption of a test of such accuracy with ascertaining whether Articles view to 14 and/or 16 of the Constitution are violated would not be appropriate."



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19. The Court also referred to challenge to Rule 18 of the Scheme " in the matter of fixation of seniority in the case of P.C. Sethi Union of India, ν. stated that (1975)3 201: and /it was negatived SCR by the Hon'ble Supreme Court. The Hon'ble Supreme Court, in the aforesaid decision also discussed Regulation 3(3) of the Fourth which provides Schedule that inter seniority of direct reecruits and promotees shall be according to the quota of substantive vacancies in the grade reserved for direct recruits and promotees respectively. The Rules make a detailed provision for giving effect to the quota rule and since officers are drawn from different sources & provision also been made for fixing their inter has se seniority. The Hon'ble Supreme Court in the case of Karampal referred  $\underline{/}$  the scheme contained in the Central Secretariat Rules particularly Regulations 3 (3) of the Fourth Schedule which provides for fixation not arbitrary and are se seniority. It further held that the rules/ the Rules and the Regulations intended effect to the scheme are not ultra vires of either Article 14 Article 16 of the Constitution. The applicants

in the present case have not questioned the quota rule itself since it will mean an attack on Central Secretariat Rules 1962, because the quota scheme is an integral part of the Central Secretariat Rules, 1962.

20. Amendment to Rules in January, 1970 having a retrospective effect, with effect 01.08.1989 does remedy the situation to a great extent. The scheme has now been fully streamlined in the light the various decisions and observations of Hon'ble Supreme Court and consequently fixation of seniority has also been streamlined. With amended rules coming into force from 1.01.1969, there be no heart-burning in the Officers. burning, may be there but it will be reduced to the minimum as a result of 1970 amendments. The Hon'ble Supreme Court in case of Keshava Chandra Joshi & Others Vs Union of India & Another discussed the decisions the Hon'ble Supreme Court's implications of in case of Narender Chadha. Finally the Hon'ble Supreme Court held that if the provide  $\frac{1}{2}$  the  $\frac{1}{2}$  procedure  $\frac{1}{2}$  to concerned rules inter se Seniority between direct recruits and promotees, the seniority has

determined in that manner. the Full Bench of the Principal Bench in TA No.43/87 decided on 5.2.93 held that promotions by way of adhoc or stop-gap arrangement made due to exigencies of service and not in accordance with the rules cannot count for seniority. The same view was held by Hon'ble Supreme Court in case of Ashok Gulati Vs B.S. Jain. According to accepted canons of service jurisprudence seniority of a person appointed must be reckoned on the basis of rules or instructions requirements and an adhoc appointment to meet functional / cannot be taken into account for the purpose of seniority even if the appointee was qualified to hold that post. The same proposition of law was reiterated in the case of (1) The Direct Recruits Class II Engineering Officers Association Vs State Maharashtra  $\mathsf{of}$ JT 1990 (2) SC 264.

21. In view of the norms laid down by Hon'ble Supreme Court and also in view of the fact that there was substantial compliance with the quota rule and also in view of the fact that rules of 1962 held the field till their amendment in January

1970 applied retrospectively with effect from 1.08.1969 no judicial interference is called for in unsettling settled matters of inter-se seniority determined on the basis of statutory provisions and regulations contained in Central Secretariat Rules 1962 and accordingly this O.A. fails and is dismissed leaving the parties to bear their own costs.

(B.K. SINGH)
MEMBER (A)

(S.K. DHAON)
VICE CHAIRMAN (J)

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