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**IN THE CENTRAL ADMINISTRATIVE TRIBUNAL  
JODHPUR BENCH AT JODHPUR**

**O.A.No.396 of 2011**

Reserved on: 6.7.2012

Date of order: 31.7.2012

**CORAM**

**Hon'ble Mr. B K Sinha, Administrative Member**

Vijay S/o late Shri Bhura Lal,  
R/o Khatikon-ka-Baas, Mahamandir, Jodhpur  
(Dependent son of Ex-Conservancy Safaiwala  
Bhurala S/o Jawari Lal, HQ Jodhpur Sub Area C/o 56APO). ...Applicant

(By Advocate Mr. S.P. Sharma)

Vs.

1. Union of India through the Secretary  
Ministry of Defence, Govt. of India,  
Sena Bhawan, New Delhi.

2. The Addl. Directorate General of Staff Duties  
SD0-7 (Adm. Civs) General Staff Branch,  
Army Headquarters, DHQ PO  
New Delhi-110 011.

3. The Adm. Commandant,  
Army HQ Jodhpur Sub Area (Station Cell)  
C/o 56 APO.

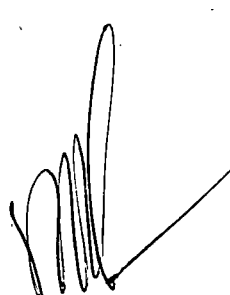
.....Respondents

(By Advocate Mr. Vinit Mathur ASGI with Adv. Mr. Ankur Mathur)

**ORDER**

The instant OA is directed against the Office Order No. 8600/2/Q6 dated 3 Aug 2011[A1] of the Adm. Commandant, Army HQ Jodhpur Sub Area (Station Cell) rejecting the request of the applicant for appointment on compassionate grounds on the basis of Circular dated 20.9.2005 issued by the 2<sup>nd</sup> respondent. [A2].

***Reliefs sought***

- (i) *By an appropriate order or direction of this Hon'ble Tribunal, the impugned order dated 3.8.2011 (Annexure.A/1) passed by the respondent No.3 and so also impugned circular dated 20.9.2005 issued by the 2<sup>nd</sup> respondent may very kindly be declared unsustainable in the eye of law and consequently the same may very kindly be quashed and set aside.*
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- (ii) **The respondents may very kindly be directed to immediately provide regular appointment to the applicant, to the post of Group D or conservancy safaiwala, on compassionate grounds in any unit of Respondent No.3 in place of his father late Shri Bhura Lal, conservancy Safaiwala who passed away on 26.7.2007, while in service.**
- (iii) **Any other appropriate relief which this Hon'ble Tribunal deem just and proper in the facts and circumstances of the case may be passed in favour of applicant.**
- (iv) **The original application of the applicant may be allowed with the cost.**

***Case of the applicant***

2. The case of the applicant, in brief, is that he is the only surviving dependent son of late Shri Bhura Lal S/o Shri Jawari Lal, who expired on 26.7.2007 while working as permanent Conservancy Safaiwala in the office of the third respondent. The applicant also submits that he has his mother and one younger sister alive. The applicant has produced the death certificate issued by Jodhpur Municipal Corporation [A6]. The applicant submits that when his father fell seriously ill during 2007, he requested for appointment of his son (the present applicant) as he was not in position to discharge the duties and the applicant was given a temporary appointment as Conservancy Safaiwala. However this was discontinued within three months and his father was directed to continue his duties. After death of his father, his mother and himself met R3 and getting the service dues/family pension and vide letter dated 30.6.2008 [A7] the family pension was released to applicant's mother. However the applicant was not given any compassionate appointment, even though oral assurance was given by R3. On 3.5.2011 [A-11] applicant submitted an application for compassionate appointment before R3. Since no reply was received he sent an application under RTI Act vide application dated 7.7.2011[A12]. In response to that Annexure.A1 order dated 3.8.2011[A1] has been passed and communicated to the applicant, in which it was stated by the respondents that his case cannot be considered as the Conservancy Posts have been declared a dying cadre in the department and his application has been rejected. It is averred that the rejection of the applicant's request for compassionate appointment on the basis of

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Annexure.A2 Circular of the department is arbitrary, illegal and unjustified on the face of it, because the respondents have simply avoided offering compassionate appointment to the applicant. He has stated that Scheme for compassionate appointment has been made for giving appointment to the dependents identifying the family to be indigent, so as to provide immediate relief to the family in harness. Since the respondents have not forwarded the application for compassionate appointment to higher authorities, the request was not properly considered and orders passed by the higher authorities.

***Case of the respondents***

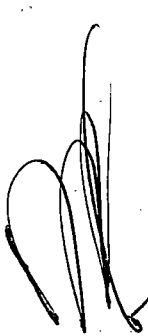
3. The respondents filed counter affidavit opposing the original application. They submit that the impugned order has been passed by the R3 on the basis of Army Headquarters letter dated 20.9.2005, which states:

***"1. Ref.DOPT Om No.2/8/2001-PIC dated 16 May 2001.***

***2. As per Para 2.45 of DOPT OM ibid, vacancies under 5% quota for compassionate appointments are to be worked out from the vacancies approved by the Govt. for direct recruitment under annual direct recruitment plan. MOD has pointed out that the consy estt has been sanctioned by the local army authorities and not by the MOD and consequently has stopped recruitment. The consy staff has thus become a dying cadre.***

***3. The proposal was taken up with DOPT to allow to utilize 5% of annual wastage vacancies of consy staff for making compassionate appointment as strength of other categories under SD Dte is very meager and consequently does not have any vacancies under 5% quota from them for compassionate appointments. DOPT has not agreed to the proposal for the reason that compassionate appointments cannot be allowed in the dying cadre.***

***4. In view of the foregoing, it is requested that the Stn HQs under your command be advised not to forward the applications of the dependents of the consy staff dying in harness to Army HQ (SD-7). The applicants may be explained the Govt. decisions given in paras 2 and 3 above and the applications returned to them."***



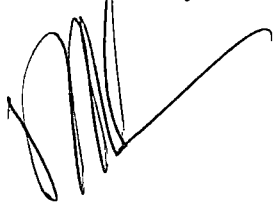
4. They have further stated that all the dues of the deceased employee have been paid to the applicant. They submit that the applicant does not figure as the son of Shri Bhura Lal anywhere in the service documents of the latter. Even though one Banti's name has been mentioned in the CGEIS Scheme, his name figures nowhere in the dependent application. They have also stated that out of 29 years and 6 months service, Shri Bhura Lal was on Extra Ordinary Leave without any and allowance for 10 years and 11 months. The contents of the above letter has been explained to the applicant and his mother who appeared before R3 in person and that no assurance was given to them, as averred in the original application that assurance has been given to them that the applicant will be granted appointment on compassionate grounds. The applicant's mother is getting family pension in addition to the terminal benefits of his late husband. There is no provision for temporarily employing a person in place of permanent conservancy employee. Hence they prayed that the O A may be dismissed.

***Stand of applicant in rejoinder:***

5. In the rejoinder the applicant states that he is the son of Shri Bhura Lal and the name as Banti is the house name of applicant, by which with love he is called in the family. As proof to show that he is the real son of late Bhura Lal, he has produced Annexures.A13,A14,A15, A16,A17 and A18. He has also stated that the letter Annexure.A2 is not issued by the Government of India, Ministry of Defence. If Conservancy Safaiwala post is not available, the applicant should have been considered for other Group D post, as per the scheme of the Government of India for compassionate appointment.

***Facts in issue:***

6. The only issue for consideration here is that whether the right to compassionate appointment is available to the conservancy Safaiwala. The case of the respondents is solely based upon the instructions of the Army HQs communicated by the Memo dated



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20.09.2005 as cited in para 3 of this order. For sake of ready reference, the afore order of the Army HQs is being reproduced below for easy reference:-

***"1. Ref.DOPT Om No.2/8/2001-PIC dated 16 May 2001.***

***2. As per Para 2.45 of DOPT OM ibid, vacancies under 5% quota for compassionate appointments are to be worked out from the vacancies approved by the Govt. for direct recruitment under annual direct recruitment plan. MOD has pointed out that the consy estt has been sanctioned by the local army authorities and not by the MOD and consequently has stopped recruitment. The consy staff has thus become a dying cadre.***

***3. The proposal was taken up with DOPT to allow to utilize 5% of annual wastage vacancies of consy staff for making compassionate appointment as strength of other categories under SD Dte is very meager and consequently does not have any vacancies under 5% quota from them for compassionate appointments. DOPT has not agreed to the proposal for the reason that compassionate appointments cannot be allowed in the dying cadre.***

***4. In view of the foregoing, it is requested that the Stn HQs under your command be advised not to forward the applications of the dependents of the consy staff dying in harness to Army HQ (SD-7). The applicants may be explained the Govt. decisions given in paras 2 and 3 above and the applications returned to them."***

7. It is evident from the above facts that the conservancy Safaiwala cadre being a dying cadre, the benefit of compassionate appointment is not given to his members. The very fact that this cadre has been declared a dying cadre indicates that it is not to perpetuate itself. As and when the members of this cadre superannuate, the post held by him is declared a dead post and no fresh recruitment is made in its lieu. Hence, the logic is that the cadre should come to an end truly and meaningfully as oppose to this, there is the view that the appointments need not be made against the post of conservancy Safaiwala but against any posts in Group 'C' & 'D'. Further, that there is no specific bar to stop recruitment in place of personnel in a dying cadre being given compassionate appointments. Here, it would be proper to go into the definition of the Government servant here. Note II defines 'Government servant' ***"for the purpose of these***

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*instructions means a Government servant appointed on regular basis and not one working on daily wage or casual or apprentice or adhoc or contract or re-employment basis.*” Note III provides that: *“Confirmed work charges staff’ will also covered by the term ‘Government servant’ mentioned in Note II above.* Note V provides that: *“Re-employment’ does not include employment of ex-serviceman before the normal age of retirement in a civil post.”* This implies that a certain classes have been excluded from this programme on the basis of a reasonable differential. The view of the DoPT is also understandable that since the vacancies are confined to just 5% of the total vacancies arising for Direct Recruitment, the atmosphere is become rarified and exclusion has to be made so that the really deserving get it. This appears to be necessary in the interest of the deserving.

8. The respondents have relied upon certain decided cases namely: (i) **Smt. Amrawati Devi & Anr Vs. UOI & Ors** : OA No.243/2008, **Mukesh Kumar Vs. UOI & Ors** : (2007) 8 SCC 398, **Smt. Santra Devi vs. U.C.O Bank & Anr** : 2010 (4) CDR 2143 (Raj.), **Trilok Chand Kawad vs. Javari Lal Marlecha & Anr** : 2010 (4) CDR 2146 (DB), **Bhawani Prasad Sonkar vs. UOI & Ors** : (2011) 4 SCC 209. The case of **Smt. Amrawati Devi & Anr Vs. UOI & Ors** (supra) deals with a different issue that where the applicant was working on a continuing post, compassionate appointment could be given. In **Mukesh Kumar Vs. UOI** (supra) the ratio is completely different as being one of indigence. In **Smt. Santra Devi vs. U.C.O Bank & Anr** (Supra) the question was that whether the compassionate appointment could be given when the deceased employee has been facing charges during his service period. **Bhawani Prasad Sonkar vs. UOI & Ors** (supra), deals with the medically decategorised employee.

9. It has been held by this very Tribunal that compassionate appointment is not a matter of right but of dispensation and a weak dispensation at that too. In a decided case, this very Tribunal has held that the claim of the compassionate appointment is moderated by four doctrines- (i) the doctrine of competitive indigence, (ii) the doctrine of Immediacy, (iii) the doctrine of eligibility, and (iv) the doctrine of regular service, as has

been cited above in the definition of 'Government servant'. In Smt. Kamla vs. UOI & Ors, : OA No.129/2012, this Tribunal has held:

*"It emerges from above that compassionate appointment being a special dispensation from the Government to a particular class of employees is limited in character. Even if a person were eligible it does not imply that he will be appointed. The impugned order also mentions that no cases are considered individually at the Unit/Office level at the level of the Army Headquarters for the entire country by a Board of Officers to find the most deserving cases in acute financial distress/more indigent in comparison to other similar cases. This amounts to a competitive eligibility in hardship. A person may remain eligible and yet not appointed while the dependants of an employee dying at a later date may on account of more severe hardship. Merely dying in harness does not bestow eligibility. This brings us to the next issue."*

10. It is well appreciated that in absence of statutory provisions, the directives of the DoPT will have effect of sub-ordinate legislation and will be good and binding. In the instant case also, I see no reason whatsoever to quash the impugned orders, which is based upon the directives of the DoPT.

11. The OA is, hence, disallowed without costs.

  
(B K SINHA)  
Administrative Member

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