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PUBLIC PERSONNEL ADMINISTRATION

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INTRODUCTION

The Indian administrative structure is basically a legacy of the British rule. The different structural and functional features of Indian administration, such as the secretariat system, all-India services, local self-government, district administration, budgeting, auditing, police administration, revenue administration, etc., have their genesis in the British Raj. Public personnel administration in India comprises the public services of the country. The public personnel administration has certain characteristics which are different from the private administration in many ways. Public personnel administration has to cater to the needs of a larger number of people and is engaged with the supply of varied services. No policy, programme or rule can be made successful without the proper utilization of human services. Thus, the government is dependent upon the public personnel system for the implementation of its programmes.

This book, *Public Personnel Administration,* has fourteen units, each of which deals with a different aspect of personnel administration. You are going to learn about the scope, concept, significance and features of public personnel administration, the importance and status of personnel administration in India. It also deals with promotion and training, its types and theories and the maladies of the same. The book also deals with the process of recruitment, meaning and importance of promotion, outline of the growth of personnel administration in India, and the various laws and Acts enforced regarding personnel administration.

This book is written with the distance learning student in mind. It is presented in a user-friendly format using a clear, lucid language. Each unit contains an Introduction and a list of Objectives to prepare the student for what to expect in the text. At the end of each unit are a Summary and a list of Key Words, to aid in recollection of concepts learnt. All units contain Self-Assessment Questions and Exercises, and strategically placed Check Your Progress questions so the student can keep track of what has been discussed.

BLOCK I
BASICS OF PUBLIC PERSONNEL ADMINISTRATION

UNIT 1   OVERVIEW OF PERSONNEL ADMINISTRATION

Structure

1.0 Introduction
1.1 Objectives
1.2 Meaning, Nature and Scope of Public Personnel Administration
1.3 Characteristics of Public Personnel Administration in India
1.4 Functions and Significance of Personnel Administration
1.5 Answers to Check Your Progress Questions
1.6 Summary
1.7 Key Words
1.8 Self Assessment Questions and Exercises
1.9 Further Readings

1.0   INTRODUCTION

The 21st century has seen enormous changes in how businesses operate geographically, driven by twin revolutions in transportation and telecommunications. They have both made operations across borders easier and, to an increasing degree, essential. Add to that the advance of free trade as a political driving force more strongly than at any time in the past century, and we have had powerful forces for change. However, with change comes the increasing complexity of working across multiple time zones, with multiple cultures, economic and political situations, and business environments.

Public personnel administration is a branch of human resource management that is concerned with the acquisition, development, utilization, and compensation of a public organization's workforce. Human resources grew as a purely national discipline and to this day remains subject to largely national legislation on all aspects of employment. In other words, few HR professionals and few line managers are truly prepared for the new global world. In addition, operating globally requires you to rethink how you view HR and operate in a global environment. Consequently, we contend that globalization will be the biggest single challenge facing HR professionals over the next century.

1.1 OBJECTIVES

After going through this unit, you will be able to:

- Examine the meaning, nature and scope of public personnel administration
- List the characteristics of public personnel administration in India
- Discuss the functions and significance of personnel administration

1.2 MEANING, NATURE AND SCOPE OF PUBLIC PERSONNEL ADMINISTRATION

Public personnel administration refers to the process of human resource management. It is an important part of public administration and is also integral to the field of human resource management. It has now become the buzzword in the operational aspects of organizational functioning. In order to make personnel administration effective, transparent and accountable, a sound and successful public policy administration is needed for the smooth functioning of the organization.

Effective utilization of human resources in the achievement of organizational goals is the major objective of personnel administration in India. Personnel administration is essential for the establishment of an adequate organizational structure and desirable working relationships among all members of the organization. It enhances the process of integrating the individual and the various informal groups within the organization. Within its scope are also included commitment, involvement and loyalty. It stands for acknowledgment and fulfillment of individual requirements and group targets. In addition, the scope of public personnel administration goes beyond maximizing opportunities for individual development towards their advancement. On the basis of societal demands, it works towards maintenance of high morale within the individual in the organization. In short, it can be said that personnel management is the process of acquiring and developing skilled employees and retaining them to put forth their best efforts to increase the effectiveness of an organization.

Hence, *organizational planning and development, recruitment and selection of the employees* are the immediate functions of the public personnel administration.

The primary aim of public personnel administration is *to develop an appropriate organizational structure to ensure effective work performance.* This also includes *determining organizational goals and designing inter-personnel relationships.* An important function of personnel administration is to obtain qualified and competent persons for different positions of the organization. There is a need for *man-power planning, keeping in view the long-term and short-term needs of the organization.* Besides, placement of employees at right jobs for which they are competent, initiating the employees or acquainting them

with the organization and its needs and objectives is also an important function of personnel administration.

Thus, we see that personnel administration or personnel management, to be more precise, is an important aspect of management. A sound personnel policy, therefore, is a pre-requisite for efficient management. The objectives of personnel administration are briefly summarized in the definition of personnel administration given by Felix A. and Lloyd G. Nigro (1981). According to them, 'Public personnel administration is the process of acquiring and developing skilled employees and of retaining them to put forth their best efforts.'

Scope of Public Personnel Administration

In developing countries public administration occupies the central place in the scheme of ordering social activities but not so in the developed countries. This is because, in countries like India, people look up to Public administrators for their basic living. The state in a developing country still has unfilled spaces. The result is that in a developing country every activity carries potential significance, and it is the administrator who defines the job and not otherwise. In the Government of India or for that matter in any organization, certain posts are considered to be more prestigious than others, and this may not be completely denied. Yet, an apparently important but not a very prestigious organization like the Ministry of Civil Supplies offers enormous opportunities of good work which carries meaning even to the common man. The waxing and waning potentialities of activities are much more in developing countries. In a sense, each activity which public administration in a developing society undertakes entails enormous scope for expansion, however ordinary it may apparently look. Take for instance, public distribution system being handled by public administration in India. An administrative head of such a programme may take a limited view of his task and may confine the programme to, say, wheat and rice. But public servant of a public-spirited nature may easily expand the scope of public distribution programme and may include many more items of daily consumption.

A question is often raised about public administration being subject to local conditioning, ecological and cultural factors. This way of analysis assumes that public administration necessarily bears the impact of locally sensitive factors and exhibits the influence of such traits in its functioning.

In developed countries, public administration is generally viewed as playing a limited role. The infrastructure is very developed and widespread, and is under private ownership and management. This puts a limit to the role and functions of public administration. In contrast in developing countries the prerequisites and basic amenities of good life are either absent or inadequately developed with the result that the state is called upon to create and manage the infrastructure itself. The state, in other words, must set up educational institutions because there are no educational facilities available in the society and besides, the private enterprise is not strong enough to take up the responsibility.

It follows from the above that the role of public administration in a developing country is much more quantitative while in a developed country it is much more qualitative. In a country like India, a critically important thing is to first open a school manned by one teacher. It is only when the schools have been set up that the question of quality arises. But in the developed countries the concern of public administration is basically of a qualitative nature.

There are other differences also. In a developed country, public administration finds itself increasingly under a compulsion to justify itself in terms of the private enterprise. The general belief is that private enterprise is efficient and must not only stay as such but expand where necessary, and many activities currently being operated by public administration should be handed over to private sector.

Yet, the fact is that public administration of a developing society is ill-prepared and ill-motivated for the tasks lying before it. Human societies may fall into three broad categories—'primitive', 'developing', and 'developed'. Today, most, if not all countries in the world are either developed or developing. Fred W. Riggs has used his own unique terminology for the three categories of societies: fused, prismatic and diffracted. Each society has its own administrative sub-system, and public administration of a prismatic, that is developing, society is known as 'sala' model. Public administration of developing countries is inefficient, corrupt and slow-moving. It largely works for itself and not for the people as other institutions in the society are weak and cannot control it. Favouritism and nepotism characterize the personnel practices in the developing countries. There is extravagance in administration. These are some of the marks of a 'sala' model.

The new movement today demands a radical curriculum change to facilitate meaningful studies which are oriented to the realities of personnel administration to make it effective in the prevalent scenario today.

Change

To serve the cause of social equity is to actively work for social change. This is the motto of new public administration. The attack is on the status quo and against the powerful interests entrenched in permanent institutions. The new public administration is unwilling 'to allow enslavement to permanent institutions' that steadily grow into self-permanent institutions' that steadily grow into self-perpetuating power centres of dominant interests. The Minnowbrook participants explored ways of institutionalizing change and remedying the bureaucratic tendencies of big organizations.

The movement that started at Minnowbrook has been criticized as anti-theoretic, anti-positivist and anti-management (in the manipulative sense). Its positive value lies in bringing public administration closer to political science. In fact, the movement has been successful in integrating public administration with the basic concerns of political theory. The client oriented, normative and socially conscious public administration, as advocated by the new movement, is of direct relevance

for the 'third world' countries as well, where public administration is in dire need of de-bureaucratization and basic, qualitative transformation.

Values

The new public administration movement made clear its basic normative concern in administrative studies. It rejects value-concealing behaviourism as well as procedural neutrality of traditional public administration. It disagrees with the approach of behaviourists and positivists and condemns the notion of a value-free social science. Concerned with the values and issues of justice, freedom, equality and human discipline, espousing the cause of the weaker sections of the society should be the main thrust. Ramesh K. Arora writes, 'New public administration not only rejects the notion of a value-neutral scholar, but also that of a neutral bureaucrat. Conversely, it advocates personal commitment of administrators to the goals that the administrative system is designed to achieve.'

Nicholas Henry observes, 'the focus was disinclined to examine such traditional phenomena as efficiency, effectiveness, budgeting and administrative techniques, conversely, the NPA was very much aware of normative theory, philosophy and activism. The question it raised dealt with values, ethics... if there was an overriding tone of the NPA, it was a moral tone.'

Social Equity

The proponents of new public administration found 'social equity' as the most common vehicle for guiding human development. So the realization of 'social equity' should be the purpose of public administration. Social equity means that public administrators should become champions of the underprivileged sections of the society.

Frank Marini said: 'The purpose of public organization is the reduction of economic, social and psychic suffering and the enhancement of life opportunities for those inside and outside the organization.'

Fredrickson has gone a step further and adopted a bold social-equity attitude: 'A public administration which fails to work for changes which try to redress the deprivation of minorities will likely be eventually used to repress those minorities'.

Globalization and Public Administration

The Twenty-third International Congress of Administrative Science held in Dubai by the International Institute of Administrative Science (IIAS-Brussels) discussed in depth the challenges posed by globalization and the possible administrative responses to them. The participants felt that the government will have to undergo a total restructuring of roles, politics, organizations and practices to enable the public sector to contribute to the competitiveness of the national economy and to its integration in the global market.

The Congress took note of the serious challenges posed by MNCs on 'maneuvering around national policies and regulations' thus posing a serious challenge to the sovereignty of the state and it expressed the feeling that:

There is a theoretical vacuum with regard to national and international economic and development policies in the context of globalization. A new economic theory is needed to address the permeability of national economies as driven by transnational corporations, economic blocs and the new GATT Agreement, and to guide public policies in this regard. Regarding privatization and the minimalist state strategy, the report of the Congress added:

> 'For this strategy to be successful, the market must be well functioning; the private sector must be capable and well developed; income distribution must be equitable and regulatory capacity of the state strong. Most of these requirements are lacking in most developing countries.'

The Congress was very particular about the need to strengthen the capacity for governance at all levels in order to cope up with the challenges of globalization. The convergence of politics and administration puts in focal positions the institutional capacity of the apex of government, i.e., the presidency, the cabinet and the ministers, as strategic actors and as managers of strategies. Thus, capacity building and reform efforts directed to that level are considered to be essential prerequisite for, and an important component of, reforming the management of public policies and strategies.

In many countries which imitated the governing systems of their colonial masters, the generalist ministers chosen on political considerations are increasingly becoming liabilities rather than assets in facing the challenges of multinational corporations and globalization. If the system is maintained through coalition ministries, the situation is worse. The example of some of the Indian states where only political considerations to hang on to power keep coalitions together is all the more disastrous.

Similarly, countries which give preference to seniority rather than merit and experience for promotions to top bureaucratic positions, find it difficult to get competent civil servants to hold crucial meetings and to conduct strategic negotiations with international organizations and multinational corporations. It is imperative to increase political and bureaucratic capabilities in this respect.

Ethical Factors in Public Administration

In the context of globalization, the ethical dimension of state policy and implementation is equally important. The powerful onslaught of aggressive marketing by multinationals can be met with success in the interest of the nation and its people only by men and women of total integrity and commitment to national interests. This is equally applicable to politicians and bureaucrats involved in the policy-making process. Transparency in all transactions is a must. Fortunately, there is a growing academic interest in both business administration and public

administration, the former introducing courses in business ethics and the latter studying and discussing corruption and related issues in governments. These need to become part of the curricula of training institutions for the business and government sectors.

Check Your Progress

1. What is the primary aim of public personnel administration?
2. What does the term 'social equity' imply in the context of public administration?

1.3 CHARACTERISTICS OF PUBLIC PERSONNEL ADMINISTRATION IN INDIA

The public services of the country comprise public personnel administration in India. It has certain features which are different from the private administration in numerous ways. It does not exist in a vacuity. It is the artefact of elementary public policy. It functions under public inquiry. It reflects general social and economic circumstances and it has an uninterrupted influence upon general welfare. Without the proper utilization of human resources, no policy or programme of the government can run smoothly. The government is reliant on the public personnel system for the implementation of its programmes. Contemporary Public Personnel Administration is a heritage of the past. The distinguished characteristics of public personnel system as brought forward from the British Rule were the following:

- It was 'elitist', exclusive in attitude and methodology.
- It exhibited authoritarianism in action and conduct.
- It sustained innocuous and extensive remoteness from the public.
- It developed organizational severity and functional aloofness.
- It was too hierarchic and precedent adherent.
- It had no human relations orientation.
- It had feudalistic and separatist attitude and temper.
- The civil servants must have qualities such as honesty, loyalty, fairness, dynamism, impartiality and so on.

The personnel administrative system in the country has developed sure functionalities and dysfunctionalities over an era. In order to make the system more effective and efficient the dysfunctionalities have to be appropriately recognized and removed. The Conference on Personnel Administration held in 1968 under the auspices of Indian Institute of Public Administration, New Delhi, lay that "the existing personnel system did not meet the necessities of a desirable personnel administrative system. The existing system leaned too heavily on cadres. Our elite are more "status-oriented" rather than "attainment-oriented". The cadre

system's sanction is based on the criterion of an outdated selection system through means of a purely academic examination. The inevitabilities i.e., the desirable features of a good and sound personnel system were recognized as follows:

- The unsurpassed man for the job.
- Intensifying professionalization.
- Competitiveness in selection for higher administrative positions.
- Appointment to be job-oriented and not rank trapped.
- Incentives for better performance.
- Equal pay for equal work.
- Neutral evaluation of performance.
- Lucid promotion and personnel development system.
- Appropriate organization of functions of government.
- Appropriate policies and practices to permit best personnel performance.
- Bureaucrats assist all political parties in power without being prejudiced. It has only dedicated to work and duty and not to any particular party dogma.
- They represent rational form of an organization.
- The resources of the organization are distinctive from the bureaucrats who cannot use them in their individual capacity. Official revenues and private income are strictly alienated.
- Effective synchronization between organizations of governance.

The Indian Institute of Advanced Study (October 1973), had organised a Seminar on "Public Services and Social Responsibility", in Shimla. Some of the apparent insufficiencies and flaws of the public service system in India were accepted and deliberated. They were bureaucracy, especially its higher stratums, had developed a class eccentric. In operation, its influential role is frequently subordinated, and it emerges as an end in itself. The gap flanked by the administration and the citizen is widening.

In contemporary times, we find that bureaucracy is insensitive to the needs of its citizens. The public services are powerless through their size. Nowadays, officialdom has become a slow-moving and dull-witted colossal. There are ambiguities and irreconcilabilities at divergent stages of bureaucracy. Numerous hostilities flanked by these stages paralyze the entire machinery. The public services are becoming increasingly insufficient in taking up the responsibilities and challenges. Even in the upkeep of law and order, officialdom frequently finds itself unsuccessful. In the economic field, its performance has usually been poor. It has hardly been able to take a vibrant view of the incipient predicaments. It tries to cure today's ill with yesterday's remedies, quite often these do not work. The generalist tradition still prevails, on the contrary, need of the day is specialization. Little attention appears to be given to evolving structures for specialized roles to meet the

challenges of the emerging constellation of social needs. In the general area of policy creation, the public services have not given a resounding account of themselves; they act through instincts and perception rather than trained insights. To make the bureaucracy adapt well to the development tasks, changes are needed both on structural and behavioural fronts. Structurally, de-emphasis of hierarchy has been suggested to get rid of the conventional organizational pyramid, the centralized set-up and interpersonal conflicts. Psychologically, as has been pointed out, the bureaucratic personnel need to be sensitized to the requirements of the underprivileged and weaker sections, inspired to take up new and innovative steps towards administrative reforms, and appreciated for their inventiveness and enthusiasm. There is a need for development bureaucracy, which is not insular and inward looking in approach. Administrative changes are required to make the bureaucracy goal-centric, results specific and people-oriented.

Our bureaucracy is based on the merit system and as such classification of governmental position is a necessity for a career service is a necessity. It licenses coherent standards or norms to be set-up for the selection of personnel, permits consistency in the process of describing divergent kinds of jobs, and creates an alike basis for giving equal status and equal pay for equal work.

There are two well-recognized systems of classification, one is Rank Classification, and the other is Duties or Position Classification. India follows the system of rank classification. In India, the public personnel are classified into "classes as well as "services". We have four classes of service, class I, class II, class III, class IV, these are now described Group A, B, C and D services, corresponding to differences in the responsibility of the work performed and the qualifications required.

Another way of classification is into "services . Public personnel in India are directly recruited to dissimilar services, for example, Engineering Service, Archaeological Service, Post and Telegraphs Traffic Service etc. Once the public personnel are recruited to these services, they continue to be the members of the scrupulous service until they retire or resign. At present, public services are classified into the following classes:

- All-India Services
- Central Services, Group A, B, C & D
- State Services
- Specialist Services
- Central Secretariat Services, Group A, B, C & D

Rank classification system is very easy to comprehend and administer, it encourages mobility through expediting transfers within the services, it is malleable in operation, and it opens more career opportunities for individuals. But this kind of system violates the principle of "equal pay for equal work", it does not describe the contents of any job in detail, it does not explain what is expected of a post. You will study about the concept of classification of services in detail in Unit 3.

1.4 FUNCTIONS AND SIGNIFICANCE OF PERSONNEL ADMINISTRATION

To achieve the objectives stated above, personnel management has to perform a number of functions in the modern state, such as the following:

1. **Organizational planning and development:** Developing an appropriate organizational structure to ensure effective work performance. This also includes determining organizational needs and designing inter-personnel relationships.

2. **Recruitment and selection of employees:** An important function of personnel administration is to obtain qualified and competent persons for different positions of the organization. There is also a need for manpower planning keeping in view the long-term and short-term needs of the organization. Besides, placement of employees at right jobs for which they are competent, initiating the employees or acquainting them with the organization and its needs and objectives, transfer of employees to more suitable positions and providing them promotion opportunities are also important.

3. **Training and executive development:** Training of employees to increase their efficiency and effective job performance is another important task of personnel administration. The training function includes identification of training needs, provision of suitable and effective pre-entry or introductory training, on-the-job training, as well as training for development.

4. **Salary administration:** No organization can work efficiently or effectively for long unless its employees are paid adequately, equitably and fairly for the labour and work they put in to achieve the objectives of the organization. Hence, salary administration constitutes an important aspect of personnel administration. Merit, pay or financial incentives and grant of bonus may also be included in this function of salary administration.

5. **Motivation and morale:** Personnel administration is also responsible for motivating the employees to work for the organization and developing ways and means for improving and maintaining high morale among its employees. For this morale and attitude, surveys are to be conducted and suitable policies and programmes are to be executed.

6. **Management-employee relationship:** The personnel administration has to take care that there exists a healthy relationship between the management and the employees. Thus, it has to evolve effective measures for settling disputes and redressing grievances of the employees.

7. **Employee welfare and service record**: Personnel management has to maintain complete records of the employees relating to their qualifications, job performance, special aptitude and other personnel matters. Besides, it

has to make satisfactory provision for the welfare of the employees such as provision of medical services, safety of workers at work, recreation and other welfare programmes.

The discussion above emphasizes the need to evolve a concrete action plan, for gearing up the government machinery. The focus is to provide a responsive, accountable, transparent and clean administration to the people. At the same time, it is important to address issues of reform and morale in the civil services. An action plan should include initiatives in the following areas:

- Making administration accountable and citizen-friendly
- Ensuring transparency and the right to information
- Taking measures to cleanse and motivate civil services

Such reforms involve conscious intervention in the bureaucracy to introduce changes, infuse dynamism and motivation, and redefine functional relationships of the people as well as structural units in the bureaucracy. It underscores the fact that there are problems or bottlenecks in the administrative system or the system of governance, which act as impediments in the performance of the government. Such reforms have a primary purpose which is to support the objectives of national development. In the given context, the concept of administrative reform or civil service reform include both structural and behavioural changes or institutional and attitudinal changes. Changes in the administrative apparatus generally rest on the assumption that there is always a better alternative to the *status quo.* Therefore, in the process of implementing deliberate and planned social actions, the established administrative system is transformed to achieve maximum efficiency, organizational effectiveness and responsiveness in the delivery of services to the people. The efforts are aimed at increasing the capability of the administrative system for accelerating the attainment of development goals.

However, before we proceed on the types of reforms that are needed to achieve the desired effect on the administrative agencies it would be appropriate to clarify that no reform is an end in itself. Reform in administration is a continuous process; there is a permanent place for administrative reform in the study and practice of public administration. For this reason, administrative reform has to be institutionalized. Every public organization is expected to keep up with the state of the art and the latest ones to promote innovation. The other important aspect is that administrative reform will not be effective unless there is a strong political and public support for it. The weakest point in the reform cycle is not diagnosis or formulation but implementation. The follow up of reforms is of immense value in the scheme of reforming efforts, if the reforms are not to remain a paper exercise.

Objectives of Public Personnel Administration

There are seven objectives of personnel management they are as follows:

(i) Effective utilization of human resources in the achievement of organizational goals

(ii) Establishment and maintenance of an adequate organizational structure and desirable working relationships among all members of the organization

(iii) Securing integration of the individual and informal groups with the organization and thereby their commitment, involvement and loyalty

(iv) Recognition and satisfaction of individual needs and group goals

(v) Provision of maximum opportunities for individual development and advancement

(vi) Maintenance of high morale in the organization

(vii) Continuous strengthening and appreciation of human assets

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Check Your Progress

3. List any two features of a sound personnel system.

4. Name the two well-recognized systems of classification of public personnel administration existing in India.

5. List the objectives of public personnel administration.

1.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The primary aim of public personnel administration is to develop an appropriate organizational structure to ensure effective work performance. This also includes determining organizational goals and designing inter-personnel relationships.

2. Social equity means that public administrators should become champions of the underprivileged sections of the society.

3. Two features of a sound personnel system are the following:

   (i) Intensifying professionalization

   (ii) Competitiveness in selection for higher administrative positions

4. There are two well-recognized systems of classification of public personnel administration existing in India — one is Rank Classification, and the other is Duties or Position Classification.

5. The objectives of public personnel administration are the following:

   (i) Effective utilization of human resources in the achievement of organizational goals

   (ii) Establishment and maintenance of an adequate organizational structure and desirable working relationships among all members of the organization

   (iii) Securing integration of the individual and informal groups with the organization and thereby their commitment, involvement and loyalty

(iv) Recognition and satisfaction of individual needs and group goals

(v) Provision of maximum opportunities for individual development and advancement

(vi) Maintenance of high morale in the organization

(vii) Continuous strengthening and appreciation of human assets

1.6 SUMMARY

- The 21st century has seen enormous changes in how businesses operate geographically, driven by twin revolutions in transportation and telecommunications. They have both made operations across borders easier and, to an increasing degree, essential.

- Public personnel administration is a branch of human resource management that is concerned with the acquisition, development, utilization, and compensation of a public organization's workforce.

- Public personnel administration refers to the process of human resource management. It is an important part of public administration and is also integral to the field of human resource management.

- In developing countries public administration occupies the central place in the scheme of ordering social activities but not so in the developed countries. This is because, in countries like India, people look up to Public administrators for their basic living.

- In developed countries, public administration is generally viewed as playing a limited role. The infrastructure is very developed and widespread, and is under private ownership and management.

- To serve the cause of social equity is to actively work for social change. This is the motto of new public administration. The attack is on the status quo and against the powerful interests entrenched in permanent institutions.

- The new public administration movement made clear its basic normative concern in administrative studies. It rejects value-concealing behaviourism as well as procedural neutrality of traditional public administration.

- The Twenty-third International Congress of Administrative Science held in Dubai by the International Institute of Administrative Science (IIAS-Brussels) discussed in depth the challenges posed by globalization and the possible administrative responses to them.

- In the context of globalization, the ethical dimension of state policy and implementation is equally important. The powerful onslaught of aggressive marketing by multinationals can be met with success in the interest of the nation and its people only by men and women of total integrity and commitment to national interests.

- The personnel administrative system in the country has developed sure functionalities and dysfunctionalities over an era. In order to make the system more effective and efficient the dysfunctionalities have to be appropriately recognized and removed.

- In contemporary times, we find that bureaucracy is insensitive to the needs of its citizens. The public services are powerless through their size.

- Our bureaucracy is based on the merit system and as such classification of governmental position is a necessity for a career service is a necessity.

- An important function of personnel administration is to obtain qualified and competent persons for different positions of the organization.

- Personnel administration is also responsible for motivating the employees to work for the organization and developing ways and means for improving and maintaining high morale among its employees.

- Reform in administration is a continuous process; there is a permanent place for administrative reform in the study and practice of public administration. For this reason, administrative reform has to be institutionalized.

1.7 KEY WORDS

- **Personnel management:** It is the process of acquiring and developing skilled employees and retaining them to put forth their best efforts to increase the effectiveness of an organization.

- **Manpower planning:** It is the process of estimating the ideal number of individuals required for completing a project, task or a goal within stipulated period.

- **Motivation:** It is the process of stimulating people to actions to accomplish the goals.

1.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Write a short note on the scope of public personnel administration.

2. List the essential characteristics of public personnel in India.

3. What are the functions of public personnel administration?

Long Answer Questions

1. 'In developed countries, public administration is generally viewed as playing a limited role.' Justify this statement.

2. How has public administration improvised in the globalized scenario? Discuss.

3. Analyse the significance of public personnel administration in India.

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UNIT 2 PUBLIC SERVICES, ADMINISTRATION SYSTEM AND PERSONNEL MANAGEMENT

Structure

2.0 Introduction
2.1 Objectives
2.2 Public Services and their Role in Administrative System
2.3 Concept, Nature and Scope of Personnel Administration and Personnel Management
2.4 Answers to Check Your Progress Questions
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2.6 Key Words
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2.0 INTRODUCTION

The role of public services in the administrative machinery of a country cannot be undermined. An efficient, responsive, transparent and accountable public administration is of paramount importance for the proper functioning of a nation. Even the United Nations has recognized the need of reforming the public administration. Public administration reform can be very comprehensive and include process changes in areas such as organizational structures, decentralization, personnel management, public finance, results-based management, regulatory reforms and so forth. It can also refer to targeted reforms such as the revision of the civil service statute. This unit will examine the role of public services in the administrative system, and the concept, nature and scope of personnel administration.

2.1 OBJECTIVES

After going through this unit, you will be able to:

- Examine the role of public services in the administrative system
- Define personnel management
- Analyse the nature and scope of personnel management

2.2 PUBLIC SERVICES AND THEIR ROLE IN ADMINISTRATIVE SYSTEM

It has become axiomatic in modern public administration that bureaucrats ought to be selected on the basis of universalistic, achievement criteria, best expressed in an examination system; and that employment should be for a career. The pressure of the international advisers and the demand for technically qualified personnel to staff the program-oriented services of modern government has meant the proliferation in all the developing countries of civil service and personnel systems rooted in the merit and career concepts. Indeed, so deeply engrained are these ideas that even to question their utility is to risk castigation as a heretic and subversive.

The civil service in its modern institutional form as a merit system is to be observed in all the successful market economies but in none of the planned economies or import-substitution economies, whether these regimes are authoritarian or democratic.

There is a strong consensus in the international development community on the need for civil service reform in developing countries. The civil services of the more advanced countries enjoy merit selection, insulation from undue political influence, and – to the extent possible – arrangements to promote the productivity of civil servants.

The civil services of the developing countries tend to be large, underpaid and politicized. Senior cadres lack professional depth and often fail to provide any chain of continuity in government over the longer term. As a result, delivery of public services tends to be inefficient and, often, beset by corruption. In the last decade or two, you have come to recognize the salience of the institutional factors in the economic and social development, and the consensus view is that reforming the civil services of developing countries more or less according to the model provided by the advanced countries would be central to making governments more effective.

Many developing countries have, often with the help of the donors, sought to promote merit-based reforms along the lines of the richer countries: entrance to the service based on competitive exams, protection of civil servants from arbitrary removal, and protection of their political neutrality and policing of this service by an independent body. Indeed, civil service reforms have proven among the most difficult of developmental reforms to sustain, and there is little evidence that nationally or donor-inspired reform efforts have met with much success.

This first step suggests some interesting propositions relevant to the application of the universal reform model to civil service reform in developing countries.

- First, patronage systems are not the universal evil now supposed: they had their political advantages and they worked under certain conditions.

- Second, reforms only come to fruition when they are moved by powerful external forces. Notably, merit-based civil-service reforms were initiated in the nineteenth century when popular or economic demands for better public services overcame the political class's preference to use civil-service appointments as the currency of politics (or the means of personal gain).

- Third, civil service reforms evolved under different political traditions and in different ways in different countries, though they tended to converge – amazingly closely, perhaps – on a similar institutional model, the merit system.

- Fourth, there was no such thing as quick reform; laws may get written quickly, but the reforms typically took a number of decades to become more or less universalized across the executive branch.

- Fifth, the trend towards professional civil services with a protected merit status has also meant the development of the civil service as a powerful public-sector institution and interest group in its own right.

- Sixth, merit-based reforms, while solving some problems, created others—notably, they often undermined civil servants' incentives to be efficient and responsive.

As a result, there is a continuing tension in these countries between the merit-based principles that lead to management inflexibility and the 'managerialist' principles that lead to greater flexibility, but also often open the way to greater politicization

It suggests three propositions to explain why civil service reforms have proven so difficult in developing countries.

- First, the revolutionary political conditions – The emergence of new interests with the need and the power to promote a more efficient and honest public administration – have not been met in many countries. Some of these countries are characterized by spoil systems that provide the currency of political competition, others by the continuing vigour of traditional systems (where, for instance, kinship ties are important) which frustrate reform movements.

- Second, governments are significantly larger than in the past as a result of modern ideological approaches to development, as well as the local articulation of political demands. This has led to large civil services, often characterized by public welfare employment, whereby public jobs are provided to a large part of the population as a means of ensuring their political support. It has proven very difficult to reduce such high levels of employment, while they have led to fiscal crisis and personnel performance problems.

- Third, many of these large civil services have emerged as strong interest groups capable of challenging reform efforts.

Change the mindset; recognize reform failures more openly; develop a more balanced view of the relative advantages and disadvantages of merit and patronage systems; rethink the issue of lifetime tenure for civil servants; and understand the lessons from history better, the nature of politics and the transferable lessons from contemporary cases of successful reform.

Think of the alternative approaches to reform; look for ways of separating the welfare aspects of current civil-service regimes from their service-delivery aspects; promote schemes that recognize politics in senior civil-service appointments; concentrate on selective approaches to reform.

2.3 CONCEPT, NATURE AND SCOPE OF PERSONNEL ADMINISTRATION AND PERSONNEL MANAGEMENT

All organizations, small or big, need someone who is concerned with the welfare and performance of persons involved in their operations. When any individual or a group of individuals undertakes the tasks of supervising programmes and setting policies affecting all those associated with the company, they are said to be engaged in the process of personnel management. In other words, personnel management is the responsibility of all those who manage people in an organization. The terms 'human resource management' (HRM) and 'human resources' (HR) are used synonymously with the term 'personnel management'.

There are several definitions of personnel management, such as:

- Personnel management is the part of management that is concerned with people and their relationships at work.

- Personnel management refers to administrative discipline of hiring and developing employees so that they become more valuable to the organization.

- Personnel management is defined as the function performed in an organization that facilitates the most effective use of people (employees) to achieve organizational and individual goals.

- Personnel management refers to the activities designed to provide for and coordinate the human resources of an organization.

- Personnel management is viewed as a system in which participants seek to attain both individual and group goals.

- Personnel management is the planning, organizing, directing and controlling of the procurement, development, compensation, integration, maintenance and reproduction of human resources to the end that individual, organizational and societal objectives are accomplished.

- Personnel management is defined as that field of management which has to do with planning, organizing and controlling the functions of procuring, developing, maintaining and utilizing a labour force, such that the (a) objectives for which the company is established are attained economically and effectively, (b) objectives of all levels of personnel are served to the highest possible degree; (c) objectives of society are duly considered and served.

Objectives of Personnel Management

Objectives refer to predetermined goals to which individual or group activity in an organization is directed. Organizational objectives and individual and social goals influence the objectives of personnel management. Every organization has some objectives and every part of it should contribute directly or indirectly to the attainment of desired objectives. Objectives determine the character of an organization and serve as the basis for voluntary cooperation and coordination among employees. They also provide benchmarks or standards of evaluating performance. The primary aim of personnel management is the promotion of effectiveness of the employees along with performance of their allotted duties. This is achieved by the substitution of cooperation in the common task in place of the suspicions and hostility which have so long been characteristic of relations between employees and employers. According to the Indian Institute of Personnel Management:

Personnel management (Personnel management) aims to achieve both efficiency and justice, neither of which can be pursued successfully without the other. It seeks to bring together and develop an effective organization, enabling the men and women who make up an enterprise to make their own best contribution to its success both as an individual and as a member of a working group. It seeks to provide fair terms and conditions of employment and satisfying work for all those employed.

Objectives of personnel management are derived from the basic objectives of an organization. In order to achieve organizational objectives, integration of employer's interests and employee's interests is necessary. The objectives of personnel management may be summarized as follows:

The objectives of personnel management may be summarized as follows:

- Improving the service rendered by the enterprise by boosting the morale of employees, which leads to the development of more efficient individuals and improved group performance.

- Managing change to the mutual benefit of all stakeholders.

- Establishing in the minds of those linked to the enterprise—employees, shareholders, creditors, customers and the public at large—the fact that the enterprise is rendering the best possible service and is fairly distributing its benefits among those who have contributed or are contributing to its success.

- Creating and utilizing an able and motivated workforce to accomplish the basic organizational goals.

- Recognizing and satisfying the needs of individuals and teams by providing adequate and equitable wages and incentives.

- Employing the skills and knowledge of human resources efficiently and effectively to achieve organizational goals.

- Strengthening and appreciating human resources continuously by providing training and developmental programmes.

- Enhancing job satisfaction and self-actualization of employees by encouraging and assisting every employee to realize his full potential.

- Providing favourable atmosphere to maintain the stability of employment.

- Developing and maintaining a Quality of Work Life (QWL) in such a way that employment in an organization becomes a desirable proposition.

Changing Scope of Personnel Management

The scope of personnel management is indeed vast. All major activities in the working life of an employee – from the time of his entry into an organization until he leaves the organization—come under the preview of personnel management. Figure 2.1 explains the vast scope of personnel management.

Personnel management embraces a very wide field of activities. The scope of personnel management is so wide and varied that the HR department and the personnel executives typically perform a variety of roles in accordance with the needs of a situation. The HR manager plays multiple roles, such as the role of a researcher, role of a counsellor, the role of a bar gainer, the role of a mediator, the role of peacemaker, the role of a problem solver, etc. The functional areas of personnel management as outlined by Northcott are: (a) Employment, (b) Selection and Training, (c) Employee Services, (d) Wages, (e) Industrial Relations, (f) Health and Safety and (g) Education.

It has, therefore, been rightly observed by Peter Drucker that 'Management is a multipurpose organ which has three jobs: managing a business; managing managers; and managing workers and the work'. The personnel executives play an important role in a business organization. They not only help in determining the rules of the organization, but also play a powerful role in interpreting and applying the rules of the system itself. They are expected to enjoy the confidence of both the management and labour, which is crucial to the efficient and effective operation of the business organization. The focus of personnel management is on people at work. It is indeed a wide area and covers a broad spectrum of activities. A manager, whether he is in charge of a production function or a marketing function, deals with human beings and gets his job done through and with people.

Fig. 2.1 *Scope of Personnel Management*

In the recent past, increasing attention has been paid to the importance of personnel management in determining a firm's competitive advantage. Randall Schuler has identified the factors that have caused businesses to focus their attention on personnel management. These factors were as follows:

- High levels of uncertainty about basic business conditions
- Rising costs
- Rapid technological changes
- Changing demographics
- Limited supplies of highly trained labour
- Rapidly changing legislation and regulations
- Increased globalization of industries

These changes have led to new competitive challenges for modern business enterprises. These challenges are quite different from those faced by firms in earlier times. There are research evidences which suggest a strong connection between how enterprises manage their human assets and the economic advancements they make. If a firm adopts the high-performance work practice, it will have considerable economic gains. Such a practice provides various important resources for enhancing organizational performance. If the workers of an enterprise have more control and say in their work, their involvement and commitment would be greater. They strive hard to become skilled and competent. Personnel management is crucial for the financial performance of the company and in increasing the productivity and QWL of human assets in them.

Check Your Progress

1. Why has the civil service reform become necessary in the developing countries?

2. What is the primary aim of personnel management?

2.4 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. There is a strong consensus on the need for civil service reform in developing countries. The civil services of the developing countries tend to be large, underpaid and politicized. Senior cadres lack professional depth and often fail to provide any chain of continuity in government over the longer term. As a result, delivery of public services tends to be inefficient and, often, beset by corruption.

2. The primary aim of personnel management is the promotion of effectiveness of the employees along with performance of their allotted duties.

2.5 SUMMARY

- It has become axiomatic in modern public administration that bureaucrats ought to be selected on the basis of universalistic, achievement criteria, best expressed in an examination system; and that employment should be for a career.

- The civil service in its modern institutional form as a merit system is to be observed in all the successful market economies but in none of the planned economies or import-substitution economies, whether these regimes are authoritarian or democratic.

- The civil services of the developing countries tend to be large, underpaid and politicized. Senior cadres lack professional depth and often fail to provide any chain of continuity in government over the longer term.

- All organizations, small or big, need someone who is concerned with the welfare and performance of persons involved in their operations.

- Objectives refer to predetermined goals to which individual or group activity in an organization is directed. Organizational objectives and individual and social goals influence the objectives of personnel management.

- The scope of personnel management is indeed vast. All major activities in the working life of an employee – from the time of his entry into an organization until he leaves the organization—come under the preview of personnel management.

- Personnel management is crucial for the financial performance of the company and in increasing the productivity and QWL of human assets in them.

2.6 KEY WORDS

- **Objectives:** They refer to predetermined goals to which individual or group activity in an organization is directed.

- **Patronage system:** It is a mutual system wherein an individual with power and/or wealth (the patron) can exercise his or her influence and other assets on behalf of another (the client), who is in turn beholden to the patron and who is expected reciprocate through some form of service.

- **Quality of work life:** It denotes all the organizational inputs which aim at the employee's satisfaction and enhancing organizational effectiveness.

2.7 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What is the role of public service in the administrative system?
2. Briefly mention the difficulties faced in the task of reforming civil service in developing countries.
3. Define personnel management.

Long Answer Questions

1. 'The civil services of the developing countries tend to be large, underpaid and politicized.' Justify the statement.
2. Examine the changing scope of personnel management.
3. Critically analyse the objectives of personnel management.

2.8 FURTHER READINGS

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NOTES

UNIT 3 CLASSIFICATION OF SERVICES (CADRES)

Structure

3.0 Introduction
3.1 Objectives
3.2 An Introduction to the Classification of Services (Cadres)
3.3 Generalists and Specialists
3.4 Development of Public Services in India
    3.4.1 Bases of Bureaucracy
3.5 Answers to Check Your Progress Questions
3.6 Summary
3.7 Key Words
3.8 Self Assessment Questions and Exercises
3.9 Further Readings

3.0 INTRODUCTION

There are different types of personnel systems existing in the world namely, Democratic, Bureaucratic and Aristocratic systems. In India, services have been divided into three classes:

- All India Service

- Central Service

- State Service

In this unit, you will study about the classification of services and the bases of bureaucracy with special reference to India.

3.1 OBJECTIVES

After going through this unit, you will be able to:

- Explain the classification of services

- Discuss the generalist vs. specialist debate with special reference to India

- Describe the development of public services in India

- Examine the bases of bureaucracy

3.2 AN INTRODUCTION TO THE CLASSIFICATION OF SERVICES (CADRES)

The basic unit of an administrative organization is 'position' which is different from its incumbent. The duties and responsibilities of a post are attached with the 'position' and not with its occupant. Civil services fit themselves in the 'position', 'positions' do not fit themselves to the calibres of civil servants. Classification means grouping together of persons or things on some common basis. In public administration, it means grouping together of posts into various classes on the basis of their respective duties and responsibilities. According to Prof. Milton M. Mandell, 'classification is the grouping of positions on the basis of similarity of duties and qualifications requirements.' L. D. White defines classification thus, 'in its final form, a classification plan consists of a number of classes adequate to enable a place to be found for each existing position, arranged in orderly fashion with respect to each other, and supplemented by a set of rules and regulations for its administration, interpretation and amendment.'

Classification and its Uses

The verb 'to classify' means 'to arrange, distribute or place persons, things or ideas into groups based upon similar or like qualities'. Classification is the act of classifying and is an everyday experience and a useful aid in comprehending and managing things. In a library, for example, books are grouped or classified by subjects, such as public administration, political science, economics, sociology, psychology, etc.

Classification of governmental position is recognized as indispensable to a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different types of jobs and establishes a similar basis for giving equal status and equal pay for equal work.

Since the administration of the civil service itself takes up a major slice of budgets of modern governments, classification of positions has become a primary concern for the legislator, the budget official as well as the tax-payer. The prevailing bases for classifications of positions are educational qualifications required in their incumbents, competence on the job, level of responsibility entailed in the job, rank and personal status of the employee, etc. The precise mix of these depends, of course, on a country's administrative value system and culture.

It is not surprising that conditions in America in general and the nature of their approach to personnel problems in particular should have strongly influenced the character of the duties classification plans developed in this country. The emphasis upon expertise, upon the selection of prior-trained technicians and workers with special skills, determined the general character of the classification system. The relatively precise type of occupational classification is more characteristic of the United States than of any other country.

What is stressed in the above paragraph is that classification of posts is absolutely essential to a modern public personnel administration. But the basis on which posts are to be classified may not precisely be the same all over the world. Indeed, there are two well-known systems of classification used by the different countries:

- Rank classification
- Duties classification

Position, of course, may be classified upon a number of bases—according to geographical location, organizations unit, and so forth—depending upon the use that is to be made of the classification. But the purpose of a duties classification is to aid in the handling of such personnel matters as salary administration and the recruitment process, entrance qualifications, and the nature of the testing programme. The classification, therefore, must be based on those characteristics which render positions similar or dissimilar from the standpoint of these purposes of personnel management.

Basic to duties classification plan are the concepts of position and class. A position which may be either occupied or vacant, must be differentiated from the incumbent of the position. It is characterized by certain duties and responsibilities, which call for the time and attention of any one individual. Of course, an incumbent's capacities or lack of them may be the reason why his position contains the duties it does, but the personal characteristics of the individual are extraneous except as the duties performed reflect these.

If positions are the raw materials of classification, the class is the operating unit. As defined by a technical committee, a class is a 'group of positions sufficiently alike in respect to their duties and responsibilities to justify common treatment in selection, compensation, and other employment processes, and sufficiently different from positions of other classes to justify different treatment in one or more of these respect. While defined as group of positions, a class may sometimes consist of but one position where no others of the same kind exist in the service being classified'. To each such class or category there is assigned a distinguishing title.

Different Categories of Classification

According to Dr. M.P. Sharma, there are three principal categories of classification—the service, the class and the grade. These are in the descending order of generality, that is to say, the service is the broader category of classification, the class is sub-division of the service, and the grade is the sub-division of the class.

While placing a post in a particular class or grade the following facts have got to be kept in mind:

- **Subject-matter of the service:** The positions dealing with the same subject-matter should be placed in the same class. Say, teaching, law, medicine, etc.

- **Extent of supervision:** The positions which need to be closely supervised are ranked lower. As one rises in the administrative hierarchy the extent of supervision has a tendency to decline.

- **The flow of authority and supervision:** The position of a post is to be determined with reference to the authority it possesses. The higher positions carry higher authority. The superior delegates his authority to his subordinates and supervises them to ensure the appropriate use of authority.

- **Responsibilities attached to the officer:** The positions carrying higher authority are higher in rank and carry a larger share of responsibility. On the other hand, those carrying lesser responsibility are ranked lower down in the administrative hierarchy.

- **The difficulty/complexity level:** If the difficulty/complexity level is high, the position should be ranked high in the administrative hierarchy. Similarly those with lower levels of difficulty/complexity are ranked lower in the administrative hierarchy.

- **The expected qualifications:** If the qualifications expected of the candidates are higher, the post must be ranked higher. Alternatively costs with lower order of expected qualifications are ranked lower.

Steps in Classification

Speaking generally, the processes employed in the development and application of a classification plan include four basic steps:

  (i) Analysing and recording the duties and other distinctive characteristics of the positions to be classified (job analysis and descriptions).

 (ii) Grouping the positions into classes upon the basis of their similarities.

(iii) Writing such standards or specifications for each class of positions as will indicate its character, define its boundaries, and serve as a guide in allocating individual positions to the class and in recruitment and examinations.

(iv) Installation by allocating individual positions to the classes thus described.

Three of these have to do largely with the setting up of the plan; the fourth, with the initial step in its administration. They all reflect processes that are repeated continuously in the day-to-day administration of position classification and therefore warrant some description here.

Certain preliminary considerations are important:

- Since the classification plan will be useful only to the extent that it is understood and accepted by management and employees and is kept on a current basis it is important that all parties have a real share in its development and execution.

- This calls for careful explanation to department and division heads of the objectives and processes of classification, for meetings with employees of

each unit for the same purpose, for bringing in representatives of employees unions in the planning stages, and for opportunities for all to contribute suggestions and criticisms at various stages.

- In various jurisdictions, representative workers committees have aided in the process. Furthermore, the technicians who conduct the study need to acquaint themselves with all the organizational and functional information about the government entity to be classified that may be derived from such sources as budgets, charts, annual reports, payrolls, laws and ordinances.

The process of classification, considered in abstract, consists of placing things in classes. We place in the same class the things that are alike in one or more respects, and we place in different classes the things that are different in some respects. These criteria constitute the basis of the classification. Positions have various aspects or characteristics and may therefore be classified on more than one basis. For the purposes of recruitment it is necessary to separate the careers which may be followed by men of the same type. Doctors, for instance, must be distinguished from lawyers, chemists from actuaries, geographers from geometers and so forth, even though all are specialists performing specialist work. In general, it may be said that functional subdivision is necessary wherever recruitment is based on experience and that the basis of the sub-division must be not the quality of man, but the nature of his knowledge and experience. Recruitment policy may also require the division of each career into grades. This sub-division of the major kinds of work into careers and the divisions of careers into grades are sufficient for all the purposes of employment management. According to Lucius Wilmerding Jr., 'The proper method of classification is, first, to decide upon the major kinds of work which ought to be done by civil servants; second, to divide each of these major kinds into occupational groups; third, to grade each occupational group to the extent required by recruitment, promotion and salary policies; and, finally, to allocate the existing positions of the civil service to the appropriate grade and group.'

Rank Classification

This system is in vogue in India, Pakistan, Britain, France, Germany, Malaysia, Laos, etc. As the term explains, the basis of classification is the rank and personal status of the incumbent rather than the precise duties inherent in the post.

In India, the public personnel are classified into 'classes' as well as 'services'. There are, in descending order, four classes—class I, class II, class III, and class IV, corresponding to differences in the responsibility of the work performed and the qualifications required. class I and class II include personnel performing higher administrative and executive responsibilities in the government. Class III includes clerical personnel. Class IV, which is the lowest in the hierarchy, includes peons, orderlies watchmen, carpenters, drivers, cooks, *khalasies, daftaries*, sweepers, etc. all engaged in manual work.

Another way of classification is into 'services'. Public personnel in India are directly recruited to distinct services. Thus recruited, they continue to be the members of the particular service until they retire (or, resign), there being no inter-service mobility. Secondly, the civil servants hold their posts by virtue of their membership of a particular service.

Rank Classification in India

In India, we have adopted the system of rank classification. Under this system the officers and employees themselves are classified. The system of rank classification admits a few broad classes only; and to cross the class barrier one must be promoted. Under this system the deployment of an employee does not affect either his pay or position. An assistant may be posted as Upper Division Clerk (UDC) or Lower Division Clerk (LDC) but his pay and position will continue to be that of assistant. On the other hand even if he works as section officer his pay and position will remain unaffected. Likewise any posting of an IAS or IPS officer will not have any effect on his salary and seniority. He will continue to draw his salary according to his scale and seniority.

3.3 GENERALISTS AND SPECIALISTS

Basically, there are two broad functional categories in the government: generalists and specialists. They have to play a very critical role in giving advice to the political executives, help in policy making and in implementing these policies. Presently, administration has become more specialized in nature. So it needs various types of personnel with essential skills, knowledge and qualities to fulfill challenging and complex functions. The debate between these two sets of functionaries, both of whom are irreplaceable in modem organizations, is very old. It is still one of the intensely fought-out issues in the domain of Public Administration. In 1958, James Fesler recorded the revival of this controversy in the UK. In 1968, the Fulton Report on Civil Services reopened the issue and provoked further debate. In India, following the tradition of the British-era Indian Civil Service (ICS), initially the pre-eminence of the generalists was more or less accepted and hence it was not challenged very seriously. The successor to the ICS, the Indian Administrative Service (IAS), gained prominence with its personnel usually occupying the top posts both at the central as well as state levels besides the positions of heads of various departments. However, this dominance of the generalists in administration bred discontent which has been gaining momentum during the recent decades.

Generalist: Meaning

Leonard White observes, 'General administration is understood to mean those duties which are concerned with the formulation of policy; with the coordination and improvement of government machinery and with general management and control of the departments.' So a generalist administrator basically deals with all

types of administrative processes indicated by the expression 'POSDCORB', i.e., 'planning, organizing, staffing, directing, coordinating, reporting and budgeting'. The generalists enter administration on the basis of a university degree, irrespective of the subjects involved. This certain level of education indicates the indispensable minimum requirements of intellectual and mental status.

Further, the posting of a generalist civil servant in various government departments has nothing to do with his/her education or any administrative experience or skills. As per this approach, a generalist entrant having commerce background may be posted in irrigation department. From a purely negative point of view, a generalist is an individual who is not an expert or a scientist in a particular field. However, in a positive sense, the concept of a generalist is applicable to a person who is called a professional administrator, if administration is taken as a field and a profession like law, engineering, medicine, etc. In their professional capacities, the generalists possess the techniques and skills of a manager as well as politician. Functioning as a manager, the generalist is given the responsibility of getting things done. Further, as a 'politician' he/she is made responsible for interpreting public opinion in the context of the multifaceted social, economic and even political problems of the times.

Role of Generalists

The descent of the generalist dominating the administrative machinery at the top is traced to the administrative philosophy of nineteenth-century England where generalism was made an absolute administrative principle. Northcote Treveleyan Report on the Organization of Permanent Civil Service (1854) and the Macaulay Report on the Indian Civil Service (1854) were the two authorities which helped in the build-up of a generalist image. These reports lent solid support for the recognition of generalist supremacy. Their emphasis was on young graduates, who with no particular education or technical background, could form the elitist administrative part. In India as well, like in England, this administrative arrangement came to be accepted as the logical extension of the same philosophy. The ICS during the British era dominated the administrative scenario. Its members were deployed in various governmental positions. During those days, the experts and specialists were smaller in number and the Indian Civil Service was groomed as an elitist service.

Specialists: Meaning

A specialist possesses special knowledge of some specific field. Therefore, specialists in government are those who are recruited to the posts for which professional, scientific, technical or other specialist qualifications are necessary. It includes engineers, doctors, scientists, lawyers, statisticians, economists and other technical people. In order to qualify as a specialist, the basic requirement is an institutional specialty, i.e., one must possess a pre-employment spell of either techno-

professional academic education and/or pre-entry vocational or occupational training. Hence, the hallmark of a specialist is devotion to the discipline, unwavering commitment to the professional cause and practice and unflinching pursuit of a specialty. Critics usually view specialists as narrow, uni-disciplinary professionals who handle all issues from a very limited vision or angle. They also hold the opinion that they are incapable of comprehending in a holistic manner the complexities of live administrative and management problems and hence are not suitable for holding top policy positions.

Role of Specialists

Undoubtedly, the present day administration has become technical, professional and specialized in nature. The concept of 'development' is viewed as a dynamic process aimed at transforming the whole society including socio-political and economic aspects. It has a major impact on the bureaucratic functioning. In the process of modernization, if the state is taken as the economic and social diagnostician, as well as the regulator, mediator and provider of services, the bureaucracy must offer the basic support to the states playing this role. To accomplish this, the bureaucracy must be professionally equipped. It does not matter whether it is an administration dominated by generalists or specialists; the fact remains that all must be professional in the role because without professionalism the chances of success get diminished.

The postulation that the technical element in the administration is a negligible factor or that the experts do possess holistic and comprehensive approach is not totally valid. One of the basic reasons responsible for the narrow outlook of the specialists is the system of education and training. Similarly, it may not be appropriate to believe that generalists possess all the necessary specialized elements or can completely comprehend and judge in conflicting circumstances. So, the services of both these groups are valuable in administration.

Generalist vs. Specialist Debate in India

In India, the origin of the 'generalist vs. specialist' debate can largely be drawn to the concept of 'nearness' or 'remoteness' from the top policy-making spot. It is more post-centred than person-oriented. In fact, the tussle between the two is for holding certain positions. Nonetheless, the actual debate must be centred on formulating an acceptable and adequate staffing policy or evolving a progressive, constructive and goal-oriented, egalitarian personnel philosophy.

There are historical reasons for establishing the supremacy of the 'generalist' in Indian administration. These factors further accentuated the dichotomy between these two categories of personnel. During the British period, the public service in India was more or less a closed system having no lateral entry. It included young individuals who on the basis of a competitive examination got entry into it. From the structural point of view, it was a hierarchical career pattern from the district to

the central level. In this system, majority of posts were reserved for the Indian Civil Service members. In the constitution of the generalist services, the 'intelligent amateur theory' reigned supreme. It continued even after Independence since it was felt that the old frame of public services was still useful to provide stability to the government. It was also found effective in tackling the problems of law and order, integration of princely states, etc. So the concept of All-India Services evolved with the Indian Administrative Service replacing the earlier Indian Civil Service. In this way, the pre-eminence of the generalist civil service was established in India. We can clearly see that it was the result of certain historical circumstances. It bred resentment in the technical and functional services which also desired to be entrusted with policy-making functions.

A Suitable Way Out

One way to handle this problem is to experiment with integrated hierarchy in place of present 'separate' and 'parallel' hierarchies. In case of separate hierarchies, policy is decided by the generalists and the specialists then execute it. On the other hand, in a parallel hierarchy each class has its own parallel sub-hierarchy and the work between the two is coordinated by frequent cooperation and interaction. The organization of specialists and generalists in distinct hierarchies, with the policy and financial aspects of the work exclusively reserved for generalist administrators, has some disadvantages like slowing down the decision-making process. Critics point out that it might also generate inefficiency and prevent the specialists from exercising the full range of responsibilities usually associated with their professions.

To overcome these problems and also to remove the hindrances which presently stop the specialists from reaching the top management levels, wider outlets are required through suitably modifying the prevailing concept of 'monopoly of generalism'. All this can be accomplished by facilitating liberal entry of specialists as administrative and policy functionaries at key positions. Further, the specialists should be integrated into the main hierarchy, and accompany other generalist administrators in sharing equal responsibilities for management and policy formulation. They should be given identical status, executive responsibility and authority. It would help in preserving their morale and confidence. Such integration schemes enable the technical experts to enter the 'central pipeline' to ensure that technical advice and policy structures are not separated into water-tight compartments. In fact, a complete distinction between policy making and executive functioning is neither possible nor desirable since policy usually flows out of the executive experience. Integrated hierarchy can be set up by constituting a unified civil service comprising both generalists and specialists having uniform emoluments and other service conditions. In India, no steps have been taken in this direction, while Pakistan has already created a unified civil service in 1973 in which all the services and cadres in their civil service were merged in one service.

Check Your Progress

1. Mention the well-known systems of classification used by the different countries.

2. List the steps involved in the development and application of a classification plan.

3. Name the two broad functional categories in the government.

3.4 DEVELOPMENT OF PUBLIC SERVICES IN INDIA

Kautilya's Arthasastra is an all-encompassing treatise on government and administration. It is mentioned that "Amatyas" and "Sachivas" were the significant administrative functionaries throughout the Mauryan period. It is said that even in the Gupta period, civil administration was under the charge of the "Mantrins". A new office of "Sandhivigrahika" who was in charge of foreign affairs was introduced throughout this period. In ancient times, recruitment to these offices was done on the basis of heredity and family background. Throughout the Mughal period, the administrative system was centralized. Civil Service was organized on a military basis and controlled through the military department. The Mughal administration in India presented a combination of sure characteristics of the Arabic administrative system with sure classical Indian administrative practices.

Civil Services under the East India Company

With the advent of East India Company in India during the first quarter of the seventeenth century, for the purposes of trade, the "Covenanted Civil Service" was constituted. The business transacted through these officials was commercial in nature. Initially, the power of appointment to these posts vested with the Court of Committees but in 1714, it was laid down that appointments in the Company were to be made through the recommendatory nomination of the members of the Court of Directors.

The Regulating Act of 1773 made a clear distinction flanked by the civil and commercial functions of the Company which resulted in a separate personnel classification. The Act also prohibited private trading through all those civil servants responsible for collection of revenues or administration of justice. It forbade civil servants from accepting any gifts from the people. The Pitt's India Act of 1784 with regard to civil service laid down that the vacancies in the Governor General's Council were to be filled through the covenanted civil servants. The Crown was given the power of removing or recalling any servant of the Company. The Act for the first time laid down age limits for new entrants in the service of the Company. The maximum age limit for appointment to the post of writer was raised to 22

years. In 1806, the Court of Directors decided to set-up a training institution at Haileybury in England which was accorded a statutory status through the Charter Act of 1813. The areas of training incorporated European classical languages, law, political economy, general history, oriental languages and so forth. This College was abolished later in 1857.

On the termination of Company's government in 1858, Indian administration came directly under the Crown. The Government of India Act, 1858 vested the power of superior appointments of a political nature with Her Majesty. Her powers, in actual practice, were exercised through the Secretary of State for India, a Minister of Cabinet rank, who was to be assisted through an undersecretary and a Council of fifteen members. Indian Civil Service Act, 1861 reserved sure principal posts to be filled from the covenanted service.

The British Parliament passed an Act in 1870 authorizing the appointment of any Indian (of proved merit and skill) to any office or the civil service without reference to the Act of 1861 which reserved specific appointments to the covenanted service. It also did not generate the preferred headway, as the opinion was divided on throwing open all civil appointments, or forming a proportion created by Indians and Europeans in the tenure of higher offices.

Aitchison Commission: In 1886, Lord Dufferin appointed a "Public Service Commission" under Sir Charles Aitchison to examine the problems of the civil services in India. The commission made the following decisions:

(i) It overruled the idea of instantaneous examination for covenanted service and recommended the elimination of the statu-tory civil service.

(ii) It offered the setting up of provincial civil service, the members of which would be distinctly re-cruited in each province either by promotion from lower ranks or by direct recruitment.

(iii) It recommended that the terms 'covenanted' and 'un-covenanted' should be replaced by the terms 'imperial' and 'provincial' respectively.

(iv) It proposed 19 and 23 as the minimum and maximum age limits for Indians at the open civil service examinations.

The recommendations of Aitchison were accepted and the covenanted civil service came to be known as Civil Service of India. The provincial service was called after the particular province.

The Government of India Act, 1919 on Constitutional reforms recommended a three-fold classification of services into All India, provincial and subordinate. All the Imperial services then functioning in the provinces whether in the reserved or transferred departments were designated as the "All India Services". Special safeguards were guaranteed to the members of All India Services with regard to dismissal, salaries, pensions and other rights. In 1922, the first competitive examination was held under the supervision of the Civil Service Commission.

The Lee Commission: It was a body appointed by the British government in 1923 to deliberate the ethnic configuration of the superior Indian public services of the Government of India. The chairman was Lord Lee of Fareham, and there were equal numbers of Indian and British members. The Islington Commission's report (1917) had recommended that twenty-five per cent of the higher government posts should go to Indians.

Post-Independence Era

After Independence the three kinds of services viz., All India Services, central services and state services were created.

All India Services: The Constitution of India had recognized only two All India Services namely the Indian Administrative Service and Indian Police Service. The Indian Administrative Service replaced the former Indian Civil Service and likewise in 1951 Indian Police Service was constituted in place of the Indian Police. In 1966 another All-India Service i.e., the Indian Forest Service, was created. The members of the All India Services, like the central services are recruited and trained through the central government, but they are assigned to dissimilar states.

Central Services: They are under the control of the Union Government and are responsible for the administration of central subjects. These contain, Indian Foreign Service, Indian Audit & Accounts Service, and Indian Postal Service etc.

State Services: These are services exclusively under the jurisdiction of the state governments and primarily administer the state subjects.

3.4.1 Bases of Bureaucracy

Every country has its own personnel system based upon its own societal traditions, environmental compulsions, economic and institutional influences which shape the norms of administrative and personnel system of the government. The French Constitution laid down that the vital principles leading the civil service fall within the purview of law and authority of legislature. But solicitation fell within the sphere of bylaw of authority of the executive i.e., the parliamentary legislation and rules and regulations made through the executive there under institutes the basis of bureaucracy. Whereas, in USA, part of the civil service is controlled through Statutes/Acts passed through the Congress and the other part through the President through instructions and orders within the framework of laws.

In India, the bureaucracy originates authority from the Constitution, parliamentary legislations, rules, regulations issued within the framework of statutes. The Parliament may make All India Services common to the Union and the States and also regulate the recruitment and circumstances of service of members of such services. The Parliament has enacted the All-India Services Act to control the recruitment and other circumstances of service of the All-India Services in consultation with the states. There are a large number of rules and regulations regarding the numerous features of service circumstances of the members of All-

India Services, framed in enactment of the authority given under the State Acts. The circumstances of service comprising recruitment of the Central Service Officers are controlled through a large number of rules as well as regulations made in pursuance of the authority given under Article 309 of the Constitution.

In a parliamentary democratic system where final power belongs to the people and is exercisable through their representatives in the Parliament, pure optional and capricious rules regarding bureaucracy are not conceivable and also not exhilarated. Patronage, favouritism, and other forms of corruptive influences and norm abnormalities are sought to be reduced. In other words, where the Constitution is supreme and parliamentary legislation is the authority and the rules and regulations exist as governing guidelines for bureaucracy, there is a greater scope for not only positive fair play but also equity opportunity is afforded to all members of the society to join the bureaucracy through prearranged procedures. Apparently, the base of bureaucracy turns out to be not only constitutionally intended and legally well-defined, but also gets broad based and demonstrative. The evolving trends which are noticeable in recent years in India, relating to widening base of bureaucracy are:

- In the civil services cadre, we see that more and more scheduled castes/ tribes are entering in large numbers not only against reserved quota but also on their merit.

- Other Backward Classes also are following suit in conditions of numerical augment in their representation in the civil services—which designates a good widening of the base of bureaucracy.

- Due to the spread of educational facilities in the country side, the urban hold is declining and more and more candidates with rural background are being inducted in the civil services.

- The widespread educational institutions are throwing up greater number of efficacious candidates in competitive examinations.

- Though "middle class" still dominates the civil service scenario, beside with "upper", the "lower" middle class also is creating their attendance more and more which is breaking the earlier "economic barrier" of the higher civil services.

Bureaucracy in India especially the higher civil services, of late has no longer been the preserve of the well-to-do class and the social composition of the services is broadening. Efforts in the direction need to be made through greater spread of education, evolving more scientific methods of recruitment, so that without compromising the principle of merit, more can be drawn within the fold of bureaucracy.

Check Your Progress

4. What were the main provisions of the Pitt's India Act of 1784 with reference to civil services in India?

5. What were the main recommendations of the Aitchison Commission appointed in 1886?

6. Name the kinds of civil services created in India after Independence.

3.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The well-known systems of classification used by the different countries are as follows:

   • Rank classification

   • Duties classification

2. The processes employed in the development and application of a classification plan include four basic steps:

   (i) Analysing and recording the duties and other distinctive characteristics of the positions to be classified (job analysis and descriptions).

   (ii) Grouping the positions into classes upon the basis of their similarities.

   (iii) Writing such standards or specifications for each class of positions as will indicate its character, define its boundaries, and serve as a guide in allocating individual positions to the class and in recruitment and examinations.

   (iv) Installation by allocating individual positions to the classes thus described.

3. There are two broad functional categories in the government: generalists and specialists.

4. The Pitt's India Act of 1784 with regard to civil service laid down that the vacancies in the Governor General's Council were to be filled through the covenanted civil servants. The Crown was given the power of removing or recalling any servant of the Company. The Act for the first time laid down age limits for new entrants in the service of the Company. The maximum age limit for appointment to the post of writer was raised to 22 years.

5. The main recommendations of the Aitchison Commission appointed in 1886 were the following:

   (i) It overruled the idea of instantaneous examination for covenanted service and recommended the elimination of the statu-tory civil service.

(ii) It offered the setting up of provincial civil service, the members of which would be distinctly re-cruited in each province either by promotion from lower ranks or by direct recruitment.

(iii) It recommended that the terms 'covenanted' and 'un-covenanted' should be replaced by the terms 'imperial' and 'provincial' respectively.

(iv) It proposed 19 and 23 as the minimum and maximum age limits for Indians at the open civil service examinations.

6. After Independence the three kinds of services viz., All India Services, central services and state services were created in India.

3.6 SUMMARY

- The basic unit of an administrative organization is 'position' which is different from its incumbent. The duties and responsibilities of a post are attached with the 'position' and not with its occupant.

- Classification of governmental position is recognized as indispensable to a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different types of jobs and establishes a similar basis for giving equal status and equal pay for equal work.

- Basic to duties classification plan are the concepts of position and class. A position which may be either occupied or vacant, must be differentiated from the incumbent of the position.

- According to Dr. M.P. Sharma, there are three principal categories of classification—the service, the class and the grade.

- The process of classification, considered in abstract, consists of placing things in classes. We place in the same class the things that are alike in one or more respects, and we place in different classes the things that are different in some respects.

- In India, the public personnel are classified into 'classes' as well as 'services'. There are, in descending order, four classes—class I, class II, class III, and class IV, corresponding to differences in the responsibility of the work performed and the qualifications required.

- Basically, there are two broad functional categories in the government: generalists and specialists. They have to play a very critical role in giving advice to the political executives, help in policy making and in implementing these policies.

- The descent of the generalist dominating the administrative machinery at the top is traced to the administrative philosophy of nineteenth-century England where generalism was made an absolute administrative principle.

- A specialist possesses special knowledge of some specific field. Therefore, specialists in government are those who are recruited to the posts for which professional, scientific, technical or other specialist qualifications are necessary.

- With the advent of East India Company in India during the first quarter of the seventeenth century, for the purposes of trade, the "Covenanted Civil Service" was constituted.

- The Regulating Act of 1773 made a clear distinction flanked by the civil and commercial functions of the Company which resulted in a separate personnel classification.

- On the termination of Company's government in 1858, Indian administration came directly under the Crown. The Government of India Act, 1858 vested the power of superior appointments of a political nature with Her Majesty.

- The Government of India Act, 1919 on Constitutional reforms recommended a three-fold classification of services into All India, provincial and subordinate.

- After Independence the three kinds of services viz., All India Services, central services and state services were created.

- Every country has its own personnel system based upon its own societal traditions, environmental compulsions, economic and institutional influences which shape the norms of administrative and personnel system of the government.

- In India, the bureaucracy originates authority from the Constitution, parliamentary legislations, rules, regulations issued within the framework of statutes. The Parliament may make All India Services common to the Union and the States and also regulate the recruitment and circumstances of service of members of such services.

3.7 KEY WORDS

- **Recruitment:** It is the process of actively seeking out, finding, and hiring potential candidates for a specific position or job.

- **Bureaucracy:** It is an organization made up of many departments and divisions that are administered by lot of people.

3.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Write a short note on rank classification in India.

2. What is the role of a generalist in the administrative machinery of a system?

3. Write a note on bases of bureaucracy in India.

Long Answer Questions

1. Discuss the different categories of classification.

2. Critically analyse the generalist vs. specialist debate with special reference to India.

3. Describe the development of public services in India.

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UNIT 4   CIVIL SERVICE IN MODERN BUREAUCRACY

Structure

4.0   INTRODUCTION

Bureaucracy is an age-old phenomenon. It existed in ostentatious forms thousands of years ago in Rome and Egypt and in rather erudite forms in Asiatic countries in ancient times. With the emergence of modem era, the trend towards the process of bureaucratization has significantly augmented. Nowadays especially in the eyes of the unversed, the term endures to be one of manipulation, even if it is in a minor intensity. Not so intermittently, this term is used in a pejorative sense and is thought to signify mindless solicitation of the letters of the rules without any consideration, judgement or compassion.

It has evolved as a central feature in the current world. Almost, in all the walks of life we see the bureaucratic structures emerging, be it in public or large private organizations, developed or developing nations. As Hans Rosenberg has rightly witnessed that, *"for good or evil, as essential part of the present structure of government consist of its far-flung system of professionalized administration and its hierarchy of appointed officials upon whom society is thoroughly dependent. Whether we live under the most totalitarian despotism or in the most liberal democracy, we are governed to a considerable extent by a bureaucracy of some kind"*. This term is being used with diverse meanings to indicate diverse things. There is no particular explanation of 'bureaucracy'. It is used to categorize an institution or a caste, a mode of production, and philosophy, a way of inspecting and shaping society, a way of life, a social classification etc. It can rightly be considered as the most controversial word of our age. Let us take an example from Nordic Folklore where one meets the mythical being 'huldra', a gorgeous young woman who lures the forest nomads to approach her and then abruptly disappears by turning her back on them. Correspondingly, in social sciences, the

perception of bureaucracy has played a role similar to that of "huldra" captivating and seductive, but evading at the very moment when the onlooker political analyst considers he has grappled its true character. It is an activity by a group of officials organized on the basis of merit and performance in a responsible and accountable manner. It is a graded chain organized vertically, well-ordered and reliant on the degree of centralization. In essence, bureaucracy is a rational distribution of activities in which there is complete authority to issue the command and in a manner lay down the rules. It is a system, which encourages officials to be systematic, discreet and methodical, and whose behaviour is extremely trustworthy. The requirement of an office and the association among officials is neutral.

In this unit, you will study about the concept, nature, importance and implications of bureaucracy.

4.1   OBJECTIVES

After going through this unit, you will be able to:

- Examine the nature and importance of bureaucracy
- Interpret the concept of bureaucracy
- Identify the different types of bureaucracy

4.2   MEANING OF BUREAUCRACY

Bureaucracy means dissimilar things to dissimilar people. There are roughly as numerous definitions of bureaucracy as there are authors on the subject who highlight disparate physiognomies of bureaucracy. As such there is no terminological precision about the concept of bureaucracy. Some connect bureaucracy with efficacy and others with incompetence. Most of the people equate it with civil service and for others it refers to a body of representatives. Basically, bureaucracy is a methodical organization of chores and individuals into a pattern which mainly effectually attains the desirable ends of such shared effort. In a more old-fashioned sense, the term bureaucracy is derived from the Latin word "bureau" which means "desk" and Greek word "cracy" which means rule. Therefore, it refers to desk rule or desk government. The term bureaucracy was first coined by a Frenchman, Vincent de Gournay in 1765. It seems that de Gurney used the term in a condemning tone. It is apparent when he said that "officials are not appointed to perform public interests, but public interest is established so that offices might exist". The normative model of bureaucracy emphasizes the structure of organization. Whereas, the empirical model of bureaucracy, accentuates the behavioural and functional patterns in organization. If we look at the organizational characteristics of officialdom like hierarchy, division of labour, system of rules and others; bureaucracy is value-neutral. From behavioural angle, since it displays sure features like objectivity, rationality, impersonality, rule orientation etc., bureaucracy shows some functional

i.e., positive as well as some dysfunctional i.e., negative symptoms. Harold Laski applied the term bureaucracy for a system of government, the control of which is so entirely in the hands of bureaucrats that their power endangers the liberties of normal citizens. Marshall E. Dimock identified bureaucracy with institutions and large-scale organisations in society. He describes bureaucracy as the "State of society in which institutions overshadow individuals and simple family relationships; stage of development in which division of labour, specialisation, organisation, hierarchy, planning and regimentation of large groups of individuals either by voluntary or involuntary methods are the order of the day… Bureaucracy is simply institutionalism written large …"

4.3 NATURE AND TYPES OF BUREAUCRACY

Bureaucracy is influenced by political, social, cultural and economic factors. Fritz Morstein Marx has categorized bureaucracy into the following four kinds:

The Guardian Bureaucracy is defined as a "scholastic officialdom twined in right conduct according to the classes''. It is regarded as guardian of public interest, self-regulating, honourable and right on the one hand but dictatorial on the other. The concept of "Philosopher king" given by Plato is an example of the guardian bureaucracy. It had also existed in China before 960 AD and in Prussia between 1648 and 1740 AD. According to Plato, guardians were not just meant to go about doing things as directed but most imperative was their capacity for; the quintessence of the public interest. In this sense, they were meant to be protectors of the ideal and conventions about justice and welfare that held together the city state. Therefore, bureaucracy was a collegiate administrative system trained in right conduct according to the classes based on the highest organ of the government, the sovereign.

The Caste Bureaucracy is the result of class connections. It is made only from one class or caste. Example of this kind bureaucracy can be found in the history of Roman Empire. At first only the officialdom was affected by the spirit of caste. The British rulers introduced the class characters in the Indian civil service. In ancient India, only Brahmins and Kashatriyas could become higher officials. In England, for example aristocratic classes were favoured to the civil service positions. The early Roman Empire, Japanese civil services under Majic Constitution, French civil services in 1950s are few examples of caste bureaucracy.

The Patronage Bureaucracy is also called 'spoils system'. Under this system, the protégés of the statesmen are designated to the civil service. Its traditional growth began from the U.S.A. and U.K. Till the middle of the 19th century, this type of civil service existed where the public jobs were given as a personal favour or political reward. The patronage was an exercise of democracy. It was condemned on the grounds of anarchism, indiscipline, its erratic ways to deal with public and its spirit.

The Merit Bureaucracy is simpler than guardian, patronage and caste system. It is managed by neutral standards. It is controlled by objective standards particularly by the principles of admission on the bases of recommended qualifications as attested by the outcome of a written examination. Thus, most competent and proficient candidates have the chance to enter the public service. They endure freedom from political pressure; predominantly they are left free to dedicate themselves to the advancement of the common goods. Therefore, the merit bureaucracy has its base on the merit of public officials and its own efficiency of the civil service. Appointments are no longer governed by class consideration. The civil servants in a contemporary democracy are actually bureaucrats in the service of the people and are hired on the basis of prescribed testimonials and tested factually. The merit bureaucracy also lures compensation on the basis of a salary schedule, this amount concerned by each subservient or for the various worthy causes including the local party organizations. In modem times, merit bureaucracy emphases on political control over the administrations system which was not the case in other forms of bureaucracy. This type of bureaucracy is more advantageous over others due to its sense of prudence in administrative behaviour.

Max Weber has fully developed the concept of bureaucracy. In the Weberian analysis, bureaucracy denotes the sociological concept of justification of communal activities. According to Weber, it is noteworthy for the constitution of modem complex society, regardless of its political complexion—socialist or capitalist. It defines a form or design of organization which assures certainty of the behaviour of employees. Division of labour and specialization are guaranteed in the organization. Every job is accomplished according to a persistent system of abstract rules. This guarantees homogeneity and synchronization. From the Weberian formulation, one can deduce a set of structural characteristics and another set of behavioural features. Structurally, a bureaucratic form of organization exhibits the following features:

(a) **Division of Labour:** The entire job of the organization is fragmented into a number of specified functions.

(b) **Hierarchy:** The bureaucratic structure is hierarchical. The degree of authority is determined through the stages within the hierarchy.

(c) **System of Rules:** The rights and duties of the employees and the modes of doing work are administered through evidently laid down rules. Adherence of rules is said to avoid unpredictability and bring about competence.

(d) **Role Specificity:** Every employee's role in the organization is clearly earmarked with specific job account. The organization's anticipations of each employee are restricted to his job account.

(e) **Monthly Salary and Pension Right:** Officials hold office by appointment and on the basis of a contractual relationship between themselves and the organization. Then there are fixed incomes which are given in accordance with the nature of the work and responsibility as well as the social status. In

addition, there are probabilities of promotion and career development on the basis of seniority and merit.

(f) **Official Records:** One important feature of Weberian bureaucracy is that "the administrative acts, decision and rules are formulated and recorded in writing even in cases where oral discussion is the rule or is even mandatory".

The set of behavioural features of bureaucracy can be described as follows:

(a) **Rationality:** It epitomizes a rational form of organization. Decisions are resilient in nature.

(b) **Impersonality:** It does not entertain any illogical opinions. Personal choices are not expected to come in the way of work enactment. It is a machine-like organization and as such it is characterized through high degree of impersonality.

(c) **Rule Orientation:** Depersonalization of the organization is accomplished through formulation of rules and procedures which lay down the way of doing work. The employees are to strictly follow the rules in discharge of their duties.

However, there are certain dysfunctional features such as (a) money laundering (b) red-tapism (c) hesitancy to delegate authority (d) severe adherence to rules and regulations (e) inelasticity (f) egotism etc.

Check Your Progress

1. Who coined the term bureaucracy?

2. Give one example of guardian bureaucracy.

3. How has bureaucracy been defined by Max Weber?

4.4 IMPORTANCE OF BUREAUCRACY

Bureaucracy plays an influential role in renovating the government policies into programmes, programmes into projects and projects into errands for bringing about development. Our government is regarded as the watchdog, negotiator, financier, provider of services and promoter of national standards of decent living. Hence, the State permeation in development procedure is vivacious in a country committed towards accomplishing full employment, adequate rate of growth, unwavering prices, hale and hearty balance of payments, improved production and equitable sharing; this automatically calls for bureaucratic intervention. In situations of development and change, bureaucracy gives the vast majority of necessary professional, technical and entrepreneurial belongings. Without bureaucracy, government cannot function and will not be able to achieve whatever goals it has set for social and economic advancement. With the advent of globalization, there has been widespread liberalization of the economy on global

scale. Across the countries worldwide, in the last more than ten years, there has been a slackening of governmental rules and procedures, which definitely has been a welcome development. Consequent to the structural adjustment of the economy subsequent to liberalization, there have been noticeable shifts in the approach of the bureaucracy. As soon as liberalization was first initiated, a lot of bureaucrats were acquiescently antagonistic to it as they obviously felt that in a regime of slackening governmental control, the quantum of power wielded by them as well as their importance would come down. This has indeed happened. The 'redeeming' feature in that over the years, some bureaucrats have seen the writing on the wall, and become 'initiators' rather than obstructers of development. The Indian media in the last few years has carried out quite a few lead stories on the personal initiatives of the post-90s bureaucrats in the domain of citizen friendly administration.

4.5 IMPLICATIONS OF BUREAUCRACY

In the monumental work "Asian Drama", Gunnar Mydral examined in great depth the poverty of nations, with his primary focus being on India. Bureaucracy has a very noteworthy role in getting and sustaining growth and development in a country. It is universally expected that bureaucracy be so intended and shaped as to answer back enthusiastically and meritoriously to policy leadership from outside its own ranks. Bureaucracies under a wide miscellany of political regimes exhibit comparisons and diversities at the same time. Myrdal was critical of the Western theories, models and concepts of economic development, as in his view economic theories could not be separated from the environment consisting of attitudes, cultures and institutions. As he observed, the inefficiency, rigidity and inequality of the established institutions and attitude and economic and social power-relations embodied in this framework of institutions and attitudes had been a primary roadblock to the effective implementation of economic development plans. He went on to argue that countries that limit themselves to democratic planning are doomed to failure since they cannot use force to impose obligations. Myrdal characterized these third world states as "soft states".

As Ferrel Heady has said, "bureaucracy should be basically instrumental in its operation that it should serve as an agent and not as master". But we cannot emphasize that bureaucracy can or should play stringently an influential role, detached in policy creation and unpretentious through exposure to political procedure. The major drawback of bureaucracy is moving from instrumental role to turn into a primary power wielder in the political system.

La Palambora felt that restricting the bureaucracy to an instrumental role is all the more hard in developing nations "where the bureaucracy may be the mainly coherent power centre and where, in addition, the major decisions concerning national development are likely to involve authoritative rule-creation and rule

application through governmental structure which results in the emergence of 'over-powering' bureaucracies''.

Bernard Brown and Milton Esman recognize the supremacy of administration in developing systems, while supporting that it be reinforced rather than relegated. Therefore, bureaucracy essentially is an instrumentality of the government and is an aid, essential equipment for operational purposes. Bureaucracy through its, recruitment, training, style and culture is best suited for playing the role of adviser to politicians rather than playing the politician's role. In any democratic set-up, where the party with the directive of majority of the people gets the governing authority to administer, it is the politicians who have to fulfil people's demands and ambitions; they reflect nation's will. So, anyone who does not represent the people cannot speak for them. Bureaucrats, therefore, have no primacy, no supremacy, in determining such macro-stage national policies. They can, at best, tender professional advice and render assistance, as may be needed from time to time, to the political policy makers in defining and refining the policies. They play the important crucial role in implementing such policies and taking decisions within the overall framework of such policies.

In the Indian context, the role of bureaucracy in development administration has come in for searching inquiry at the hands of many researchers. Very often the bureaucracy has been equated with law and order and regulatory administration and its suitability for development situation has been questioned. Bureaucracy has been looked at as having the hangover of the colonial era. It is generally criticized for not demonstrating enough commitment to development needs and programmes. At the other end, bureaucracy has been found to be both efficient and effective in crisis management. Hence, any general indictment of bureaucracy as something dysfunctional for development will go against available evidence.

Rule application, rule interpretation and rule-adjudication are some of the tasks better done through the bureaucrats. Political executives do not remain in power permanently as they come and go through time-bound electoral procedure. Politicians are impermanent masters, but bureaucrats are everlasting employees of the state. They are employed for their greater merit, understanding, expert proficiency, technical know-how, skill and expertise. Their crucial concern is goal comprehension. It is only after the laws concerning the social, political and economic issues have been made that the bureaucrats come in the picture. And whatever further is required to implement these laws is taken over through the bureaucrats and completed. Whether it is the creation of rules and regulations under the system of "delegated legislation" or issuance of necessary directives and guidelines, the bureaucracy performs its functions rather well.

Administrative efficiency through a series of decision-creation and decision-implementing activities is the handwork of bureaucracy. If bureaucracy is often criticized for inefficiency in administration, its deficiencies, slowness, conservatism, negativism, delays and other aspects, it also has to be appreciated for all its

achievements in conditions of socio-economic development and progress. There is no doubt that the traditional "legal rational" concept of bureaucracy has undergone a change. As discussed earlier, bureaucracy is not just instrumental any more, waiting for orders to execute, unmoved, unconcerned through any changes. It functions with emotional and psychological involvement in executing programmes. The old time distinction and water-tight compartmentalization flanked by policy and execution is fast disappearing. In the present developmental administration landscape, the bureaucrat has to take the lead. In expanding arena of science and technology, the bureaucrat is everywhere, and has to administer and manage all developmental programmes. In the present times, the bureaucrat cannot afford to be a passive onlooker, and in several cases, he/she has to be pioneering, and display risk taking entrepreneurial skills.

To make the officialdom acclimatize well to the development tasks, changes are necessary both on structural and behavioural fronts. Structurally, de-emphasis of grading has been suggested to get rid of the conservative organizational pyramid, the centralized set-up and relational clashes. The bureaucratic personnel need to be sensitized to the requirements of the disadvantaged and weaker sections, encouraged to take up new and ground-breaking steps towards administrative reforms and cherished for their inventiveness and enthusiasm. There is a need for development bureaucracy, which is not narrow and inward looking in approach. Administrative changes are mandatory to make the bureaucracy goal-centric, results specific and people-oriented.

Check Your Progress

4. What is the major drawback of bureaucracy?

5. Mention the tasks which are b etter handled by bureaucrats rather than politicians.

4.6 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The term bureaucracy was first coined by a Frenchman, Vincent de Gournay in 1765.

2. The concept of "Philosopher king" given by Plato is an example of the guardian bureaucracy. According to Plato, guardians were not just meant to go about doing things as directed but most imperative was their capacity for; the quintessence of the public interest.

3. Max Weber has fully developed the concept of bureaucracy. In the Weberian analysis, bureaucracy denotes the sociological concept of justification of communal activities. According to Weber, it is noteworthy for the constitution of modem complex society, regardless of its political complexion—socialist or capitalist.

4. The major drawback of bureaucracy is moving from instrumental role to turn into a primary power wielder in the political system.

5. Rule application, rule interpretation and rule-adjudication are some of the tasks better done through the bureaucrats rather than politicians. Administrative efficiency through a series of decision-creation and decision-implementing activities is the handwork of bureaucracy.

4.7   SUMMARY

- Bureaucracy is an age-old phenomenon. It existed in ostentatious forms thousands of years ago in Rome and Egypt and in rather erudite forms in Asiatic countries in ancient times.

- There is no particular explanation of 'bureaucracy'. It is used to categorize an institution or a caste, a mode of production, and philosophy, a way of inspecting and shaping society, a way of life, a social classification etc.

- Bureaucracy means dissimilar things to dissimilar people. There are roughly as numerous definitions of bureaucracy as there are authors on the subject who highlight disparate physiognomies of bureaucracy.

- The Guardian Bureaucracy is defined as a "scholastic officialdom twined in right conduct according to the classes''.

- The Caste Bureaucracy is the result of class connections. It is made only from one class or caste. Example of this kind bureaucracy can be found in the history of Roman Empire.

- Max Weber has fully developed the concept of bureaucracy. In the Weberian analysis, bureaucracy denotes the sociological concept of justification of communal activities.

- Bureaucracy plays an influential role in renovating the government policies into programmes, programmes into projects and projects into errands for bringing about development. Our government is regarded as the watchdog, negotiator, financier, provider of services and promoter of national standards of decent living.

- As soon as liberalization was first initiated, a lot of bureaucrats were acquiescently antagonistic to it as they obviously felt that in a regime of slackening governmental control, the quantum of power wielded by them as well as their importance would come down.

- Very often the bureaucracy has been equated with law and order and regulatory administration and its suitability for development situation has been questioned.

- Rule application, rule interpretation and rule-adjudication are some of the tasks better done through the bureaucrats. Political executives do not remain

in power permanently as they come and go through time-bound electoral procedure.

- To make the officialdom acclimatize well to the development tasks, changes are necessary both on structural and behavioural fronts. Structurally, de-emphasis of grading has been suggested to get rid of the conservative organizational pyramid, the centralized set-up and relational clashes.

4.8 KEY WORDS

- **Rule-adjudication:** It is the legitimate procedure by which an arbiter or judge reviews evidence and argumentation, comprising legal thinking set forth by opposite parties or litigants to come to a judgment which regulates rights and obligations between the parties involved.
- **Soft State:** It is a tolerant approach of state towards social deviance.
- **Delegated Legislation:** It permits the government to make modifications to a law without requiring pushing through a completely new Act of Parliament.

4.9 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Define the term bureaucracy in your own words.
2. Comment on the functioning of bureaucracy in India.

Long Answer Questions

1. Critically analyse the role played by bureaucracy in facilitating ease of doing business in India.
2. Discuss the relevance of Max Weber's bureaucratic model in contemporary times.
3. Elucidate the importance of Indian Bureaucracy in the era of liberalization and globalization.
4. "The concepts of rationality and efficiency are intertwined in the bureaucratic analysis of Max Weber." Comment.

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BLOCK II
RECRUITMENT AND TRAINING

UNIT 5 OVERVIEW OF CAREER PLANNING AND DEVELOPMENT

Structure

5.0 INTRODUCTION

Once a candidate gets selected for civil services, the next primary task is to impart training to the candidate at the Centre or State level by the Government of India. With this objective in mind, the government has established numerous State and Central level training institutes all over India.

This unit will brief you about the creation of administrative tribunals, the various Central and State training institutes established in India with the sole motive of training the individuals selected for civil services.

5.1 OBJECTIVES

After going through this unit, you will be able to:

- Explain the importance of career planning and development
- Discuss the merits and demerits of administrative tribunals

- List the major central and state training institutes established in India
- Describe the composition and functioning of the UPSC and SSC

5.2 CAREER PLANNING AND DEVELOPMENT

The term career is used to denote an individual's entire work life. It can be defined in a narrow sense, to be the sequence of jobs and/or positions held by an individual in an organization. An individual's career rises with placement in a job and ends with retreat from the organization which may be through superannuation, letter of resignation or demise. The career progression consists of changing tasks, tenure in several jobs, temporary or permanent promotions, transfers and so forth.

Career planning and development are notions which comprise all those events either happening to or commenced through individuals which affect a person's development or promotion, his/her broadening and/or changing employment prospects and obtaining a divergent and usually higher prominence, enhanced circumstances of service or augmented satisfaction with the job. Career development is the process which empowers an organization to meet its contemporary and estimated manpower necessity, through provision of career prospects for its employees. It targets enhancing the efficacy of manpower of the organization, through planned development and their knowledge, expertise and potentialities. Career, it cannot be overlooked, is extremely particular in its basics; it inevitability relates to an individual without whom it loses all significance. Career development is an intrinsic part of holistic development of human beings. Its requirement concern itself with the growth of both individual and the organization. The vital nature of career development is futuristic in the sense that its policies and programmes are devoted to tomorrow.

Importance of Career Planning and Development

Career planning and development is required as it is intended to fulfill the following vital objectives:

- To secure the right person at the right time, in the right place. It guarantees the sufficient accessibility of competent personnel in the organization for openings.
- To guarantee equal opportunity of promotion for all.
- To expedite in effect development of accessible talent.
- To instruct to the employee maximum satisfaction, as per their qualifications, experience, competence, performance as well as individualistic needs and expectations, leading to a harmonious balance flanked by personal and organizational objectives.
- To reinforce the organization's manpower retention programmes based on adequacy of career compensation, motivation management. It seeks to

increase the organization's skill to invite and preserve high talent personnel, since outstanding employees always are scarce and they usually find considerable degree of competition to secure their services. Such people may provide preference to employers who demonstrate a concern for the future of their employees.

Classification of Career

It can be sub divided into the following types:

- **Monolithic career** is acknowledged with pursuance of career in one departmental or institution jurisdiction.

- **Cadre career** is one where a bunch or conglomeration of posts are arranged vertically i.e., hierarchically from lower to higher with dissimilar stages of responsibilities. Here, any member belonging to that cadre can be recruited to any of the posts, within the cadre-jurisdiction, proportionate with the seniority, pay, experience, qualification and other aspects.

- **Inter-governmental careers** are recognized with more than a single governmental jurisdiction. An instance of this is All India Services, where members belonging to this service move from Centre to the States to occupy administrative positions.

There can also be two other concepts of career, namely, closed career and open career, depending on the restraints on admission or the norm of recruitment. This closed career system means that once, at an young age, usually predetermined, one enters the "Monastery" or a specific cadre order, one has to spend his whole life time in that jurisdiction with no chance of coming out of it. The open-kind career system, authorizes entrance at any or all grade stages, though this multistage induction would be administered through fulfilling the requisite qualifications and competitive eligibility circumstances prearranged for such grades or groups of categories of posts. Those already in that service, on self-actualization of specified eligibility conditions, can apply for such recruitment. A substantial characteristic of the open career system is that there is positive encouragement for inducting of new talent at middle and upper stages. There can be additional classification of career system i.e., rank-in-job and rank in corps. In the former, the focus is on the assignments, the job to be performed and the fitting of an individual into the job. This job-oriented concept originated in Canada and USA and lays emphasis on methodical classification of positions on the basis of duties and responsibilities. It is the rational outcome of efficient division of responsibilities and division of labour. In the other kind i.e., rank in corps, the focus is on the person. This is prevalent in the USA. Here, assignment, training, utilization, recognition, rank and other aspects are viewed as per the conditions of the individual and the corps to which a person belongs rather than in conditions of a merely structured hierarchy of positions. This system enables matching the abilities of employees with job requirements. Of these several kinds of career, the cadre system enables a person recruited at the

lowest point to go higher up, through a gradation of projects which are all grouped or kept together in one cadre without a very precise and scientific position-classification system.

Table 5.1 provides a brief overview of the dissimilar stages of a person's psycho-social and personality progression and career advancement arrangements. This aids in mounting the career development and management programmes in an organization.

***Table 5.1** Psycho-Social Phases and Career Stages of an Individual*

Psycho-social **phases** and the career stages

	Social	Individual	Organisational
1)	Formative stage. (Budding Stage)	On-entry career	Junior scale/grade
2)	Developmental stage (Blossoming stage)	Early career	Senior scale /grade
3)	Mature stage (Full bloom stage)	Mid career	Selection grade/ supertime scale
4)	Decline stage (withering stage or retiring stage)	Late career	Top management positions

5.2.1 Administrative Tribunals

Tribunal is referred to as the office of the 'Tribunes' i.e., a Roman official under the monarchy and the republic with the function of protecting the plebeian citizen from arbitrary action by the patrician magistrates. An administrative body recognized for the purpose of discharging quasi-judicial duties. It is neither a Court nor an executive body. According to Chantal Stebbings, "The reasons for the diversity, lack of coherence, uncertainty of status and inherent individual weaknesses which have rendered both theoretical analysis and practical reform so problem lie to a considerable extent in the historic-legal context of the statutory administrative tribunal as an institution in the nineteenth century." He further adds, "The term 'tribunal', not being a term of "art, referred to any dispute-resolution body or process, from the regular courts of law, through domestic bodies regulating clubs, societies and professions, to ministers making decisions in the course of their administrative duties."

The Law Commission of India in its Fourteenth Report (1958) titled "Reform of Judicial Administration" recommended the establishment of an appellate Tribunal or Tribunals at the Centre and in the States. Based on the recommendations of the Swaran Singh Committee, Part XIV-A was added by the Constitution (Forty-second Amendment) Act, 1976, titled as 'Tribunals' which provided for the establishment of 'Administrative Tribunals' under Article 323-A and 'Tribunals for other matters' under Article 323-B. The main objective of establishing Tribunals as set out in the Statement of Objects and Reasons of The Constitution (Forty-Second Amendment) Act, 1976 is as under: 'To reduce the mounting arrears in High Courts and to secure the speedy disposal of service matters, revenue matters

and certain other matters of special importance in the context of the socio-economic development and progress, it is considered expedient to provide for administrative and other tribunals for dealing with such matters while preserving the jurisdiction of the Supreme Court in regard to such matters under article 136 of the Constitution." The Tribunal has to exercise its powers in a judicious manner by observing the principles of natural justice or in accordance with the statutory provisions under which the Tribunal is established. In both the situations, it will be known as a quasi-judicial function. The word 'quasi' means 'not exactly'. "Where a statutory authority is empowered to take a decision which affects the rights of persons and such an authority under the relevant law required to make an enquiry and hear the parties, such authority is quasi-judicial and decision rendered by it is a quasi-judicial act. There is a distinction between Article 323-A and 323-B as the former gives exclusive power to the Parliament and the latter gives power to the concerned State Legislature which is concurrent in nature by which the Parliament and the State Legislature can by law, constitute Tribunals for the respective subjects specified therein. This is evident from the explanation appended to Article 323-B of the Constitution. The provisions of both these Articles are to be given effect irrespective of any other provision of the Constitution or any other law for the time being in force.

The Administrative Tribunals Act, 1985 brings into existence the 'Tribunals' contemplated under Article 323-A(2), to deal with various matters. The Act specifically provides that it will not be applicable to:

  (i) any member of the naval, military or air force or of any other armed forces of the union;

 (ii) any officer or servant of the Supreme Court or of any High Court, and

(iii) any person appointed to the secretarial staff of either House of Parliament or to the secretarial staff of any State Legislature or a House thereof or, in the case of a Union Territory having a legislature, of that legislature.

Composition of the Tribunals

- Each Tribunal shall consist of Chairman, such number of Vice-Chairman and judicial and administrative members as the appropriate Government (either the Central Government or any particular State Government singly or jointly) may deem fit.

- A bench shall consist of one judicial member and one administrative member.

- The bench at New Delhi was designated the Principal Bench of the Central Administrative Tribunal and for the State Administrative Tribunals.

Qualifications for Appointment:

- The Chairman, Vice-Chairman and every other members of a Central Administrative Tribunal shall be appointed by the President and, in the case of State or joint Administrative Tribunal(s) by the President after consultation

with the Governor(s) of the concerned State(s). But no appointment can be made of a Chairman, vice-chairman or a judicial member except after consultation with the Chief Justice of India.

- After obtaining the concurrence of Chief Justice of India, appointments are made with the approval of Appointment committee of the Cabinet (ACC).

Conditions of Office

The Chairman, Vice-Chairman or other member shall hold office for a term of five years from the date on which he enters upon his office or until he attains the age of 65, in the case of Chairman or Vice-Chairman, 62, in the case of any other member, whichever is earlier. Resignation or Removal The Chairman, Vice-Chairman or any other member of the Administrative Tribunal may, through notice in writing under his hand addressed to the President, resign, his office; but will continue to hold office until the expiry of three months from the date of receipt of notice or expiry of his conditions of office or the date of joining through his successor, whichever is the earliest. They cannot be removed from office except through an order made through the President on the ground of proven misbehaviour or incapacity after an inquiry has been made through a judge of the Supreme Court

The Supreme Court in Jaswant Sugar Mills vs. Lakshmi Chand laid down the following characteristics or tests to determine whether an authority is a tribunal or not:

(i) Power of adjudication must be derived from a statute or statutory rule.

(ii) It must possess the trappings of a court and thereby be vested with the power to summon witnesses, administer oath, compel production of evidence, etc.

(iii) Tribunals are not bound by strict rules of evidence.

(iv) They are to exercise their functions objectively and judicially and to apply the law and resolve disputes independently of executive policy.

(v) Tribunals are supposed to be independent and immune from any administrative interference in the discharge of their judicial functions.

Advantages: Administrative tribunal is a dynamic system of administration, which serves more adequately than any other method, the varied and complex needs of the modern society.

(i) **Flexibility:** It has brought about flexibility and adaptability in the judicial as well as administrative tribunals. For instance, the courts of law exhibit a good deal of conservatism and inelasticity of outlook and approach. The justice they administer may become out of harmony with the rapidly changing social conditions.

(ii) **Less expensive:** Administrative justice ensures cheap and quick justice. As against this, procedure in the law courts is long and cumbersome and litigation is costly. It involves payment of huge court fees, engagement of

lawyers and meeting of other incidental charges. Its procedures are simple and can be easily understood by a layman.

(iii) Relief to Courts: The system also gives the much-needed relief to ordinary courts of law which are already overburdened with numerous suits.

Disadvantages: Administrative tribunals often hold summary trials and they do not follow any precedents. As such it is not possible to predict the course of future decisions. The civil and criminal courts have a uniform pattern of administering justice and centuries of experience in the administration of civil and criminal laws have borne testimony to the advantages of uniform procedure. A uniform code of procedure in administrative adjudication is not there. They are operated by administrators and technical heads who may not have the background of law or training of judicial work. Some of them may not possess the independent outlook of a Judge.

Check Your Progress

1. Define career development.
2. Mention the classification of career.

5.3 CENTRAL TRAINING INSTITUTES

Compared to the most of the developing countries, India has a long tradition of training in the civil services. Ever since the days of East India Company, institutional training has been provided to the higher civil servants. Today training of civil servants has become an integral part of the personnel policy of the central as well as state governments. A number of new training institutions have been set up by the central as well as state governments. These institutions provide both general and professional training to the civil servants at the entry point and also during their career. Some of the most important institutions of civil service training are as following:

1. National Academy of Administration, Mussoorie

The I.A.S. school at Delhi and the IAS staff college at Shimla were merged in 1959 into the National Academy of Administration set up at Mussoorie on September 1 of that year. The object of the change was explained by the Home Minister in the Lok Sabha on 15 April, 1959. 'We also feel' he said 'that training in foundational and fundamental subjects should be common to all those who are recruited for the senior grades of the service. So, instead of our Indian Administrative Service Training School, we propose to set up a National academy of Training so that the services wherever they may function whether as administrative officers or as accountants or revenue officers might imbibe the true spirit, and discharge their duties in a manner which will raise their efficiency, and establish concord between them and the public completely.'

The Academy provides three types of courses namely (a) a one year course for the I.A.S. Officers (b) a refresher course of 6 weeks for the senior IAS Officer of 10-15 years' standing, and (c) a five months combined course in foundational subjects for the all-India and Central Service Class I.

The categories of officers trained at the Academy include those of the Indian Administrative Service, Indian Foreign Service, Indian Audit, and Account Service, Indian Defence Accounts Service, Indian Income Tax Service, Indian Post and Telegraphs Service, Military Lands and Cantonment Service, Indian Customs and Excise Services, etc.

For the foundational course of 5 months, the subjects taught are the same as at the reformer IAS training school at Delhi. For the IAS cadets, a three month's tour (Bharat Darshan) is also arranged, and the remaining four months of they are devoted to subjects of professional interest. At the end, there is an examination. Not all pass, but failed candidates may be exempted from reappearing at the examination again.

Method of instruction is lectures by regular members of the staff of the academy, staff members of the Indian Institute of Public Administration, and by distinguished visitors. There is also syndicated study by groups in different subjects and the book review method is also used.

There is provision for physical training, games, target practice, riding, swimming, and training in motor mechanics.

2. Sardar Vallabhbhai Patel National Police Academy, Hyderabad

Upto 1975-76, the Central Police Training College, Mount Abu provided entry point training for the new entrants to the Indian Police Service (IPS). But in 1976 Sardar Vallabhai Patel National Police Academy was established at Hyderabad. The Academy is the national level premier police training institute which imparts primarily induction level and in service professional training to IPS officers. Besides, the training of Trainers Wing of the Academy conducts tendent of police and Superintendent of Police who are posted or likely to be posted to police training institutions in the State/Central Police Organizations. The Academy also conducts vertical interaction courses for IPS officers of various levels of seniority and specialized courses in different fields of police work. From 1989, the Academy is also conducting foundational course for probationers of All India Services and Central Services Group - A. The Academy is under the administrative control of the Ministry of Home Affairs.

3. Administrative Staff College, Hyderabad

The Administrative Staff College was set up in 1957 at Hyderabad on the model of the Administrative Staff College of Henrey (English). The Staff College does not admit or train new entrants to services, but is intended to facilitate discussion and exchange of experience among experienced executives and administrators

from business, and women from different walks of life, such as private industry, commerce and public service, it would facilitate maximum interchange of ideas and experience, and thereby enrich the personality of the participants leading to greater administrative efficiency in individual enterprises and higher productivity at the national level. There is no formal teaching although some lectures by competent persons on Economics, Planning, Management, Accounts, Constitution, etc. are arranged. For the rest, the method of training is of group discussions and syndicate study.

4. Foreign Service Institute

The Foreign Service Institute (FSI) is a training institute for probationers of the Indian Foreign Service as well as organizes professional training courses for diplomats working in various countries. The Institute organises a year-long professional course in Diplomacy and International Relation for IFS probationers. The Institute also organises District Training Programme for the IFS probationers. Officials of the Ministry of External Affairs upto the rank of Section Officers posted abroad attend the basic professional courses which cover all aspects of functioning in missions are also arranged by the Institute. The Professional Course for Foreign Diplomats arranged by the FSI has become popular over the years. The FSI continues to maintain contacts with other training institutes abroad.

5. Indian Institute of Public Administration, New Delhi

Established in March 1954 apart from research in Public Administration, the IIPA Organises short-term orientation and Refresher Courses for the senior and middle level officers of the Central and state governments. These courses are regularly conducted for the benefit of senior and middle rank officials. These specialized professional courses heavily rely upon lectures by senior officers and experts in the subject. At the same time exchange of ideas and experiences in the group discussions and field visits are arranged. The IIPA also organises a nine month educational programme for the senior and middle level civil servants. This is the only course of its kind in the whole country.

6. National Institute of Rural Development, Hyderabad

The NIRD is the country's apex body for training, research, action research, consultancy and documentation functions in the Rural Development Sector. The NIRD, established in 1956, organises regular orientation courses for the higher and middle level civil servants engaged in the field of rural development administration. It is also engaged in research in the area of rural development. The clientele for rural development training is very wide and includes officials and non-officials of directly as well as indirectly related agencies to rural development, beneficiaries of programmes and members of voluntary bodies. The objectives of NIRD are to organize training programmes, conferences, seminars and workshops for senior level development managers, elected representatives, bankers, NGOs

and others; undertake, aid, promote and coordinate research on its own and through other agencies; study various aspect of the Panchayati Raj Institutions and rural development programmes across the States; analyse and propose solutions to problems in planning and implementation of the programmes of Rural Development and disseminate information through periodicals, reports and other publication.

7. Indira Gandhi National Forest Academy (IGNFA), Dehradoon

Established in May, 1987, the IGNFA is a premier institution imparting in- service professional training to the Indian Forest Services (IFS) probationers. Besides this, the Academy also conducts various training courses like 'computer application in Forestry' and 'Project Formulation an Appraisal' for senior IFS Officers from various states.

8. The National Academy of Direct Taxes, Nagpur

The Income Tax Department has one of the finest training organizations in the country. The National Academy of Direct Taxes, Nagpur, is the apex institution for training the officers and staff of the Income Tax Department in India. The Academy is one of the prime training centres recognized by the Department of personnel and Training for conducting Foundation Course for probationers.

9. Training for Indian Administrative Service (IAS)

Recruits to the All-India Services (including the Indian Forest Service) and central services numbering nearly 350 are required to attend a common course of training called foundational programme, at the Academy, the underlying idea of which being that officers of all the higher services should acquire an understanding of the constitutional, economic and social framework in which they have to function, as these largely determine the policies and programmes towards the framing and execution of which they make their contribution. In addition, it also develops among the new recruits of various services a feeling of belongingness to common public service and a broadly common outlook. The subjects taught in the foundational course, which is of three and half months' duration, are (i) Basic Economics for Administrators (ii) History and Indian Culture (iii) Law (iv) Political concepts and Constitutional Law and (v) Public Administration, Management and Behavioral Sciences. At the end of this course there is an examination and the marks secured in it are added to the recruitment examination.

After completing this foundational course, the probationers of the services other than IAS leave their respective training institutes for subject-matter training, but the IAS probationers stay at the Academy to undergo further training—called the professional training—of eight months' duration introduced since 1969. After completing the first phase of professional training, the probationers go to the state of their allotment for District training the duration of which is one year. During 'district training' the probationers spend some time at the state training institute, and thus acquire knowledge of various aspects of life in the state of their destiny.

They learn the language of the state. They are attached to districts where they obtain knowledge of various areas and levels of administration. They undertake socioeconomic surveys of villages and this exposure is particularly emphasized as they would be spending the initial period of their career in rural areas. During the period of district training, probationers remain in touch with the Academy as they have to report regularly to a faculty member.

5.3.1 State Training Institutes

The state civil services functioning at the intermediate levels comprises a vital component of the civil services in India. In recent years, with the noteworthy change in the nature and functions of the state government which consists of maintenance of law and order, civic services, revenue collection, development activities, there has been substantial increase in the number of entrants to these services and other staff. The new tasks of government require increasing degree of specialization, modem management skills and techniques and also understanding and commitment on the part of personnel to perform the tasks.

The training aspect has by and large been neglected. The need for imparting institutional and on the job training to civil servants at various levels in the states has been focussed upon by different Administrative Reforms Committees. These include Maharashtra Administrative Reorganisation Committee (1962-68), Andhra Pradesh Administrative Reforms Committee (1964-65), Mysore Pay Commission (1966-68). The need for formal and institutional training for civil servants was also clearly recognized by the Administrative Reforms Commission and its study team on State Level Administration (1967-69). Consequently, State Training Institutes (STIs) have been established in the states with the objective of providing post entry and in-service training to their employees.

There are about twenty one STIs. Some of the prominent ones are: (i) Institute of Administration, Hyderabad. (ii) Sardar Pate1 Institute of Public Administration, Ahmedabad (iii) Haryana Institute of Public Administration, Chandigarh. (iv) Himachal Radesh Institute of Public Administration, Shimla (v) Institute of Management in Government, Trivandrurn. (vi) Punjab State Institute of Public Administration, Chandigarh. (vii) HCM Rajasthan State Institute of Public Administration, Jaipur. (viii) Administrative Training Institute, Calcutta. (ix) Administrative Training Institute, Nainital (x) State Planning Institute, Lucknow.

Check Your Progress

3. When was the National Academy of Administration set-up in India?
4. What kind of training is provided at the Foreign Service Institute (FSI)?

5.4 PERSONNEL/UPSC/SPSC/SSC

Let us study the role and functions of the various institutions established in India dealing with the recruitment and training of civil servants.

5.4.1 Department of Personnel and Training

Department of Personnel and Training (DOP&T) is a nodal agency of the Government of India for formulation and implementation of personnel polices as well as selection, placement and development of the human resources engaged in public service.

Role and Functions

The role of the Department of Personnel & Training can be conceptually divided into two parts, In its large nodal role, it acts as the formulator of policy and the watch-dog of the Government ensuring that certain accepted standards and norms, as laid down by it, are followed by all Ministries/Departments, in the recruitment, regulation of service conditions, posting/transfers, deputation of personnel as well as other related issues. Towards this end, guidelines are issued by it for the benefit of all Ministries/Departments and it monitors the implementation of these guidelines. It also advises all organizations of the Central Government on issues of personnel Management. At a more immediate level, the Department has the direct responsibility of being the cadre controlling authority for the IAS and the three Secretariat Services in the Central Secretariat. The Department also operates the Central Staffing Scheme under which suitable officers from All India Services and Group 'A' Central Services are selected and then placed in posts at the level of Deputy Secretary/ Director and Joint Secretary, on the basis of tenure deputation. The Department also deal with cases of appointment to posts of Chairman, Managing Director, full-time functional Director/Member of the Board of Management of various Public Sector Undertakings/ Enterprises, Corporations, Banks and financial institutions. It also deals with the assignment of Indian experts to various developing countries. It is also responsible for formulation and coordination of training policies for the All India and Central Services and providing support for the capacity building of State Government officials

Recruitment Agencies

The two organizations through which the Department ensures recruitment of personnel for the Government are the Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC). The former is constituted under a provision of the Constitution and is responsible for conducting examinations for appointment to the higher civil services and civil posts under the Union Government; including recruitment to the All India Services. There is a mandatory provision for consulting the Commission on all matters relating to methods of

recruitment, principles to be followed in making promotions and transfers from one service to another and on all disciplinary matters. The SSC is responsible for making recruitment to subordinate staff such as Assistants, Stenographers etc. The office of the UPSC is located in Dholpur House, New Delhi, while that of the Staff Selection Commission is located at the CGO Complex, Lodhi Road, New Delhi.

Training Division

Training Division is responsible for coordinating the implementation of National Training Policy which was adopted in April 1996. The Department also sponsors a number of training programmes on a variety of subjects for different categories of Central and State Government employees. Training Division also develops and undertakes capacity building initiatives under special packages for different levels of State Government officials. Training Division provides assistance for upgradation of the training infrastructure of State Government Training Institutions. It is responsible for the development of resource persons as trainers in different skills of training and maintains a database of trainers. It facilitates the development of training material and also coordinates with Training Institutions all over the country. The Training Division organizes a number of long term training programmes in public policy in leading management institutes in India for the officers of the Central and State Services. The foreign training scheme for the Central and State Government Officers, other than selection, is administered by the Training Division. A new scheme of mandatory Mid-Career Training for IAS officers is also being administered by the Training Division

Two major training institutions directly under the administrative control of the Department are the Lal Bahadur Shastri National Academy of Administration (LBSNAA), Mussorie and the Institute of Secretariat Training and Management (ISTM), JNU Campus, New Delhi. The former is mainly responsible for providing induction training to recruits to the Indian Administrative Service and other All India Services and Central Services. The Institute of Secretariat Training and Management provides induction as well as in-service training to members of the Central Secretariat Service. The Indian Institute of Public Administration, New Delhi which is an autonomous organization, is also being funded partly by the Training Division.

Senior Appointments under the Government of India

All proposals for senior appointments under the Government of India, which require the approval of the Appointments Committee of the Cabinet (ACC), are processed through the Establishment Officer as Secretary of the ACC. These include Board level appointments to Central Public Sector Undertakings and appointments of Joint Secretaries, Directors and Deputy Secretaries in the Ministries/Departments. In addition, all appointments by promotion, which require the approval of the ACC are also processed through the Establishment Officer, whose office is located in the North Block, New Delhi.

Administrative Vigilance

An important element of personnel management is the maintenance of the professional ethics and standards of the bureaucracy. The Department of Personnel & Training determines Government policy for the maintenance of the integrity of the public services and eradication of corruption and coordinates the activities of various Ministries/Departments in that area. However, all Ministries/Departments and offices of the Government of India have the direct responsibility for the maintenance of discipline and integrity of their staff by taking preventive measures and eradication of corruption in their operational area of work.

Central Vigilance Commission

Advice on all vigilance matters is provided by Central Vigilance Commission. It has jurisdiction and power in respect of all matters to which the executive power of the Central Government extends. The Commission enjoys the same measure of independence and autonomy as the Union public Service Commission. The Commission has its office at Satarkta Bhavan, INA Colony, New Delhi.

Central Bureau of Investigation

The Central Bureau of Investigation (CBI) is the premier investigating agency of the country and watchdog of the nation to arrest the growing menace of corruption as also to investigate the various types of banking, non-banking and the multitude of economic and other conventional offences. A new addition to its function is investigation of inquiries into terrorist crimes, vandalism etc. Cases are referred to this agency, on the basis of concurrence of the State Governments, by the High Court as well as by the Supreme Court and there is an ever growing public demand for CBI investigation on account of the general perception that investigation by the CBI is more objective. The CBI has its headquarters office in Block No. 3, CGO Complex, New Delhi.

Joint Consultative Machinery

There is a well-structured machinery for joint consultation between the Central Government and its employees on a wide variety of service matters having a bearing on the administration and the general interests of the Government employees. It is a three-tier machinery consisting of the National Council, the Department Council and the Regional/Office Council. Service matters, pertaining to the interests of the generality of the employees or specific groups of them, are dealt with by this machinery.

Central Administrative Tribunal

In spite of the elaborate system of rules and regulations, which govern personnel management, there are Government employees who feel aggrieved by the Government decisions. The courts used to take many year to decide these cases and litigation was expensive. In order to provide speedy and inexpensive justice

to employees aggrieved by Government decisions, the Government set up the Central Administrative Tribunal (CAT) in 1985, which now deals with all cases relating to service matters which were previously dealt with by courts up to and including the High Court. There are now 17 regular Benches of the CAT functioning in various parts of the country, including its Principal Bench at Delhi.

Staff Welfare

Realising that improvement in the working and living conditions of the employees and their families leads to efficiency and high morale, the Department supports various welfare programmes. These are provided through Recreation Halls/ Clubs in various Ministries/ Departments, Central Government Employees Welfare Coordination Committees in Central Government Offices located outside Delhi, Residents' Welfare Association /Area Welfare Officers, Benevolent Fund and Departmental canteens. Department of Personnel and Training is the nodal agency for four registered societies set up for the welfare of Government employees and their families. These societies are the Central Civil Services Cultural and Sports Board, Grih Kalyan Kendra, Civil Services Cultural and Sports Board and Kendriya Bhandar. All the four societies are located in Delhi.

Public Enterprises Selection Board

Beside the three Departments of the Ministry, the Public Enterprises Selection Board (PESB) has also been functioning as a part of the Department of Personnel and Training since August, 1986. The PESB is an expert body responsible for selection and placement of personnel for top managerial posts in the Public Sector Undertakings. The Board was originally constituted in 1974 and placed under the administrative control of the Ministry of Industry (Bureau of Public Enterprise). In 1986, the administrative control of the Board was transferred to the Department of Personnel and Training. The Board consists of a full time Chairman and three full time Members. The Secretariat of the Board is headed by an officer, designated as 'Secretary' who is an officer of the rank of Joint Secretary to the Government of India. The office of the Board is located in 3rd Floor, Block 14, CGO Complex, Lodhi Road, New Delhi.

Central Information Commission

In pursuance of Section 12 of the Right to Information Act, 2005 the Central Government has constituted the Central Information Commission, consisting of the following names:

The Gazette Notification constituting the commission was issued on 11th October,2005 and all the Commissioners have taken oath and are in their positions. The Commission shall exercise the powers conferred on, and perform the functions assigned to it under the Act.

5.4.2 Union Public Service Commission (UPSC)

The establishment of a Public Service Commission in India in the year 1926 had behind it a persistent demand for greater and greater degree of Indianization of the Superior Civil Services since the last quarter of the 19th century. This was set up under the leadership of Sir Ross Barker. The question of setting up of a Public Service Commission in India was considered in the Montagu-Chemsford Report (1918). The Government of India Act of 1919, which was based on this Report, provided for the establishment of a Public Service Commission, which would discharge, in regard to recruitment and control of public services in India, such functions as might be assigned to it by the rules to be made by the Secretary of State for India (Section 96 C). Before a Public Service Commission could actually be set up, there arose a need for a further and comprehensive enquiry into the various issues connected with the public services in India. This task was assigned to the Royal Commission on the Superior Civil Services in India, which was appointed in June 1923, under the chairmanship of Viscount Lee of Fareham. The Royal Commission, while making various recommendations regarding the representation of Indians in the Indian Civil Service, made the following observations about the setting up of a Public Service Commission:

- The Public Service Commission contemplated by the Government of India Act of 1919 should be constituted without further delay. It should be an all-India body and consist of five commissioners of the highest public standing, detached, so far as practicable, from political associations and possessing, in the case of two of their number at least, high judicial or legal qualifications.

- The functions of the Commission should fall, at the outset, into two categories:
    - (a) Recruitment
    - (b) Certain functions of a quasi-judicial character in connection with the disciplinary control and protection of the public services

- As regards the second point (a), it should be charged with the duty of recruitment for the All India Services, as the agent of the secretary of state, so far as it is carried out in India, and of recruitment for the Central services (and, if a provincial government should so desire, for its services) as the agent of the secretary of state, the Government of India or local government as the case may be. The commission should also be the final authority for determining, in consultation with the secretary of state, the Government of India or local government, as the case may be, the standards of qualification and the methods of examination for the civil services, so far as recruitment in India is concerned.

- As regards to second point (b), appeals to the Governor-General in council by an aggrieved officer against such orders of provincial governments as are declared by the Governor-General in Council to be appealable should be referred to the commission, which should report its findings to the

Governor-General in Council and its recommendations as to action, without prejudice to the right of appeal of the aggrieved officer to the secretary of state, provided the commission certify his case as a fit one for such appeal. Appeals from the Government of India, which now lie with the secretary of state, should, in the first instance, be referred to the commission in the same manner as in the case of appeals to the Government of India, and the commission should submit its report to the secretary of state. When a breach of the legal convent between an officer and the appointing authority is alleged, the commission should certify whether prima facie it is a fit case for adjudication in a civil court. If such certified case is sustained by the court, the whole costs should be defrayed by the government concerned.

- Apart from the determination of standards of qualification and methods of examination, the commission would not ordinarily be concerned with provincial services. Its knowledge and experience would merely be placed at the disposal of provincial governments, if desired. The chairman of provincial selection boards would constitute the link between the commission and the provincial governments.

The Public Service Commission, as it was first named, was established in the year 1926. The commission consisted of four members, in addition to the chairman. The commission came to be known as the Federal Public Service Commission, when the Government of India Act of 1935 came into force. The Federal Public Service Commission was replaced by the Union Public Service Commission (UPSC) in 1950, which was constituted as an independent statutory body under Article 315(i) of the Constitution of India.

Functions of the UPSC

The functions of the UPSC are laid down in Article 320 of the Constitution of India. They are as follows:

- It shall be the duty of the commission to conduct examinations for appointments to the services of the Union.

- It shall also be the duty of the commission, if requested by any two or more states to do so, to assist those states in framing and operating schemes of joint recruitment for any services for which candidates possessing special qualifications are required.

- The commission shall be consulted:

  (a) On all matters related to the 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 in a civil capacity, including memorials 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 or under the Crown in India in a civil capacity, that any costs incurred by him 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

(e) On any claim for the award of a person in respect of injuries sustained by a person while serving under the Government of India or under the Crown in India in a civil capacity and any question as to the amount of any such award

It shall be the duty of the commission to advice on any matter so referred to them and on any other matter which the President may refer to them.

The Constitution also provides that the President may make regulations specifying the matters concerning All India Services and also other services and posts in connection with the affairs of the Union in which, either generally or in any particular class of case or in any particular circumstances, it shall not be necessary for the commission to be consulted.

The Constitution lays down that:

- Nothing in (a), (b), (c), (d) and (e) above shall require the commission to be consulted as regards the manner in which provision is made by the government for the reservation of appointments or posts in favour of any backward classes or citizens, which in the opinion of the government is not adequately represented in the services.

- All regulations made by the President specifying the matters in which it shall not be necessary for the commission to be consulted, as indicated above, shall be laid for not less than fourteen days before each House of Parliament, as soon as possible after they are made and shall be subject to such modifications, whether by way of repeal or amendment, as both Houses of Parliament may make during the session in which they are so laid.

Since the inception of the commission, the Government of India has followed the convention of accepting the recommendations made by the commission. Previously, when the government or any particular department did not agree with the commission's recommendations, the chairman was allowed to place the viewpoints of the commission before the Governor-General at a personal meeting. According to the present procedure, if any Ministry of Department considers it essential to depart from the advice of the commission, regarding a selection for appointment, a decision to that effect has to be taken by the government as a whole through the Appointments Committee of the Cabinet, consisting of the Prime

Minister, the Home Minister and the Minister administratively concerned with the case. Such cases in which the commission's advice is not accepted are mentioned by them in a report presented annually to the President, in accordance with Articles 323 (i) of the Constitution. The Constitution also lays down that the President shall cause a copy of the report with a Memorandum explaining, as regards the cases, if any, where the commission's advice was not accepted, the reasons for such non-acceptance, to be laid before each House of Parliament.

Some of the important duties performed by the UPSC are as follows:

Examinations

The commission conducts the open competitive examinations for various All India and Central Services. These examinations are conducted at suitable centres for the convenience of the candidates. Supervisors for these examination centres are appointed by the commission, where necessary with the assistance of the State Public Service Commissions and the state governments. Examiners for marking the answer papers are also appointed by the commission. As regards the standard, syllabus and curriculum for each examination, these are fixed by the commission, in consultation with the ministries and educationists.

Candidates competing for the two All India Services and the Central Services have also to appear at a personality test after they have qualified in the written test. Till 1966, the position was that those failing to reach a prescribed minimum standard at the personality test were disqualified, even though they might have attained a high standard in the written test. The personality test no longer carries any qualifying minimum marks. The marks secured in the personality test are added to the marks obtained in written papers and the candidates ranked on the basis of the total marks. The Board of Examiners for such a personality test is constituted by the commission with utmost care. In all such cases, the chairman or a member of the commission presides over the Board, which also includes an educationist of high standing and representatives of the ministries.

Direct Recruitment by Interview

There are a large number of posts in the Government of India for which more or less ready-made personnel has to be obtained for undertaking responsible duties immediately after appointment. With the increase of governmental activities after the attainment of independence, the number of such posts has been rapidly on the increase. The recruitment for such posts, which cannot be filled by promoting persons already in any organized services, is made by a system of competitive interview conducted by the commission. A representative of the ministry concerned also takes part in such interviews in an advisory capacity. For posts requiring technical, scientific or specialized qualifications, one or more specialists or experts of standing, unconnected with the ministry concerned, are also associated with the interview as advisers to the commission. Advertisements for such posts are given wide publicity in important daily newspapers of India.

Promotion

Many of the senior posts, particularly in the regularly organized scales and services, are filled by promotion of officers who have acquired a certain amount of experience in junior posts in those services. Recommendations for such promotion are made initially by a departmental promotion committee, consisting of a member of the commission as chairman and senior officers of the Ministry or Department concerned, and are then placed before the commission for final ratification, when such ratification is necessary according to the rules on the subject.

Disciplinary Cases

In disciplinary cases, the commission has to be consulted before orders are passed by the President imposing any penalty on a government servant. The commission is also consulted before the President passes an order on an appeal, petition or memorial against any disciplinary order passed by any authority subordinate to the President.

Quasi-Permanency Cases

In order to afford greater security of tenure to the large number of government servants, Government of India promulgated the Central Civil Services (Temporary Service) Rules of 1949. These rules and a set of similar rules governing civilians in defence services, provide for temporary employees being declared as quasi-permanent on the completion of three years of approval service, provided they are within the age limits and have the necessary qualifications prescribed for the posts in question. Quasi-permanency has to be granted by the government in consultation with the commission wherever direct recruitment to the post in question is within the purview of the commission.

Reimbursement of Legal Expenses

Government servants are sometimes prosecuted in respect of acts done or purporting to be done in the execution of their official duty. The claims for reimbursement of the legal expenses incurred by them in defending themselves are referred to the commission under Article 320(3) (d) of the Constitution.

Extraordinary Injury Pensions

The commission is required to be consulted on any claim for the award of a pension in respect of injuries sustained by government servants while serving under the Government of India in a civil capacity and any question as to the amount of any such award.

Temporary Appointments and Re-employment

The commission is consulted when any appointments are made by the ministries provisionally. Some limitations have been placed on this function of the commission by the UPSC (Exemption from Consultation) Regulations of 1958. Under these

Regulations, it is not necessary for the government to consult the commission in regard to the selection for temporary or officiating appointment to a post if the person appointed is not likely to hold the post for a period of more than one year and it is necessary in the public interest to make the appointment immediately. The appointment has, however, to be reported to the commission as soon as it is made. If the appointment continues beyond a period of six months, a fresh estimate as to the period for which it is likely to last has to be made and reported to the commission. If such an estimate indicates that the person appointed is likely to hold the post for a period of more than one year from the date of appointment, the commission is to be consulted in regard to the filling of the post.

The advice of the commission is also sought on cases of re-employment of retiring or retired officers.

Appointment of Transfer

The commission advises the government on cases of transfer from one service to another.

Organization of the UPSC

The UPSC consists of a chairman and other members appointed by the President. The President is empowered to determine the number of members of the commission and their conditions of service. Nearly half of the members of the commission are the persons who at the time of their appointment have held office for at least ten years either under the Government of India or a state government.

A member of the commission holds office for a term of six years or until he attains the age of sixty-five, whichever is earlier. A member may, by writing under his hand addressed to the President, resign his office.

The chairman or a member of the commission can be removed from office only by an order of the President under the following circumstances:

- On the ground of misbehaviour, after the Supreme Court, on reference being made to it by the President, has, on enquiry held in accordance with the procedure prescribed in that behalf under Article 145 of the Constitution of India, reported that the chairman or such other member, as the case may be, ought to be removed (or pending enquiry into such a case by the Supreme Court, the President may suspend from office the chairman or a member of the commission until he or she has passed orders on receipt of the report of the Supreme Court on such reference

- If he or she is adjudged as insolvent

- If he or she engages, during his term of office, in paid employment outside the duties of his office

- If he or she is, in the opinion of the President, unfit to continue in office by reason of infirmity of mind or body

In order to emphasize and ensure the independence of the commission, the Constitution debars its chairman from further employment either under the Government of India or the government of a state. A member, other than the chairman of the commission is, however, eligible for appointment as chairman of that commission or of a State Public Service Commission, but for no other employment either under the Government of India or under the government of state.

At present, the UPSC consists of a chairman and seven members.

The relations of the commission with the government are coordinated by the Ministry of Home Affairs, but in its day-to-day work and in the discharge of its statutory responsibilities, it deals directly with the different ministries and departments of the Government of India. The commission has no attached or subordinate office under it.

The number of members of the staff of the commission and their conditions of service are provided for, in the regulations made by the President.

Important Publications of the Commission

Secretariat has 905 members.

Some of the important publications brought out by the commission are:

- Annual report of the commission
- Hand book of examinations
- Pamphlets part i containing rules and question papers for each examination conducted by the commission
- Pamphlets part ii containing results and review of each examination

5.4.3 State Public Service Commission (SPSC)

The following article of the Constitution of India mandated the establishment of State Public Service Commission.

Article-315. Public Service Commissions for the Union and for the States.

1. Subject to the provisions of this article, there shall be a Public Service Commission for the Union and a Public Service Commission for each State.

2. Two or more States may agree that there shall be one Public Service Commission for that group of States, and if a resolution to that effect is passed by the House or, where there are two Houses, by each House of the Legislature of each of those States, Parliament may by law provide for the appointment of a Joint State Public Service Commission (referred to in this Chapter as Joint Commission) to serve the needs of those States.

3. Any such law as aforesaid may contain such incidental and consequential provisions as may be necessary or desirable for giving effect to the purposes of the law.

4. The Public Service Commission for the Union, if requested so to do by the Governor of a State, may, with the approval of the President, agree to serve all or any of the needs of the State.

5. References in this Constitution to the Union Public Service Commission or a State Public Service Commission shall, unless the context otherwise requires, be construed as references to the Commission serving the needs of the Union or, as the case may be, the State as respects the particular matter in question.

Article-316. Appointment and term of office of members.

1. The Chairman and other members of a Public Service Commission shall be appointed, in the case of the Union Commission or a Joint Commission, by the President, and in the case of a State Commission, by the Governor of the State:

   Provided that as nearly as may be one-half of the members of every Public Service Commission shall be persons who at the dates of their respective appointments have held office for at least ten years either under the Government of India or under the Government of a State, and in computing the said period of ten years any period before the commencement of this Constitution during which a person has held office under the Crown in India or under the Government of an Indian State shall be included.

A. If the office of the Chairman of the Commission becomes vacant or if any such Chairman is by reason of absence or for any other reason unable to perform the duties of his office, those duties shall, until some person appointed under clause (1) to the vacant office has entered on the duties thereof or, as the case may be, until the Chairman has resumed his duties, be performed by such one of the other members of the Commission as the President, in the case of the Union Commission or a Joint Commission, and the Governor of the State in the case of a State Commission, may appoint for the purpose.

2. A member of a Public Service Commission shall hold office for a term of six years from the date on which he enters upon his office or until he attains, in the case of the Union Commission, the age of sixty-five years, and in the case of a State Commission or a Joint Commission, the age of sixty-two years, whichever is earlier:

   Provided that—

   a. a member of a Public Service Commission may, by writing under his hand addressed, in the case of the Union Commission or a Joint Commission, to the President, and in the case of a State Commission, to the Governor of the State, resign his office;

   b. a member of a Public Service Commission may be removed from his office in the manner provided in clause (1) or clause (3) of article 317.

3. A person who holds office as a member of a Public Service Commission shall, on the expiration of his term of office, be ineligible for reappointment to that office.

Article-320. Functions of Public Service Commissions.

1. It shall be the duty of the Union and the State Public Service Commissions to conduct examinations for appointments to the services of the Union and the services of the State respectively.

2. It shall also be the duty of the Union Public Service Commission, if requested by any two or more States so to do, to assist those States in framing and operating schemes of joint recruitment for any services for which candidates possessing special qualifications are required.

3. The Union Public Service Commission or the State Public Service Commission, as the case may be, 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 or the Government of a State in a civil capacity, including memorials 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 or the Government of a State or under the Crown in India or under the Government of an Indian State, 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, or, as the case may be, out of the Consolidated Fund of the State;

    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 or the Government of a State or under the Crown in India or under the Government of an Indian State, 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, or, as the case may be, the Governor of the State, may refer to them:

    Provided that the President as respects the all- India services and also as respects other services and posts in connection with the affairs of the Union, and the Governor, as respects other services and posts in connection with

the affairs of a State, 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.

4. Nothing in clause (3) shall require a Public Service Commission to be consulted as respects the manner in which any provision referred to in clause (4) of article 16 may be made or as respects the manner in which effect may be given to the provisions of article 335.

5. All regulations made under the proviso to clause (3) by the President or the Governor of a State shall be laid for not less than fourteen days before each House of Parliament or the House or each House of the Legislature of the State, as the case may be, as soon as possible after they are made, and shall be subject to such modifications, whether by way of repeal or amendment, as both Houses of Parliament or the House or both Houses of the Legislature of the State may make during the session in which they are so laid.

5.4.4 Staff Selection Commission (SSC)

The Estimates Committee of the Parliament, in its 47th Report (1967-68), recommended the setting up of a Service Selection Commission for conducting examinations for recruitment to lower categories of posts. Pursuant to this, and as an interim measure, an Examination Wing was initially added to the Secretariat Training School, subsequently renamed as the Institute of Secretariat Training and Management (ISTM).

The Administrative Reforms Commission (ARC), in its Report on Personnel Administration, drew attention to the fact that bulk of the staff of the Government at the Centre and in the States belonged to Class III and Class IV categories. Referring in particular to the identical nature of qualifications stipulated for entry into such posts in various offices, the Commission advocated pooling of the requirements of non-technical posts by different Departments and selection of personnel either by joint recruitment or through a recruitment board. It was in pursuance of this recommendation that the Government of India decided to constitute a Subordinate Services Commission under an Executive Resolution.

The Government of India, in the Department of Personnel and Administrative Reforms vide its Resolution No. 46/1(S)/74-Estt.(B) dated the 4th November, 1975 constituted a Commission called the Subordinate Services Commission which has subsequently been re-designated as Staff Selection Commission effective from the 26th September, 1977 to make recruitment to various Class III (now Group "C") (non-technical) posts in the various Ministries/Departments of the Govt. of India and in Subordinate Offices. The functions of the Staff Selection Commission have been enlarged from time to time and now it carries out the recruitment also to all Group "B" posts in the pay scale of ` 9300 to 34800 with a grade pay of ` 42000 The functions of the Staff Selection Commission were redefined by the

Government of India, Ministry of Personnel, Public Grievances and Pensions vide its Resolution No.39018/1/98-Estt.(B) dated 21st May 1999 (may be seen under the heading Resolution). The new constitution and functions of the Staff Selection Commission came into effect from 1st June 1999.

The Staff Selection Commission is an attached office of the Department of Personnel and Training and comprises of Chairman, two Members and a Secretary-cum-Controller of Examinations who are appointed on such terms and conditions as may be prescribed by the Central Government from time to time. The Commission is provided such supporting staff as considered necessary by the Central Government.

Setup of the Commission

The Commission is headed by a Chairman who is assisted by two Members and a Secretary-cum-Controller of Examinations. They are further supported by other officers and Staff of the HQ (Organization Chart at Appendix III) and by a Regional Network of offices established at various locations. The Headquarter of the Commission is located at New Delhi.

Headquarter

The Staff Selection Commission has its Headquarter at New Delhi. All Examinations as well as administrative matters are submitted to the Chairman through two Members. The Secretary functions under both the Members. Besides, there are post of one Director, one Deputy Secretary, two Joint Directors, nine Under Secretaries, four Deputy Directors, one Finance & Budget Officer, one Assistant Director (OL), 24 Section Officers and more than 183 supporting officers/staff working at the Headquarters for discharging the duties and responsibilities of the Commission.

Regional/Sub-Regional Offices

For smooth conduct of examinations through a large network of examination centres/ sub-centres situated in different parts of the country for the convenience of the candidates, the Commission has been provided with a Regional set-up. At present, there are seven Regional Offices at Allahabad, Mumbai, Delhi, Kolkata, Guwahati, Chennai, Bangalore and two Sub-Regional Offices at Raipur and Chandigarh. Each Regional Office is headed by a Regional Director and each Sub-Regional office is headed by a Deputy Director. The Commission may, with the approval of the Department of Personnel & Training, open more Regional/Sub-Regional Offices of the Commission at such other places, as it may consider necessary.

Function of Commission

1. To make recruitment to (i) all Group "B" posts in the various Ministries/ Departments of the Govt. of India and their Attached and Subordinate Offices which are in the pay scales the maximum of which is ` 10,500 or below and (ii) all non-technical Group "C" posts in the various Ministries/Departments

of the Govt. of India and their Attached and Subordinate Offices, except those posts which are specifically exempt from the purview of the Staff Selection Commission.

2. To conduct examinations and/or interviews, whenever required for recruitment to the posts within its purview. The examinations would be held as far as possible at different centres and successful candidates posted, to the extent possible, to their home State/Region.

3. In particular, to hold Open Competitive Examinations for recruitment to the posts of:

   i. Lower Division Clerks in the various Ministries/Departments, Attached and Subordinate Offices of the Government of India including those participating in the Central Secretariat Clerical Service /Indian Foreign Service (B), Railway Board Secretariat Clerical Service and the Armed Forces Headquarters Clerical Service;

   ii. Grade "C" and Grade 'D" Stenographers of the Central Secretariat Stenographers Service and equivalent Grades of Indian Foreign Service (B) Railway Board Secretariat Stenographers Service/Armed Forces Headquarters Stenographers Service and to the posts of Stenographers in other Departments including Attached and Subordinate Offices of the Government of India not participating in the aforesaid Services;

   iii. Assistants in the various Ministries/Departments including Attached and Subordinate Offices of the Government of India including those participating in the Central Secretariat Service/ IFS (B)/ Railway Board Secretariat Service/Armed Forces Headquarters Civil Service;

   iv. Inspectors of Central Excise in different Collectorates of Central Excise, Inspectors of Income-Tax in different charges of the Commissioners of Income-Tax, Preventive Officers and Examiners in different Custom Houses, Assistant Enforcement Officers in Directorate of Enforcement;

   v. Sub-Inspectors in Central Bureau of Investigation and Central Police Organisations;

   vi. Divisional Accountants, Auditors and Accountants under the Office of Comptroller and Auditor General of India and other Accounts Departments and Upper Division Clerks in Attached and Subordinate Offices of the Government of India.

   vii. Junior Engineer (Civil & Electrical) in CPWD, a Group 'C' Non-Gazetted, Non-Ministerial, General Central Services (Technical) post.

   viii. Statistical Investigators, Grade IV of Subordinate Statistical Service (SSC), a Group 'C' non-gazetted, non-ministerial post in the Ministry of Statistics and Programme Implementation

ix. Tax Assistant (a Group C non – Gazetted Ministerial post in various Commissionerates of Central Board of Direct Taxes (CBDT) and Central Board of Excise and Customs)

x. Section Officer (Commercial Audit), a Group "B" Non-gazetted post in the Indian Audit and Accounts Department

xi. Section Officer (Audit), a Group B Non-Gazetted post in the Office of the Comptroller and Auditor General

4. The Commission also holds Departmental Examination for promotion from:

- Group "D" to Lower Division Clerk Grade of the Central Secretariat Clerical Service and equivalent grades in Indian Foreign Service (B)/ Railway Board Secretariat Clerical Service/Armed Force Hqrs. Clerical Service;

   i. Lower Divisional Clerks to Upper Divisional Clerks Grade of the Central Secretariat Clerical Service and equivalent Indian Foreign Service (B)/Railway Board Secretariat Clerical Service/Armed Forces Hqrs. Clerical Service;

   ii. Stenographers Grade "D" to Stenographers Grade "C" of the Central Secretariat Stenographers Service and equivalent grades in Indian Foreign Service (B)/Railway Board Secretariat Stenographers Service/Armed Forces Hqrs. Stenographers Service.

5. The Commission conducts periodical Typewriting Tests in English and Hindi.

6. The Commission prepares schemes for recruitment to all Group "B" posts which are in the pay scale of ` 9300 to 34800 with a grade pay of ` 42000 or below and Group "C" non-technical posts in the Ministries/Departmental of the Govt. of India including its Attached and Subordinate Offices in consultation with the Departments concerned.

7. The Commission conducts examinations/selections for recruitment to all Group "B" posts which are in the pay scales the maximum of which is ` 10, 500 or below and all Group "C" non-technical posts in the Ministries/ Departments of the Govt. from time to time.

8. The Commission performs such other functions as may be entrusted to it by the Central Govt. from time to time.

Check Your Progress

5. What is the primary function of the Department of Personnel and Training (DOP&T)?

6. Name the two main recruiting organizations of the Department of Personnel and Training (DOP&T).

7. Mention the important publications of the UPSC.

5.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. Career development is the process which empowers an organization to meet its contemporary and estimated manpower necessity, through provision of career prospects for its employees.

2. Career can be sub divided into the following types:

   - **Monolithic career** is acknowledged with pursuance of career in one departmental or institution jurisdiction.

   - **Cadre career** is one where a bunch or conglomeration of posts are arranged vertically i.e. hierarchically from lower to higher with dissimilar stages of responsibilities.

   - **Inter-governmental careers** are recognized with more than a single governmental jurisdiction.

3. The National Academy of Administration set up at Mussoorie, India in 1959.

4. The Foreign Service Institute (FSI) is a training institute for probationers of the Indian Foreign Service as well as organizes professional training courses for diplomats working in various countries.

5. The Department of Personnel and Training (DOP&T) is a nodal agency of the Government of India for formulation and implementation of personnel polices as well as selection, placement and development of the human resources engaged in public service.

6. The two organizations through which the Department of Personnel and Training (DOP&T) ensures recruitment of personnel for the Government are the Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC).

7. Some of the important publications brought out by the UPSC are:

   - Annual report of the commission

   - Hand book of examinations

   - Pamphlets part i containing rules and question papers for each examination conducted by the commission

   - Pamphlets part ii containing results and review of each examination

5.6 SUMMARY

- The term career is used to denote an individual's entire work life. It can be defined in a narrow sense, to be the sequence of jobs and/or positions held by an individual in an organization.

- There can be additional classification of career system i.e., rank-in-job and rank in corps. In the former, the focus is on the assignments, the job to be performed and the fitting of an individual into the job.

- Tribunal is referred to as the office of the 'Tribunes' i.e., a Roman official under the monarchy and the republic with the function of protecting the plebeian citizen from arbitrary action by the patrician magistrates.

- Administrative tribunals often hold summary trials and they do not follow any precedents.

- Today training of civil servants has become an integral part of the personnel policy of the central as well as state governments. A number of new training institutions have been set up by the central as well as state governments.

- The categories of officers trained at the Academy include those of the Indian Administrative Service, Indian Foreign Service, Indian Audit, and Account Service, Indian Defence Accounts Service, Indian Income Tax Service, Indian Post and Telegraphs Service, Military Lands and Cantonment Service, Indian Customs and Excise Services, etc.

- The Administrative Staff College was set up in 1957 at Hyderabad on the model of the Administrative Staff College of Henrey (English).

- The state civil services functioning at the intermediate levels comprises a vital component of the civil services in India.

- Department of Personnel and Training (DOP&T) is a nodal agency of the Government of India for formulation and implementation of personnel polices as well as selection, placement and development of the human resources engaged in public service.

- The two organizations through which the Department ensures recruitment of personnel for the Government are the Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC).

- The Central Bureau of Investigation (CBI) is the premier investigating agency of the country and watchdog of the nation to arrest the growing menace of corruption as also to investigate the various types of banking, non-banking and the multitude of economic and other conventional offences.

- The establishment of a Public Service Commission in India in the year 1926 had behind it a persistent demand for greater and greater degree of Indianization of the Superior Civil Services since the last quarter of the 19th century. This was set up under the leadership of Sir Ross Barker.

- The Staff Selection Commission has its Headquarter at New Delhi. All Examinations as well as administrative matters are submitted to the Chairman through two Members.

5.7 KEY WORDS

- **Tribunal:** It refers to a special court or committee appointed to deal with a specific issue.

- **UPSC:** It stands for Union Public Service Commission. It was established by the Government of India with the objective of recruiting and conducting examinations for All India Services, Central Services and Cadres, as well as the Armed Forces of the Union of India.

- **SSC:** It stands for Staff Selection Commission. It was established by the Government of India with the aim of recruiting staffs for various posts in the various Ministries and Departments of the Government of India.

5.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What is the importance of career planning and development in the life of an individual?

2. What are administrative tribunals?

3. Briefly mention the central training institutes established in India for imparting training to civil servants.

4. List the major State training institutes established in India.

Long Answer Questions

1. Discuss the advantages and disadvantages of administrative tribunals.

2. Explain the major functions of the UPSC.

3. Describe the functioning of the State Public Service Commission and Staff Selection Commission.

5.9 FURTHER READINGS

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UNIT 6 OVERVIEW OF CIVIL SERVICES

Structure

6.0 Introduction
6.1 Objectives
6.2 Concept of Civil Services
6.3 Nature and Types of Civil Services
6.4 Importance and Need of Civil Services
6.5 Implications of Civil Services
6.6 Need and Scope of Civil Services
6.7 Answers to Check Your Progress Questions
6.8 Summary
6.9 Key Words
6.10 Self Assessment Questions and Exercises
6.11 Further Readings

6.0 INTRODUCTION

The origins of the civil services go back a long way in the history of mankind. The Egyptian civilization that had flourished around nearly 3000 BC was due to the civil service—the ancient model of the later bureaucracies. It had central and military administration that look after the day to day activities of the state. In India, the folklores of the Aryans speak of the growth of the administrative apparatus. Consequently, the bureaucratic system in India evolved in the eras of the Delhi Sultanate, Mauryan Empire, Mughal Rule and the British Colonial Rule. The contemporary civil service edifice in India traces its origin to the Macaulay Committee. The committee gave India its first modern civil service in 1854 and suggested that the patronage-based system of the East India Company should be substituted by a long-lasting civil service, entry into which would be grounded on merit through a competitive entrance examination. While planning the civil service after Independence, the Indian administrative leaders chose to maintain elements of the British edifice of a unified administrative system. Open-entry system based on academic achievements, intricate training preparations, longevity of tenure, significant posts at the Union, state, and district levels set aside for the civil service, a regular graded pay scale with pension and other benefits, and a system of promotions and transfers based chiefly on seniority were incorporated in the civil services.

The prominence of the civil services in a democracy like India is very high. For effective administration, it is vivacious that our administrative leaders are given unbiased advice, grounded on effective coordination between the numerous institutions of governance. The Government of India expects the civil servants to

accomplish their duty towards the public by recommending authentic and neutral advice to the government. The bureaucrats also known as civil servants in India are grouped into three broad categories. Services whose members serve both the Union and the state governments are termed All India Services. Services whose members serve only the Union government are termed Central Civil Services. Apart from these, the state governments have their own group of services, the State Civil Services.

This unit, will introduce you to the concept, nature, importance, implications, types, need and scope of civil services.

6.1 OBJECTIVES

After going through this unit, you will be able to:

- Recognize the characteristics of the civil servants

- Identify the different types of civil services in India

- Examine the nature and working of the civil services

- Analyse the need and scope of civil services

6.2 CONCEPT OF CIVIL SERVICES

Civil services consist of civil servants who are assigned responsibilities based on the decisions taken by political executives. In our Constitution, we find the word public services. The word 'service' has a diverse meaning and multiplicity of connotations. It is a broad term of description which varies in meaning according to the sense in which it is used and the framework in which it is found. It is linked with the government. In more ostentatious form, the term 'service' may be defined as 'being employed to serve another; the state of being a servant; the occupation, condition, or status of a servant; the work of servant; the work of slave; hired man or employee, the attendance of an mediocre hired, helper etc'.

Public service has become a necessity of every life. It is common interface between people and the state, and their working shapes people's sense of faith and prospects of government. It works for the people's welfare and economic development. Promoting greater transparency and allowing ordinary citizens to assess the quality, adequacy and effectiveness of elementary services, to voice their needs and preferences and to become involved in innovation offers an opportunity to enable better use of public funds and improve service delivery. Herman Finer in his *The Theory and Practice of Modern Government* explains the term in this way: "The functions of the civil service in the modern state is not merely the improvement of government, without it, indeed, the government itself would be impossible. The civil service is a professional body of officials, permanent, paid and skilled."

Civil service consists of civil servants and their activity when implementing the assigned functions and decisions made by politicians. In other words, it is a system of civil servants who perform the assigned functions of public administration. The corpus of civil servants consists of people who work in central and local public administration institutions. The concept and scope of civil service in a particular country depends on the legal framework that defines the areas of public and private sectors and their relationship.

6.3 NATURE AND TYPES OF CIVIL SERVICES

One of the important features of our Constitution is the inclusion of public services in the Constitution itself. Part XIV of Indian Constitution is responsible for diverse types or classes of services for India. The name of the chapter is Services under-Union and the States. The Constitution has not elaborated the types and categories of services. In accordance with the Constitution, we divide the services into the followings categories—All India Services (AIS), State Services, and Local and Municipal Services. There are four groups of central services—Central Services Group A, Central Services Group B, Central Services Group C and Central Services Group D. In the All India Services, there are numerous groups and the supreme important groups are—Indian Administrative Service (IAS) and Indian Police Service (IPS). These two services are also called the foremost services in India.

In Group A of central services there are thirty four types of central services. Some of them are Indian Foreign Service, Indian Statistical Service, Indian Audit and Accounts Service, Indian Information Service, Indian Economic Service, Indian Railway Service etc. In the Group B Services following categories are included—Geographical Survey of India, Central Sec-retariat Stenographers Service, Central Secretariat Service, Central Excise Service. In Group C All India Service like Members of the Clerical Service of Central Secretariat and Telegraph Service is included. The participants of the Group C staff are employed by the Staff Selection Committee through an open competitive examination. Finally, there is the Group D service. Gardeners, Peons etc. fall in this group.

Under the State services we have education, police, tourism, judicial service, medical service, cooperative service, irrigation, fisheries etc. In the case of central government, the common administrative and police service are imperative, so also in the case of state service. All the state government give extreme importance to these two services.

6.4 IMPORTANCE AND NEED OF CIVIL SERVICES

The Civil servant is indispensable to the governance of the country in the modern administrative age. The civil services form an integral part and play crucial role in

any modern democratic government. In a democracy, the policy of the administration is determined and laid down by the minister but the policy is carried out and the administration is largely run by permanent executives. The civil services, in fact, forms the backbone of the whole administrative set-up in a democracy. The civil servants are almost entirely recruited through open competitive examinations. The foundation stone of the modern societies lies in good governance. During the pre-nineteenth century the foremost job of administration was universally the maintenance of law and order and revenue collection. But in the contemporary era, spreading awareness and development efforts are the added tasks of the administrative machinery. The emphasis in administration has shifted to the welfare plans and national development. Various revolutions like French Revolution, Bolshevik Revolution, Industrial Revolution and modern developments had a great influence in broadening the scope of State deeds. Dearth and misery, which were earlier accepted as the lot of masses, are no longer regarded as unavoidable. The final aim of governance is to help common men live a passive, safe and secure life. The masses now wish themselves to be benefited as much as possible, from the resources of their nation. The desire of public to go forward quickly and to establish a new economic order, in which common people could have a better deal, gave rise to the concept of 'Welfare State' and Developmental Administration, the former being the objective and the later the machinery to achieve these objectives.

In a welfare state, the government assumes and aims at improving the quality of life of its masses and the responsibility of its citizens from 'womb to tomb'. It tries to bring about 'social, political and economic justice'. The main aim of initiating and nurturing this concept is to bring about betterment of the lots of weaker sections of society by building up a rapidly expanding and technologically progressive economy. It aims to uplift the marginalized sections of society. Providing basic necessities to all—irrespective of their caste or creed, the voluntary renunciation of riches and power – that these riches brings and establishment of a productive, vigorous and creative political and social life are the aims of a national government. In short, its objective is a massive attack on five major evils of society – poverty, malady, illiteracy, grime and apathy. The well-being concept of state has no utility in itself unless it is interpreted into action. The instruments deployed for achieving welfare goals – national reconstruction and development – is that of the development of administration through the institution of civil service, which puts all its energies into bringing about socio-economic and political development of the nation. An efficient administration can successfully comprehend what is attainable, what is practical and what can help the agencies in the community to formulate plans and policies, by which the community can seek to assure welfare of all its members. Maintenance of law and order all over the country is still very significant. Then only, anticipated objectives for the sustainable development of the nation can be accomplished. Those involved in the task of governance could generate maximum results with minimum labour and resources within time.

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6.5 IMPLICATIONS OF CIVIL SERVICES

In contemporary times, we have witnessed the fast paced growth rate of civil servants. There is diversity in civil service due to the inclusion of specialists and technocrats. The powers of civil servants are accumulating day by day. The modern concept of neutrality of civil service is changing. More stress is being laid on ethical and proficient values. The number of civil servants is increasing in almost all countries of the world today. The number of technical staff is greater than before. Specialists are appointed for all minor or gigantic work. Their departments are organized on the basis of functions.

Diversity and specialization is a new trend in the civil service. As long as the functions are increasing, there shall be consistent escalation in their powers. The traditional notion of neutrality of public service has undergone a sea change. The public servants have become more politically aware. They influence the leaders by their advice and decisions. More attention is paid in the direction of ethical and specialized standard. Appropriate consideration is paid to the physical, mental and emotional aspects of their life to shape up their morale. By informal relationship and the good behaviour of the political executive their morale is encouraged. India is a best example of integrated system of administration. Here all executive power is conferred in the President of India, though implemented by the Cabinet. The Council of Ministers acts as a team and controls all departments. They work under the Prime Minister.

6.6 NEED AND SCOPE OF CIVIL SERVICES

Today most of the countries in the world are adopting the concept of a welfare state. The Encyclopaedia of social sciences has described a welfare state as a state which takes the responsibility to provide minimum standard of subsistence to its citizens. By adoption of the concept of welfare state, the field of activities of administration in a state is expanding every day. Public administration touches upon all aspects of life of an individual. Today, the administration faces new challenges at every step. Many functions executed by voluntary organizations have been taken over by the welfare state. The significance of public administration is greater in those countries which are parsimoniously, administratively and academically backward. In a modern state the personnel administration has to play a significant role. The complex nature of society and expansion of activities of the modern state have increased its importance. Planned economic and social development is taking place in every country. Efficient administration is required to advance this progress and development and to withstand the problems. Administrative machinery is under the cloak of bureaucracy. Developing countries are becoming the arenas of violence. These suffer from regional and economic imbalance. Due to the want of social justice, national instability has taken place.

People are on the verge of poverty. Public unrest can be seen from the lower standards of living. Corruption is the most burning problem in the developing countries. In addition, heavy increase in population is make the development task difficult in the developing countries of the world. Whenever people cooperate to achieve some ends, the activities which they have to perform, to achieve the goal in view, it is administration. It is the activity of the state in the exercise of its political powers. In a narrow sense, it is the activity of the executive departments in the conduct of the government. The problems of administration are present in all the three branches of government, i.e., Legislature, Executive and Judiciary. The handling of a Bill in the Legislature requires administration of a delicate character. Every application of law in particular, is an act of administration. According to Laswell "Administration is concerned with 'What' and 'How' of the Government". "Public Administration is decision-making planning the work to be done, formulating objectives and goals, working with the legislature and citizen organizations to gain public support and funds for government programmes ….determining work methods and procedures, appraising performance, executive controls, and other functions performed by government, executive and supervisors."

A civil servant is expected to know the administrative systems and constitutional set-up of other countries. A virtuous administrator should enjoy up to date comparative data about basic aspects with which he is frequently concerned. There is no aspect of human life which bureaucrats today do not touch. They have to familiarize themselves with scientific information for managing human affairs. The civil servants in the developing countries have to act as an instrument of economic development and social change. Officially, policies are made by the ministers, but they cannot do so without the help of their administrative officials. Delegated legislation has brought public administration and politics together. Half a century ago, public administration had no relationship with international politics. But now with enhanced cooperation, the public administration has been related to international problems. A public administrator is required to work within the framework of laws. In the system of delegated legislation, law making authority is passed on to the public administrator. Ethics is an end in itself, economy and efficiency are merely means for achieving certain ends. Every public activity must aim at improving ethics of the people. Even the most despotic monarchs and the worst administrators have never aimed at spreading immorality. Civil service aids and advises the political executive. The civil servant serves the common man. In the modern age, the aim of the government is to make available the necessary facilities of life and to bring about all round development of people. The responsibility for implementing the welfare programmes ultimately falls on the shoulders of the civil personnel. The impact of industrialization and scientific advancement had posed many challenges to the society. Today, the use of computer and modern technology has become essential in the field of civil service. To face these challenges, the administration has to train its personnel in the modern technology and the use of computer sciences. Today, the civil service also has to deal with the problems of

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environment and pollution which were unknown before. Civil service has become an integral part of the progress and development of society. The importance of civil service has increased because of all-sided expansion of state activity.

Check Your Progress

1. Name the two prominent groups of services found in the All India Services (AIS).

2. What is a new trend in the functioning of the civil services in the present scenario?

6.7 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. In the All India Services, there are numerous groups and the two prominent groups are—Indian Administrative Service (IAS) and Indian Police Service (IPS).

2. Diversity and specialization is a new trend in the civil service.

6.8 SUMMARY

- Civil services consist of civil servants who are assigned responsibilities based on the decisions taken by political executives. In our Constitution, we find the word public services. The word 'service' has a diverse meaning and multiplicity of connotations.

- Public service has become a necessity of every life. It is common interface between people and the state, and their working shapes people's sense of faith and prospects of government. It works for the people's welfare and economic development.

- Public service has become a necessity of every life. It is common interface between people and the state, and their working shapes people's sense of faith and prospects of government. It works for the people's welfare and economic development.

- The Civil servant is indispensable to the governance of the country in the modern administrative age. The civil services form an integral part and play crucial role in any modern democratic government.

- In a welfare state, the government assumes and aims at improving the quality of life of its masses and the responsibility of its citizens from 'womb to tomb'. It tries to bring about 'social, political and economic justice'.

- In contemporary times, we have witnessed the fast paced growth rate of civil servants. There is diversity in civil service due to the inclusion of

specialists and technocrats. The powers of civil servants are accumulating day by day.

- Public administration touches upon all aspects of life of an individual. Today, the administration faces new challenges at every step. Many functions executed by voluntary organizations have been taken over by the welfare state.

- A civil servant is expected to know the administrative systems and constitutional set-up of other countries. A virtuous administrator should enjoy up to date comparative data about basic aspects with which he is frequently concerned. There is no aspect of human life which bureaucrats today do not touch.

- Civil service aids and advises the political executive. The civil servant serves the common man. In the modern age, the aim of the government is to make available the necessary facilities of life and to bring about all round development of people.

- Today, the civil service also has to deal with the problems of environment and pollution which were unknown before. Civil service has become an integral part of the progress and development of society. The importance of civil service has increased because of all-sided expansion of state activity.

6.9 KEY WORDS

- **Macaulay committee:** The General Committee of Public Instruction was formed in 1823, which was to guide the East India Company on the matter of education in India.

- **Developmental administration:** It denotes the administration of policies, programmes and projects that contribute to the development of a nation and have momentous socio-political and economic impact on the countries involved. It is executed by public servant who are capable and extremely knowledgeable.

- **Political executive:** Elected by the people for a precise period, is called the political executive. They enact laws and policies. They are elected by the people and can be changed in the next election.

6.10 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Write a short note on the emergence of civil services in India.
2. Briefly mention the changing scope of civil services.
3. What are the implications of civil services?

Long Answer Questions

1. Explain the types of civil services in India.

2. Discuss the role played by the civil services in democracy.

3. Critically analyse the role played by civil service in development administration.

4. Discuss the relevance of civil services in India in the contemporary times.

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UNIT 7   RECRUITMENT

Structure

7.0   INTRODUCTION

The Civil Services Examination is one of the most prestigious examination in India. Nowadays, UPSC comes up with the notifications on its official website. Candidates are required to apply online. Those who qualify the prelim exams have to appear for Main exams. After the results of the main exams are announced, shortlisted candidates appear for the interview after document verifications. This unit will help you understand the recruitment and selection process followed for Civil Services Examination in India.

7.1   OBJECTIVES

After going through this unit, you will be able to:

- Examine the need, types and scope of recruitment
- Elaborate the recruitment process adopted for higher civil services in India

7.2   RECRUITMENT: MEANING, NATURE AND IMPORTANCE

There are basically two methods of selection—selection from outside the service and selection from within the service. Both these methods have their advantages and disadvantages. It is important to understand that in case of lower posts in an organization, recruitment has to be done from outside the service as there are no posts from which personnel can be promoted. At the same time, it is important to realize that for the very high posts, recruitment of fresh and inexperienced people from outside may not be good for the organization. The debate as to which of the two methods is better therefore becomes relevant only for the middle and higher levels.

Recruitment from within is in fact filling up posts by promoting the employees from lower rungs. The advantages of this system of recruitment are that it increases the opportunity for advancement within service and the people in service get an assurance that they will be promoted under given conditions. It results in better morale of the employees, they are motivated to work efficiently and loyally towards the organization. It also secures experienced and efficient employees to higher positions, who have had long and varied experience of the work which they are now called upon to perform. But the disadvantages of recruitment from within are that it narrows down the area of selection. It may sometime result in the selection of a less capable or brilliant officer. There may be a wider choice available outside the organization. Selection solely from within the service leads to stagnation and conservation. An occasional injection of new blood into a system from outside brings in fresh perspectives and approaches and this may in the long run be beneficial to the growth of the organization.

Recruitment from Outside or Direct Recruitment

The method of direct recruitment is in line with the principle of democracy. Each qualified person gets an equal and fair opportunity for selection to public service. At the same time, it widens the area of selection and, therefore, the best talent in the country may be found.

One of the many advantages of direct recruitment is that it brings in new blood into the service. Practices which have become routine and regular habits and are on the verge of becoming rigid are challenged with the entry of fresh blood. More over in the absence of direct recruitment, the experienced persons from within the organization who are promoted to higher position, move to higher posts at an age when they have lost all initiative and vigour. After serving for a number of years in one of the lower positions, a person comes to develop a somewhat cramped outlook which vitiates his work in the higher position. Experience of a lower position, may actually become a liability rather than an asset because the attitude and thinking associated with the lower post tends to linger on. More over to develop a fresh perspective and to bring in new techniques especially in technical and professional fields, it is imperative that new or fresh employees provide leadership. And finally recruitment from without forces the employees to keep learning about new developments in their competent fields so that they remain in the race for higher posts.

In most of the countries, both the systems are followed. At lower levels there is direct recruitment, whereas the top level positions are mostly filled by promotions. The middle positions are filled by both direct recruitment and at the same time a certain percentage is fixed to be filled by promotions. The first Central Pay Commission report describes the position in regard to Central Services Class I and II thus 'It is necessary to explain that recruitment to Class-I is made primarily through a competitive examination held by the Public Service Commission (and

occasionally by selection through them) and in a lesser extent by promotion (with the concurrence of the Public Service Commission) from Class II.

Class II also is in many cases recruited through a competitive examination held by the Public Service Commission (or by selection by them). The proportion of men promoted to Class-II from lower rank is, however, larger than in the case of promotions to Class-I. In some departments, Class-II is entirely filled up by promotion. In the Central Government, departmental examinations are held for recruitment to the posts of Assistants and Section Officers for filling up a fixed percentage of these posts from within. In the Income Tax Department, only 20 per cent of Class-I posts are filled by promotion and the rest by direct recruitment. On the recommendations of the Second Pay Commission, direct recruitment to the grade of upper division clerks has also been stopped and now these posts are filled up by promotion of lower division clerks. Recruitment to the All Indian Services is made directly through a competitive examination but certain numbers of posts are fixed for promotion from higher state services.

You will study about direct recruitment in detail in the later section of this Unit.

7.2.1 Need, Types and Scope

In India, services are classified into three major categories - All India, Central and State Services. The All India Services are common for the Union and the States. Candidates for these services are recruited by the Central Government and then they are assigned to different states. The Central services are concerned with the administration of Union subjects and the officers of these services are exclusively under the control of the Union Government. The State services administer the subjects within the jurisdiction of the States such as land revenue, agriculture, education, health, etc. and the officers of these services are exclusively in the employment of respective State Governments.

Age: In India, the age limit varies from services to service.

A candidate for the Indian Police service should be between 20 years and 26 years. But the upper age limit has been raised by two years since May 1998. This has been done because the age of retirement too has been raised from 58 to 60 years. For all other services the minimum age limit may be relaxed in case of candidates of the Scheduled Castes and the Scheduled Tribes and such other categories of persons as the Government of India may notify.

Written Examination: There is a combined written examination for recruitment to the Indian Administrative Service, The Indian Foreign Service, the Indian Police Service and some Class-I and Class II services. The examinations are held once in a year. No candidate is permitted to compete for more than three times at the examinations for these services. The examinations comprise both written examination as well as interview. The written examination consists of:

(a) Compulsory papers: (1) Essay, (2) General English and (3) General Knowledge.

(b) Optional subjects cover a wide range and variety of disciplines. A candidate for the IAS and Central services has to opt for any three optional papers, whereas a candidate for Indian Police Service must select any two of the optional papers. Some combinations of papers are, however, restricted for different services.

(c) Additional or Advanced Optional: A candidate for the IAS and Indian Foreign Service also has to select any two of the additional subjects along with the three optional subjects.

Interview: Those candidates who qualify in the written tests are called for interview. The qualifying marks for the written test are generally 50 per cent of the total marks for the written examination. The interview is in fact a personality test where marks are awarded for the candidate's intelligence, past record and other personal qualities. Previously some minimum percentage was fixed for qualifying the viva-voce and failure in it disqualified a candidate, however brilliant his performance in the written papers may have been. Now, there are no minimum qualifying marks for the interview. Whatever marks a candidate obtains in the interview are added to the marks obtained by him in the written examination and a final list is prepared on that basis. The final order of merit is determined by the total gained in the written examination along with the interview.

The Union Public Service Commission recommends the candidates to the government on the basis of the merit list, in the order in which the candidate stands in the list. A separate list is prepared in case of candidates for scheduled castes and scheduled tribes because a certain number of vacancies are fixed for them. The recommendations of the Commission are normally accepted by the Government.

The states have their own Public Service Commissions to recruit personnel to their civil services and they function on the model of the Union Public Service Commission.

Central Secretariat Services

In addition to the All India Services, Central Services and State Services, there is another kind of service which was previously known as Imperial Secretariat Service but at present is called the Central Secretariat Service.

This service, for manning posts in the Central Secretariat and the attached offices, was created in 1950. The service was originally organized into four grades viz., Grade I (Under Secretary or equivalent), Grade II (Superintendent), Grade III (Assistant Superintendent) and Grade-N (Assistant). Subsequently, a new grade, called the Selection Grade comprising officers of the service appointed to posts of Deputy Secretary and equivalent rank under the Government of India was added. Appointments from Grade I (Under Secretary) to the Selection Grade and from

Grade II (Superintendent) to Grade I of the Central Secretariat Service are made entirely by promotion on the basis of merit from Grade III (Assistant Superintendent). Half the number of vacancies in Grade III are filled by direct recruitment on the results of the combined competitive examination held for recruitment to the Indian Administrative Service and allied Central Services, and the remaining half by promotion from Grade IV (Assistant). Half the number of vacancies in the grade of Assistant (Grade IV) are filled by direct recruitment on the results of Open Competitive Examinations held by the Union Public Service Commission and the remaining half by promotion from the clerical grades.

Besides the Union Public Service Commission and State Public Service Commissions, there is also a Railway Service Commission for the recruitment to Indian Railways. The Statutory Corporations like Life Insurance Corporation, Damodar Valley Corporation, Indian Airlines Corporation, etc., have their own personnel agencies charged with the function of recruiting the required personnel. It may however be noted that sometimes the written examinations are dispensed with for recruitment. For example, emergency recruitment was made only on the basis of 'Personality Test' to fill the void which was created as a result of the partition of the country and the large scale retirement of British personnel.

The Current Selection Method of the Union Public Service Commission

The Union Public Service Commission appointed a Committee on Recruitment Policy and Selection Methods under the Chairmanship of D. S. Kothari to suggest suitable changes in the existing methods of recruitment. The Committee submitted its report in March 1976 and the Government of India accepted the main recommendations of the Committee on October 30, 1978. The Committee in its report recommended a preliminary examination comprising of objective type questions, general studies and an optional subject, for screening the large number of candidates who possess minimum qualification for the post for which they have applied.

For this test a Question Bank has been set up in various disciplines. These questions are classified according to the subjects and the type of ability which they are designed to judge. On the basis of the recommendations of the Committee the Government of India decided that:

- There will be a single civil service examination for the Indian Administrative Service, the Indian Police Service and Central Class I and Class II services.

- There will be a preliminary qualifying examination for the candidates willing to appear for the civil services examination.

- Those who qualify the preliminary examination will appear at the main examination which will include a written test as well as an interview.

- The question papers will be set in English and Hindi, except the English and language paper, the candidates will be free to answer these papers in English

or anyone of the regional languages listed in the Eighth Schedule of the Constitution of India.

Composition of the Public Service Commission

The Public Service Commission came into existence for the first time in 1926 when the Central Public Service Commission was established under the Government of India Act, 1919. It was renamed as the Federal Public Service Commission after the 1st of April, 1937, on the introduction of the Government of India Act, 1935. This Act had also made a provision for the creation of Provincial Public Service Commissions. Our present constitution provides for a Public Service Commission for the Union and a Public Service Commission for each State, but it also provides that if the legislatures of two or more States authorize the Parliament by resolutions, it may establish a Joint Commission for those States. Moreover, the Union Public Service Commission may also, if requested by the Governor of a State, agree with the approval of the President to perform the work of a State Commission.

The President of India determines the number of members constituting the Union Public Service Commission or a Joint Public Service. The conditions of their service are also determined by the President. Similarly in the case of State Public Service Commission they are determined by the Governor of the State concerned. The number of members varies from seven to nine and usually 3-4 for State Public Service Commissions. The members of UPSC and of the Joint Commissions are appointed by the President and those of the State Public Service Commission by the Governor. It has been further provided that one-half of the members of the Commission, Union or State must have held office for at least ten years either under the Government of India or the Government of a State. A member holds office for six years or until he attains, in case of the UPSC, the age of 65 years and in the case of the State commission, the age of 62 years, whichever is earlier.

Independence of the Public Service Commission

The Public Service Commission is an independent statutory body constituted under Article 315 (I) of the Constitution of India. In order to emphasize and ensure the independence of State Commission, first the Constitution debars the Chairman for further employment either under the Government of India or the Government of a State. A member other than the Chairman of the Union Commission is, however, eligible for appointment as Chairman in that Commission or of a State Public Service Commission, but for no other Government employment. The Chairman of a State Public Service Commission is eligible for appointment as the Chairman or as a member of the Union Public Service Commission. A member of the State Commission is eligible for appointment as the Chairman or as a member of the Union Commission or as a Chairman of that or any other State Commission.

Secondly, Article 317 of the Indian Constitution provides that the Chairman or a member of a Commission can be removed from office by order of the President on the ground of misbehaviour only after the Supreme Court, on a reference being made to it by the President, has on enquiry reported that the chairman or the member should be deemed guilty of misbehaviour, if he becomes interested in any Government contract or agreement or participates in any way in its profit or in any monetary benefit arising from it otherwise than as a member and in common with the other members of any incorporated company. The same Article also provides that the President may by order remove from office the chairman or any other member of the Public Service Commission, if he is adjudged as an insolvent or engages during his term of office in any paid employment outside the duties of his office or is, in his opinion, infirm in mind or body.

Thirdly, the conditions of the service of the member cannot be varied to his disadvantage after his appointment and his salary and other emoluments are charged on the Consolidated Fund of India or the State, as the case may be, and they are not votable by the Parliament or the State Legislature concerned.

Functions of the Public Service Commission

The functions of the Commission as prescribed in Article 320 of the Constitution fall into two categories: (a) Administrative, (b) Advisory. The administrative functions relate to the recruitment to all civil services and posts under the Union Government or the State government by written examination, or by interview. The advisory functions relate to advising the Government on all matters—(i) relating to the methods of recruitment, principles to be followed in making appointments to civil services and posts, and making promotions and transfers from one service to another, (ii) all disciplinary matters affecting government employees, (iii) any claim by or in respect of persons who are servants or have served under the Government in a civil capacity; (iv) for reimbursement of any expenses incurred by them in defending legal proceedings instituted against them in respect of their official acts and in any claims for the award of compensation in respect of injuries sustained by the Government servants while on duty, etc. It is usually obligatory for the government to consult the Commission in all the above matters. The President can, however, make regulations specifying the matters in which either generally or in any particular circumstances or classes of cases, it shall not be necessary for the Government to consult the Commission, such regulations have to be placed before the Parliament. Article 321 of the Constitution further lays down that an Act made by the Parliament may provide for the exercise of additional functions by UPSC in respect of the services of the Union and also in respect of the services of any local authority or other body corporate constituted by law or any public institution.

Annual Report of the Commission

The Constitution provides that it is the duty of the Union Public Service Commission and the State Public Service Commission to present annually to the President or

the Governor as the case may be, a report of its work. Immediately after the receipt of such a report, the President or the Governor is required to lay it before each House of Parliament or the State legislature together with a memorandum of the cases where the advice of the Commission was not accepted and reasons for such non-acceptance. It may be remembered that though technically the selection of candidates by the Public Service Commission is only in the nature of recommendations to the Government which is free to accept or reject these recommendations, yet the advice of the Commission is as a rule accepted by the Government and the number of cases in which the Commission's advice is not accepted is really negligible.

Problems of the Recruitment System

Our system of recruitment has been very much appreciated because of the fact that merit is given due consideration in selecting the candidates. Yet Paul Appleby, A. D. Gorwala and others have pointed out certain defects in our recruitment system in their reports they have submitted on the working of Public Administration in our country. The glaring defects in our recruitment system can be summed up as follows:

1. In a democratic country as far as possible, all the posts should be filled up on the recommendations of the Public Service Commission. But in our country as elsewhere also Governments are empowered to exclude from the purview of the Public Service Commission such posts as they think necessary. The Government should use this power sparingly. There is on the other hand a tendency on the part of our Governments to declare more and more posts beyond the jurisdiction of the Public Service Commission. Recruitment to these posts is done by the Government itself not necessarily on the basis of merit. It gives rise to favouritism, nepotism and corruption. It is, therefore, desirable that the number of such posts should be reduced to minimum and the public Service Commission should be the only medium through which the personnel should be recruited.

2. Though the position of the Public Service Commission is that of an advisory body and the Government reserves to itself the right to disregard their advice, yet the recommendations of the Commission should never be turned down otherwise it would give rise to suspicion that the advice of the Commission was ignored to take in someone in whom the department was interested. Fortunately such cases are very rare in which the advice of the Commission has not been accepted by the Government. Yet it would be appreciated that there should not be even a single such case to eliminate even the least suspicion of favouritism on the part of the Government.

3. In our recruitment system some posts are reserved for certain special classes of people like the Schedule Castes and Tribes at the cost of merit of the other people. Nobody would grudge giving special concession to the backward people in matter of appointments, yet safeguards should be

provided to maintain the efficiency of administration which is likely to suffer by appointment of such people who do not score as high as others in open merit competition.

4. The examination techniques, in the words of Paul Appleby, are not up-to-date and not fully related to modern knowledge about administrative qualifications. Besides, the candidates for All India Services and Central Services are subjected to one and the same type of examination which is not proper. A. D. Gorwala aptly remarks, 'The technique must differ for different grades and different requirements.'

5. Our interview system is also not without fault. It has been given undue weightage. Besides, there is an element of chance in an interview test. There is no denying the fact that it gives a candidate from the upper social strata a natural advantage over those coming from backward families, but the interview system is not wholly dependable to judge the personality of a candidate. A. D. Gorwala rightly remarks in his report 'Fifteen minutes' conversation with laymen, although possessing the wide experience of the Public Service Commission, can be no substitute for an expert psychological examination designed to give a scientific insight into the candidate's mental and emotional make-up. Our interview system therefore needs a change so as to include psychological and aptitude tests which are very much in use in the Western countries. Further the interview should be somewhat specialized, dealing with precise subjects as is the system in France so that a candidate should not find himself floundering in an uncharged sea of general knowledge.

6. The Public Service Commission does not try to restrict the field of eligibility. For example, every graduate is eligible to sit for competitive examination, with the result that for a dozen or score of posts thousands of graduates would compete. This entails wastage of time, money and energy both of the Commission and the candidates. It would be better if a certain percentage of marks is fixed as minimum as a condition of eligibility for such competitive examinations. That would make ineligible those candidates who have obtained less than the required marks, and would thus lighten the work of the Commission.

Probation System

Since it is not possible to judge accurately the merits of candidates at the time of recruitment, it is possible that some unfit candidates might enter the service. Therefore, it is observed that appointments at first should be made on provisional basis and the appointee should be on probation. Probationary system is thus an indispensable part of the appointment process. The period of probation is generally fixed as six months or a year extendable by another year at the end of which the appointees will receive a permanent appointment, if their work was satisfactory during probation period, otherwise be dropped. As the Conference Committee on the Merit System in the' United States pointed out in its report, 'The probation

period should be considered as an opportunity for the appointing authority to complete the selection process. No formal tests, however well-devised and however carefully conducted, will prove infallible. The final test is actual performance. For this reason the new appointee should be carefully supervised and critical observation should be made of his work during the period of probation'. The desirability of probation system is beyond any dispute. This system is better than demotion or dismissal of the appointee at a later stage. The appointee joins the service with the clear understanding that he has not been permanently appointed but is being given a trial. If he performs his duties efficiently during the trial period, he will be confirmed, otherwise may be dropped. This system is desirable from the Government and taxpayers' point of view also. Efficiency in administration depends mainly upon the ability of the employees. Hence, it is necessary that the government before appointing any candidate permanently should make sure that he is a capable hand and will discharge his duties in the most efficient manner.

Check Your Progress

1. What are the two methods of recruitment?

2. State one advantage of recruitment from outside or direct recruitment.

3. When were the Central Secretariat Services established in India?

4. What were the recommendations of the Committee appointed under the Chairmanship of D. S. Kothari?

7.3 RECRUITMENT PROCESS FOR HIGHER CIVIL SERVICES IN INDIA

Recruitment is a process which is of vital importance to the administrative system as a whole, for it determines the tone and quality of the public services, and on it rests the usefulness and relevance of the machinery of government to the society. It constitutes an essential element needed for the stability of the state and in the process it contributes towards preparing for the nation's future. A sound recruitment policy is the key to a strong public service and the cornerstone of the whole public personnel structure.

Generally speaking, recruitment stands for the search for proper personnel to perform the various activities and obligations in the process of administration. According to one view, 'Recruitment is the process of searching for prospective employees and stimulating them to apply for jobs in organization'. In the words of J.D. Kingsley: 'Public recruitment may be defined as that process through which suitable candidates are induced to compete for appointments to the public service. It is thus an integral part of a more inclusive process- section, which also includes the process of examination and certification'.

The increasingly technical nature of public service and growth of democratic ideas and institutions have made the problem of recruitment much more important today than even before. As E.N. Gladden has remarked: 'Clearly a civil service history can be epitomized as the story of the recruitment of officials since on this first essential step largely rests the nature and degree of usefulness of the administrative machinery'. No aspect of personnel administration is more important than recruitment, for unless the basic materials reasonably good, no amount of training, supervision service-rating, classification or research will be able to provide an efficient group of public employees. In short, recruitment is the first step in the employment programme and it is regarded everywhere as the core of the personnel management process.

The credit for developing a scientific system of recruitment for the first time goes to China where recruitment through competitive examinations was first introduced in the second century B.C. Prussia was the first country in modern times to introduce a system from 1857 onwards. In the United States, the 'spoils system' was replaced by the merit principle. In India, the merit system has been in existence since 1853, when it was first introduced in Britain too.

The French system which was introduced after the French Revolution and the British system are two different types, although they have two points in common: (a) the unity of recruitment for all higher administration cadres made by one single method – competitive examination under the responsibility of one single authority– the 'Civil Service Commission' in Britain, and the 'National Bureau of Administration' in France; (b) both the countries have exactly the same notion of public service and public office. If the number of candidates is large, the recruitment is made in two steps; a pre-selection which eliminates all those who are not evidently suitable, and a selection proper, through a competitive examination.

Process of Recruitment

The process of recruitment and selection includes a number of important steps which may be stated as under:

- Wide publicity regarding announcement of examination through newspapers and other media

- Holding of examination for testing the abilities and preparing an order of merit

- Certification: a process by which the selected candidate is sent for an appointment

- Selection: an act of choosing from among those qualified and available and the formal act of appointment

- Appointment by the competent authority is made which may be permanent, temporary, provisional, on probation, contractual or for an indefinite term, etc.

- Placement putting the appointed person in the right place

- Orientation and Induction into the service and a certain amount of training

The process of recruitment may be analysed in terms of (i) location of the recruitment authority; (ii) recruitment from with inverses recruitment authority; (ii) recruitment from with inverses recruitment from without; (iii) qualifications required of public officers and employees; (iv) methods of determining qualifications; and (v) administrative machinery for the determination of qualification.

Recruitment from within and recruitment from outside

Different countries follow different systems for recruiting personnel. **Direct recruitment**, i.e., recruitment from without is done through the prescribed methods from all available sources. Normally, lowest posts in all services are filled by direct recruitment. On the other hand, recruitment from within is done through promotion, i.e. recruitment of persons of new and higher posts from amongst eligible and qualified personnel employed in government services.

Advantages of Direct Recruitment

The advantages of direct recruitment are (i) it is in accord with the democratic principle of giving an opportunity to all persons; (ii) the source of manpower is much wider; (iii) comparatively young and better qualified people can enter the services (iv) it provides inducement to those already employed for improving their qualifications.

The disadvantages of direct recruitment are: (i) Most of those recruited in this manner have no previous administrative experience (ii) incentive to good work among those already employed is reduced; (iii) younger men and women come to occupy higher positions than their seniors in age.

There are other methods of recruitment too. These are:

1. **Individual recruitment:** It is possible and desirable only in cases where the number of posts to be filled is very small and the selection of candidates is generally done through interview.

2. **Mass recruitment:** When the number of posts to be filled is large, mass recruiting techniques are to be used for its obvious advantage.

3. **Positive recruitment:** It means active search for the best. The positive concept of recruitment implies that the personnel agency must take definite steps to attract the best qualified and most competent candidates.

However, none of the methods of recruitment is entirely satisfactory. In almost all countries a combination of the two systems, i.e. recruitment from within and without is practised to get optimum results.

Problem of Recruitment

The problem of recruitment involves a number of elements, which may, thus, be broadly summarized:

- Location of the recruitment authority
- Recruitment from within versus recruitment from without
- Qualifications of the employees
- Methods of determining qualifications

- Administrative machinery for determination of qualifications

  Let us study about them briefly here.

1. Location of the recruiting authority

The determination of the recruiting authority is one of the essential features of the personnel systems. Indeed, this problem is of such general importance that the recruiting authority is determined by the Constitution of the country itself. Generally speaking, there are two views on this aspect; According to one, the recruiting power should vest in the electorates who should elect all the important officers of the government. Further, these officers should be elected for shorter periods. This system is open to criticism. In the first place, people may not make wise choice when large number of officials have to be elected. Secondly, people are likely to be swayed by personal considerations. Thirdly, only a limited number of governmental officials have policy-determining functions, necessitating political control over them. An overwhelming number of them are engaged in the implementation of policies. These may, instead, be selected through the process of recruitment. The other view, arguing on these lines, recommends that only the chief executive and the members of the legislatures need be elected and others should be appointed through a system of recruitment. The recruiting powers is vested in some organs of the government. Formally, this organs is the Chief Executive; in reality, however, it is the Public Service Commission.

2. Method of Recruitment

There are two methods of recruitment - recruitment from within, and recruitment from without. The first method is, properly speaking, promotion, and the second once is recruitment in the true sense of the term. These two methods are not mutually exclusive and all governments meet their personnel requirements by taking recourse to both of them. Indeed, the best solution of the problem lies in a happy blend of the two in the light of administrative experience and the general political outlook. It may however, be pointed out that direct recruitment should be the rule at lower levels; direct recruitment combined with a liberal system of promotions (recruitment from within) should be the policy for middle levels; and top positions should normally go by well-designed system of promotion.

3. Special Qualifications

Special qualifications include factors like education, experience, personal qualities and technical knowledge or skill.

- **Educational qualifications**: In respect of educational qualifications, we mark a contrast between the British and the American systems. The British and Indian systems lay down definite educational qualifications for entrants, e.g., Secondary, Senior Secondary School Certificate or Bachelor's degree for administrative positions. But the American system, being influenced by the doctrine of equality, does not prescribe any educational qualifications. Anybody who can qualify in the competitive examination may enter the civil service.

- **Experience**: Experience means training that the candidate has acquired in the actual performance of work. This is usually required in technical service, but in the USA for all public services it is an additional qualification.

- **Technical knowledge**: Technical knowledge means specialized abilities acquired through special education. This is essential to fill up technical posts in civil services like, engineers, doctors, mechanics, etc.

- **Personnel qualities**: Personal qualifications are at once the most important and the most difficult to determine. They include such qualities as integrity, faithfulness, punctuality, tact, resourcefulness, etc.

4. Methods of Determining Merit

A candidate for a post may claim to possess very high sounding and impressive qualifications but he/she may actually not possess the same. It is therefore essential that there must be some method for detraining the merit of a candidate.

The following methods of determining merit are practised by various countries today:

- The hire and fire system

- Certificates of character, ability and educational qualifications; etc.

- Record of previous experience

- Examinations

1. **The hire and fire system:** This is oldest method. Under it, the appointing authority itself ascertains the merit of the applicant. This method is purely subjective. Moreover, the large size of the present day government departments does not make it possible for the head to make all the appointments himself.

2. **Certificates of character, ability and educational qualifications:** Certificates of character, ability and educational qualifications from responsible persons, under whom the candidates have studied or served before are required from the candidate under this system. But there is no guarantee that such certificates are correct or unbiased. This method can give useful results if the certifying authority issues the certificate uninfluenced by any extraneous circumstances.

3. **Record of previous experience:** Under this system, the whole record of work, both educational as well as professional, of the candidate is examined. This method is quite useful and is made use of in the recruitment from within. In the USA this method is used and is called 'efficiency records' or 'service ratings'.

4. **Examination:** Today in almost all the countries examination device is employed to determine the merit of the candidates. By examination, merit and ability of the candidate is tested and disqualified candidates are eliminated.

Recruitment tests are either competitive or non-competitive. The competitive test has to determine which of the candidates meet minimum standards. A non-competitive test has to determine only the minimum standards required of the candidates.

Generally speaking, there are four basic types of public personnel tests, namely,

- Written examinations
- Oral examinations
- Performance demonstration
- Evaluation of educational and experience

1. **Written examinations:** Written examinations are generally used in all the countries for judging merit of the candidates. The written examination test is of several kinds. It may be so designed as to test both the general ability and intellectual calibre of the candidates and their knowledge of the specific subjects related to the duties of the job under recruitment. In England and India the purpose of examinations is to know the general intelligence of the candidates. In the USA examinations are held to best the specific knowledge which the candidate has concerning the job which he has to perform, e.g., knowledge of law, criminology, geography, etc., in case of a police post or of finances in case of a post in the accounts departments. There is no combined competitive examination for all the services of a particular grade or class as we have in India.

Essay type vs objective type tests: Written examination may be essay type or objective type. Under the former the candidate is required to write a fairly long essay in answer to a question while under the latter answers to the question are not in essay form but mostly in 'Yes' or 'No' or in one or two words. 'The true-false' questions are put and the candidate has just to say whether the statement is correct or incorrect. Sometimes he has just to fill in the blank or provide the missing words. Sometimes a candidate has to select one answer for one question out of many choices given to him. It is known as 'multiple choice one question, so the subjective element of the examiner does not come into the picture at all. These tests are more reliable than essay type tests. They are cheaper to administer because thousands of

candidates can be tested at one time. The results are counted through computer machines, so the work is quickly done.

But through short answers objective test, the expression or language of the candidate cannot be examined. His ability to prepare analysis of complex material cannot be known. If the short answer questions are not very carefully devised, the system will test only the factual knowledge and not his connected thinking. Writing about 'short answer tests', Willian A Robson observes, "....Clerical assistants are chosen by means of short tests consisting of simple right-wrong questions on arithmetic, spelling, meaning of words, etc. Such tests have a serious disadvantage - they offer no scope for positive ability, such as clear expression..." On the contrary essay type examination is intended to assess the intellectual qualities and depth of understanding of a candidate.

2. **Oral Examinations or Interview**: Personality of a candidate cannot be appraised through written test only. Oral interviews are resorted to measure the personal characteristics of the candidate. The first use of 'interview derive' was made in England in 1909. The main aims of interview are: (i) to obtain a look at the candidate, and (ii) to detect positive or negative qualities. These tests re supplementary to written tests and are usually given only to those candidates who had qualified in the written tests. The interview is conducted by a board of three to seven, consisting of members of the Civil Service Commission, some specialists and the head of the agency to which appointment is to be made.

In India, interview test is an integral part of the process of selection for the Civil Services. The test is designed to assess the personal suitability of a candidate particularly his 'social traits - mental alertness, critical powers of assimilation, clear and logical exposition, balance of judgement, verity and depth of interest, ability for social cohesion and leadership and intellectual and moral integrity.' Each candidate spends approximately 30 minutes with the Board. The chairman opens the discussion and he is followed by other members of the board.

Oral tests are mainly subjective in nature and are often looked upon with suspicion by the candidates.

The device of group discussion is also employed in oral interviews. Several candidates sit round the table and discuss a topic. Members of a board observe them but do not participate in the discussions. The arguing capacity of a candidate can be judged by this method.

Finer has suggested that, (a) the duration of interview should be half an hour (b) interview should be supplementary test and not a decisive selective test (c) the interview should come after, and not before, the written examination (d) since the arbitrary will still prevails, it ought to be limited by

the reduction of the interview marks from 300 to 150. In India the interview test for the Civil Service Examination carry 300 marks.

3. **Performance demonstrations:** To recruit personnel for skilled crafts and trades like stenographers, typist, electricians and mechanics, etc., the performance test device is employed. These personnel have to show that they can perform a work, so it is known as Performance Test.

4. **Evolution of education and experience:** This method is used for selecting candidates for those posts for which written examinations are not suitable. Specialist personnel for medical, legal, scientific and other similar posts are selected in this way. The candidates are called upon to produce evidence of their possessing necessary qualifications and experience. An interview board assess these qualifications and selects the candidates after interviewing them.

5. **Machinery for determining the qualifications:** What administrative machinery should be employed to hold these tests? It has been generally recognized that these tests should be held by an independent and impartial body of persons who might not fall prey to political pressures. This body is generally called the Civil Service Commission. The main function of the Civil Service Commission is to 'Keep the rascals out' and try to put the meritorious in.

Recruitment Process for Higher Civil Services in India: Historical Background

Before Independence separate examinations for the Indian Civil Service were held every year both in England and India. A combined examinations was held in India for a number of Central Services - Indian Audit and Accounts Service, Imperial Customs Service, Indian Railway and Accounts Service, Military Account Department, Postal Superintendents (Class II) Service and Transportation (Traffic) and Commercial Departments of the Superior Revenue Establishment of State Railways. There was separate examination for the Indian Police.

Prior to 1922, the Indian Civil Service Examination was held only in England by the British Civil Service Commission. From that year the examination was also held in India. Four years later the newly formed Public Service Commission (India), began to conduct the ICS examination in India on behalf of the British Civil Service Commission. This position continued until 1937 when the Public Service Commission (India) was replaced by the Federal Public Service Commission under the Government of India Act, 1935. Therefore, the Indian Civil Service Examination in India was held by the Public Service Commission, independent of the British Civil Service Commission. After 1943, recruitment to the Indian Civil Service was suspended. Recruitment was also suspended to the Indian Police and the Indian Audit and Accounts Service and allied services.

After Independence, recruitment to the Indian Civil Service and the Indian Police was not resumed but new services known as the Indian Administrative

Service and the Indian Police Service were established as All India Services. Another service—Indian Foreign Service—was established to meet the country's requirement for diplomatic personnel. The commission was redesignated as the Union Public Service Commission in 1950, when the Constitution came into force.

A combined examination was introduced in 1947. For recruitment to the IAS, IPS and non-technical central services. However, in the case of the IPS the number of optional subjects required to be offered by candidates were two as against three for candidates competing for the other services.

Between the years 1947 and 1950, a combined competitive examination was held once a year for recruitment to the IAS, IPS, IFS and non-technical central services. Eligibility age initially fixed at 21 to 26 years was reduced in 1948 to 21 to 25 years. In the following year the age range was further reduced to 21 to 24 years, except for the Indian Railway Traffic Service for which it continued to be 21 to 25 years. There was no restriction on the number of attempts allowed to a candidate.

For the examination, candidates were required to take three compulsory subjects, General English, Essay and General Knowledge each carrying 150 marks. Candidates for the IAS, IFS and the Central Services were required to take three optional subjects and those competing for the IPS only two optional subjects. Total marks for the written test were 1,050 for the IAS, IFS and other central services and for the IPS the total was 850 marks. Viva-Voce carried 300 marks for all the services.

Two additional optional subjects, approximating to the Masters degree standards, were prescribed from 1951 onwards for the IAS and IFS. Also from the same year, maximum marks for the viva-voce for those two services were raised to 400.

The lower age limit for the IPS was reduced to 20 years in 1951 and the upper age limit for the Indian Railway Traffic Service was reduced to 24 in 1955. The age limits for all other services remained at 21 to 24. In the 1952 examination viva-voce was renamed personality Test, as it was sought to assess the total personality of the candidates at the interviews.

In 1964 the maximum marks for the Personality Test were reduced from 400 to 300 for the IAS and from 300 to 200 for the IPS and the central services. The maximum marks for IFS were retained at 400.

In 1969, as a first step towards the introduction of Indian languages as the media of examination, candidates were given the option to use the Indian languages included in the Eighth Schedule to the Constitution, besides English, as media of examination for the compulsory subjects of essay and General Knowledge.

In 1972, the upper age limit for the examination was raised to 26 years, following the recommendation of the ARC. Since 1973, candidates are permitted to make three attempts for each of the three categories of services within the permissible age range.

Kothari Committee on Recruitment Policy and Selection Methods

A realization like this included the Union Public Service Commission to set up a Committee to examine the system of recruitment to the all-India and central services and to recommend such changes in the scheme of examinations and in the selection methods as would give adequate emphasis to knowledge skills and qualities appropriate to the role and functions of the services in the context of tasks of national development. This Committee was set up in 1975 under the chairmanship of D.S. Kothari and it submitted its Report in 1976.

The Kothari Committee recommended that for recruitment to the IAS and other Class I central services there should be a preliminary screening examination and a post-training test besides the main civil services examination (plus, an interview worth 300 marks). The suggestion for a preliminary objective type test to weed our candidates who are not competent enough to write the main examination is unexceptionable. The Union Public Service Commission is at present more a rejecting body than a recruiting one. The screening test should be of an objective type so that it is easy to identify those who have the requisite range and depth of knowledge.

The Committee has also proposed a 400 mark post-selection test at the end of a year-long foundational course of institutional training which is compulsory for each selected candidate. The assignment to a particular service is to be done on the basis of the total of the marks obtained at the main examination and the post-training test, taking into account the candidate's preferences for the services.

It is to be noted that the post-selection test is an interview by a Selection Board constituted by the Union Public Service Commission. It may, thus be noted that the Committee accorded more importance to the interview (carrying 700 marks than it has now carrying 400, 300 and 200 marks for the Indian foreign Service, the Indian Administrative Service, and other Services respectively). Since human beings evaluate other human beings, an element of subjectivity cannot be completely ruled out.

The Kothari Committee also recommended that the candidates for the main examination should be allowed to answer all the papers, except the language one, in any language listed in the eighth schedule of the Constitution or English. This, indeed, is a continuation of the official policy first adopted in1968. The number of those choosing to exercise the option to write in the regional languages had either remained stationary or even declined, the percentage never exceeding 18. This is as much ascribable to the inadequate development of the regional languages as to the snobbish value of English. Also, with uneven development of the regional languages a broadly uniform level of competence is unlikely if not impossible to attain. Besides, this may set into motion rather subjective and political criteria of evaluation, which have to be strictly guarded against.

The recommendations of the Kothari Committee have some features worth noting. This committee recommends a single scheme of recruitment common to

the IAS, IPS, and non-technical Class I Central Services. What it means is that no service is called upon to take additional examination thus adding to its ego. This is an egalitarian move and is to be welcomed. At the same time, the Kothari Report is discriminatory. The committee has compiled a list of subjects for the preliminary test from which candidates are to choose their optional papers. While most subjects currently taught in the universities were included in the list, a popular subject like Public Administration was excluded. One ought not to ignore or underestimate the importance of the discipline of public Administration in an examination designed to recruit personnel for public administration. Of what avail was it to deny the nation a pool of competent candidates who might be willing to volunteer for the civil services? The injustice was rectified in 1987 when the subject of Public Administration was included in the preliminary test.

The basic policy governing recruitment to civil service was first laid down in the year 1854, thanks to the Report on the Indian Civil Service, submitted by Macaulay and his colleagues. Even after over 120 years Macaulay continues to dominate the system of public recruitment in India. Thus viewed, the Kothari Committee Report may look more like a revised edition of the Macaulay Report reflecting the latter's spiritual philosophy but updating it, primarily, to take care of the vast numbers who now offer themselves for public employment.

The Kothari Committee's is a useful report but it must not be used to divert the nation's attention from the range of reforms necessary in the face of contemporary challenges. The Committee had limited terms of reference, and it did not, or could not, call into question the existing civil service system of the country. Outside the ambit of the Committee lie many basic questions demanding resolution. Is the existing structure of the civil service rational and functional? Are civil servants given the type of institutional and on-the-job training which is in harmony with the nation's professed goals? Are the performance appraisal and promotion system fair professed goals? Are the performance appraisal and promotion system fair and objective? Is the machinery for redressal of public grievances and complaints against maladministration adequate? This is only an illustrative list; personnel administration includes may more facets, and personnel list; personal administration includes many more facets, and personnel reform is necessarily to be broadly conceived, designed and executed.

In December 1978, the Central Government accepted the scheme of examination as recommended by the Kothari Committee and, thus, the competitive examination held by the Union Public Service Commission since 1979 marked a significant departure from the pattern hitherto followed.

Indeed, the Satish Chandra Committee made a valiant attempt to correct the imbalances unnecessarily introduced in the selection process for civil servants during the late 1970s.

New Scheme of Civil Services Examination in India, 1979

The new scheme of the Civil Service Examination is based on the recommendations of the Kothari Committee report. Any Indian Citizen who possess a University degree and is in the age group of 21-28 can appear at the competitive examination.

List of Optional Subjects

The list of optional subjects includes Agriculture, Animal Husbandry and Veterinary Science, Anthropology, Botany, Chemistry, Civil Engineering, Commerce and Accountancy, Economics, Electrical Engineering, Medical Science, Philosophy, Physics, Political Science and International Relations, Psychology, Public Administration, Sociology, Statistics, Zoology, Literature in one of the following languages—Arabic, Assamese, Bengali, Chinese, English, French, German, Gujarati, Hindi, Kannada, Kashmiri, Marathi, Malayalam, Oriya, Pali, Persian, Punjab, Russian, Sanskrit, Sindhi, Tamil, Telugu, Urdu.

Interview test: The candidates are interviewed by a Board who will have before them a record of the career graph of the candidate. He is asked questions on matters of general interest. The object of the interview is to assess the personal suitability of the candidate for a career in public service by a board of competent and unbiased observers. The test is intended to judge the mental calibre of a candidate. In broad terms this is really an assessment of not only his intellectual qualities but also social traits and his interest in current affairs. Some of the qualities to be judged are mental alertness, critical powers of assimilation, clear and logical explosion, balance of judgement, variety and depth of interest, ability for social cohesion and leadership, intellectual and moral integrity.

The technique of interview is not that of a strict cross examination but of a natural, though directed and purposive conversation which is intended to reveal the mental qualities of the candidate.

The interview test is not intended to be a test either of the specialized or general knowledge of the candidates which has been already tested through their written papers. Candidates are expected to have taken an intelligent interest not only in their special subjects of academic study but also in the events which are happening around them both within and outside their own state or country as well as in modern currents of through and in new discoveries which should rouse the curiosity of well-educated youth.

However, prevailing system of recruitment in India for higher civil services has come in for a great deal of criticism. Commenting on the general inadequacy of the system of recruitment, Paul H. Appleby has observed: 'The criteria by which personnel are selected by the Public Service Commissions are not up to date and examining and appraising techniques are far from modern.' Doubts have been expressed as to the reliability of marks awarded at viva-voce and it has to be admitted that there is considerable scope here for the elements of chance and

luck. Much depends on the personnel on the interviewing Board, the passing modes of experts, the difference in the nature of questions put to different candidates and so on. It is legitimately open to question whether a 15 to 20 minutes' desultory conversation and sundry matters can lead to a correct assessment of the qualities sought for in candidates and for that matter, a comparative valuation as between different candidates. Suggesting the replacement of the existing interview system in India by psychological tests, A. D. Gorwala has observed, 'The importance of psychological tests must be realized and they must gradually replace the viva-voce.... The holding of such tests will, of course, cost more, but if thereby the services get better material, and there is no reason to suppose that they will not, the extra money, will have been well spent.'

Check Your Progress

5. In which country was the scientific system of recruitment first developed?

6. Mention the other methods of recruitment.

7.4 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. There are basically two methods of selection—selection from outside the service and selection from within the service.

2. One advantage of recruitment from outside or direct recruitment is that it brings new blood into the service. Practices which have become routine and regular habits and are on the verge of becoming rigid are challenged with the entry of fresh blood.

3. The Central Secretariat Services were established in India in 1950.

4. The Committee appointed under the Chairmanship of D. S. Kothari (1975) in its report recommended a preliminary examination comprising of objective type questions, general studies and an optional subject, for screening the large number of candidates who possess minimum qualification for the post for which they have applied.

5. The credit for developing a scientific system of recruitment for the first time goes to China where recruitment through competitive examinations was first introduced in the second century B.C.

6. There are other methods of recruitment too. These are:

   (i) **Individual recruitment:** It is possible and desirable only in cases where the number of posts to be filled is very small and the selection of candidates is generally done through interview.

   (ii) **Mass recruitment:** When the number of posts to be filled is large, mass recruiting techniques are to be used for its obvious advantage.

(iii) **Positive recruitment:** It means active search for the best. The positive concept of recruitment implies that the personnel agency must take definite steps to attract the best qualified and most competent candidates.

7.5 SUMMARY

- There are basically two methods of selection—selection from outside the service and selection from within the service. Both these methods have their advantages and disadvantages.

- Recruitment from within is in fact filling up posts by promoting the employees from lower rungs. The advantages of this system of recruitment are that it increases the opportunity for advancement within service and the people in service get an assurance that they will be promoted under given conditions.

- The method of direct recruitment is in line with the principle of democracy. Each qualified person gets an equal and fair opportunity for selection to public service. At the same time, it widens the area of selection and, therefore, the best talent in the country may be found.

- In India, services are classified into three major categories - All India, Central and State Services. The All India Services are common for the Union and the States. Candidates for these services are recruited by the Central Government and then they are assigned to different states.

- In addition to the All India Services, Central Services and State Services, there is another kind of service which was previously known as Imperial Secretariat Service but at present is called the Central Secretariat Service.

- The Union Public Service Commission appointed a Committee on Recruitment Policy and Selection Methods under the Chairmanship of D. S. Kothari to suggest suitable changes in the existing methods of recruitment.

- The Public Service Commission came into existence for the first time in 1926 when the Central Public Service Commission was established under the Government of India Act, 1919. It was renamed as the Federal Public Service Commission after the 1st of April, 1937, on the introduction of the Government of India Act, 1935.

- The Public Service Commission is an independent statutory body constituted under Article 315 (I) of the Constitution of India. In order to emphasize and ensure the independence of State Commission, first the Constitution debars the Chairman for further employment either under the Government of India or the Government of a State.

- The functions of the Commission as prescribed in Article 320 of the Constitution fall into two categories: (a) Administrative, (b) Advisory.

- Our system of recruitment has been very much appreciated because of the fact that merit is given due consideration in selecting the candidates.

- Recruitment is a process which is of vital importance to the administrative system as a whole, for it determines the tone and quality of the public services, and on it rests the usefulness and relevance of the machinery of government to the society.

- The credit for developing a scientific system of recruitment for the first time goes to China where recruitment through competitive examinations was first introduced in the second century B.C. Prussia was the first country in modern times to introduce a system from 1857 onwards.

- Different countries follow different systems for recruiting personnel. Direct recruitment, i.e., recruitment from without is done through the prescribed methods from all available sources.

- Before Independence separate examinations for the Indian Civil Service were held every year both in England and India.

- The new scheme of the Civil Service Examination is based on the recommendations of the Kothari Committee report. Any Indian Citizen who possess a University degree and is in the age group of 21-28 can appear at the competitive examination.

7.6 KEY WORDS

- **Recruitment:** It stands for the search for proper personnel to perform the various activities and obligations in the process of administration.

- **The hire and fire system:** This is oldest method of determining the merit of a candidate. Under it, the appointing authority itself ascertains the merit of the applicant. This method is purely subjective.

7.7 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Write a short note on the composition of Public Service Commission.
2. List the important steps involved in the recruitment and selection process.
3. Briefly mention the four types of public personnel tests.

Long Answer Questions

1. Discuss the functions of the Public Service Commission.
2. Critically analyse the problems of recruitment in public administration as recognized by various critics and scholars.

3. **'**The desirability of probation system is beyond any dispute.' Do you agree with the statement? Give reasons for your answer.

4. Describe the problems of recruitment.

5. Elaborate the new scheme of civil service examination in India established in 1979.

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UNIT 8 RECRUITMENT, TRAINING AND PROMOTIONS: AN OVERVIEW

Structure

8.0 INTRODUCTION

Reservation is provided to Scheduled Castes, Scheduled Tribes and Other Backward Classes at the rate of 15 per cent, 7.5 per cent and 27 per cent, respectively, in central government posts and services. The Modi government in 2019 approved a 10 per cent reservation for economically backward upper castes in government jobs. The government will move the Constitutional Amendment Bill for the reservation in the coming period. This unit deals with the topic of reservation in services provided by the Indian Constitution to the Scheduled Castes and Scheduled Tribes, need, objectives and methods of training and finally the aspect of performance appraisal in the sphere of public administration.

8.1 OBJECTIVES

After going through this unit, you will be able to:

- Discuss the reservation in services provided by the Indian Constitution

- Examine the need, objectives and methods of training

- Elaborate the performance appraisal method adopted by the Government of India

8.2 RECRUITMENT (RESERVATION IN SERVICES)

The Constitution of India recognizes 'the people of India' as the unit of operation in civic life. All communities have been given equal status. The Constitution abolishes untouchability. It ensures basic human rights to all citizens irrespective of birth, caste and creed. The Constitution of India however, also provides protective discrimination in favour of Scheduled Castes (SCs) and Scheduled Tribes (STs) by reserving their access (seats) to political office, in government jobs and in educational institutions. It also facilitates access to other opportunities of social and economic development.

The Constitution also envisages protective discrimination in favour of socially and educationally backward classes (OBCs) as a part of the Directive Principles of State Policy. Let us briefly examine the reservation policy, which led to protest movements in northern India in 1990. Many of the states of the Union had already begun implementing this policy. However, the first Report of the Backward Classes Commission headed by Kaka Kalelkar in 1955-56 for reservations in the central services could not give unanimous recommendations, as the Commission could not decide on the categories of backwardness.

Social and political equality is imperative for realizing the democratic norms in any country, and is fundamental to the acceleration of economic equality and dignity. After independence, the SCs and the STs, alike the others, acquired equal rights under the Constitution of free India; despite that they were denied the right to social equality among other rights, a situation, which has more or less maintained a status quo. After independence, India committed itself to a socially just and an egalitarian social order.

The Constitution, promulgated in 1950, recognized the SCs and the STs as two of the most marginalized social groups needing special protections. A number of provisions, therefore, were specifically incorporated for the two social groups with a view to abolish all forms of discrimination, untouchability, and social exclusion emanating from the caste system and to alleviate the peripheral position of these social groups.

Specific provisions for the reservation in services, in favour of the members of the SC/STs have been made in the Constitution of India. They are as follows: Article 15(4) and 16(4) of the Constitution enabled both the State and Central Governments to reserve seats in public services for the members of the SC and ST, thereby, enshrining equality of opportunity in matters of public employment. Article 15(4) states that: 'Nothing in this Article shall prevent the State from making any provision for the reservation of appointments or posts in favour of any backward class or citizens, which, in the opinion of the State, is not adequately represented

in the services under the State.' Article 16(4 A) states that: 'Nothing in this article shall prevent the State from making any provisions for reservation in the matter of promotion to any class or classes of posts in the services under the State in favour of SCs and STs which in the opinion of the State are not adequately represented under the State (Constitutional 77th Amendment, - Act, 1995).

Article 16 (4 B) states that: 'Nothing in this article shall prevent the State from considering any unfilled vacancies of a year which are reserved for being filled up in that year in accordance with any provision for reservation made under clause (4) or clause (4A) as a separate class of vacancies to be filled up in any succeeding year or years and such class of vacancies shall not be considered together with the vacancies of the year in which they are being filled up for determining the ceiling of fifty percent reservation on total number of vacancies of that year' (Constitutional 81st Amendment, - Act, 2000). Article 46 states that: 'The State shall promote with special care the educational and economic interests of the weaker sections of the people and, in particular, of the SC and ST, and shall protect them from social injustice and all forms of exploitation.'

The Constitution prohibits discrimination (Article 15) of any citizen on grounds of religion, race, caste, etc.; untouchability (Article 17); and forced labour (Article 23). It provides for specific representation through reservation of seats for the SCs and the STs in the Parliament (Article 330) and in the State Legislative Assemblies (Article 332), as well as, in Government and public sector jobs, in both the federal and state Governments (Articles 16(4), 330(4) and 335).

Reservations for the SCs, the STs, and the OBCs are available for all groups of posts in the Central services, PSUs, public sector nationalized banks, and the public sector insurance companies in the case of direct recruitment on an all India basis by open competition at 15, 7.5, and 27 percentage points for the SCs, the STs, and the OBCs respectively. Further, in case recruitment is not by open competition, the applicable/stipulated quotas for reservation stand at 16.66 per cent for the SCs, 7.5 per cent for the STs, and 25.84 per cent for the OBCs in that order. Reservation for SCs, STs and OBCs is available in all groups of posts in case of direct recruitment. While in case of direct recruitment on all India bases by open competition, reservation for SCs, STs and OBCs is respectively 15 percent, 7.5 percent and 27 per cent, otherwise than by open competition it is 16.66 per cent, 7.5 per cent and 25.84 per cent respectively (Annual Report DOPT 2005). In case of direct recruitment to Groups C and D posts normally attracting candidates from a locality or a region, percentage of reservation for SCs/STs is generally fixed in proportion to the population of SCs and STs in the respective States/UTs and reservation for OBCs in such cases has been so fixed that it is not more than 27 percent and total reservation does not exceed the limit of 50 per cent.

There are also reservations in the promotions of the employed persons from the marginalized social groups. The government services generally include Government civil services, PSUs, statutory and semi-government bodies, and

voluntary agencies etc., which are under the control of the government or receive grants-in-aid. At the Central level, some of the services are excluded from the purview of the reservation policy and these prominently include the defence services and the judiciary Also, in case of direct recruitment to Group 'C' and Group 'D' posts normally attracting candidates from a locality or a region, the percentage of reservations for the SC/STs are generally fixed in proportion to their population in the respective States/UTs and reservation for OBCs in such cases has been so fixed that it is not more than 27 per cent. In any case, the total reservation stipulated should not exceed 50 per cent.

The main objective of providing reservations for the SCs and the STs in government services was, not only, to provide employment to some persons belonging to the marginalized communities, and thereby, increase their representation in the services, but also, to improve their relative status in critical human development indicators.

Impact of Reservation

The impact of the reservation policy on employment in India sufficiently establishes that there has been a remarkable increase in the numbers of SC/ ST government employees over the years. In 1960, the absolute numbers of the SC Government employees stood at 228 thousand, which increased to 590 thousands in 1990, and further to 540 thousand in 2003. The percentage share of the SC employees to the total government employees was 12.24 per cent in 1960. It increased to about 17 per cent in 2003. It is fairly close to their percentage share in the population. In the case of the STs, their absolute numbers increased from 37 thousand in 1960 to 211 thousand in 2003 with a corresponding increase in their percentage share from 2 per cent in 1960 to 6.46 per cent in 2003. The absolute numbers of the SC employees in the PSUs increased from 40 thousand in 1971 to 236 thousand in 2004 and from 12 thousand to 114 thousand for the STs. The absolute numbers of the SC employees in nationalized banks increased from 55 thousand in 1978 (10 per cent) to 143 thousand in 2004 (17.6 per cent) and from 8 thousand (1.56 per cent) to 43 thousand (5.72 per cent) for the STs. The Department of Personnel, Government of India has developed procedural safeguards to overcome these problems and needs for the effective implementation of the reservation policy. The government has developed certain procedural safeguards. It includes the maintenance of a model roster for giving effect to reservations in posts (i.e., identifying vacancies as reserved or unreserved), holding separate interviews for the SC/ST candidates, appointing Liaisoning Officers to oversee the implementation of the reservation policy in each office, appointing the representatives of the SC/ ST on selection boards, banning de-reservation of reserved posts, and banning the full exchange of posts with the general category candidates if candidates belonging to the SC/ST categories are not available. Recently, the government has given impetus to implement the reservation policy by incorporating several provisions for action against those who are willfully found to derail the implementation of the reservation policy.

Check Your Progress

1. What was main objective of providing reservations for the SCs and the STs in government services?

2. What are the procedural safeguards developed by the Department of Personnel, Government of India for the effective implementation of the reservation policy?

8.3 TRAINING

The dictionary meaning of training is practical education in any profession, art or handicraft to improve or increase an employee's skill, and to develop his attitudes and schemes of values in a desired direction'. Felix A, and Lloyd G. Nigro consider training to be the specific preparation received just before entitling public employment or at a later point in the career and directed towards the performance of the duties assigned to the individual.

Need for Training

The administration of public affairs has become such an intricate task under the stress of fast-changing social and economic conditions that it requires the services of trained men and women. The activities of the State are no longer confined today to the maintenance of law and order but cover a wide variety of functions in the new fields of education, health, industry and social welfare. The office worker today handles a number of mechanical instruments like telephones, duplicating machines, computers etc., the use of which requires trained personnel. The formulation of policy requires a broad vision which may enable one to handle properly the entire entangled web of administration. The administration today has to adjust itself to the temperaments and ideas of the people. All these require a suitable system of training of the public servants. The Assheton Committee (1944) on the training of civil servants (in Britain) remarked in this connection that now-a-days, 'the civil service needs to be more consciously directed towards still higher ideas and standards of service and this can only be done by planned and purposeful training'. Therefore, in recent times increasing attention has been given to the training of officials.

Objectives of Training

The main objective of training is 'efficiency' *i.e.,* to improve the effectiveness of the work of the public officer. It improves his power, skill or understanding and creates in him the capacity to adjust himself to his new situations. The other objectives of training are:

(i) It should endeavour to produce a civil servant whose precision and clarity in the transaction of business can be taken for granted;

(ii) The civil servant must be attuned to the tasks which he will be called upon to perform in a changing world;

(iii) There is a need to develop resistance to the danger of the civil servant becoming 'mechanized' or too mechanical within the administrative machinery within which he works, whilst we must aim at the highest possible standard of efficiency. Our purpose is not to produce a robot-like, mechanically perfect civil service. The recruit, right from the beginning should be made aware of the relation of his work to the services rendered by his department in the community. The capacity to see what he is doing in a wider setting will make the work not only valuable to his department but more stimulating to himself;

(iv) Training must be directed not only to enable an individual to perform his current work more efficiently, but also to enable him to perform other duties, and where appropriate, develop his capacity for higher work, and greater responsibilities;

(v) These ends are not enough in themselves. Large number of people inevitably have to spend most of their working lives upon tasks of a routine character and with this human problem even in the background, training plans to be successful, must pay substantial regard to staff morale.

Training in fact, can solve a variety of manpower problems which stand in the way of optimum productivity. According to Richard Johnson, these include the need to (i) increase productivity; (ii) improve the quality of work and raise morale, (iii) develop new skills, knowledge, understanding and attitudes, (iv) correctly use new tools, machines, processes and methods or modifications, (v) reduce waste, accidents, turnover, absenteeism, and other overhead costs, (vi) implement new or changed policies or regulations, (vii) fight obsolescence in skills, technologies, methods, products, markets, capital management, etc., (viii) bring incumbents to that level of performance which meets the standard of performance for the job, (ix) develop replacements, prepare people for advancement, improve manpower development and ensure continuity of leadership and finally (x) ensure the survival and growth of the enterprise.

Training, thus, has become an elementary need for the effective working of any organization and in almost all the countries training programmes for public servants are organized.

Types of Training

Training may be classified according to its methods, duration, the stage of the employee's career at which it is given, the agency which imparts it and its objectives.

Thus it may be: (a) formal and informal training (b) short-term and long-term training (c) pre-entry and post-entry training (d) departmental and central training and (c) skill training and background training.

(a) Formal and Informal Training: Formal training means just giving certain lectures and instructions to the employee concerning the work that he/she has to do. Employees may be told through these lectures and instructions the nature of their duties and the procedure and the code of conduct which they should follow in the office.

Informal training is training by experience which the employee himself acquires gradually in the course of actual performance of his job. He gets this training when he actually comes into contact with the work environment, papers and officers. It is self-acquired education. The experience of actual work teaches him the technique of work. Writing about the importance of such training, A. D. Gorwala observes: 'The young man on his side imbibes standards, sometimes without even being told'.

lnformal training has definite advantages but it is the 'hard way' of learning and can fully succeed only in case of the most persistent pupils. In the case of an average employee, it may lead to the formation of bad habits and breed much frustration. Therefore, if informal training is to succeed, the superior officers should take great interest in the new entrants and guide them in a sympathetic manner.

(b) Short and Long-term Training: The difference between short-term and long-term training depends upon the duration of the training course. If the training is given for a continuous long period of time, say one or two years, it is long-term training, but if it is for only a month or two it may be termed short-term training. Duration generally depends upon the case or difficulty of the subject-matter of training and the needs of the service.

(c) Pre-entry and Post-entry Training: Pre-entry training is given to prepare future recruits for the service. It is intended to enable an aspirant to pass an examination or otherwise to show fitness for appointment. The training generally takes the shape of vocational or professional instructions at technical schools and colleges.

Post-entry training on the other hand, is training for an employee who is already in the service. This type of training is defined as the process of aiding employees to gain effectiveness in their present or future work through the development of appropriate habits of thought and action, skill, knowledge and attitudes. For example, policemen are trained in police duties at Police Training Schools established for the purpose.

The general issue concerning pre-entry training is whether it should be of a general type or specifically designed for the needs of the government. The British and continental system recruits members of very young age on the basis of their general qualifications. General education at the pre-entry stage has a number of advantages. Firstly, what is required at this stage is to

broaden the mental horizon of the youth. Lord Macaulay's dictum that 'Men who distinguish themselves in their youth above their contemporaries always keep to the end of their lives the start which they have gained' has much force behind it. Public Administration, though it is becoming technical, needs the services of such men who have a broad vision and wide outlook.

Secondly, training programmes imply absorption in permanent service. But everybody who gets training for public administrative sciences cannot be obviously provided for by the government service as it is very much limited. It is an obvious waste of public money to train mere birds of passage. If aspirants for government service get only general education, they may be absorbed elsewhere if they do not get public service. Their rejection for government service would not create any stalemate in their career.

Thirdly, if pre-entry education is not general but specialized it would mean that education would be subjected to the need of government and would cease to be the foundation of culture and civilization. It will no longer be based upon the ideas and values of the people.

The United States, which does not accept the principle of government service as a career and prefers a specialized and vocational pre-entry training, has now begun to realize the defects of its system and emphasizes the need for general education.

(d) **Departmental and Central Training:** When arrangements for training are made within the department or the office itself, it is called departmental training. Such training is mostly imparted by the more experienced officers of the department or the office. But when training is imparted by Central training institutions e.g., the Training and Education Division of the British Treasury or the National Academy of Administration in India, it is called Central Training. Sometimes individual departments also maintain their regional training institutions, e.g., the police training schools in many states of India to train their police officers.

(e) **Skill and Background Training:** When the purpose of training is to instruct the entrants in some specialized technique it is called skill training, for example, the teacher's training is intended to develop his teaching skill, the police officer's in the prevention and detection of crime, and the income-tax officer's in the assessment of income tax. But when the training seeks to teach certain general subjects which help the trainee to understand the general background and nature of his work, it is called background training. Its purpose is not to increase the skill in some particular task but to provide a general background of the work. The training in the National Academy of Administration at Mussorie is an example of background training.

Methods of Training

The following devices are employed for training public servants:

1. On-the-Job Training

On-the-job training refers to training where the workers or employees receive training while carrying out their regularly assigned duties and responsibilities. The apprenticeship training can be considered as the best example of this method of training. Here the training function is performed by the supervisors who, through coaching, help the new entrants learn the necessary skills of the job. In administrative services on-the-job training means instructions received from colleagues of greater experience or higher rank.

The effectiveness of this type of training largely depends upon the senior officer's interest and qualities. Methods like specific delegation of responsibilities, group discussions and planned rotation of postings are used to impart greater effectiveness to on-the-job training. According to T. N. Chaturvedi, 'No amount of background training and skill training can supplant the need for on-the-job training'.

2. Training by Communication

This means informing the employee about the nature of work, rules and regulations of the department in which he has to work through communications such as periodic conferences, circulation of office bulletins, rule books, sets of instructions or informative booklets, etc.

3. Formal Instruction or Lecture method

This method involves personal tuition by senior officers, lectures by departmental officers or outsiders covering a wide field of subjects, discussion groups or regular instruction at a school or college. Lecture is an economical method of delivering factual knowledge to large group of people, but there is no guarantee that learning will take place. Here there is mainly one-sided communication, i.e., from lecturer to the listeners. Another drawback of this method is that everybody gets the same treatment at the same pace, and individual abilities, interests and motives are not recognized.

Martin M. Broadwell suggests three basic requirements for successful classroom instruction. These are, 'involvement', 'accountability' and 'feedback'. For lectures to be effective it is necessary that the learners be involved as much as possible. They should be made responsible for learning and lastly, there should be a high amount of feedback from the learners. If these conditions exist the lectures can also prove to be a good device of training.

4. Conference Method

Under this method all the trainees are gathered together into a meeting under the chairmanship of a senior officer. In this meeting the trainees themselves discuss the

matters, compare notes with one another and put forward their own view point. The function of the chairman is to guide the discussion by putting an occasional word here and there. The trainees exchange ideas and learn from one another. The conference benefits the group through pooling ideas, information and knowledge from many sources. It stimulates thinking and the ability to work together in teams. This method can be more advantageously used for exploring problems to which answers are unknown and for developing a new philosophy or technique.

5. Seminar and Workshop

In a seminar, group discussion takes place by highly experienced people, who work under minimum formal leadership, to discuss a subject for which ready answers are not available. In a seminar or workshop various group techniques are used such as case studies, role-playing or the incident process. A single short meeting of one or two days may be announced as a workshop. In this, a speaker or panel presents information to the group. The seminar then adjourns into several smaller teams, sometimes identified as 'buzz groups' whose members discuss questions assigned to them by the chairman. Later, these groups convene again as a whole seminar body and the leader of each group reports briefly on his group's deliberations.

6. Case Study

This method describes a real or stimulated situation to provide a common basis for analysis, discussion and problem solving. The case may be delivered orally, in writing, in pictures or on records. The case technique stimulates the participants to sift out the facts, distinguish between the important and non-essential, analyse data, organize their thoughts logically and synthesize the evidence.

7. Incident Process

In the incident process, the participants employ the incident to gain facts needed for a solution or decision. This process consists of five steps:

- **The incident:** Each candidate receives a written account of the event describing the issue.

- **Fact finding:** The candidates are supposed to ask questions from the discussion leader who has all the facts, in order to ascertain the important details surrounding the situation. The leader provides answers only to the specific questions asked.

- **The issue:** The leader encourages the group to define the main issue as well as those accompanying incidents which the members identify.

- **The decision:** Each participant records his decision concerning the incident and his approach for resolving the problem. After he hands in his signed form, the seminar breaks into teams, respective spokesmen are appointed, and each group discusses the merits of its proposal.

- **Evaluation:** The whole group assembles again in a plenary session for the evaluation of the incident.

The incident process helps to develop skills in obtaining facts by questioning, and other leadership abilities.

8. Role Playing

This technique involves a skit which portrays a simulated situation. The selected group members act out the events that highlight the case or incident, thus enabling the remainder of the group to observe and analyse performance.

9. In-Basket Method

This training method consists of a collection of letters, monograms, articles and reports. Each participant might also receive an organizational chart, an orientation outline concerning the enterprise, the names and position titles of key managers and employees and their inter-relationships. This technique is a testing device. The participant has to attempt to resolve the issues raised by the abundance of papers with their accompanying problems. It is a useful technique for testing ingenuity, adopting and problem solving abilities of the participant. When the documents in the basket have been examined and disposed of, the leader conducts a discussion as to what action each participant took and the reason.

10. Sensitivity Training

This technique takes the form of an unstructured lab and is usually referred to as a T-group or training group. The main purpose of this technique is to learn human relations, improved communication and leadership skills. The T-group has no formal structure, no specific goals, no relations or rules and no agenda. The leader conducts the group, normally in a non-directive style. The T-group philosophy encourages the value of free questioning, experimentation and participative learning.

11. Programmed Instruction

Programmed learning stresses the individual's terminal behaviour rather than the verbal message. In designing and preparing a programmed instructions manual, the writer determines in advance what conduct and performance he expects the student to display following his completion of the training period. Under the programmed instruction technique the learner is provided with an exercise book or teaching machine, and is guided through the various processes. Each process contains a small body of information or questions. The process or frame requires choosing one of multiple answers with a pencil check mark or depressing a machine button, or recording the response in a blank space provided. The main advantages of this method are that it can be introduced at different locations, it ensures consistency of learning input and ensures that all participants commence the course on a relatively equal basis.

12. Video Tape Recording

The main benefit of this equipment is that it can immediately replay the activities which the participants may view. It enables the learners to observe precisely where the performance went wrong or where the exercise was done correctly.

Though there are a number of methods of training but in practice no one method can be said to be the best. Hence, a combination of few methods is used to train public servants. Any method of training may be adopted, but what is important is that it should be properly planned. The instructors should have a higher level of understanding than the trainees. The training officers should not be simply theorists but must have sufficient knowledge of the practical problems of the service, then only they can do justice to their job.

Essentials of Training for Administrative Officers

There is no consensus of opinion about the subject matter of training for administrative officers. Suggestions in this field range widely from a good knowledge in classics and philosophy to a study of politics, economics and public administration. Geadden is of the view that the training of an officer should include three things: (i) a training in the basic clerical techniques given through study of subjects like office practice and organization, book-keeping and outlines of the Central Government; (ii) a departmental training in the routine and specialized technique of the official's own department; and (iii) those destined to fill the leading positions in the hierarchy must acquire in addition a knowledge of the theory of Public Administration.

Another challenge in this field is determining and identifying training needs. No training can be effective or useful unless it caters to the requirements of training. Hence the basic necessity is to determine the needs and requirements of training. For this the problem areas are to be identified first and then the possible solutions are to be considered. Then only can training needs be determined.

Training in India

The problem of education and training of civil servants in India has assumed special importance in the post-independence era. Many new problems, particularly in the social and economic fields, have cropped up making the task of civil servants extremely difficult. The vast and expanding horizons of public administration demand a special type of skill on the part of civil servants and this has added to the significance of training our services in the fields of development administration. The Planning Commission in its publication, 'Administration and Public Cooperation' rightly observed: 'Next to recruitment, the training of personnel has considerable bearing on administrative efficiency. Each type of work in the government requires a programme of training suited to it. In general, in all branches of administration, it is necessary to provide for the training of personnel at the commencement of service as well as at appropriate intervals in later years. In this connection we

would emphasize the importance of careful grounding in revenue and development administration for recruits to the Indian Administrative Service and the State Administrative Services'.

Training System during British Rule

The traditional system of training in India has been to make the new recruits learn the job by doing it. Of course during the British period there had been the system of attaching the officers to a British University; usually Oxford or Cambridge, for a period of two years in the case of those selected in India (later reduced to a year in 1937) and a year in the case of those selected in the United Kingdom. During this period the probationers were given sound grounding in Indian Law, Indian History and an Indian language. At the end of the period of probation, they were required to take an examination in the above subjects and also in riding. The main purpose for this training was to bring the Indian candidates into close touch with British life and to give them an opportunity to broaden their outlook.

Training System after Independence

After independence when the Indian Administrative Service was constituted in place of Indian Civil Service, the Home Ministry set up an Indian Administrative Service Training School in Metcalfe House, New Delhi in 1947. Later on, the Planning Commission recommended the conversion of this school into a sort of Staff College for a combined training of IAS and other allied services. It also recommended the appointment of a Director of Training for organizing systematic training programmes and refresher courses for different grades of employees. The government, at a later stage, appointed a Committee to delve into the whole issue of training. The recommendations of the Committee were:

'The best training in any service is provided by the actual doing of the jobs for which the services exist. Much wastage of time can, however, be saved by providing a certain amount of basic training to shorten and facilitate the process of learning by doing. Such basic training has to be both "general" *(i.e.,* applicable to all higher public servants) and 'special' *(i.e.,* relevant to the needs of particular service). The 'general' part comprises the basic knowledge which higher public servants should possess, e.g., the main principles of the Constitution, the role of public servants in a Parliamentary Democracy, the organization of the machinery of Government at the Centre and in the States, the principles of Public Administration and personnel management and the techniques of public relations. It should also include the knowledge of economics in general and Indian economics in particular, and an appreciation of India's social and economic problems.

The 'special' part of the basic training should cover the study of Acts and Rules relating to the particular service, departmental procedures, etc. The course of training in the IAS Training School covers both the general and the special parts of the basic training needed by the IAS officers. Arrangements for training of the

Audit Service Officers, Income Tax, Railways, etc., have been made by the ministries concerned, but these are confined largely to the 'special' part of the training.

The Home Ministry agreed with Chamda's suggestions and started Refresher Courses at the IAS Staff College, Shimla. Later on, the Government merged the IAS Training School, Delhi and IAS Staff College, Shimla and in their place, a National Academy of Administration was set up at Mussorie which started functioning from 1 September, 1959.

In the year 1968, a separate Training Division was established in the Ministry of Home Affairs. Later in the year 1970, on the recommendations of the Administrative Reforms Commission's Report on Personnel Administration, the Training Division as part of the Department of Personnel and Administrative Reforms came under the Cabinet Secretariat. However, in 1977, the Department of Personnel and Administrative Reforms including the Training Division again became part of the Ministry of Home Affairs.

Check Your Progress

3. What is the main objective of imparting training in public administration?

4. Name the types of training.

8.4 PERFORMANCE APPRAISAL

Every organization has a system of assessment of performance of its employees periodically for determining the output of that employee as well as for deciding on his/her promotion.

The purpose of a performance appraisal system is primarily to assess the capabilities of a person in terms of his contribution towards the achievement of the organizational goals. It, thus serves a short-term purpose of assessing the usefulness of an employee to the organization, and in the long run determines his potential for elevation to higher levels. Conversely, it pinpoints the shortcomings of an employee by pointing these out to him. The superior officers can manage better utilizations of the services of that employee through either correction or position-change.

The performance appraisal system consists of an annual appraisal by the superior of the subordinate. It is usually in the shape of a form which carries entries to determine the adequacy and quality of work done and the general personality and integrity of the officer reported upon. Besides, his fitness for promotion or otherwise is also commented upon. To reduce the ambiguities in relative grading by different officers, certain grades are prescribed. The report is written by the reporting officer in a narrative form, evaluated by the reviewing officer and finally endorsed or countersigned by the senior most officer. This constitutes the Confidential Roll.

If an adverse remark is made regarding an officer which is finally endorsed, that particular officer is shown the report and asked to mend his ways. That officer is also generally given an opportunity to represent to the authorities regarding the contents of the report to be modified or expunged.

This system of performance appraisal has its flaws. Some of the major ones are as follows:

- In the evaluation form the qualities required of an officer are often not defined nor is there any report on the results of performance of special nature. Besides, the interpretation of the language of the performa may vary and have subjective elements.

- The yardsticks are not commonly accepted and different superior officers attach different values to these terms. Therefore a need is felt for more explicit definition of the yardsticks and even their possible quantification.

- Both the reviewing officer and the countersigning officer may boar may not have any direct or intimate knowledge about the work of the officer reported upon. Again, as the reports are written at the end of a financial year or a calendar year, there are too many to be written and, therefore, the reviewing officers might not do proper justice.

- The strongest objection against this system is the element of subjectivity which is built into it. Since it is a case of one individual passing a judgement on the other, the element of subjectivity cannot be completely ruled out.

It would be quite relevant to note what the Administrative Reforms Commission (India) had to say about performance appraisal:

1. At the end of each year, the official reported upon should submit a brief resume, not exceeding three hundred words, of the work done by him, bringing out a special achievement of his. The resume should be submitted to the reporting officer and should form a part of the confidential report. This should be taken into account by the reporting officer while making his report or comments.

2. Only three gradations are to be made, viz., 'fit for promotion', 'not yet fit for promotion', and 'unfit for promotion' when writing the confidential reports of secretariat officers of the level of under-secretary and above. Further, it has to be indicated whether the officer reported upon has any outstanding qualities which entitle him for promotion out of turn.

3. Good work done during the year should receive prompt appreciation either on a file, or in a tour or inspection note. The official concerned should be allowed to quote these in his resume.

4. The suggestions made above (by the ARC) will ensure that an individual's own estimate of his performance will get a place in his confidential report. It is equally important that his superior officer's assessment made frankly and

faithfully is also available in it. This is likely to avoid unnecessary unpleasantness which might crop up between the officer reported and the reporting officer.

Methods, Techniques or Tools for Appraising Performance

Several methods and techniques of appraisal are available for measuring the performance of an employee. The methods and scales differ for obvious reasons. First, they differ in the sources of traits or qualities to be appraised. The equalities may differ because of differences in job requirements, statistical requirements and the opinions of the management. Second, they differ because of the different kinds of workers who are being rated, viz., factory workers, executives or salesmen. Third, the variations may be caused by the degree of precision attempted in an evaluation. Finally, they may differ because of the methods used to obtain weightings for various traits.

Straight Ranking Methods: It is the oldest and simplest method of performance appraisal, by which the man and his performance are considered as an entity by the rater. No attempt to made to fractionalize the rate or his performance; the 'whole man' is compared with the 'whole man', that is, the ranking of a man in a work group is done against that of another. The relative position of each man is tested in terms of his numerical rank. It may also be done by ranking person on his job performance against that of another member of a competitive group by placing him as number one or two or three in total group; i.e. persons are tested in order of merit and placed in a simple grouping.

This is the simplest method of separating the most efficient from the least efficient; and relatively easy to develop and use. But the greatest limitation of this methods is that in practice it is very difficult to compare a single individual with human beings having varying behaviour traits. Secondly, the method only tells us how a man stands in relation to the others in the group but does not indicate how much better or worse he is than another. Thirdly, the task of ranking individuals is difficult when a large number of persons are rated. Fourthly, the ranking system does not eliminate snap judgements, nor does it provides us with a systematic procedure for determining the relative ranks of subordinates. To remedy this defect, the paired comparison technique has been evolved.

Paired comparison technique: By this technique, each employee is compared for every trait with all the other persons in pairs one at a time. With this technique, judgement is easier and simpler than with the ordinary ranking method. The number of times each individual is compared with another is tallied on a piece of paper. These numbers yield the rank order of the entire group.

Sometimes a discontinuous or multiple type of scale is used, wherein one factor is used along a discontinuous scale, consisting of appropriate boxes or squares which are to be ticked off. The rating-scale method is easy to understand and easy to use, and permits a statistical tabulation of scores. A ready comparison of scores among the employees is possible. These scores indicate the worth of

every individual. It is the most common evolution tool in use today. The number of decisions is determined by the formula N (N-2), where N represents the number of persons to be compared. The results of these comparisons are tabulated and a rank is assigned to each individual. This method is not suitable when a group is large because, in that case, the number of judgements becomes excessively large.

Man-to-man comparison method: This technique was used by the US army during the First World War. By this method, certain factors are selected for the purpose of analysis (such as leadership, dependability and initiative), and a scale is designed by the rater for each factor. A scale of man is also created for each selected factor. Then each man to be rated is compared with the man in the scale, and certain scores for each factor are awarded to him. In other words, instead of comparing a 'whole man' to a 'whole man', personnel are compared to the key man in respect of one factor at a time. This method is used in job evaluation, and is known as the factor comparison method. In performance appraisal, it is not of much use because the designing of scales is a complicated task.

Grading method: Under this system, the rater considers certain features and marks them accordingly to a scale. Certain categories of worth are first established and carefully defined. The selected features may be analytical ability, cooperativeness, dependability, self-expression, job knowledge, judgement, leadership, organizing ability, etc. They may be: A -outstanding; B - very good; C - good or average; D - fair; E - poor; and F - very poor or hopeless.

The actual performance of an employee is then compared with these grade definitions, and he is allotted the grade which best describes his performance. Such type of grading is done is semester examinations and also in the selection of candidates by the pubic service commissions.

Graphic or linear rating scale: This is the most commonly used method of performance appraisal consisting of a printed form, one for each persons to be rated. According to Jucius, these factors are employee characteristics and employee contribution. Employee characteristics include qualities such as initiative, leadership, cooperativeness, dependability, industry, attitude, enthusiasm, loyalty, creative ability, decisiveness, analytical ability, emotional ability, and coordination. Employee contribution includes the quantity and quality of work, the responsibility assumed, specific goals achieved, regularity of attendance, leadership offered, attitude towards superiors and associates, versatility, etc. These traits are then evaluated on a continuous case. Besides, when ratings are objectively given, they can provide useful feedback.

However, this method suffers from a serious disadvantage, for it is arbitrary and the rating is generally subjective. Often, the rating clusters on the high side when this method is used. Another severe limitation is that it assumes that each characteristic is equally important for all jobs. Perhaps, worst of all, it assumes everyone's definition of 'dependable' is the same.

This method was introduced by Walter D. Scott to get the judgement of superiors on subordinates. The two important features of this system are:

- The person who is making the judgement is freed from direct 'quantitative' terms in making his decision of merit on any quality
- The person who is making the judgement can make a fine discrimination of merit as he/she chooses.

These two facts eliminate the restrictions on natural judgements which other rating methods impose. To ensure the success of this method, one should:

- Obtain the descriptions of persons at two extremes of the performance scale
- Analyse these descriptions into simple behavioural qualities and present these either as a statement or as trait names
- Establish the discrimination value (i.e., the index of the extent to which a quality is valued)
- Pair the statement or trait names and preference value
- Pair high and low preference values forming an item
- Prefer instructions for the rater, asking him to choose one 'best fit' and one 'least appropriate' statement for the employees
- Validate the technique, determine discriminating responses, and assign weights
- Prepare a scoring key on the basis of responses and weights

Forced choice description method: This method was evolved after a great deal of research conducted for the military services during World War II. It attempts to correct a rater's tendency to give consistently high or consistently law ratings to all the employees. The use of this method calls for objective reporting and minimum subjective judgement. Under this method, the rating elements are several sets of pair phrases or adjectives (usually sets of four phrases two of which are positive, two negative) relating to job proficiency or personal qualifications. The rater is asked to indicate which of the four phrases is most and least descriptive of the employee.

Performance Appraisal Process in India

Promotions to all high and middle government posts are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in the case of the highest civil service posts). Confidential reports, which are filled up every six months, are the basis for promotion. In the confidential reports rating is done according to columns marked 'outstanding', 'above average' 'below average', and 'unsatisfactory'. Promotion in the public services in India is based on the seniority and/or merit principle. For selection posts (largely in class I and class II) the criterion of selection is merit. The officers considered for promotion

are arranged in order of seniority, their number being limited to from three to five times the number of vacancies available for promotion. In the case of non-selection posts (class III and IV) categories, promotion is made on the seniority principle, unless anyone is otherwise rejected or considered unfit. Generally, the basis of promotion has been seniority at lower levels, seniority-cum-merit at the middle ranks and merit at the senior grades of the civil service.

Suggestions for Improvement

1. The system followed in the confidential reports on employee's performance should be re modelled to facilitate assessment of performances, personal qualities of workers and identification of the true potential of the candidates with as much objectivity possible.

2. The system is now too heavily loaded in favour of seniority rather than merit.

3. Promotions should be linked to training and professional expertise and should ensure opportunities for growth and development in career.

4. To avoid any kind of subjectivity, promotion boards should be established and take recourse to a system of appeals where necessary. Qualifying and promotional examinations may be introduced for positions in the middle levels of the civil service.

According to many critics of the promotion system, promotions are made 'within clases and often within cadres of a class. This may secure the rights of the civil servants but makes the higher public service more or less a closed shop'.

Elaborating this point, Dr. Appleby writes:

'The relatively small number who are promoted over class barriers is enough to enlarge the competition slightly, but it leaves original membership in a very great special advantage and competition from outside not highly significant'.

The Administrative Reforms Commission examined the matter of performance appraisal. It recommended:

1. At the end of each year the official reported upon should submit a brief resume, not exceeding three hundred words, of the work done by him, bringing out any special achievement of his. The resume should be submitted to the reporting officer and should from a part of the confidential record. In giving his own assessment, the reporting officer should take due note of resume and after making his own comments and assessment submit the entries record to the next higher officer, namely, the reviewing officer. The reviewing officer should give his own comments, if any, and also do the grading.

2. The Second Pay Commission limited the field of choice for promotion to those who were 'outstanding', 'very good' and 'good', thus excluding those

who were assessed as 'fair' and 'poor', thus excluding those who were assessed as 'fair' and 'poor'. The Government has recently revised the instructions regarding these gradations to the few categories. According to the latest government instructions only three gradations, namely, 'fit for promotion', 'not yet fit for promotion', and 'unfit for promotion' are to be made when writing the confidential reports for secretariat officers of the level of Under-secretary and above. Further, it has to be indicated whether the officer reported upon has any outstanding qualities which entitled him for promotion out of turn. In effect, therefore, the number of grading have been reduced to four from the earlier five. We are glad to find, the government has taken action on these lines which appears to be, more or less in consonance with the recommendations made by our Study Team (N) which had recommended that the system of five grading should be replaced by only three grading, namely, (i) fit for promotion out of turn; (ii) fit for promotion; and (iii) not yet fit for promotion. The grading 'unfit for promotion' is likely to carry the impression that the officer concerned is unsuitable for promotion of all times. We feel that no one should be left with the feeling that he has permanently been branded as unfit for promotion. The grading 'not yet fit for promotion' will take care of cases who are unsuitable for promotion on the basis of their performance during the year under review. We, therefore, recommend the adoption of the three grading proposed by the Study Team (N), viz. (i) fit for promotion out of turn (ii) fit for promotion and (iii) not yet fit for promotion.

3. In the new system of grading, it is only those who are graded in the first two categories, viz., 'fit for promotion out of turn' and 'fit for promotion' that will have to be considered for promotion. The percentage of personnel in any group of civil servants working at the same level who are really outstanding and deserve out of turn promotion cannot but be small. We have a feeling that at present 'outstanding' grading are being given too liberally and not unoften undeserved. We would suggest that as a rough guideline only five to ten percent of officials engaged in work of a similar nature and at the same level in any office or organization should be graded 'fit for promotion out of turn'. (there would, of course, have to be exceptions to this in special circumstances.) The grading 'fit for promotion out of turn' should be supported by specific mention of outstanding work that has been done.

4. Good work done during the year should receive prompt appreciation either on a file, or in a tour or inspection note. The concerned official should be allowed to quote these in his resume.

5. The suggestions made above will ensure that an individual's own estimate of his performance will get a place in his confidential report. It is equally important that his superior officer's assessment made frankly and faithfully

is also available in it. There has been, however, a noticeable disinclination on the part of the reporting officers to record adverse remarks against those working under them, because such remarks are required to be communicated to the individual concerned and on his representation they are called upon to justify them. Moreover, the communication of adverse remarks quite often becomes a source of grievance against the reporting officer. To avoid this unpleasant contingency, the reporting officer quite often fails to record adverse remarks even when they are justified. This appears to be particularly true of headquarters offices than of field offices. This defect needs to be remedied in the larger interests of the efficiency of the civil service.

'We feel that when an opportunity is afforded as suggested by us to the official himself to write out an account of his performance and provision is made for a prompt review of the adverse remarks by a reviewing officer, it should not be necessary to communicate the adverse remarks. The reviewing officer will have to go through the adverse remarks and after discussing them with the reporting officer as well as, if necessary, the officer reported upon either confirm the remarks or suitably modify them, as the case may be. To our mind, this procedure will ensure that both favourable and unfavourable remarks about a government servant are available at the time of assessment of his performance and subsequently when his performance over the years is assessed for purposes of promotion. It should also eliminate chances of any unfair or prejudiced treatment of government servant by the reporting officer, a circumstance against which government servant has a right to be safeguarded.

In view of our new approach to the annual reports as a document spotlighting the performance of an official during the course of the year, we recommend that this report should be called 'performance report' instead of 'confidential report'.

6. While considering the suitability of an officer for promotion, a realistic view needs to be taken of the adverse remarks recorded in his confidential reports. Adverse remarks bearing on deficiencies in character or moral turpitude would certainly render an officer unfit for promotion. So would a series of remarks indicating inefficiency, indolence, etc. But if the records of an official are otherwise so good as to merit promotion, a stray adverse remark other than the one bearing on character and moral turpitude should not be made as ground for suppression. Needless to say, where merit is equal, seniority will be decisive for promotion'.

This recommendation has been accepted since 1977 and the present performance approval system marks an improvement on the earlier practice. Yet, subjectivity cannot be entirely ruled out.

8.4.1 Promotion

Once the performance appraisal has been done, the next step ahead is the promotion of the candidate considered worthy. The topic promotion has been dealt in detail in Unit 9 and Unit 11.

8.4.2 Personnel Policy

Appointments to personnel administration were to be made by the Secretary of State. The All-India Services were ultimately responsible to the Government of India and the Secretary of State. The Act had provided that no officer could be 'dismissed from the service by any authority subordinate to that by which he was appointed.' These officers were not to be dismissed by any authority in India, their pay, pensions and other emoluments were subject to vote in the legislatures. The safeguard that the Act of 1919 provided against political influence was the establishment of the Public Service Commission under Section 96(c). It was wholly in the hands of the Commission established in 1926 to conduct examinations in India for recruitment to the All-India and Central Services. The officers, particularly the Europeans, were affected by the Non-Cooperation Movement of 1920-1922, as well as by their low salaries in comparison to the rising prices, and most of them preferred to opt for premature retirement. Consequently, the secretary of state recommended premature retirement on proportionate pension basis, and by 1924 about 345 officers of the All-India Services had retired. Keeping in view the prevailing difficulties, the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee, was appointed in 1923. The commission submitted its report in the next year.

The Government of India Act, 1935

When the Government of India Act, 1935, was being formulated, there was an agitation on the part of the public services for protection of their interests under the new constitutional framework. This action was at an appropriate time and under the Act, it was made the responsibility of the Governor-General and the Governors to secure 'to the members of the Public Services any right provided for them by the Constitution Act and the safeguarding of their legitimate interest.' The Act continued the protection which the Civil Servants had enjoyed earlier. It was provided that a civil servant was not to be dismissed from service by an authority below the rank of the officers or authority who had appointed him and dismissal or reduction in his rank was not possible without giving him a reasonable opportunity of showing cause against the proposed action. The Civil Servants could enjoy their rights of appeal to the higher authorities against any order of punishment or formally censured or altered conditions of service or termination of services except their reaching the age fixed for super annuation. The salaries, pensions and emoluments of the Civil Servants were not subject to the vote of legislature. The Civil Servants were indemnified against civil and criminal proceedings in respect

of any act performed by them in an official capacity, except with the permission of the Governor-General or the Governor.

There was also provision for the establishment of a Federal Public Service Commission, Provincial Commissions and a common Commission for two or more provinces. When provincial autonomy was provided under the Act of 1935, recruitment to all-India Services except for the ICS and IPS was suspended. So at the time of transfer of power in 1947, there were only two residuary All-India Services, viz., ICS and IPS. 'The most important and highest ranking of all such services was the famous Indian Civil Commonly known as ICS, which, owing to its very high remuneration and enormous authority and prestige, was nicknamed as the 'heaven born Service' and constituted the 'steel frame' of the British Government of India.' But on the transfer of power in 1947, there was a sudden depletion in the strength of the civil service owing to the departure of British and Muhamedan Officers. The Indian Civil Service was in the same year replaced by the Indian Administrative Service and a new service called the Indian Foreign Service was constituted.

Need for All Indian Services—Dr. B.R. Ambedkar, the Chairman of the Constitution Drafting Committee, recognizing the need for establishing the All-India Services, while addressing the constituent Assembly, said,—' It is recognized that in every country there are certain posts in its administrative set-up, which might be called strategic from the point of view of maintaining the standard of administration—there can be no doubt that the standard of administration depends upon the calibre of the Civil Servants, who are appointed to these posts—The Constitution provides that there shall be an All-India Service, the members of which alone could be appointed to these strategic posts throughout the Union'. These services are essential for the administration of the country. 'The raison 'd' etre of creating All-India Services, individually or in groups, is that officers, on whom the brunt of responsibility for administration will inevitably fall, may develop a wide and all-India outlook.' The Commission recommended setting up of more All-India Services, viz. The Indian Service of Engineers, the Indian Forest Service and the Indian Medical and Health Services for the purpose of securing greater inter-state coordination in the efficient implementation of all-Indian policies.

The All-India Services are greatly beneficial because of the following reasons:

- They help in attaining minimum standards throughout the country.

- All talent can be used irrespective of its origin.

- The all-India Services also help in promoting the unity and solidarity of India by combating the parochial attitudes of the States. Normally, the officers belonging to these services are posted outside the states they hail from, hence, they are less likely to succumb to local and regional pressures than officers from within the state.

- These services attract better qualified and brilliant persons because of higher remuneration, status and prestige as compared to the State Services.

- The members of such Services hold the key posts in the States and render independent advice to the Ministers, which the officer from the State services would, to large extent, hesitate to do.

- When President's rule is declared in some states because of the failure of the Constitutional machinery, the personnel of All India services who are under the direct control of the centre, would carry out the president's policies more efficiently.

Article 312 empowers parliament to create one or more All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so. Further, the Indian Administrative Service and the Indian Police Service would be considered as All-India Services created by Parliament at the commencement of the Indian Constitution. The Indian Parliament passed the All India Services Act in 1951, under Article 312 of the constitution.

Apart from the Indian Administrative Service and the Indian Police Service, which were already in existence, the other All-India Services created under article 312 (2) are as follows:

- Indian Service of Engineers (irrigation, power, buildings and roads).

- Indian Forest Service;

- Indian Medical and Health Service, Indian Foreign Service and Indian Economic Service are also among these services.

Constitutional Framework

Article 311 dealing with dismissal, removal or reduction in rank of persons employed in the Central or State Services has laid down that:

1. No person who is a member of a Civil Service of the union or an All-India Service or a Civil Service of a state or holds a civil post under the Union or a State shall be dismissed or removed by an authority subordinate to that by which he was appointed.

2. No such person as aforesaid shall be dismissed or removed or reduced in rank 'except after an inquiry in which he has been informed of the charges against him and given a reasonable opportunity of being heard in respect of those charges, provided that where it is proposed, after such inquiry, to impose upon him any such penalty as may be imposed on the basis of the evidence adduced during such inquiry and it shall not be necessary to give such person any opportunity of making representation on the penalty proposed. Provided further that this clause shall not apply in the following cases:

   - Where a person is dismissed or removed or reduced in rank on the grounds of conduct which has led to his conviction on a criminal charge.

- Where an authority empowered to dismiss or remove a person or to reduce him in rank is satisfied that for some reason, to be recorded by that authority in writing, it is not reasonably practicable to hold such inquiry.

- Where the president or Governor, as the case may be, is satisfied that in the interest of the security of the state it is not expedient to hold such inquiry.

- If in respect of any such person, as a aforesaid, a question raises where it is reasonably practicable to hold such inquiry as is referred to in Clause (2), the decision thereon of the authority empowered to dismiss or remove such person or to reduce him in rank shall be final.

The officers of the Indian Civil Service who continued to serve after independence were guaranteed the same conditions of service in respect of salary, leave and pension and the same rights.

Check Your Progress

5. What is the main purpose of a performance appraisal system?
6. State two important features of the graphic or linear rating scale.

8.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The main objective of providing reservations for the SCs and the STs in government services was, not only, to provide employment to some persons belonging to the marginalized communities, and thereby, increase their representation in the services, but also, to improve their relative status in critical human development indicators.

2. The Department of Personnel, Government of India has developed procedural safeguards to overcome these problems and needs for the effective implementation of the reservation policy. The government has developed certain procedural safeguards. It includes the maintenance of a model roster for giving effect to reservations in posts (i.e., identifying vacancies as reserved or unreserved), holding separate interviews for the SC/ST candidates, appointing Liaisoning Officers to oversee the implementation of the reservation policy in each office, appointing the representatives of the SC/ST on selection boards, banning de-reservation of reserved posts, and banning the full exchange of posts with the general category candidates if candidates belonging to the SC/ST categories are not available.

3. The main objective of training is 'efficiency' *i.e.,* to improve the effectiveness of the work of the officer in public administration. It improves his power,

skill or understanding and creates in him the capacity to adjust himself to his new situations.

4. The types of training are (a) formal and informal training (b) short-term and long-term training (c) pre-entry and post-entry training (d) departmental and central training and (c) skill training and background training.

5. The main purpose of a performance appraisal system is primarily to assess the capabilities of a person in terms of his contribution towards the achievement of the organizational goals.

6. Two important features of the graphic or linear rating scale are the following:

   - The person who is making the judgement is freed from direct 'quantitative' terms in making his decision of merit on any quality

   - The person who is making the judgement can make a fine discrimination of merit as he/she chooses.

8.6 SUMMARY

- The Constitution of India recognizes 'the people of India' as the unit of operation in civic life. All communities have been given equal status. The Constitution abolishes untouchability. It ensures basic human rights to all citizens irrespective of birth, caste and creed.

- The Constitution also envisages protective discrimination in favour of socially and educationally backward classes (OBCs) as a part of the Directive Principles of State Policy.

- The Constitution, promulgated in 1950, recognized the SCs and the STs as two of the most marginalized social groups needing special protections.

- A number of provisions, therefore, were specifically incorporated for the two social groups with a view to abolish all forms of discrimination, untouchability, and social exclusion emanating from the caste system and to alleviate the peripheral position of these social groups.

- The impact of the reservation policy on employment in India sufficiently establishes that there has been a remarkable increase in the numbers of SC/ST government employees over the years.

- The administration of public affairs has become such an intricate task under the stress of fast-changing social and economic conditions that it requires the services of trained men and women.

- The main objective of training is 'efficiency' *i.e.,* to improve the effectiveness of the work of the public officer. It improves his power, skill or understanding and creates in him the capacity to adjust himself to his new situations.

- Training may be classified according to its methods, duration, the stage of the employee's career at which it is given, the agency which imparts it and

its objectives. Thus it may be: (a) formal and informal training (b) short-term and long-term training (c) pre-entry and post-entry training (d) departmental and central training and (c) skill training and background training.

- In a seminar, group discussion takes place by highly experienced people, who work under minimum formal leadership, to discuss a subject for which ready answers are not available.

- Programmed learning stresses the individual's terminal behaviour rather than the verbal message. In designing and preparing a programmed instructions manual, the writer determines in advance what conduct and performance he expects the student to display following his completion of the training period.

- The problem of education and training of civil servants in India has assumed special importance in the post-independence era.

- The purpose of a performance appraisal system is primarily to assess the capabilities of a person in terms of his contribution towards the achievement of the organizational goals.

- Several methods and techniques of appraisal are available for measuring the performance of an employee. The methods and scales differ for obvious reasons.

- Promotions to all high and middle government posts are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in the case of the highest civil service posts).

- Appointments to personnel administration were to be made by the Secretary of State. The All-India Services were ultimately responsible to the Government of India and the Secretary of State.

- When the Government of India Act, 1935, was being formulated, there was an agitation on the part of the public services for protection of their interests under the new constitutional framework.

8.7 KEY WORDS

- **On-the-job training:** It refers to training where the workers or employees receive training while carrying out their regularly assigned duties and responsibilities.

- **Role playing:** This technique involves a skit which portrays a simulated situation. The selected group members act out the events that highlight the case or incident, thus, enabling the remainder of the group to observe and analyse performance.

8.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Write short notes on the following methods of imparting training to public administrators:

   (a) Lecture method (b) Seminar or Workshop method

2. What are the essentials of training for administrative officers?

3. How was training imparted to public administrators during the British Rule?

4. Briefly mention the recommendations of the Administrative Reforms Commission on performance appraisal.

5. Write a short note on the personnel policy adopted by the Government of India.

Long Answer Questions

1. Discuss the reservation in services provided by the Indian Constitution to the Scheduled Castes (SCs) and Scheduled Tribes (STs).

2. Comment on the impact of the reservation policy on employment in India.

3. Discuss the types and methods of training.

8.9 FURTHER READINGS

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BLOCK III
PROMOTION AND TRAINING

UNIT 9 OVERVIEW OF PROMOTION AND TRAINING

Structure

9.0 Introduction
9.1 Objectives
9.2 Maladies Involved in Promotion and Training of Civil Services
9.3 Nature and Scope of Promotion and Training
9.4 Importance and Implications of Promotion and Training
9.5 Types of Promotion and Training
9.6 Answers to Check Your Progress Questions
9.7 Summary
9.8 Key Words
9.9 Self Assessment Questions and Exercises
9.10 Further Readings

9.0 INTRODUCTION

In the career span of an IAS officer, he is eligible for a raise in salary and promotions. The promotions take place after evaluating the performance on the basis of Performance Appraisal Reports, vigilance clearance and scrutiny of an overall record of the officers concerned with following laid down procedures. The scrutiny for promotion is done by a committee of senior civil servants constituted for the purpose. Promotions are dependent on the time period spent by an officer in a particular grade. Specified number of years of service is a pre-requisite to be eligible for promotion. These time-bound promotions have been envisaged to attract and retain the best talent in the country. This unit will apprise you with the maladies existing in promotion and training of civil services, nature and scope of promotion and training, importance and implications of promotions and training and the types of promotion and training.

9.1 OBJECTIVES

After going through this unit, you will be able to:
- Identify the maladies involved in promotion and training of civil services
- Examine the nature and scope of promotion and training

- Analyse the importance and implications of promotions and training
- Discuss the types of promotion and training

9.2 MALADIES INVOLVED IN PROMOTION AND TRAINING OF CIVIL SERVICES

Looking at the Indian system of promotion, we find that there are some shortcomings in it. These are the following:

- The seniors or the heads of the departments intentionally eliminate some persons from the list of impending opponents.
- Personal records of the employees are not sustained reasonably and independently.
- In some cases, employees are not informed about the openings to be filled up by promotion.
- Seniority is given way too much of importance; and
- Absenteeism of methodical promotion machinery makes promotions capricious and slapdash.

Training

During training there is a dire need to incorporate inputs from the different phases in the areas like decentralized planning, rural development, human rights, freedom of information, biotechnology, information technology and innovations. In every phase of training, bountiful inputs on ingenuity and application of science and technology need to be provided. The current approach to training needs to record a shift from a synthesis of inputs from public administration, sociology and related disciplines to a mix evolved from public policy, public management and business administration. The financial capabilities resultant from training are very small. The training at all phases lacks experience to disaster management. India has recently been hit by high intensity tsunami, flood, epidemics and earthquakes. The civil servant officials find themselves incompetent of managing challenges arising out of these disasters. In all the training exercises, the 'coordination' element is missing. Nevertheless, the absenteeism of inputs on these critical aspects in their training eventually isolates IAS bureaucrats from functionaries in other services. This contributes to the cultivation of tyrannical tendencies among the officers. The half-hearted participation in the training activities deprives IAS officers of the full benefit accruing from training. There is a need to relate training to the current job profile of IAS officers. Indifference to learning from training needs to be discouraged. The training evaluation should move to 360 degree feedback and the entire training systems should undergo quality certification.

9.3 NATURE AND SCOPE OF PROMOTION AND TRAINING

Promotion and training are two important aspects in the civil service arena. To the employees promotion is of undeviating connotation as an incentive or possible reward. Tangible promotion is a reward, while the prospect for promotion is a probable reward. L. D. White has rightly pointed out, "A badly planned promotion system harms an organization not merely by pushing ahead unqualified persons but also by undermining the morale of the group". The British Fulton Committee (1966 – 68) observed, "The right promotion at the right time is an essential part of the process of developing full talents of men and women in the services."

Training in dictionary states that it is "imparting instruction in a particular art, profession or occupation". In Public Administration, training means cognizant efforts made to develop the abilities, authority, and aptitude of an employee; and to improve his attitudes and value-system in an anticipated direction. Training is a lifelong phenomenon. Training; informally and unintentionally arises with our childhood itself. But in the narrow and particular sense, training of civil servants is a thoughtful effort, concentrating to improve the specific skills and vocational competence of the civil servants in their routine work. Training is (a) an action process, (b) by which competences of the personnel can be enriched, (c) to meet the organizational needs in terms of their understanding, expertise and assertiveness required in executing organizational tasks and functions, (d) within moderately short period of time. William G. Torpey defines training as "the process of developing skills, habits, knowledge and attitudes in employees for the purpose of increasing the effectiveness of employees in their present government positions as well as preparing employees for future government position". Training is a well-articulated determination to be responsible for an enlarged proficiency in the public services, by instructing professional knowledge, broader visualization, and correct patterns of behaviour, habits and approaches. It is, or should be an uninterrupted process in reaction to an unremittingly felt need.

9.4 IMPORTANCE AND IMPLICATIONS OF PROMOTION AND TRAINING

Civil service is a profession service, which offers lifetime employment to the proficient persons. It offers them opportunities for development and advancement. Only good promotion system can make this possible. At the same time, only a fair promotion policy ensures supply of capable and competent persons for filling up higher positions without any breakdown. For the successful working of the bureaucracy, it is essential that the good promotion policy is implemented. In this regard, essentials of a good promotion policy are as follows:

- It must be well planned in advance.

- There must be flawless and comprehensive classification of the civil services.

- Posts or grades in each service or class must be arranged in a hierarchical manner.

- Rules of promotion and line of promotion must be clearly laid down in advance.

- Instead of a single person, a board or committee should be responsible for making promotions.

- Employee must know that the position for promotion is an opportunity and not a right, and he must earn the promotion in competition with others.

- Seniority should not be given unnecessary importance. However, principles of seniority merit and competence must be combined. At this juncture candidate's previous performance, service record, and competence to undertake higher accountabilities must be crucial components.

- Numerous appropriate manoeuvres like efficiency rating, examination, interviews, etc., must be implemented to test the excellence for promotion.

Looking at another aspect i.e., training of extreme importance for the developing countries like India. Training of civil servants has become an essential characteristic of modern personnel management. It has been recognized by all the governments that appropriate and real training programme for their civil servants is unconditionally necessary for effectual and up-to-date administration. On the one hand, the functions of the governments have enlarged and extended rapidly and on the other hand, administration has become more and more complex, focused and mechanical in its nature. The recruitment policies and programmes based on 'merit system' try to select the best competent and experienced persons in the civil service. Utmost of the selected persons are well experienced and educated; they are degree or diploma holders which is not good enough to make them finest administrators. It is requisite to have some concrete knowledge of the tangible work of administration. This practical knowledge is conveyed through training. Training prepares an employee for the new administrative responsibilities. It improves his /her abilities and proficiency. In fact, the very initiation of an employee into an organization needs training. An employee must know about the visions and objectives of his organization; type of work he is expected to perform in the organization; and techniques and methods of doing the actual work. All this information can be communicated only through a systematic training programme. Correspondingly, with the passage of time, the knowledge and skills acquired by an employee become outdated. He needs new and up-to-date knowledge and skills. This apprising of understanding and abilities is possible only through training which is a continuous activity.

Training is like a part and parcel of civil services. It is also a lifelong process. Education stimuli the all-inclusive process of the upbringing of an individual from

the childhood, development of the personality, character, lifestyles, demeanour, outlooks, mental and physical proficiencies and other aspects. The education, in general, aims at augmentation of the mind. But training aims at refining the explicit skills and knowledge required for some exact kind of work or profession. However, both education and training are, closely related to each other and many times they overlap each other. The importance of training has been recognized by most countries, including India. They have devised suitable training programmes for civil servants and established many training institutions for implementing these programmes. However, these arrangements are inadequate and a greater need of training is felt in many countries.

The objective behind training the civil servants are the following:

- Create a civil servant who can implement his business with meticulousness and lucidity.

- Acclimatize the civil servant to the errands he is called upon to execute in a contemporary world. They must unremittingly and impudently fine-tune his outlook as per the requirements of new eras.

- Inculcate the capabilities among the civil servants to tackle with the difficult work and accountabilities.

- Improve the morale of the civil servants.

9.5 TYPES OF PROMOTION AND TRAINING

There are three types of promotion.

- Promotion from a lower grade to a higher grade, for instance, from a junior typist to senior typist.

- Promotion from a lower class to a higher class, for example, from the clerical class to the executive class.

- Promotion from lower service to a higher service, for instance, from state civil service to IAS.

Principles

Three principles of promotion are the following:

i. **Seniority principle:** Seniority principle is the oldest and still prevalent. Seniority means, the duration of service of an employee. Thus, according to this principle the order of precedence in making promotion is determined by the duration of service of the employees. For example, if an employee X has longer service to his credit than employee Y in a given position, then X is eligible for promotion.

ii. **Merit principle:** Merit principle implies that the most meritorious employee should be promoted. According to this principle, the order precedence in

making promotion is determined by the qualifications and achievements of employees irrespective of the length of service. The following three methods are used to test and judge the merit of the candidate for the purpose of promotion. a) Personal judgment of the head of the department that is promotion-making authority b) Promotional examination (written/oral) c) Efficiency ratings (service ratings).

iii. Seniority-cum-merit principle: The seniority-cum-merit principle provides that promotion should be determined on the basis of both, in general the first principle is applied at lower levels, the second principle at higher levels, and the third principle at the middle levels.

Sound Promotion System

W.F. Willoughby laid down the following essentials of a sound (proper) promotion system.

i. Adoption of standard specifications setting forth the duties and qualifications required for all promotions in the government service.

ii. The classification of these positions into distinct classes, series, grades and services.

iii. The inclusion within this classification of all the higher administrative positions except those having a political character.

iv. The adoption, as far as possible, of the principle of recruitment from within for filling up of higher posts.

v. The adoption of the principle of merit in determining the promotion of employees.

vi. The provision of adequate means for determining the relative merits of employees eligible for promotion.

Training

It is of two types, namely, informal training and formal training.

Informal training means learning the work by actually doing it under the guidance of senior officers. Thus, it is training by experience or learning by trial and error method. The trainee acquires administrative skills in the course of actually doing the work, that is, through practice. It is also called on-the-job-training. This has been a traditional method of training in public administration.

Formal training, on the other hand, is imparted in an orderly manner through prearranged and well-defined courses under expert guidance and supervision. It may lead to the accolade of a proficient degree or a certificate of satisfactory completion of training. It may be divulged before the entry into the service or during the probationary period of the career service. It can either be full-time or part-time; may be an orientation course or a course of general nature. It has well-defined intentions, pre-determined course of topics, planned course of

accomplishment and methodically selected procedures or techniques. It instructs essential managerial skills through well-defined courses piloted at suitable stages during the career-service. As the need of refining the administrative proficiency is felt instantly everywhere, therefore, the system of formal training is becoming more and more widespread. It consists of the following types:

- **Pre-entry training:** For pre-entry training, many training institutions have been set-up to provide training courses for administrative and managerial positions in the government. Similarly, there are many organizations and centres, which offer training to the candidates trying for competitive examinations. In some places, practice of internship and traineeship is usually employed for pre-entry training of the probable potential recruits in the services. Many colleges and universities are also providing the practical administrative training.

- **Orientation training:** A new entrant must know about his/her organization, work and working situation and methods. She/he has to be introduced to new organization. This is done through orientation training, which is a planned effort to adjust an employee to an organization and job. Basic objective of orientation training is to introduce an employee to the basic concepts of his/her job, new work environment, aims and objectives of organization and employee's own place in that organization.

- **Post-entry training:** After the person joins the service this type of training is provided. It is also called in-service training. It may be an amalgamation of formal or informal methods; and it is divulged at all levels in the service. It aids in enlightening the competence and enactment of the employees and makes them skillfully more experienced and able. Sometimes post-entry training is not directly concerned with the actual work of the employee but directly it is of much help to improve his/hers general ability and organizational performance.

- **Short-term and long term training:** The extent of the training depends upon the subject-matter of training course, nature of the service and needs of the administration. If the training course is completed in a few weeks or a month or two it may be called short-term training compared to the long-term training programmes conducted for a period from six months to one or two years.

- **Refresher training:** Administration being a complex affair, it is better if through periodical refresher courses, an employee is acquainted with the latest administrative techniques. The government may hold seminars for the purpose, by inviting officials of different departments separately for a series of lectures to the employees working in their respective departments.

Techniques or methods of training are listed as follows:

- Lecture method
- Conference method

- Incidence method
- Case Study

All these techniques/methods of training have been discussed in detail in Unit 8.

Check Your Progress

1. What are the maladies existing in the present Indian system of promotion?
2. List the essentials of a good promotion policy.
3. What are the major objectives for training civil servants?

9.6 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The maladies existing in the present Indian system of promotion are the following:

   - The seniors or the heads of the departments intentionally eliminate some persons from the list of impending opponents.
   - Personal records of the employees are not sustained reasonably and independently.
   - In some cases, employees are not informed about the openings to be filled up by promotion.
   - Seniority is given way too much of importance; and
   - Absenteeism of methodical promotion machinery makes promotions capricious and slapdash.

2. The essentials of a good promotion policy are the following:

   - It must be well planned in advance.
   - There must be flawless and comprehensive classification of the civil services.
   - Posts or grades in each service or class must be arranged in a hierarchical manner.
   - Rules of promotion and line of promotion must be clearly laid down in advance.
   - Instead of a single person, a board or committee should be responsible for making promotions.
   - Employee must know that the position for promotion is an opportunity and not a right, and he must earn the promotion in competition with others.

3. The major objectives for training civil servants are the following:

- Create a civil servant who can implement his business with meticulousness and lucidity.

- Acclimatize the civil servant to the errands he is called upon to execute in a contemporary world. They must unremittingly and impudently fine-tune his outlook as per the requirements of new eras.

9.7 SUMMARY

- During training there is a dire need to incorporate inputs from the different phases in the areas like decentralized planning, rural development, human rights, freedom of information, biotechnology, information technology and innovations.

- Promotion and training are two important aspects in the civil service arena. To the employees promotion is of undeviating connotation as an incentive or possible reward. Tangible promotion is a reward, while the prospect for promotion is a probable reward.

- In Public Administration, training means cognizant efforts made to develop the abilities, authority, and aptitude of an employee; and to improve his attitudes and value-system in an anticipated direction. Training is a lifelong phenomenon.

- Civil service is a profession service, which offers lifetime employment to the proficient persons. It offers them opportunities for development and advancement. Only good promotion system can make this possible.

- Training is like a part and parcel of civil services. It is also a lifelong process. Education stimuli the all-inclusive process of the upbringing of an individual from the childhood, development of the personality, character, lifestyles, demeanour, outlooks, mental and physical proficiencies and other aspects.

- Informal training means learning the work by actually doing it under the guidance of senior officers. Thus, it is training by experience or learning by trial and error method.

- For pre-entry training, many training institutions have been set-up to provide training courses for administrative and managerial positions in the government.

9.8 KEY WORDS

- **Seniority:** It is defined as the extent of service calculated from the date of joining the service.

- **Service Record:** It is the personal record of service of an employee retained by his/her workplace.

- **Syndicate:** It is a group of persons or administrators who come together to endorse a mutual interest.

9.9 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Why is the training of civil servants considered essential?
2. Write a short note on the nature and scope of promotion and training.
3. List the types of promotion.
4. Briefly mention the principles of promotion.
5. Write short notes on the following:

   (a) Orientation training   (b) Post-entry training.

Long Answer Questions

1. 'Training of civil servants has become an essential characteristic of modern personnel management.' Explain the statement.
2. Analyse the importance and implications of promotion and training.
3. Differentiate between formal training and informal training.

9.10 FURTHER READINGS

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UNIT 10 PROBLEMS OF RECRUITMENT

Structure

10.0 Introduction
10.1 Objectives
10.2 Concept of Recruitment
    10.2.1 Nature and Scope of Recruitment
10.3 Importance and Implications of Recruitment
10.4 Introduction to Problems of Recruitment
10.5 Answers to Check Your Progress Questions
10.6 Summary
10.7 Key Words
10.8 Self Assessment Questions and Exercises
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10.0 INTRODUCTION

Recruitment is one of the most critical problems of personnel administration. It forms the main stage in the procedure which deals with selection and terminates with the employment of the applicant. Obviously, it is the next step in procurement, the major being manpower planning. In fact, the achievement and failure of an association be it public or private is totally governed by the recruitment policy adopted. In view of this situation, Glenn Stahl has rightly remarked that recruitment is the "cornerstone of the whole public personnel structure". The drive of recruitment is to detect sources of manpower to meet the job requirements. Staffing has been viewed as the most significant function of personnel administration, because the right type of people are hired where even the finest plans, organization charts and control systems would not do much good. With an unreliable recruitment policy, there can be little hope of building up an efficient staff.

10.1 OBJECTIVES

After going through this unit, you will be able to:

- Analyse recruitment in the context of public administration
- Examine the nature and scope of recruitment
- Analyse the importance of recruitment
- Discuss the problems of recruitment

10.2 CONCEPT OF RECRUITMENT

According to Avasthi and Maheshawari, aptitude recruitment perpetrates a perpetual weakness up-on the administration, the latter practically becomes a paradise for the dull and the ineffectual. No amount of in service training can make imperfectly recruited persons optimistic and competent. In other words, recruiting is the realization of prospective applicants for concrete or expected organizational opportunities. It is a connecting activity bringing together those with employers and those seeking employments. Consequently, recruitment is a process to determine the sources of manpower to meet the requirements of the staffing schedule and to employ effective measures for inviting that manpower in sufficient numbers to facilitate effective selection of a well-organized operational force.

10.2.1 Nature and Scope of Recruitment

It has two sides both 'positive' and 'negative'. According to Flippo, "It is a process of searching for prospective employees and stimulating and encouraging them to apply for jobs in an organization. It is often termed positive in that it stimulates people to apply for jobs to increase the 'hiring ratio' i.e., the number of applicants for a job. Selection, on the other hand tends to be negative because it rejects a good number of those who apply, leaving only the best to be hired". It is imperative to note that when the spoil system was replaced by the merit system the approach to recruitment was chiefly negative. The entire recruitment policy was designed to keep preferentialism, favouritism and partisan influence out of appointments to bureaucracy. The main aim of recruitment policy was "to keep the scoundrels out". This negative approach was successful in checking the employment of incompetent candidates. But the constraint of this system was that it could not warranty the employment of the appropriate persons available. Donald Kingsley has rightly observed upon the result of this negative approach thus; "the rascals have been kept out perhaps, but so have many men of vision and ability". As the negative approach failed to convince a suitable number of able candidates to apply for government jobs, it has increasingly given escalation to the tendency to use the positive approach in matters of recruitment. The positive approach meant making efforts to find out the best competent and most able candidates and encourage them to apply for government jobs. It implies that the chief personnel agency should go out after competent candidates for government services.

10.3 IMPORTANCE AND IMPLICATIONS OF RECRUITMENT

The recruitment agencies assist the candidates seeking employment by providing the connection between the organization and the prospective candidate. The aim of recruitment is to attract qualified job candidates. The institutions and employee

must comprehend the mandatory qualification for the specific job. Recruitment of employee entails detailed study of manpower planning and if planning is done judiciously it may take to institution to accomplish its goal in a diminutive period of time "Recruiting is the process of generating a pool of qualified applicants for organizational jobs." Recruitment displays the path for an institute towards triumph and accomplishment. Recruitment is a process if done carefully may clear way for selection, placement, orientation and withholding. It is the paramount step of staffing. The vacancy arises due to promotion, demotion, relocation, sometimes, the organization recruits its older or earlier employee for better performance. The vibrant elements of a sound recruitment policy contain:

- Finding and cultivation of the employment marketplace for posts in the institute
- Usage of eye-catching recruitment writings and public relations
- Usage of scientific tests for determining capabilities of the applicants
- Selecting proficient candidates from inside the organization
- Placement programme which hand over the right person to the right job
- A follow-up introductory programme as a fundamental part of the recruitment process

10.4 INTRODUCTION TO PROBLEMS OF RECRUITMENT

Recruitment of personnel for the bureaucracy is one of the vital responsibilities of modern government and is the primary problem of personnel administration. For an incessant period, the chief purpose of recruitment has been adverse. The task was to eradicate favouritism and nepotism from the public services rather than to inspire the best to enter. Transformed conditions necessitated transformed policies. Now the emphasis is not upon 'keeping the scoundrels out' but on persuading the preeminent to serve the government and evaluating their abilities so that they may be appropriately placed. The characteristics of positive recruitment are: the vigorous search for the finest competent persons through smart and acceptable publicity stress on recruitment from within, emphasis on up-to-date tests of high discernment and trustworthiness, growth of planned recruitment programme by the selective agencies and close cooperation between the employing and hiring agencies. The area of the recruitment is affected by several social, political and economic factors. Among the more specific considerations pertinent to recruitment are the educational system, citizenship and residence, age and work experience, 'veteran' preference and sex barricades. All these influence in their own way the extent and character of the sources from which the candidates are drawn, some within the control of the personnel agency, others arising out of the nature. Hiring competent and experienced workers may be very tough for some organizations because of some environmental constrictions. Some organizations have unappealing workstations,

have policies that demand raises from within, work under union regulations, or offer low wages, which makes recruitment exercise and keeping employees difficult.

Check Your Progress

1. List the elements of a sound recruitment policy.

2. What are the characteristics of positive recruitment?

10.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The elements of a sound recruitment policy are the following:
   - Finding and cultivation of the employment marketplace for posts in the institute
   - Usage of eye-catching recruitment writings and public relations
   - Usage of scientific tests for determining capabilities of the applicants
   - Selecting proficient candidates from inside the organization
   - Placement programme which hand over the right person to the right job
   - A follow-up introductory programme as a fundamental part of the recruitment process

2. The characteristics of positive recruitment are: the vigorous search for the finest competent persons through smart and acceptable publicity stress on recruitment from within, emphasis on up-to-date tests of high discernment and trustworthiness, growth of planned recruitment programme by the selective agencies and close cooperation between the employing and hiring agencies.

10.6 SUMMARY

- Recruitment is one of the most critical problems of personnel administration. It forms the main stage in the procedure which deals with selection and terminates with the employment of the applicant.

- Staffing has been viewed as the most significant function of personnel administration, because the right type of people are hired where even the finest plans, organization charts and control systems would not do much good.

- The recruitment agencies assist the candidates seeking employment by providing the connection between the organization and the prospective candidate. The aim of recruitment is to attract qualified job candidates.

- Recruitment of personnel for the bureaucracy is one of the vital responsibilities of modern government and is the primary problem of personnel administration. For an incessant period, the chief purpose of recruitment has been adverse.

- The area of the recruitment is affected by several social, political and economic factors. Among the more specific considerations pertinent to recruitment are the educational system, citizenship and residence, age and work experience, 'veteran' preference and sex barricades.

- The area of the recruitment is affected by several social, political and economic factors. Among the more specific considerations pertinent to recruitment are the educational system, citizenship and residence, age and work experience, 'veteran' preference and sex barricades.

10.7 KEY WORDS

- **Manpower planning:** It is the process of estimating the best number of people required for finishing a venture, task or a goal within a specific period.

- **Veteran preference:** It is privileged treatment given competent veterans of the US armed forces under federal or state law unambiguously.

- **Staffing:** It refers to the continuous process of finding, selecting, evaluating and developing a working relationship with current or future employees of the organization.

10.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Write a short note on recruitment in the sphere of public administration.
2. What is the importance of recruitment in the contemporary scenario?

Long Answer Questions

1. Examine the changing scope of recruitment.
2. Discuss the problems of recruitment.
3. Do you think the corrupt practices like nepotism and favouritism still prevails at the grassroots level of recruitment in India?
4. "Recruitment is the first step towards staffing". How far do you agree with the statement?

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NOTES

UNIT 11 PROMOTIONS AND TRAINING IN INDIA: CONCEPT, NATURE, IMPLICATION AND SCOPE

Structure

11.0 Introduction
11.1 Objectives
11.2 Promotion: Meaning, Importance and Need
    11.2.1 Types of Promotion
    11.2.2 Nature and Principles of Promotion
11.3 Systems of Promotion in India
11.4 Training in India: Concepts
11.5 Features of Management of Change
    11.5.1 Management of Change in Case of Promotion and Training
11.6 Answers to Check Your Progress Questions
11.7 Summary
11.8 Key Words
11.9 Self Assessment Questions and Exercises
11.10 Further Readings

11.0 INTRODUCTION

Promotion is the transfer of an employee to a new position which commands higher pay, and better privileges or status compared with the old position. It may be the recognition of his good work, behaviour or simply to keep up with economic inflation. Contrary to it, a worker may be punished by demotion for inefficiency, destructiveness or absenteeism.

Promotions to all high and middle government posts are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in the case of the highest civil service posts). Confidential reports, which are filled up every six months, are the basis for promotion. In the confidential reports rating is done according to columns marked 'outstanding', 'above average' 'below average', and 'unsatisfactory'.

Promotion in the public services in India is based on the seniority and/or merit principle. For selection posts (largely in class I and class II) the criterion of selection is merit. The officers considered for promotion are arranged inorder of seniority, their number being limited to from three to five times the number of vacancies available for promotion. In the case of non-selection posts (class III

and IV) categories, promotion is made on the seniority principle, unless anyone is otherwise rejected or considered unfit. Generally, the basis of promotion has been seniority at lower levels, seniority-cummerit at the middle ranks and merit at the senior grades of the civil service. In this unit, you will learn about the concept of promotion in detail. This will include learning about its meaning, nature, types and then implications with respect to promotion policy in India. You will also briefly learn about the basic concepts of training.

11.1 OBJECTIVES

After going through this unit, you will be able to:

- Describe the meaning, importance, need and types of promotion
- Explain the systems of promotion in India
- Discuss the basic concepts of training
- Explain the features of management of change

11.2 PROMOTION: MEANING, IMPORTANCE AND NEED

You have already been introduced to the concept of promotion in Unit 9. In this section, you will learn about the concept in detail. In the words of L. D. White, 'Promotion means an appointment from a given position to a more difficult type of work and greater responsibility, accompanied by change of title and usually an increase in pay'. Promotion should be distinguished from 'advancement' and 'increase in compensation'. Advancement or what is also called, 'administrative promotion' 'has been defined as a personnel administrative device which pertains 'to an advance in pay by a prescribed increment within the scale of pay appropriate to a given position'. Employees enter services in a fixed grade and as they progress in their services and accumulates more experience, they goes up higher and higher in the scale of their salary. 'Advancement' or 'administrative promotion' differs from promotion proper in as much as it does not entail any change in status, duties or responsibilities. It is merely an advancement in emoluments which is usually automatic.

Types of Advancement

Advancement is dependent on two issues, namely (i) length of service in the position and (ii) efficiency of the employee. Sometimes, length of service and at other times, efficiency of the employee is considered for advancement. A good personnel system, however, is one which gives weight to both length of service and demonstrated efficiency of the employee, for purposes of advancement. There are three types of advancements:

1. **Automatic Advancement System:** Under this system, an employee gets an increment or advancement on the basis of length of service. Immediately on the completion of a year's service, he gets his annual increment prescribed in the scale of his pay. Whereas this system of automatic advancement minimizes the chances of personal jealousies because the employee is ensured of his regular increment, it leaves his officer helpless and ineffective to control and supervise him. It also makes the employee lethargic and lazy for it is not the quality of his work but the length of service which is important to gaining advancement. This system serves as disincentive to the more industrious and hard-working employee.

2. **Conditional Advancement System**: Under this system, efficiency of the employee is made the sole criterion for advancement. Increments are given if the head of the organization certifies that the employee has been doing his work efficiently and there is definite improvement in his quality of work and conduct. No doubt this system serves the purpose of whipping the bad employees and works as an incentive to good work, but it is open to suspicion of corruption and nepotism. It is based upon the subjective consideration of the head of the organization who, how much impartial he may be, is likely to suffer from the errors of human nature. This system is very common in small private organizations but practically finds no place in large scale private and public organizations.

3. **Semi-automatic Advancement System:** This system adopts a middle course as against the above two systems. Under this system an employee gets his regular increment on the completion of a year's service provided he has put in good work to the entire satisfaction of the head of the organization. The head of the organization can withhold the increment if he is not satisfied as to the quality of work and conduct of the employee. For this, definite reasons have to be given by the head to his employee.

From a brief study of the above three different systems of advancement, it goes without saying that the last system scores over the other two systems. It strikes the middle course and is a compromise between the two extremes. Although, even in this system, the head of the organization can misuse his powers but he cannot act arbitrarily because he is required to give reasons for his action to the affected employee.

Promotion and Transfer

Promotion must also be distinguished from transfer. An employee is transferred from one place of work to another in the same grade and in the same position whereas promotion upgrades him and makes him share heavier and greater responsibilities. Transfer is usually effected on account of the following grounds:

- **On the request of the employee** : In this case the employee makes a request to the head of the organisation that he may be transferred to a

particular station because of certain conveniences, he would get at that station. Such a transfer is possible only if a vacancy exists at the station of his choice.

- **Routine transfer**: Most organizations believe that officials should not stay for long at a particular station. Transfer breaks the monotony and gives an employee the much needed change of working environment which is needed to refresh his mind and increase his efficiency.

- **Transfer for training of the employees:** The purpose of transfer here is to provide all-round training to the employee in the different aspects of departmental work and at times in different departments. It is a form of in-service training whereby a good organization tends to rotate its employees in order to equip them with different types of work in the department.

- **Transfer to avoid retrenchment:** Organizations resort to internal transfers to avoid retrenchment of employees. The government and especially large-scale organizations usually resort to inter-departmental transfers to save the employees from unemployment. In this way other departments do not have to look for fresh recruits.

- **Transfer as punishment:** Here transfer is given like a punishment and, critically speaking is the first step towards demotion. An ill-suited employee or an employee who is not performing to the required standards may be transferred from an 'A' grade station to a 'B', or 'C' grade station without actually demoting him. Similarly, a good employee may be transferred from 'B' or 'C' grade station to 'A' grade station as a reward for his efficient work.

From the above, it is clear that transfer is a matter of individual or departmental adjustments. Of course, an employee may be transferred when he is promoted, but it would be rightly called as 'transfer-on-promotion' or 'promotion' and not 'transfer'.

Need and Importance of Promotion

The existence of a proper promotion system is vital for attracting talented persons to public services. A proper and effective promotion policy can prevent people from migrating to private organizations. Lack of a promotion system has had a marked retroactive effect on all the processes of personnel administration. It has a discouraging effect on recruitment. Ambitious and capable workers are deterred from entering the public service. A hard working employee who is dissatisfied with the promotion policy of public services may leave for the greener pastures offered in the field of private enterprise. It discourages workers from entering upon courses of training calculated to prepare them for increased usefulness in public employment. It makes difficult the maintenance of discipline and of goodwill and enthusiasm throughout government establishments. As a result, it renders difficult the maintenance of high standards of individual and group efficiency. A good promotion

system keeps the employees interested in the job and works as a continuously effective incentive too.

11.2.1 Types of Promotion

The different types of promotions are:

(a) Limited promotion

Limited promotion is also known as upgrading. It is the movement of an employee to a more responsible job within the same occupational unit and with a corresponding increase in pay. Thus, upgrading means an increase of pay on the same job or moving to a higher scale without changing the job.

(b) Dry promotion

Dry promotion is a promotion as a result of which there is no increase in the employee's pay. Dry promotions are those which are given in lieu of increases in compensation. It is usually made decorative by giving a new and longer title to the employee.

(c) Multiple chain promotion

Multiple chain promotion provides for a systematic linking of each position to several other positions. Such promotions identify multi-promotional opportunities through clearly defined avenues of approach to and exist from each position in the organization.

(d) Up and out promotion

Up and out promotion often leads to termination of services. In this type of promotion, a person must either earn a promotion or seek employment elsewhere.

11.2.2 Nature and Principles of Promotion

Promotion has to be based on a certain system and cannot be random or arbitrary. It is important to recognize that everybody entering service cannot go up to the highest post in due course, as higher posts are limited in number. A large number of public servants, therefore, cannot get any promotion and they retire from the same class in which they had joined. The employees who have not been given promotion need to be convinced that their exclusion from promotion is not arbitrary and that they cannot be promoted in terms of some recognized and prescribed principles followed by their organization. The morale of public services would be destroyed if promotions are made capriciously without considering any principle. Hence, arises the importance of principles of promotion. As you have previously seen in Unit 9, there are two main principles of promotion namely seniority and merit.

(i) **Seniority principle:** The seniority principle means that the number of years that the person has been in service. These would determine the order of precedence in' making' promotion. According to this principle the employee with more years of service to his credit would receive the promotion.

Determination of seniority too is a complex affair. A public servant of a higher grade is senior to those at a lower grade. Similarly, an employee of a higher class though getting less pay is senior to an employee of a lower class though getting more pay. Among employees of the same grade, one who has been holding a substantive post for a longer time is senior.

The seniority principle has certain definite advantages over any of the principle of promotion. Under this system the length of service determines the qualifications for promotion and hence internal strife for advancement is eliminated. There are little chances of favouritism and hence it promotes the general morale of the employees.

The principle, however, suffers from a number of drawbacks. First, it does not lead to the selection of the best among the eligible. There is no guarantee that the senior man will also be more competent than his juniors. There are chances that an inefficient or less competent person may come as the head impairing the efficiency of administration. Secondly the principle of seniority is unable to ensure the reaching of the higher positions by every officer and his holding it for a reasonable period. Thirdly if seniority is alone the basis of promotion, employees would not make any effort for self-improvement. Lastly, it is important to understand that seniority is not related to age in a very simple manner. In a grade which is partly recruited directly and partly by promotion young people may come to hold senior posts over the older.

It is difficult to pass any final judgment on the merit of the seniority principle. In its extreme form the principle of seniority is a contention for the acceptance of mere length of' service as the basis for promotion. In its mild form it means that seniority should determine the order in which the officers should be considered for promotion, but those found unfit may be passed over. This may be called seniority-cum-fitness principle. A third form of the principle is that seniority should be the determining factor in the lower stage of the service, while for the higher services the merit principle may be employed.

In principle, it is agreed by all that (a) in promotion to higher posts merit alone should be the consideration to the exclusion of seniority, (b) in promotion to middle posts, merits should be the primary and seniority secondary consideration, (c) in promotion to lower posts of a routine nature, seniority should carry greater weight.

In spite of all the arguments against seniority, it may be said that it is still firmly entrenched as a principle of promotion.

(ii) **Merit Principle:** The principle of merit means that promotions are based on the basis of qualifications and achievements of the employee irrespective of their length of service. The most meritorious or best qualified person would be selected for promotion. Within such a system the efficient and hard working employees are motivated to perform and this helps to build

up the general morale and efficiency of the department. Merit is, however, a complex concept. It is not easy to measure it objectively. Generally speaking there are two methods of judging the merits of the candidates, namely:

(a) **Personal Judgment of the Head of Department:** It is the personal opinion and judgement of the head of the department who has been in close contact with the employees which determines and decides the merit of an employee. It is assumed that he is in the best position to know about the performance and merits and qualities of his employees. Moreover, being in charge of the discipline and morale of his department, he can have a direct hand in determining awards, as he has in giving punishments. This system has the advantage of being both simple and comprehensive.

Yet the system has two serious limitations in this system. First, it can work only in small organizations. In large scale organizations, as public administrations today are, it is not possible for the Head of the Department to be in close touch with all the employees and have a personal judgment of their capabilities and capacities. Secondly, it is a system fraught with subjectivity and may easily create the impression of favouritism or arbitrariness in promotion. Even though good intent may be there it may be obscured by political, factional, or personal considerations.

(b) **Promotional Examination:** Promotion may also be made on the basis of a written examination. Such an exam may be an open competition or a limited competition or merely a pass examination. In an open competition, anyone, whether in the service or not, can compete for the post of promotion. Thus outsiders not working in the department are also eligible for such promotional tests. This system is justified on the ground that it widens the range of selection. There is no prejudice against the interests of the present employees since they will benefit by their special knowledge of government work. Moreover this system brings in new blood and fresh ideas into the department which rejuvenates the entire system. But outsiders who take the higher jobs from those who feel that they 'deserve' then are demoralized.

The second system is that under which examination is a limited competition among those who are already in the service. This is also known as 'closed system'. This system is preferred by employees in the lower grades. It is followed by the Central Government in regard to the recruitment to the posts of Section Officers, Assistants, Stenographers, etc. Besides examination, an equal weight is given to the confidential reports of the employees in deciding their over all merit.

The third type of promotional examination is the pass examination in which a candidate has just to pass the examination and give a proof of his minimum

attainments. The employee will be promoted only if he has passed the pass examination. This system is followed in India in junior clerical, typist, steno and other mechanical jobs.

It is felt that the examination method eliminates favouritism, corruption and arbitrary promotions. The method is quite objective and relieves the promotion-making authorities of the troublesome responsibility of making selections. However, it is looked upon with disfavour by many scholars of personnel administration.

Even though the governing principles of promotion in India are seniority and merit they are not observed uniformly in all cases of promotion. While in some administrative departments, seniority is given more weight in others, merit seniority is the general rule. As for the suitability of these two principles of promotion in the various departments, the first Central Pay Commission (1946-47) recommended that 'for many situations especially those in which long familiarity with office work is itself adequate training, the rule of seniority may generally be followed.... In higher grades of service consideration of fitness must have precedence over the claim of seniority'. The second Pay Commission (1957-59) recommended that the members of class-II and class-III services should be given an opportunity of promotion to All India and Central (Class-I) Services through a limited competitive examination. This would provide an incentive to the members of lower classes, especially young officers of outstanding merit.

The Estimates Committee of the Lok Sabha in its Ninth Report on Administrative, Financial and other Reforms (1853-58) suggested that there should be a uniform promotion policy. It laid down certain principles of promotion system such as:

- Promotion should be solely on the basis of merit regardless of the seniority of the persons concerned in service

- Persons should be judged for promotion by the people who have watched their work and conduct over a period of time

- Promotions should be made on the recommendations of a committee consisting of not less than three officers one of whom at least is acquainted with the work of the person concerned. In each case, the committee should record in writing the grounds on which claims of persons, if any, senior to the person selected were overlooked;

- In judging the person on the basis of the confidential report on him, it should be seen that he was warned in time of the defects noticed in his work and conduct and that if he did not show improvement he was warned again; and

- If no warning has been given to a person it should not be presumed that the reports on him are so good as to justify his promotion.

Technically speaking, the promotion-making authority in our country is the Government or the Head of the Department concerned. But promotions to higher posts are generally made in consultation with the Public Service Commission both

at the Centre and in the States. It is provided in our Constitution that the Public Service Commission may be consulted on the principles to be followed in making promotions, transfers from one service to another and on the suitability of candidates for such appointments, promotions and transfers. So far as promotions to other grades of service are concerned, there is no uniform procedure. In some cases, promotions are made by Departmental Heads themselves, in some the Public Service Commission also has to be consulted and still in some others, the approval of the Finance Department is also needed.

The promotions to the highest administrative posts, etc., that is, Secretary, Joint Secretary, Deputy Secretary are made from a 'pool' which consists of such candidates as have been selected by a Selection Committee appointed by the Government in consultation with the Public Service Commission. These candidates are selected after interviewing them and examining their official records. The ministers make appointments to the top posts in their respective departments from this pool. The ministers do not sometimes have a free hand in selecting the top officers of their departments.

Check Your Progress

1. How does advancement differ from promotion proper?
2. State the advantages of the seniority principle over any principles of promotion.
3. What does the examination method eliminate?

11.3 SYSTEMS OF PROMOTION IN INDIA

The question of promotion was first discussed during the British Raj in India in the year 1669, when the principle of seniority was accepted for promotion by the East India Company. The Charter Act of 1793 clearly accepted the principle of seniority for promotions in the civil service. This principle remained in force till the enactment of the Indian Civil Service Act, 1861. As mentioned earlier, the First Pay Commission (1947) recommended that direct recruitment and promotion system must be combined for filling up the positions in the civil service. The Second Pay Commission (1959) also recommended the principle of merit for filling higher level posts and the principle of seniority-cum-fitness for middle and lower levels in administration. The ARC in its Report on Personnel Administration (1969) also recommended the principle of seniority-cum-merit for promotions. The governing principle of promotion in India, during the last seventy years is that of 'seniority-cum-merit'.

Promotions in India are made by the Union or State Government on the recommendation of the head of the department, sometimes with the approval of the Union or State Public Service Commission. In some cases approval of the Finance Department is necessary.

There is no uniformity so far as the administrative machinery for promotion making is concerned. In some of the departments there are departmental promotion committees, while in certain others there are none. The ARC recommended their establishment in all the departments. These committees comprise of a member of the UPSC/State PSC and the senior officers of the department. The departmental promotion committees consider the cases of all eligible candidates and draw up a list of candidates deemed fit for promotion. The committee evaluates the promotional cases on the basis of service records. There is the practice of having an annual confidential report in respect of every employee. It is a record of his work and conduct during the year.

The ARC had suggested that the process of writing the annual confidential report should be improved upon. They felt that besides the report of the immediate superior officers it should also include a self-assessment of the officer concerned.

Promotion from State Services to All India Services

Today 33.33 per cent positions borne on the cadres of All India Services of a state are set aside for being filled up by promotion from amongst the administrative and police services of the state. Such officers have served for 8 years as Deputy Collector or Deputy Superintendent of Police are considered eligible for promotion. There are separate promotion boards for IAS and IPS Cadres. The promotion board for IAS comprises:

- Chief Secretary
- Chairman, Revenue Board
- An officer of the rank of commissioner
- A senior secretary of the Government
- The promotion board for IPS is constituted as:
- Chief secretary
- Director General Police
- A senior officer of the police services
- A senior officer of the administrative service

The promotion boards consider the cases of all eligible candidates and draw up the panel for promotion. This panel is forwarded to the UPSC for their consideration and final approval. Usually, the names recommended by the promotion boards are approved by the Commission.

Promotions in Central Services

Promotions from Group-B central services to Group-A central services are made on the recommendations of the UPSC. In Group-A approximately 55 per cent of the posts are filled by promotion. To Group-B service and costs, there is relatively little direct recruitment; approximately 65 per cent of the posts in this Group are

reserved to be filled by Group-C staff. Promotion from Group D to Group C is not usual. It has been estimated that approximately 40 per cent of Group-C posts in the posts and telegraphs Department are filled by promotion. Similarly in the Railway Department at least 10 per cent of posts in the lowest grade of Group-C are required to be filled by suitable Group-D staff.

A well developed promotion policy is very essential for the efficiency of the employees. Promotion is a continuous incentive to efficient working on the part of the employee. The hope of promotion is sufficient to keep a person interested in the job.

Advantages of a promotion policy

- It keeps the personnel efficient.

- It ensures rewards for efficient service.

- Qualified people are attracted towards the service at the time of recruitment. They know that opportunities exist for progress.

- From the point of view of employer a promotion policy is very advantageous. He can fill the higher and responsible posts from the experienced and capable persons who are already in the service. Thus, the employer makes full use of the experience of his employees.

Importance of promotion in Civil Services

Willoughby observes that 'Promotion of employees from one position to another probably ranks first in importance'. Protector says, 'To the employees promotion is of direct significance as a reward or possible reward. Actual reward'. According to White, 'A badly planned promotion system harms the service not merely by pushing ahead unqualified persons but also by undermining the morale of the whole group'.

A person who joins the civil service spends his life time in it. From his recruitment as a young person till his retirement as an old person, it is the chances of promotion which keeps him in the service. Promotion is thus, an integral part of the career service. A proper scheme of promotion can only make the civil service as an attractive career and attract the best talents to join it.

Promotions can also serve as rewards for the servants. Opportunity for promotion is a possible reward for hard work, efficiency and faithful service. Civil servants will work hard to get possible promotions. This means that promotion opportunities increase the efficiency and contentment of the civil services.

Recruitment of best persons is the first and foremost important step in the personnel administration. But to retain the talented persons in the services is also equally important. By the device of promotion, it is possible to retain the best, talented and efficient persons in the civil services. L.D. White observes, 'It is one of the means of holding in government service the best qualified men and women who enter the lower grades and is thus an important phase of a career service.

Conversely, delay in promotion may become one of the surest means of driving them out'.

A sound promotion system fosters the feeling of belongingness in the civil services. It also contributes to maintaining a continuity in the policies and programmes of the organization.

The principal object of a promotion system is to secure the best possible incumbents for the higher positions, while maintaining the morale of the whole organization. The main interest to be served is the public interest, not the personal interest of members of the official group concerned. The public interest is best secured when reasonable opportunities for promotion exist for all qualified employees, when really superior civil servants are enabled to move as rapidly up the promotion ladder as their merit deserves and as vacancies occur, and when selection for promotion is made on the sole basis of merit. Glenn Stahl observes: 'The advantage of filling higher positions from within is fairly obvious. Only if such a procedure is usually followed does the service offer career opportunities designed to attract capable juniors. Moreover, the effect upon the whole staff of the knowledge that vacancies in the higher positions will be filled from their ranks cannot be over-emphasized. The most important of all non-financial incentives is the opportunity for growth and stimulus to grow. For a young person, indeed, this often outranks any other consideration. The effect of a general policy of filling higher posts from within, then, should be reflected not only in the morale of the working force but equally in the character of the personnel recruited into it'.

If there are adequate chances of promotion to higher levels in the government service, then competent persons would be ready to join the services at lower levels also. This will increase the efficiency of administration.

Promotion is a continuous incentive to efficient working on the part of the employee. The hope of promotion is sufficient to keep the individual interested in the job. From the point of view of the employer, a promotion policy is very advantageous. He fills the higher and responsible posts from the experienced and capable persons who are already in the services. Thus the employer makes full use of the experience of his employees.

Thus promotion system is essential to keep employees contended, disciplined and efficient. In the absence of promotion system there are great many resignations of the competent persons leading to inefficiency and demoralization in the services. The employees are discontented and this leads to the general impairment of morale. The principles of any promotion system should be equity, justice and fair play. Promotion policy should not be guided by the particular interests of individual employees. The higher interest of public service should guide the policy of promotion.

As Yonder and others observe, 'Promotion provides incentive to initiative, enterprises, and ambition; minimizes discontent and unrest; attracts capable

individuals; necessitates logical training of advancement and forms an effective reward for loyalty and cooperation, long service, etc'.

The usual policy is that promotion should be based on merit. Sometimes length of service, education, training courses completed, previous work, etc. are factors which are given weight while deciding on a promotion. Therefore, there are two basic principles of promotion, which are followed as alternatives or in combination:

- Principles of seniority
- Principles of merit

You have already learnt about the principles of promotion in the previous section.

It can be reiterated that 'Merit' has been adopted as the basic principle to determine the promotion in most of the progressive countries of the world. In India, even the accepted principle of merit-cum-seniority is not being implemented properly. There must be rewards for the meritorious and hard-working employees in the shape of promotions. For this there is a need to device a sound system of determining the merit. This system should be scientific and reliable eliminating the subjectivity. A combination of an employee's experience, qualifications, performance reports, other ratings and examination score should be bases for determining his overall merit. For closed services and isolated posts there must be a provision for inter-departmental transfers and specific entry points in order to provide equal opportunities to all the employees.

A sound promotional system may encompass the following:

(a) Careful selection of able young people with the required educational background and the necessary attributes of character and motivation.

(b) Training them carefully in those aspects of administration which cannot be acquired beforehand;

(c) Testing their aptitudes by assigning them to a variety of tasks during the period of probation, after which candidates may be retained on a career basis or released.

(d) Rational forward planning of their assignments to ensure their maximum utilization and the proper development of their aptitudes.

(e) Strict appraisal of the work as a basis for advancement predicted predominantly on merit. The system of annual reports should be overhauled to facilitate assessment of performance, appraisal of abilities and identification of potential is for promotions with great care and objectivity;

(f) Improving their qualifications by in-service training or at a later stage of their service, by refresher courses;

(g) An open system of promotion permitting the ablest officers to serve in the highest posts, whether in headquarters or the field.

(h) Experiments may be started with the introduction of qualifying and promotion examinations for positions in the middle level, in the supervisory and executive grades; and

(i) An appeal system should be built with the right to the Appeal Board to set aside a promotion. A representative of the Head of the organization concerned should present the case of the organization before the Appeal Board.

Recommendations of the Fifth Central Pay Commission (1994-97)

The Fifth Central Pay Commission had recommended that the flexible complementing scheme of promotion should be extended to all Research and Development professionals working in Research and Development Organizations and departments declared as scientific and technical in Government of India.

For all other Central Government employees, the Commission had recommended that a comprehensive and coherent promotion scheme should be evolved which could assure adequate career progression in a reasonable time frame to all categories of employees. The recommended Assured Career Progression (ACP) Scheme aimed at providing a minimum of the promotions to each Groups 'B', 'C' and 'D' employee and three promotions to each Group 'A' employee, in their entire career span, after appointment in grade on direct recruitment basis. The promotion under the scheme was restricted to financial upgradation in the pay scale alone and not be linked to the availability of a post in a higher grade on functional basis. The scheme was to provide reasonable opportunity to all employees to move to higher grades, within a stipulated time frame.

Sixth Pay Commission (2006-08)

The Assured Career Progresssion scheme was modified by the 6th Pay Commission. And the name given to same was Modified Assured Career Progression (MACP) scheme. Under this the following changes were made:

- The MACP was made applicable to the previously left out Central Government Employees in Group A services.
- Three financial upgrades instead of two
- The years for career progression was reduced to 10 from 12 years.
- There was pay fixation to next Grade Pay in the Grade Pay hierarchy along with 3% increment in pay in pay band and grade pay received prior to upgradation.

Seventh Pay Commission (2014-15) recommendations

- Performance benchmarks for MACP have been made more stringent from "Good" to "Very Good".
- The Commission has also proposed that annual increments not be granted in the case of those employees who are not able to meet the benchmark

either for MACP or for a regular promotion in the first 20 years of their service.

- No other changes in MACP recommended.

Criticism of India's Promotion System

Some of the criticism of the Indian promotion system voiced by the staff representatives before the various pay commissions were the following:

- In the absence of systematic machinery like promotion boards, promotion is haphazard and arbitrary.

- The occurrence of vacancies for promotion is not made known to the employees.

- Personal records of the employees were not satisfactorily kept.

- Heads of the department deliberately exclude some persons from the list of potential competitors.

- Seniority is given too much importance instead of merit.

You have briefly seen the maladies of the promotion system in Unit 9. Let's look at some of the major problems of promotion in detail here. Indian system of promotion has been subject to criticism by a number of commissions and committees, staff association and a number of prominent authorities, on various grounds. These are:

- **Poor promotional avenues:** The first and foremost criticism levelled against the promotion system in India is that the chances of promotion in the career span of an employee are very poor. This leads to stagnation and low morale in administration. A number of staff associations have been urging the government to rise the promotion chances and at least three-fourth posts should be filled by promotion. The governments have also acknowledge the need for providing vertical movement to the employees, but nothing much has been done except introducing selection grade and similar less effective measures.

- **Doubtful yardstick:** The system of determining the merits of the various categories of employees is not dependable. The system of personal records is often regarded as inadequate, subjective and suspicious. There is no scientific approach adopted by government in this regard. Besides, 'under the existing system, there is no uniformity of approach in applying the yardsticks for assessment of the service records etc. of the employees. The policy instructions issued by the Department of Personnel on the subject, though compiled in various manuals often go un-noticed. The decision making process is usually ad hoc and lacks any perspective of expertise'.

- **Political interference:** It has been very commonly observed that the social and political influences which operate in Indian Administration also pervade our promotion system. The promotion to almost all the levels are determined

by political pressure and social connections. The civil servant for being promoted must not displease his political boss and important party men. He has to maintain proper relationship with his superior officer and his family. As Kuldip Nayar observes: 'Many IAS and IPS Officers frankly admit that they are out to carry favour with the Chief Minister because they want cushy jobs and quick promotion... To be an honest officer is to be shunned by most of his colleagues and be a victim of campaigns of character assassination'. Similar views are expressed by many other writers and others everyday. The Tribune in its editorial stated that if this process of political interference 'remains unchecked a stage may come when only those civil servants who comply with the politicians' wishes will get promotions and good postings. The inconveniences being caused to the public because of the loss of interest and reduced efficiency of many disheartened civil servant seems to be no one's concern'.

- **Unnecessary delays:** It is generally said that justice delayed is justice denied. So when the promotion of an employee becomes due and is not given to him is an injustice which leads to fall in the morale. But in India, it has become a common practice to delay the promotion inordinately. This has been noted in a recent report too:

  'There is a common grievance of the employees that their cases of confirmation and promotion are allowed to linger on inordinately for one reason or the other. The making of a reference to the Public Service Commission, where such a reference is necessary under the rules, is either not made at all for considerable periods or made in an incomplete form resulting in back references and consequential delay. Such a situation gives rise to a feeling of uncertainty in the minds of the employees. This uncertainty has most unwholesome consequences as it promotes a tendency amongst the candidates to run after quarters, which wiled pressure and influence for getting the matters expedited'.

- **Deteriorating role of Public Service Commission:** Ever since the establishment of Public Commission at the Union and State levels, the executive governments have shown a tendency to bypass the commissions or reduce their usefulness. The quality of membership particularly in the state public service commissions has been deteriorating and the state level commissions often fall to financial allurements.

- **Neglect of employee's associations:** The various issues related with the promotion for employees in government have been a subject of deliberations by the government as well as the associations of employees. The associations have urging for a number of measures to be adopted by the government, but on the whole governments it states as well as at the union level have shown no concern for these associations. Sometime a government acknowledges the genuine demands but shows only her inability to do anything substantial. This adversely affects the employee-employer relations and creates a feeling of mistrust and suspicion. It is important for a healthy

administration that the employers should work in close cooperation with the employees and must show their fair intentions while making promotions.

Check Your Progress

4. Mention the governing princinple of promotions in India in the past seventy years.

5. On whose recommendations are the promotions from Group-B central to Group-A central services made?

6. State the principle object of a promotion system.

11.4 TRAINING IN INDIA: CONCEPTS

You have already learnt about the types, importance, scope and need of training in Unit 9. In this section, you will learn about the training scenario for administrators in India and some of the techniques of training.

Training is essential not only for efficiency and effectiveness but also for broadening the vision of the employees. Further, it is a well articulated effort to provide for increase competence in public services, by imparting professional knowledge, broader vision and correct patterns of behaviour, habits and attitudes. Once specific training needs have been determined and policies relating thereto established, the next stage comes is setting goals and objectives of training. Although the specific objectives of the individual departments and organizations may differ however, there seems to be a greater consensus on the role of training and its objectives as laid down or brilliantly evaluated by the Assheton Committee on its Report on the training of civil servants submitted to the British Government in 1944. Although this committee gave its report about 45 years back yet the objectives highlighted by the committee hold true even today. The committee laid down the following five main objectives of training:

(a) Training should endeavour to produce a civil servant whose precision in the transaction of business can be taken for granted.

(b) The civil servant must be attuned to the tasks he will be called upon to perform in a changing world. The civil servant must constantly and boldly adjust his outlook and methods to the new needs of the new times.

(c) The civil servant should not be allowed to fall into the danger of becoming mechanized. A new entrant from the start should be made aware of the relation of his work to the services rendered by his department to the community. The capacity to see what he/she is doing in a wider setting will make the work not only valuable to his department but more stimulating to himself/herself.

(d) Even as regards vocational training it is not sufficient to know solely the job which lies immediately at hand. Training must be directed not only for enabling

an individual to perform the current work more efficiently but also equipping him for other duties and appropriately developing his capacity for higher work and greater responsibilities.

(e) The training plans to be successful must pay substantial regard to the staff morale to offset the dull monotony of routine work. It is of upmost importance that every employee/officer should realize that he should be servant of the people and not their master. Our discussion on the importance and objectives of training clearly indicates that it has become an elementary need for the effective working of organization.

We can sum up our discussion on these aspects as follows: (i) to produce reliable work skill in employees (ii) to broaden the views of the functionaries to save them from mechanization (iii) to maintain the morale of the staff (iv) to attain the public servants to the new needs of changing times (v) to fit the functionary not only for his present work but for higher duties and responsibilities.

In fact, training can help in solving a variety of man power problems which militate against optimum productivity. Richard and Johnson opine that these problems need to (i) increase productivity (ii) implement new or changed policies or regulations (iii) fight obsolescence in skills, techniques, methods, products, markets, capital management, etc. (iv) develop new skills, knowledge, under-training and attitudes (v) reduce waste, turnover, accidents, absenteeism, and other overhead costs (vi) bring incumbents to that level of performance which meets (hundred per cent of the time) the standard of performance for the job (vii) develop replacements, prepare the time) the standard of performance for the job (viii) develop replacements, prepare people for advancement, improve manpower development, and ensure continuity of people for advancement, improve manpower development, and ensure continuity of leadership (ix) use correctly new tools, machines, processes, methods or modifications thereof (x) ensure the survival and growth of the enterprise.

Training is the cornerstone of sound personnel management, for it makes civil servants more effective and productive. There is an ever present need for training men so that new and changed techniques may be taken advantage and improvements affected in the old methods, which are woefully inefficient. Training is a practical and vital necessity because it enables civil servants to develop and rise within the organization and increase their 'market value', earning power and job security. It moulds the civil servants attitudes and helps them to achieve a better co-operation with the organization and a greater loyalty to it. Training and development programmes foster the initiative and creativity of civil servants and help to prevent manpower obsolesce, which may be due to age, temperament or motivation or the inability of a person to adopt himself to technological changes. The government is benefited in the sense that higher standards of quality are achieved; a satisfactory organizational structure is built up; authority can be delegated and stimulus for progress applied to employees. Employees on a personal

basis gain individually from their exposure to educational experience. Training moreover, heightens the morale of the civil servants, for it helps in reducing dissatisfaction, complaints grievance and absenteeism, reduces the rate of turnover. Further, trained employees make a better and economical use of materials and equipment; therefore, stage and spoilage are lessened, and the need for constant supervision is reduced.

With this theoretical perspective in mind on the various aspects of training, let us discuss the training programmes for public services and the organizations responsible for running the various institutes in India. Training of Civil Services in India is the responsibility of the Central and State Governments in their respective jurisdictions, it not even to play the role of a leader, guide or a coordinator. However, it is interesting to point out that the need for training of public services had been felt in India long before a proper constituted civil service had come into being.

In comparison to most of the developing countries, training for public service in India has been a long established practice dating back to the 18th century during the times of the East India Company. Historically speaking, the arrangements for training were initiated in India at a time when they were not even thought of either in England for the Home Civil Services or in the United States.

The history of the Civil Service Training in India can be traced back to the appointment of Lord Wellesley as head of the government in 1798. He, for the first time realized the importance of systematic training to the then servants of the East India Company. The main features of this era and the efforts put in by Lord Wellesley are summarized below:

(i) Establishment of the college of Fort William in1800 without the formal sanction of the court of directors of the East India Company.

(ii) The college was placed under the control and guidance of a Provost and a Vice Provost, the former being always a clergyman from the Church of England.

(iii) All new recruits to the Civil Services in India were to undergo instructions in liberal arts like Modern History and Literature, Classical History and Literature, etc. as well as in Indian language and different Indian Codes, for a period of 3 years.

(iv) The training college had a premature death because Wellesley's scheme was sabotaged by the Court of Directors. The college continued in a skeleton form upto 1854, when it was finally abolished.

In spite of the refusal by the Court of Directors, the efforts made by Wellesley did not go waste. The idea of civil service training presented by him struck a deep root into the minds of directors, with the result:

• Haileybury college for the training of young recruits to the Covenanted Civil Service was set up in 1805.

- The young recruits were required to spend two years in England with a view to strengthen their liberal education and to have their first acquittance with Indian languages, laws and history.

- The college of Fort William was degraded as a mere language school.

- During the next 50 years, i.e., from 1805 down to 1855, the Indian Civil Service was manned by the product of Haileybury College.

- After the adoption of the competitive principle to recruitment to the Indian Civil Service, the college was abolished in 1858.

- The successful recruits based on the competitive examination were required to spend one to two years in Britain University.

- The courses taught were Indian Criminal law, Indian History, Indian Language and riding. It was followed by an on the job training in India.

- The higher civil servants of India continued to be trained in England until World War II.

- A camp training school at Dehra Dun was started in 1940 to train the new entrants from 1940 to 1943.

- There were, however, no training facility for members of the Provincial Civil Services and the subordinate services. They were trained mostly on the jobs.

An analysis of training programme during British India and also during the regime of the East India Company indicates that the kind of training devised by the British had very little direct bearing on the job. This was liberal education. Further, there was hardly any training programme for the civil services recruited on the basis of professional education, e.g. doctors, engineers or scientists, and only a varied probationary period was considered sufficient for their acquiring competence in the field.

Training in Independent India

In 1946, it was decided to discontinue fresh recruitment to the ICS and the Indian Police and create in their place two new All India Services, namely IAS and IPS. The same year, the Federal Public Service Commission had selected 160 war-service candidates for appointment to the newly created IAS. At this time, the Government of India decided to open the IAS Training School, which was established in March 1947 at the Metcalfe House, New Delhi. The first regular competitive examination for the IAS was held in July 1947 and selected candidates were sent to the school in July 1948 to undergo one year's training. They were required to pass an examination before they could be posted to their respective provinces. Their training was, however, interrupted. Of the total Punjab to assist the Provincial Government in tackling the refugee problem, while remaining 26 were employed on similar duties in connection with the emergency in Delhi. In the light of the suggestions made by M.J. Desai, Principal of the Training School, both

the Federal Public Service Commission and the Central Government agreed that all the probationers undergoing training in that year should be posted to their respective provinces without being required, 'as a special case', to take any written examination.

The work of emergency recruitment to IAS and IPS was more or less completed by the middle of 1949. On the recommendations of the Special Recruitment Board the Government of India appointed 82 candidates to IAS and 39 to the IPS from among the open market candidates. In addition, 85 PCS Officers and 40 of the Provincial Police Services were appointed to the IAS and IPS respectively. Before being allotted to the provinces, they were trained at the IAS Training School in Delhi and the Central Police Training College at Mount Abu.

It was only after independence in order to meet the requirements of the new government that training became an integral part of the personnel policies of the government. The Secretariat Training School was opened in May 1948 to improve the quality of work and the efficiency of Secretariat Officers. The school also made provision for special and refresher courses of two week's duration. It continues to function even now.

Almost all the reports on administrative reforms—from Gorwala Report (1953) to the reports of Administrative Reforms Commission (1966-72), and those in the post ARC era have invariably emphasized the need for a systematic and coherent training and career development of public services. As a result of these attempts, there has been a proliferation in the number of training institutions and the number of employees receiving training in various technical and generalized aspects of Public Administration. The availability of foreign assistance and collaboration arrangements with academic institutions in the USA, Britain, France, Canada, Japan, West Germany and many other countries under various international development programmes and bilateral arrangements have been responsible for significant expansions in the infrastructure for public administration management training programmes in the country.

The growing network of training in India includes some newer types of institutions and modes of training. There are now a large number of institutions dealing with research, educational training in Public Administration, and a national level institute - Indian Institute of Public Administration (IIPA) for research and in service training in Public Administration. The Administrative Staff College of India at Hyderabad provides the necessary inter-sectoral interactions. The Lal Bahadur Shastri National Academy of Administration at Mussoorie imparts training to the new entrants in all central services of the government. Almost all the different central services of the government also have their own training establishments, e.g. police, income-tax, railways, forests, telecommunications, foreign trade, etc. A majority of state governments have established state training institutes in their respective states for providing post-entry and in service training to their employees. During 1960s and 1970s, a number of rural development training institutions have

come into existence providing much needed training in rural development. The two national institutions at Hyderabad and Vallabh Vidyanagar are doing some pioneering work in training for management of rural development In addition, during the last three decades, management institutions on the pattern of Indian Institute of Management, Ahmadabad, have come into being in some of the States, and Departments of Business Management have been established in almost all the Universities in India. The Institute of Secretariat Training and Management, New Delhi and the National Institute of Advanced Studies, Bangalore are pioneering institutes in the field of training.

The contents of training programmes have undergone substantial changes. While in 1950s, the initial training programmes concentrated exclusively on traditional Public Administration subjects, such as public personnel administration, organization and methods (O&M), government accounting and auditing, principles of organization and so on, the new training programmes besides these topics, also include policy analysis, organizational development, industrial relations, attitudinal and behavioral changes and information system. Emphasis is also placed on management training for specific programmes and institutions, like rural development, health care, family planning, educational institutions, environmental pollution, etc.

The Department of Personnel and Training has been instrumental in identifying functional areas of training as well as designing and implementing a large number of training programmes for officers involved in the priority in developmental sectors. It has also been making concerned efforts for ensuring result oriented training. It has made quite some headway in the development of trained man power and training capabilities, provision of assistance for the upgradation of the training potential of the state and central training institutions, implementations of career based training plans for the IAS and creation of a greater awareness, at all levels of administration, of the need for pursuing training programmes.

However, despite the proliferation in the number of training institutions and the number of employees receiving training, it is indeed a very debatable issue in India, whether the efforts at training have produced any substantial results, and led to any better management of plans or policies. While it is difficult to argue that massive investments in training programmes have led to significant improvements in the capability of administration to respond to the challenges of development, it can however be maintained that the absence of such training facilities would have certainly led to a greater failure of development efforts.

Types of Training

There are different types of training imparted in different countries. Some of the major varieties of training are as follows:

- Formal and informal training
- Short-term and long-term training

- Pre-entry and post-entry training
- Centralized and departmental training
- Orientation training
- Skills training and background training

Techniques of Training

The forms and types of employee training methods are interrelated. It is difficult, if not impossible, to say which of the methods or combination of methods is more useful than the other. In fact, methods are multifaceted in scope and dimension, and each is suitable for a particular situation. The best technique for one situation may not be best for different groups or tasks. Care must be used in adapting the technique/method to the learner and the job. Effective training techniques generally fulfill these objectives: Provide motivation to the trainee to improve job performance, develop a willingness to change, provide for the trainee's active participation in the learning process, provide a knowledge of results about attempts to improve (i.e. feedback), and permit practice where appropriate.

1. **On the Job Training**: Virtually every employee, from the clerk to collector, gets some 'on the job training' when he joins the civil services. Under this technique, an employee is placed in a new job and is told how it may be performed. It is mostly given for unskilled and semi-skilled jobs – clerical and sales jobs.

2. **Job Instruction Training (JIT):** This method is very popular in the USA for preparing supervisors to train operatives. The JIT method requires skilled trainers, extensive job analysis, training schedules and prior assessment of the trainee's job knowledge. This method is also known as 'training through step-by-step learning'. The JIT method provides immediate feedback on results, quick correction of errors and provision of extra practice when required.

3. **Vestibule Training (or Training-Centre Training):** This method attempts to duplicate on the job situations in a classroom. It is classroom training which is often imparted with the help of the equipment and machines which are identical with those in use in the place of work. This technique enables the trainee to concentrate on learning the new skill rather than on performing an actual job. In other words, it is geared to job duties. It is a very efficient method of training semi-skilled personnel, particularly when many employees have to be trained for the same kind of work at the same time. It is often used to train clerks, bank tellers, inspectors, machine operators, typists, etc.

4. **Demonstrations and Examples:** In the demonstration method, the trainer teaches an employee how to do something by actually performing the activity himself and provides a step-by-step explanation of 'why' and 'what' he is

doing. Demonstrations are very effective in teaching because it is much easier to show a person how to do a job than to tell him or ask him to gather instruction from the reading material. Demonstrations are often used in combination with lectures, pictures, text materials, discussions, etc.

5. **Apprenticeship:** For training in crafts, trades and in technical areas, apprenticeship training is the oldest and most commonly used method, especially when proficiency in a job is the result of a relatively long training period of two years to three years for persons of superior ability and from four years to five years for others. A major part of training time is spent on the job doing productive work. The field in which apprenticeship training is offered are machinist, printer, mechanic, carpenters, weavers and electricians.

6. **Class Room or Off the Job Methods:** 'Off the job training' simply means that training is not a part of every day job activity. These methods are classroom methods and generally used for civil services training. Some of these methods are:

   • Lecture method

   • Group discussions

   • Syndicate method

   • Case studies

   • Conference method

   • Role playing

   • T-group training

Lecture Method: Lectures are regarded as one of the most simple ways of imparting knowledge to the trainees, especially when facts, concepts or principles, attitudes, theories and problem solving abilities are to be taught. Lecturers are formal organized talks by the training specialist.

The lecture method can be used for very large groups which are to be trained within a short time, thus reducing the cost per trainee. They are usually enlivened with discussions, film shows, case studies, role playing and demonstrations. Audio-visual aids enhance their value.

Group Discussions: This is an established method for civil service training. It is known as a seminar or team discussion. A seminar or group discussion is conducted in many ways (i) It may be based on a paper prepared by one or more trainees on a subject selected in consultation with the person in charge of the seminar (ii) It may be based on the statement made by the person in charge of the seminar or on a document prepared by an expert who is invited to participate in the discussion (iii) The person incharge of the seminar distributes in advance the material to be analyzed in the form of required readings. The seminar compares the reactions of trainees, encourages discussion, defines the general trends and guides the participants to certain conclusions (iv) Valuable working material may

be provided to the trainees by actual files. The trainees may consult the files and bring these to the seminar where they may say in detail the various aspects, ramifications and complexities of a particular job or work or task.

Syndicate Method: It is a method of assigning a topic relevant to the field of training to small groups of trainees and making them conduct an in-depth study of that subject under the guidance of the faculty member. Syndicates may be either problem solving or knowledge gathering.

Case Studies Method: This method was first developed in the 1880s by Christopher Langdell at the Harvard Law School to help students to learn for themselves by independent thinking and by discovering in the ever tangled skein of human affairs, principles and ideas which have lasting validity and general applicability.

The case study is based upon the belief that administrative competence can best be attained through the study, contemplation and discussion for concrete cases. The case is a set of data, written or oral miniature description and summary of such data that present issues and problems calling for solutions or action on the part of the trainee. When the trainees are given cases to analyse, they are asked to identify the problem and to recommend tentative solutions for it. This method offers to the trainees matte for reflection and brings home to them a sense of the complexity of life as opposed to theoretical simplifications of, and practices in the decision making process. The case study is primarily technique of developing decision making skills and for broadening the perspective of the trainee.

Conference Method: In this method, the participating individuals 'confer' to discuss points of common interest to each other. A conference is basic to most participative group centered methods of development. It is a formal meeting, conducted in accordance with an organized plan, in which the leader seeks to develop knowledge and understanding by obtaining a considerable amount of oral participation of the trainees. It lays emphasis on small group discussions, on organized subject-matter and on the active participation of the members involved. Learning is facilitated by building up on the ideal contributed by the conferees.

Role Playing: The method was developed by Moreno, a venetian psychiatrist. He coined the terms 'role playing', 'role reversal', 'socio-drama', 'psycho-drama', and a variety of specialized terms, with emphasis on learning human relations skills through practice and insight into one's own behaviour and its effect upon others. It has been defined as 'a method of human interaction which involves realistic behaviour in the imaginary situations.' As Norman Major has pointed out, a 'role playing experience soon demonstrates the gap between 'thinking' and 'doing': the idea of role playing involveds action, doing and practice.'

In role playing, trainees act out a given role as they would in a stage play. Two or more trainees are assigned parts to play before the rest of the class. These parts do not involve any memorization of line or any rehearsals. The role players are simply informed of a situation and of the respective roles they have to play.

Some time after the preliminary planning, the situation is acted out by the role players.

Role playing primarily involves employee-employer relationships, hiring, firing, discussing a grievance procedure, conducting a post appraisal interview or disciplining a subordinate or a citizen making a representation to a collector.

T-Group Training: This usually comprises of audio-visual aids and planned reading programmes.

Members of a professional association receive training in new techniques and ideas pertaining to their own vocations. Through a regular supply of professional journals and informal social contacts or gathering, members are kept informed of the latest development in their particular field.

Audio-visual aids – records, tapes, and films are generally used in conjunction with other conventional teaching methods.

Planned and supervised reading programmes are conducted. Technical publications and the latest journals are kept in the library for the use of the trainees.

The ARC in its Report on Personnel Administration observes, 'The effectiveness of any training programme depends considerably on the choice of right methods and techniques. The lecture method is appropriate mostly for increasing knowledge; group discussions, syndicates and case studies are more suitable for improving problem-solving and decision-making abilities. It has been the experience in institutions, like the National Academy of Administration that greater benefit would be derived if guest speakers stay on the premises and are enabled to meet the trainees in small convenient discussion groups?

'The use of group discussion and syndicates has been on the increase in recent years. Seminars and conferences are increasingly becoming the vogue in administrative training. Their usefulness is, however, limited, in many cases due to the low quality of the working papers, failure to circulate them well in time and the poor steering of discussions. The syndicate method is found effective only where the trainees already possess some worth while practical administrative experience. The case method has great potentiality for promoting a meaningful understanding of the administrative process and enhancing problem solving skills and policy insights. It is, however, hardly used in the training programmes for the public services. Some cases are occasionally cited but little effort has been made to develop them into written case material.

11.5 FEATURES OF MANAGEMENT OF CHANGE

Organizations must plan to implement change in a systematic manner. They must identify the field in which the change is required and ascertain whether it is strategic, structural, process-oriented or cultural. Changes can also be affected in all the areas concurrently, but it must be managed appropriately so that there is no

bottleneck effect. Once the need for change is identified as also the area in which it is to be implemented, the following steps are suggested:

Step 1—Develop new goals and objectives

Objectives and goals that are derived out of mission statements may need revision due to changes in external or internal forces.

Step 2—Elect an agent for change

It is the responsibility of the management to entrust execution of change to the appropriate authority. A manager may be given this responsibility. A change agent can also be employed from outside for the purpose. A specialist or a consultant can be brought in to suggest change and monitor implementation.

Step 3—Diagnose the problem

Diagnosis is the first step implementing change. If an organization has a large employee turnover, then the data must be collected and made available to the consultant so that the reasons for turnover can be identified and appropriate corrective measures can be selected. The process of identifying a problem is not as simple as it appears. This itself may need research.

Step 4—Select a methodology

It is easy, in corporate terms, to implement material change as a part of change in the system. What is important is to protect the emotions of the employees which must be considered during the selection of methods, so that it is easier to implement at a later stage.

Step 5—Develop a plan

If the organization wants to reduce employee turnover, it may carry out a comparative study of other organizations with respect to job content, reward system, employee performance appraisal system, promotion criteria, training and development and the strategy adopted by the organization for its growth. Based on the examination of these factors, the consultant in charge of this would be able to develop a plan for change. It may require introducing a new training and development policy that can reduce employee turnover. While developing a plan, various other factors must also be reviewed. Plans should not be finalized in isolation. All department heads must be co-opted in the exercise.

Step 6—Draw a strategy for implementation

Care must be taken to consider the timing of any change that is to be implemented. A deliberate decision must be taken in this regard. For example, in the case of a hike in the price of a product, the decision to implement change is critical. If the change is related to internal employees, it must be communicated at an appropriate time so that there is no resistance to planned change.

Step 7—Implement the plan

Once the decision to implement the plan and the mode by which the plan is to be implemented is decided, it is the responsibility of the various departments to

implement the same. This may need notification, briefing sessions or inhouse seminars so as to ensure the acceptance of all members of the organizations, especially those who are likely to get affected. Implementation may be for a short duration as a one-time change of system or process but its aftermath is of great value. Employee reactions in terms of attitudes, aspirations, emotions and behaviour must be channellized in positive directions with change.

Step 8—Evaluate and give feedback

The result of the change must be evaluated and suitable feedback given. If modification to training and development causes a decrease in employee turnover, the objective of the change would be deemed to have been achieved. If the results are contrary to expectation, then a new change may be required to diagnose the cause.

11.5.1 Management of Change in Case of Promotion and Training

For promotion of the employees in an organisation a scientific system of performance appraisal needs to be developed. It should be made as neutral as possible. The evaluation should be of consistent and constant nature and should assess the excellence, magnitude, and styles of performance. It should also contain an assessment of the development prospective of an employee. Taking into consideration the feeble and resilient points of both the principles, a mixture of the two is embraced in the organizations while choosing contenders for promotion; both seniority and merit are given due weight age. Every organization requirement has a comprehensive promotion policy. If promotions get governed through favoritism, the "left outs" will in all likelihood endure moving in the same organization nursing whinges against employers. Therefore promotion has to be grounded on just and fair norms as it is an influential means in the hands of the organization to reward its truthful workers. It is a powerful means to lead the employees towards the desired goals.

However if the following conditions are adopted, a satisfactory promotion system may be evolved:

(i) Implementation of standard qualifications, setting forth the duties and qualifications obligatory for all promotions in the government service.

(ii) The classification of these positions into divergent classes, series, grades and services.

(iii) The inclusion within this classification of all the higher administrative positions except those having a political character.

(iv) The implementation of the principle of recruitment from within for filling up of upper posts.

(v) The implementation of the principle of merit in shaping the promotion of employees.

(vi) The provision of adequate means for determining the relative merits of employees eligible for advancement.

Training helps widen the vision and attitude of the appointees. It furnishes those already in the service for higher positions and superior responsibilities; it enriches the efficacy of the employees, and assists to build integrity and morale of the employees. Every administrative system necessity pays ample attention to its training inevitabilities. A well trained, well-knowledgeable and suitably skilled personnel system is the exact heart of an organization. The formal training includes pre-entry training, orientation training, in-service training; professional training, post-entry training etc. Divergent methods of divulging training can be role playing, case studies method, field visits and study tour etc. There is a dire need to make an assessment the training. After the training is accomplished trainee performance can be assessed against the goals that were set former to training. Training programmes should always be assessed, because they are expensive and should be altered or superseded if they are not operational. The training process from start to finish is illustrated in the following figure:
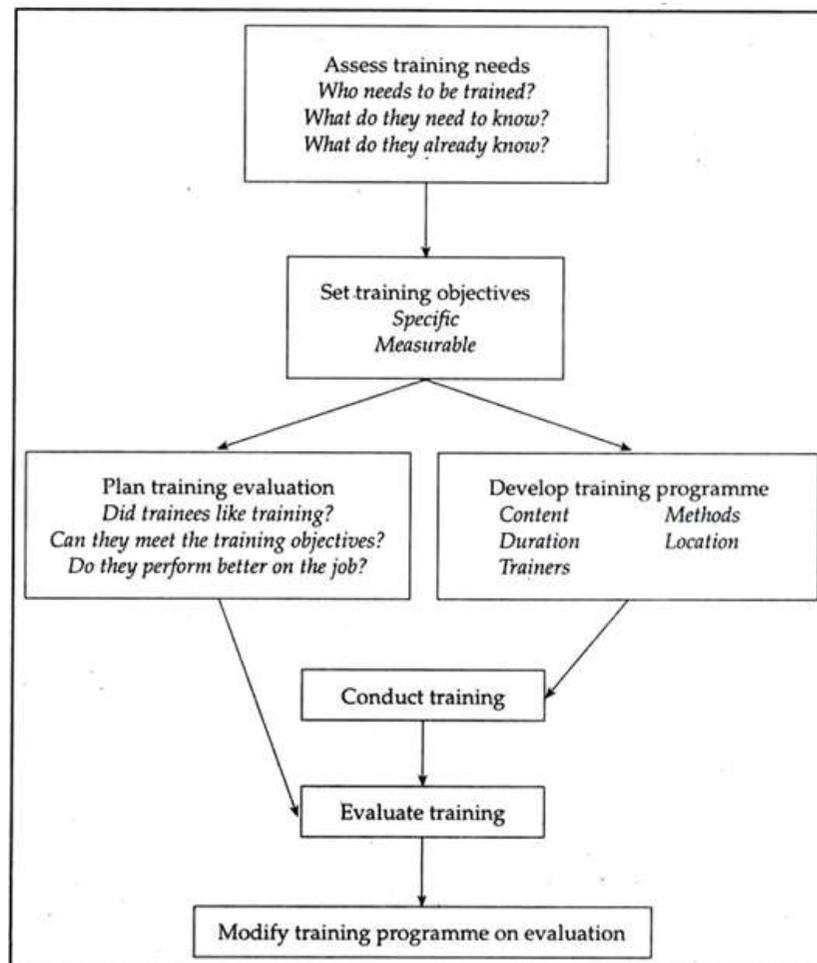
Fig. 11.1 *Management Process of Training*

Check Your Progress

7. What can the history of the Civil Service Training in India can be traced back to?

8. What is the syndicate method of training?

11.6 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. 'Advancement' or 'administrative promotion' differs from promotion proper in as much as it does not entail any change in status, duties or responsibilities. It is merely an advancement in emoluments which is usually automatic.

2. The seniority principle has certain definite advantages over any of the principle of promotion. Under this system the length of service determines the qualifications for promotion and hence internal strife for advancement is eliminated. There are little chances of favouritism and hence it promotes the general morale of the employees.

3. It is felt that the examination method eliminates favouritism, corruption and arbitrary promotions.

4. The governing principle of promotion in India, during the last seventy years is that of 'seniority-cum-merit'.

5. Promotions from Group-B central services to Group-A central services are made on the recommendations of the UPSC.

6. The principal object of a promotion system is to secure the best possible incumbents for the higher positions, while maintaining the morale of the whole organization.

7. The history of the Civil Service Training in India can be traced back to the appointment of Lord Wellesley as head of the government in 1798.

8. Syndicate Method is a method of assigning a topic relevant to the field of training to small groups of trainees and making them conduct an in-depth study of that subject under the guidance of the faculty member. Syndicates may be either problem solving or knowledge gathering.

11.7 SUMMARY

- Promotion should be distinguished from 'advancement' and 'increase in compensation'. Advancement or what is also called, 'administrative promotion' 'has been defined as a personnel administrative device which

pertains 'to an advance in pay by a prescribed increment within the scale of pay appropriate to a given position'.

- Advancement is dependent on two issues, namely (i) length of service in the position and (ii) efficiency of the employee. Sometimes, length of service and at other times, efficiency of the employee is considered for advancement.

- Promotion must also be distinguished from transfer. An employee is transferred from one place of work to another in the same grade and in the same position whereas promotion upgrades him and makes him share heavier and greater responsibilities.

- The existence of a proper promotion system is vital for attracting talented persons to public services. A proper and effective promotion policy can prevent people from migrating to private organizations. Lack of a promotion system has had a marked retroactive effect on all the processes of personnel administration.

- The morale of public services would be destroyed if promotions are made capriciously without considering any principle. Hence, arises the importance of principles of promotion. There are two main principles of promotion namely seniority and merit.

- The question of promotion was first discussed during the British Raj in India in the year 1669, when the principle of seniority was accepted for promotion by the East India Company. The Charter Act of 1793 clearly accepted the principle of seniority for promotions in the civil service. This principle remained in force till the enactment of the Indian Civil Service Act, 1861. As mentioned earlier, the First Pay Commission (1947) recommended that direct recruitment and promotion system must be combined for filling up the positions in the civil service. The Second Pay Commission (1959) also recommended the principle of merit for filling higher level posts and the principle of seniority-cum-fitness for middle and lower levels in administration. The ARC in its Report on Personnel Administration (1969) also recommended the principle of seniority-cum-merit for promotions. The governing principle of promotion in India, during the last seventy years is that of 'seniority-cum-merit'.

- A well developed promotion policy is very essential for the efficiency of the employees. Promotion is a continuous incentive to efficient working on the part of the employee. The hope of promotion is sufficient to keep a person interested in the job.

- It can be reiterated that 'Merit' has been adopted as the basic principle to determine the promotion in most of the progressive countries of the world.

In India, even the accepted principle of merit-cum-seniority is not being implemented properly. There must be rewards for the meritorious and hard-working employees in the shape of promotions. For this there is a need to device a sound system of determining the merit. This system should be scientific and reliable eliminating the subjectivity.

- Indian system of promotion has been subject to criticism by a number of commissions and committees, staff association and a number of prominent authorities, on various grounds.

- Training is essential not only for efficiency and effectiveness but also for broadening the vision of the employees. Further, it is a well articulated effort to provide for increase competence in public services, by imparting professional knowledge, broader vision and correct patterns of behaviour, habits and attitudes.

- In 1946, it was decided to discontinue fresh recruitment to the ICS and the Indian Police and create in their place two new All India Services, namely IAS and IPS. The same year, the Federal Public Service Commission had selected 160 war-service candidates for appointment to the newly created IAS. At this time, the Government of India decided to open the IAS Training School, which was established in March 1947 at the Metcalfe House, New Delhi.

- The growing network of training in India includes some newer types of institutions and modes of training. There are now a large number of institutions dealing with research, educational training in Public Administration, and a national level institute - Indian Institute of Public Administration (IIPA) for research and in service training in Public Administration.

- The forms and types of employee training methods are interrelated. It is difficult, if not impossible, to say which of the methods or combination of methods is more useful than the other. In fact, methods are multifaceted in scope and dimension, and each is suitable for a particular situation. The best technique for one situation may not be best for different groups or tasks.

- Organizations must plan to implement change in a systematic manner. They must identify the field in which the change is required and ascertain whether it is strategic, structural, process-oriented or cultural. Changes can also be affected in all the areas concurrently, but it must be managed appropriately so that there is no bottleneck effect.

11.8 KEY WORDS

- **Advancement:** It is a device which pertains 'to an advance in pay by a prescribed increment within the scale of pay appropriate to a given position'.

- **Transfer:** An employee is transferred from one place of work to another in the same grade and in the same position.

- **Pay Commission:** It is a commission set up by Government of India, and gives its recommendations regarding changes in salary structure of its employees.

11.9 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What are the different types of advancements?
2. List the grounds on which transfer is usually done.
3. Write a short note on Promotions in Central and promotion from State to All India Services.
4. What are the advantages of a promotion policy?
5. Explain briefly the different techniques of training.
6. Write a short note on the steps involved in managing change and management of change in case of promotion and training.

Long Answer Questions

1. Explain the types, nature and princinples of promotion.
2. Discuss the importance of promotion in civil services and the recommendations of various pay commissions.
3. Assess the criticism of India's promotion system.
4. Examine the training system in India from the pre-independence days.

11.10 FURTHER READINGS

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NOTES

**BLOCK IV
GRIEVANCES REDRESSAL MORALE**

UNIT 12 REDRESSAL OF PUBLIC GRIEVANCES

Structure

12.0 Introduction
12.1 Objectives
12.2 Meaning of Grievances Redressal
     12.2.1 Nature and Scope of Public Grievances
     12.2.2 Importance and Implication
12.3 Need and Types of Redressal Machinery
     12.3.1 Features of Management of Change in case of Grievance Redressal
            Mechanism
12.4 Answers to Check Your Progress Questions
12.5 Summary
12.6 Key Words
12.7 Self Assessment Questions and Exercises
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12.0 INTRODUCTION

In a democracy, the citizens make the government and hold it responsible. Government is functioned by administrators and political leaders for whom the rules and protocols are more imperative than serving the citizens. Citizens record many grievances against government machinery. The grievances of citizens against government machinery need to be heard and addressed otherwise, citizens will tend to pull their loyalty from them. Hence, democracy sets up appropriate machineries for the redressal of citizen's grievances. In this unit, you will learn about the meaning, nature and scope of public grievances along with its importance and implication. You will also study the need and types of redressal machinery along with the features of management of change in case of grievance redressal mechanism.

12.1 OBJECTIVES

After going through this unit, you will be able to:

- Explain the meaning of grievances redressal
- Describe the nature and scope of public grievances
- Discuss the importance and implication of grievances redressal

- Examine the need and types of redressal machinery
- Explain the features of management of change in case of grievance redressal mechanism

12.2 MEANING OF GRIEVANCES REDRESSAL

According to Chambers dictionary, grievance means a 'ground of complaint, a condition felt to be oppressive or wrongful'. In a democracy people should have the opportunities to express their grievances and a system of redressal should be made strong and vigilant. While the term 'Grievance Redressal' mainly covers the acknowledgment and dealing of complaints from citizens and consumers, a wider definition comprises actions taken on any problem raised by them to benefit services more efficiently. Grievances may produce sadness, hindrance, anger, incompetence and low productivity. Effective grievance administration benefits the management to shift from purely precautionary and maintenance needs to the developmental needs of employees such as refining communiqué, job restructuring, amalgamation with corporate goals, etc.

12.2.1 Nature and Scope of Public Grievances

The initiative to set up public grievance redressal mechanisms gained momentum following the Chief Ministers' Conference in 1987 and the adoption of Action Plan for responsive and citizen-centric administration. As a result, three key mechanisms followed citizen charters, information and facilitation counters and public grievance redressal machines.

Public grievance redressal apparatus was also vital to the Sevottam model that was adopted later; and it was a noteworthy variable in the Results Framework documents which were to become a vital performance measure.

Two significant milestones in the evolution of grievance redressal mechanisms in India were the constitution of public grievance cells in the Ministries/Departments/ Organisation, with the formal responsibilities of grievance redressal being assigned to a designated officer, and setting up of DPG to monitor the redressal of public grievances in select organisations with large public interface and higher level of grievances.

In the year 2008, a review of the grievance redressal mechanisms in Government of India Ministries, Department and Organisations was undertaken. It was found that these were basically unproductive in the absenteeism of suitable authority, human resource support or poor obligation of officers, some of whom were found ill-informed of their own citizen's charter. Public grievance mechanism also faced the pressure of staff grievances more than public grievances.

The mechanism of CPGRAMS remained underutilized for lack of cognizance, lack of access to technology and low level of public confidence.

Grievance Redressal normally covers the following types of grievances:

- Service inaccessibility
- Non-delivery against commitment
- Extreme deferrals
- Injustice concerns (such asover race, caste, sex)
- Staff misconduct
- Negligence

Wider definition of grievance redressal covers:

- Faults under warranty coverage
- Product support matters
- Citizen vigilance reports
- Employee clashes

12.2.2 Importance and Implication

In a developing country like ours, Government has to implement many functions. The citizens are influenced by on the services provided by numerous government agencies. To get rice, wheat and sugar at a subsidized rate from a ration shop, a citizen has to have a ration card issued by the Government. To acquire a ration card is not very tough, but the quality of services is far from satisfactory. Numerous government agencies provide various services and facilities to the citizens. It is a common practice that the citizens often face problems in dealing with government agencies. Buses or trains may not run on scheduled time. Police, banks, hospitals and various service providers are often not co-operative. Delay or aggravation and uncooperative attitude of government departments and agencies generate a debauched image of government. At the same time, it has to be accepted that government has to undertake many functions in the interest of the public. When the citizens are not able to enjoy the basic amenities they become all the more doomed and disappointed. The deprived section of the society suffers the most. They are in dire need of government support and services, but they are the ones who are time and again harried and turned down. If there are too many public grievances against the government agencies, corrective measures have to be taken to redress those grievances.

In January 1966 the Administrative Reforms Commission was formerly constituted with Moraji Desai as its chairman and 5 other members on the 'Problems of Redress of Citizens' Grievances', the commission said the following: 'When the citizen can establish the genuineness of his case, it is plainly the duty of the State to set right the wrong done to him. An institution for redress of grievances must be provided within the democratic system of government. It has to be an institution in which the average citizen will have faith and confidence and through which he will be able to secure quick and inexpensive justice'.

One of the major recommendations accepted by the government was about the creation of a separate Department of Personnel and Administrative Reforms in 1970. In the process of evaluation, the whole Ministry of Personnel Administrative Reforms, Public Grievances and Pensions had been set up to take care of the Personnel matters of the Government employees.

The Government also agreed with the recommendations of the commission to create Ombudsman like institutions in India. Janta Government initiated legislation to create the institutions of Lokpal and Lokyukta. Unfortunately, the legislation lapsed. Of course most of the State Government has set up the institution of Lokayukta.

Much later, the Lokpal and Lokayuktas Act was enacted in 2013 and retired Supreme Court judge Pinaki Chandra Ghose was the first Lokpal of India.

To look into the grievances of the public servants expeditiously the Government had accepted the recommendations of the ARC about the setting up of the administrative tribunals.

Check Your Progress

1. What does the term grievance redressal normally cover?

2. Mention the two significant milestones in the evolution of grievance redressal mechanism in India.

12.3 NEED AND TYPES OF REDRESSAL MACHINERY

In India, it has been witnessed by many committees and commissions that distinct machinery should be set up to deal with public grievances against the administration. Numerous institutions are present to redress public grievances. For example, a citizen can move the court to seek remedy against any wrong done to him by a public servant or a public agency in the course of emancipation of public duty: This is called Judicial remedy.

There are a number of administrative tribunals set up to offer inexpensive and speedy justice to the plaintiff like Competition Appellate Tribunal (COMPAT), Income Tax Appellate Tribunal, Customs, Excise and Service Tax Appellate Tribunal (CESTAT), Labour Tribunals etc.

Parliamentary procedure offers for opportunities to raise questions in Parliament by the elected representatives concerning their constituencies. Also, there is a Parliamentary Committee called the Committee on Petitions. A citizen may give in to petitions to secure redress against an act of injustice. So, even though a distant body, Parliament or State Legislature can take up the cause of an aggrieved citizen.

Under the provisions of the Public Servants (Enquiries) Act, departmental as well as public agencies can be established against a public servant for his misconduct. Not day-to-day dealing but more serious matter of maladministration comes under the purview of this Act.

Complaint forums have been set up at different levels to deal with public complaints. Consumers' Fora are now accessible to deal with complaints against any supplier of goods and services such as bus services. Within large public organization such as Railways and Telecommunication etc., there are complaint cells to deal with public complaints. The government has also created Department of Administrative Reforms and Public Grievances. This is the nodal agency of the government for Administrative Reforms as well as redressal of public grievances. The enactment of Administrative Tribunal Act 1985 opened a new chapter in the sphere of administrating justice to the aggrieved government servant and in some cases public members.

Central Vigilance Commission (CVC)

Post independence numerous steps were taken up for checking corruption in public services. In 1962, the Central Government appointed a Committee on Prevention of Corruption under the chairmanship of Shri. K. Santhanam to analyse the prevailing arrangements for checking venality and to propose steps to make anti-corruption measures more operative. The Santhanam Committee in 1964 recommended the setting up of Central Vigilance Commission that was constituted in 1964 and headed by Central Vigilance Commissioner.

She/he is appointed by the President of India for a period of six years or till the age of 65 years whichever is earlier. He can be removed in the same manner as provided for the removal of the Chairman of UPSC. He is not eligible for any further employment either under the Central government or the State government. It falls within the prerogative of the Ministry of Personnel. Its jurisdiction and powers extends to all those matters, which fall within the purview of the executive powers of the Central government. Its jurisdiction covers:

 (i) Central government employees.

 (ii) Public undertakings, corporate bodies and other institutions under the Central Government employees.

(iii) Employees of the Delhi Metropolitan Council and the New Delhi Municipal Corporation.

The Commission receives complaints against corruption and malpractices directly from the aggrieved citizens. The functions of the CVC are:

• Undertaking inquiry into any transaction in which a public servant is alleged or suspected or to have acted for an indecorous purpose or in an unethical manner and tendering advise to the disciplinary authorities such cases at different stages of investigation, appeal and review.

- Keeping a general check and supervision on the vigilance and anti-corruption work in ministries and departments of the GOI and other self-governing bodies.

- Advising the administrative authorities to modify the current procedures and practices when it seems that such procedures and practices afford scope for corruption and delinquency.

- Approving the appointment of Chief Vigilance Officers (CVO) who head the vigilance units in various organizations. It may initiate a review of procedures and practices of; administration in so far as they relate to upkeep of veracity in government.

Ombudsman

As mentioned earlier, the Administrative Reforms Commission (ARC), which was constituted in 1966 recommended the creation of Ombudsman to the redressal of public grievances and submitted its first interim report on the 'Problems of Redressal of Citizens Grievances'. The ARC recommended the creation of Ombudsman.

Parliamentary Ombudsman was established in 1809 in Sweden. An Ombudsman is an authorized person, customarily appointed by the government, who is charged with on behalf of the interests of the public by exploring and addressing grievances reported by individual citizens. She/he is a State official appointed to provide a check on government activity in the interest of the citizen, and to oversee the investigation of complaints of improper government activity against the citizen. If the Ombudsman finds a complaint to be substantiated, the problem may get rectified, or an Ombudsman report is published making recommendations for change It examines the case, make investigations on their own, and notify the person concerned of the result of their efforts. They can also act on their own if they suspect irregularities. They can challenge ordinances and issue recommendations.

Lokayukta

In the early 1960s the concept of constitutional ombudsman was first proposed by the then law minister Ashok Kumar Sen. The term Lokpal and Lokayukta were coined by Dr. L. M. Singhvi. The Ombudsman established at the level of States in India is known as the Lokayukta. In 2011, the government formed a Group of Ministers, chaired by Pranab Mukherjee to propose steps to tackle corruption and examine the proposal of a Lokpal Bill. 'India against Corruption movement' led by Anna Hazare put pressure on the United Progressive Alliance (UPA) government at the Centre and resulted in the passing of the Lokpal and Lokayuktas Bill, 2013 as mentioned earlier. It received assent from President on 1 January 2014 and came into force on 16 January 2014. Many state governments have established the office of the Lokayukta and Up-Lokayukta like in Maharashtra, Bihar, Uttar Pradesh, Andhra Pradesh, Punjab, Delhi and Haryana. There term

has been fixed for five years. The Assam Act however prescribes an upper age limit of 68 years. The status prescribed for the Lokayukta is equal to that of the Chief Justice of a High Court or a judge of the Supreme Court of India and that of Up-Lokayukta to the judge of a High Court and in any other case to an additional secretary to the Government of India. To ensure impartiality and neutrality, the Lokayuktal Up-Lokayukta have been debarred from being a Member of Parliament or state legislatures and forbidden from keeping any connection with political parties. After abandoning office they have been made ineligible to hold another office under their respective State governments. They can be removed from their office by the Governor for misbehaviour or incapacity. The procedure prescribed for the removal of the Lokayukta is almost the same as provided for in the Constitution of India for the removal of judges of the High Court or the Supreme Court. They have been granted powers to inspect any action, which is taken by or with the general or specific approval of a minister or a secretary, or any other public servant. Thus, all administrative actions from the level of ministers to the lower levels are subjected to inquiry by the Lokayukta and Up-Lokayukta. Certain other categories of officials like Chairman of Zila Parishad and other local bodies have also been included within the purview of the Lokayukta.

The Lokpal and Lokayuktas (Amendment) Bill, 2016

This Bill amended the Lokpal and Lokayukta Act, 2013, that was passed by Parliament in July 2016. It enables the leader of the single largest opposition party in the Lok Sabha to be a member of the selection committee in the absence of a recognized Leader of Opposition.

It also amended section 44 of the 2013 Act that deals with the provision of furnishing of details of assets and liabilities of public servants within 30 days of joining the government service.

The Bill substitutes the time limit of 30 days, now the public servants will make an affirmation of their assets and liabilities in the form and manner as prescribed by the government.

It also provides an extension of the time given to trustees and board members to announce their assets and those of their spouses in case of these are receiving government funds of more than ` 1 crore or foreign funding of more than ` 10 lakh.

Centralised Public Grievances Redress and Monitoring System (CPGRAMS)

The Government of India has established an internet based Centralised Public Grievances Redress and Monitoring System (CPGRAMS) to expedite all citizens to lodge grievances for redressal. The system also enables Ministries/Departments to take appropriate action and upload the Action Taken Report on it. The Public Grievance Mechanism of the Prime Minister's Office (PMO), the President's

Secretariat, the Directorate of Public Grievances (Cabinet Secretariat), DARPG as well as the Pensioners' portal have been integrated through the CPGRAMS. The DARPG is the policy making, monitoring and coordinating department for public grievances. Its mandate arises from the Allocation of Business Rules 1961. Moreover, grievances are required to be redressed in a decentralized Ministry/ Department. Each Ministry/Department/Organization should also have a Director of Public citizen can approach for redressal. It is also important to note that the Prime Minister also monitors/reviews the pending grievances of one or more Ministry/Department every month under the PRAGATI platform.

12.3.1 Features of Management of Change in case of Grievance Redressal Mechanism

You have already learnt about the features of management of change in Unit 11. Let us study the concept in the context of grievance redressel mechanism. In order to strengthen the grievances cell the following measures should be taken into consideration:

- Establish distinct public and staff grievances authorities and make the public grievance officer accountable for redress and inquiry for prevention by categorizing grievance prone areas and their reasons and suggesting changes in policies and procedures.

- Reinforce the Public Greivances Cell in terms of personnel and resource support, comprising technology and human resource development for vigorously addressing redress and prevention possibilities.

- Accept/ review Citizen's Charter integrating service standards and information about the public grievance machinery, procedure, timelines for acknowledgement and response, review promises and remedies/ compensation for the distressed in case standards and commitments are disrupted.

- Frequently review and publicize Charter execution through the social media and office notice boards, etc.

- Reinforce public interface mechanisms for redress like jan sunvais and lok adalats wherever feasible, taking it to the threshold of the people needing redress.

- Recover the overall receptiveness, transparency and responsibility of administration to the public, making use of information and communication technology for the purpose.

- Take feedback and suggestions from the public in order to improve the efficacy, competence and integrity of grievance redress mechanism and grievance prevention possibilities. The persons should be rewarded for their initiative and suggestions to tackle with the grievances problems.

Check Your Progress

3. Name the nodal agency of the government for Administrative Reforms as well as redressal of public grievances.

4. What is the status for Lokayukta and Up-lokayukta equal to?

5. Where does the mandate for DARPG arise from?

12.4 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. Grievance Redressal normally covers the following types of grievances:
   - Service Inaccessibility
   - Non-Delivery against Commitment
   - Extreme Deferrals
   - Injustice concerns (such as over race, caste, sex)
   - Staff Misconduct
   - Negligence

2. Two significant milestones in the evolution of grievance redressal mechanisms in India were the constitution of public grievance cells in the Ministries/ Departments/Organisation, with the formal responsibilities of grievance redressal being assigned to a designated officer, and setting up of DPG to monitor the redressal of public grievances in select organisations with large public interface and higher level of grievances.

3. Department of Administrative Reforms and Public Grievances is the nodal agency of the government for Administrative Reforms as well as redressal of public grievances.

4. The status prescribed for the Lokayukta is equal to that of the Chief Justice of a High Court or a judge of the Supreme Court of India and that of Up-Lokayukta to the judge of a High Court and in any other case to an additional secretary to the Government of India.

5. The DARPG is the policy making, monitoring and coordinating department for public grievances. Its mandate arises from the Allocation of Business Rules 1961.

12.5 SUMMARY

- According to Chambers dictionary, grievance means a 'ground of complaint, a condition felt to be oppressive or wrongful'. In a democracy people should have the opportunities to express their grievances and a system of redressal

should be made strong and vigilant. While the term 'Grievance Redressal' mainly covers the acknowledgment and dealing of complaints from citizens and consumers, a wider definition comprises actions taken on any problem raised by them to benefit services more efficiently.

- Effective grievance administration benefits the management to shift from purely precautionary and maintenance needs to the developmental needs of employees such as refining communiqué, job restructuring, amalgamation with corporate goals, etc.

- The initiative to set up public grievance redressal mechanisms gained momentum following the Chief Ministers' Conference in 1987 and the adoption of Action Plan for responsive and citizen-centric administration. As a result, three key mechanisms followed citizen charters, information and facilitation counters and public grievance redressal machines.

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    - o Negligence

- In India, it has been witnessed by many committees and commissions that distinct machinery should be set up to deal with public grievances against the administration. Numerous institutions are present to redress public grievances.

- There are a number of administrative tribunals set up to offer inexpensive and speedy justice to the plaintiff like Competition Appellate Tribunal (COMPAT), Income Tax Appellate Tribunal, Customs, Excise and Service Tax Appellate Tribunal (CESTAT), Labour Tribunals etc.

- There is a Parliamentary Committee called the Committee on Petitions. A citizen may give in to petitions to secure redress against an act of injustice. So, even though a distant body, Parliament or State Legislature can take up the cause of an aggrieved citizen.

- Complaint forums have been set up at different levels to deal with public complaints. Consumers' Fora are now accessible to deal with complaints against any supplier of goods and services such as bus services.

- Post independence numerous steps were taken up for checking corruption in public services. In 1962, the Central Government appointed a Committee on Prevention of Corruption under the chairmanship of Shri. K. Santhanam to analyse the prevailing arrangements for checking venality and to propose steps to make anti-corruption measures more operative. The Santhanam Committee in 1964 recommended the setting up of Central Vigilance Commission that was constituted in 1964 and headed by Central Vigilance Commissioner.

- Parliamentary Ombudsman was established in 1809 in Sweden. An Ombudsman is an authorized person, customarily appointed by the government, who is charged with on behalf of the interests of the public by exploring and addressing grievances reported by individual citizens. She/he is a State official appointed to provide a check on government activity in the interest of the citizen, and to oversee the investigation of complaints of improper government activity against the citizen.

- The Administrative Reforms Commission (ARC), which was constituted in 1966 recommended the creation of Ombudsman to the redressal of public grievances and submitted its first interim report on the 'Problems of Redressal of Citizens Grievances'. The ARC recommended the creation of Ombudsman

- In the early 1960s the concept of constitutional ombudsman was first proposed by the then law minister Ashok Kumar Sen. The term Lokpal and Lokayukta were coined by Dr. L. M. Singhvi. The Ombudsman established at the level of States in India is known as the Lokayukta. In 2011, the government formed a Group of Ministers, chaired by Pranab Mukherjee to propose steps to tackle corruption and examine the proposal of a Lokpal Bill.

- The Government of India has established an internet based Centralised Public Grievances Redress and Monitoring System (CPGRAMS) to expedite all citizens to lodge grievances for redressal. The system also enables Ministries/Departments to take appropriate action and upload the Action Taken Report on it.

- In order to strengthen the grievances cell certain measures should be taken into consideration.

12.6 KEY WORDS

- **PRAGATI:** It refers to Pro-Active Governance and Timely Implementation, which is a platform or system for public grievance redressal among key stakeholders important for ensuring e-transparency and e-accountability.

- **DARPG:** It is the short form for Department of Administrative Reforms and Public Grievances.

- **Citizen's charter:** It is a document that represents a systematic efforts of the commitment of the Organsiation towards its citizens in respect of Standard of Services, Grievance's redress etc.

- **Public undertakings:** It refers to an enterprise runs by state. These companies are owned by the union government of India or one of the many state or territorial governments or both. The majority of the stock holders in such companies are the government itself.

- **Corporate bodies:** It is an organization or group of persons that is identified by a particular name, and that acts, or may act, as an entity. For example: religious bodies, associations, local churches, government agencies, and conferences.

12.7 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Write a short note on the nature and scope of public grievance.

2. What are the types of grievances covered narrowly and broadly by the term 'grievance redressal'?

3. Write a short note on the nature and scope of public grievances.

4. Suggest certain reform measures that can be brought in the office of Lokpal and Lokyukta.

5. Briefly explain the features of management of change in case of grievance redressal mechanism.

Long Answer Questions

1. Explain the importance and implication of a public grievance redressal machinery.

2. Why do we need the grievance redressal machinery? Explain the types of redressal machinery in India.

12.8 FURTHER READINGS

Chellappa, H. V. V., 'Grievances Settlement : Problem of front-line Managers', *Indian Management, New Delhi : All India Management Association*. Vol. No# 9. September. 1985.

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Klaas, B. 'Determinants of Grievance Activity and the Grievance Systems' Impact on Employee Behaviour: An Integrated Perspective', *Academic of Management Journal*. Vol no.# 32, 4: 705-718. 1989.

NOTES

UNIT 13 RIGHTS, CONDUCT AND DISCIPLINE OF CIVIL SERVANTS: IMPLICATIONS AND SCOPE

Structure

13.0 INTRODUCTION

Civil servants are responsible for handling administrative activities at the Central and State levels. It can be discerned that their nature of work is extremely critical as it affects the nation and its people. Since so much responsibility is thrust on the shoulders of these civil servants, it is also important that certain rights are granted and codified for these workers in these services. It is also crucial that rules related to the conduct and discipline are also laid down so that not only these civil servants are aware of the rules they need to abide by but also can appeal in cases where wrongful decisions are being taken against them. In this unit, you will learn about the concept of rights of civil servants and the concept, nature, importance and types of rules related to conduct and discipline of civil servants.

13.1 OBJECTIVES

After going through this unit, you will be able to:

- Discuss the rights of civil servants

- Explain the rules related to the conduct for civil servants

- Describe the rules related to the discipline applicable to civil servants

13.2 RIGHTS OF CIVIL SERVANTS: CONCEPTS

The rights of the civil servants can be studied through the articles laid down in the Indian Constitution. Articles 308 to 323 of the Indian Constitution provide several safeguards to the civil servants.

Service Rights

The recruitment and the conditions of the services of persons serving the Union and State government falls under Article 309. It states that: Recruitment and conditions of service of persons serving the Union or a State Subject to the provisions of this Constitution, Acts of the appropriate Legislature may regulate the recruitment, and conditions of service of persons appointed, to public services and posts in connection with the affairs of the Union or of any State: Provided that it shall be competent for the President or such person as he may direct in the case of services and posts in connection with the affairs of the Union, and for the Governor of a State or such person as he may direct in the case of services and posts in connection with the affairs of the State, to make rules regulating the recruitment, and the conditions of service of persons appointed, to such services and posts until provision in that behalf is made by or under an Act of the appropriate Legislature under this article, and any rules so made shall have effect subject to the provisions of any such Act.

Article 310 of the Constitution has incorporated "Doctrine of Pleasure" and provides that all persons who are members of the Defense Services or the Civil Services of the Union or All India Services hold office during the pleasure of the President. Similarly, members of State Civil Servants hold their positions during the pleasure of the Governor. The power of the President or Governor to dismiss civil servants is not a personal right. It should only be exercised with the aid and advice of his Council of the Minister. Any law cannot abrogate the Doctrine of Pleasure but in England, it can be omitted by any act of parliament as there, the Constitution is unwritten There also exists a certain provision under Article 310 that allows abolishment of a post. Article 311 has prescribed rules related to dismissal, removal or reduction in rank of persons employed in civil capacities under the Union or a State. Article 312 deals with Power of Parliament to vary or revoke conditions of service of officers of certain service, while the rest of the Articles in this Part deals with the powers, duties, etc., of the State and Public service commissions.

Personal Rights

The Constitution guarantees right to life and liberty, equality before law, right to freedom of religion, right to private property to its citizens, but with regards to the public servants, the State regulates their personal conduct and private relationships which tend to affect their veracity, reputation, self-confidence and the self-esteem of the public office. Therefore, the governments through 'Civil Servants Conduct

Rules and Codes' recommends and regulates the requisite behaviour of the public employees. The affiliation between the civil servants and the government bodies rests on contractual basis. Any breach of the code, conduct rules and the contract leads to different types of punishment, dismissal from service. However, the obligation of these restrictions is not a revocation of their fundamental rights or foray of fundamental rights.

Political Rights

Under the conduct 'Civil Servants Conduct Rules and Codes', the civil servants, are not free to designate the manner in which they intend to vote or have voted. They are prohibited to canvass or use their power in an election to any legislature or local authority. They are not likely to attend election gatherings organized by any political party except in the official capability. They cannot contest for election to the Parliament or for that matter State Legislature. If they seek to contest elections then it is mandatory to put forth their resignation. Thus, in India, the civil servants are prohibited from taking part in politics. They can neither be the member of any political party nor succour any political movement or activity. However, they can exercise their right to vote. The constraints enforced on the rights of political activities will only demonstrate the nature of the democratic government and the anticipated role of the public employees in the government. This is the part and parcel of the evolutionary process of the government.

Trade Union Rights

In India the right to form association has been assured to every citizen. Therefore the public servants are free to form associations or join associations already in existence, but the government would refer or negotiate with only those associations which have been acknowledged by it. However the non-industrial public servants are shorn of the right to strike.

Check Your Progress

1. Which Articles of the Indian Constitution provides several safeguards to the civil servants?

2. Mention the Article in which doctrine of pleasure is mentioned.

3. Which rule prohibits the civil servants to canvass or use their power in an election to any legislature or local authority?

13.3 CONDUCT AND DISCIPLINE: FEATURE, NATURE, IMPORTANCE AND TYPES

In this section, you will learn about the concept and nature of the rules related to conduct and discipline for civil servants.

13.3.1 Conduct of Civil Servants

In India, such rules are prescribed under the Central Civil Services (Conduct) Rules, 1964. There are twenty-five rules mentioned under this. They are briefly listed here:

(1) Short title, commencement and application

(2) Definitions

(3) General

(4) Employment of near relatives of Government servants in companies or firms

(5) Taking part in politics and elections

(6) Joining of associations by Government servants

(7) Demonstration and strikes

(8) Connection with press or other media

(9) Criticism of Government

(10) Evidence before Committee or any other authority

(11) Unauthorised communication of information

(12) Subscriptions

(13) Gifts

(14) Public demonstrations in honour of Government servants

(15) Private trade or employment

(16) Investment, lending and borrowing

(17) Insolvency and habitual indebtedness

(18) Movable, immovable and valuable property

(19) Vindication of acts and character of Government servants

(20) Canvassing of non-official or other outside influence

(21) Restriction regarding marriage

(22) Consumption of intoxicating drinks and drugs

(23) Interpretation

(24) Delegation of Powers

(25) Repeal and saving

You will only learn about the short title, application and general code of conduct.

1. Short title, commencement and application

- These rules may be called the Central Civil Services (Conduct) Rules, 1964.

- They shall come into force at once.

- Save as otherwise provided in these rules and subject to the provisions of the Indian Foreign Service (Conduct and Discipline) Rules, 1961, these rules shall apply to every person appointed to a civil service or post (including a civilian in defence service) in connection with the affairs of the Union:

Provided that nothing in these rules shall apply to any government servant who is:

(a) (i) a railway servant as defined in Section 3 of the Indian Railways Act, 1890 (9 of 1890);

   (ii) a person holding a post in the railway board and is subject to the Railway Services (Conduct) Rules;

   (iii) holding any post under the administrative control of the railway board or of the financial commissioner of railways;

(b) a member of an All India Service;

(c) a holder of any post in respect of which the president has, by a general or special order, directed that these rules shall not apply:

Provided further that Rules 4,6,7,12,14, sub-rule (3) of Rule 15, Rule 16, sub-rules (1), (2) and (3) of Rule 18, Rules 19, 20 and 21 shall not apply to any government servant who draws a pay which does not exceed ` 500 per mensem and holds a non-gazetted post in any of the following establishments, owned or managed by the government, namely:

 (i) ports, docks, wharves or jetties;

 (ii) defence installations except training establishments;

 (iii) public works establishments, in so far as they relate to work-charged staff;

 (iv) irrigation and electric power establishments;

 (v) mines as defined in clause (j) of Section 2 of the Mines Act, 1952 (35 of 1952);

 (vi) factories as defined in clause (m) of Section 2 of the Factories Act, 1948 (63 of 1948); and

 (vii) field units of the Central Tractor Organization employing workmen governed by labour laws:

Provided further that these rules shall apply to any person temporarily transferred to a service or post specified in clause (a) of the first proviso to whom but for such transfer these rules would have otherwise applied.

Explanation: For the purposes of the second proviso, the expression 'establishment' shall not include any railway establishment or any office mainly concerned with administrative, managerial, supervisory, security or welfare functions.

Government of India Decisions

There are specific provisions provided related to the applicability of the Rules to:

(a) Employment of Honorary Workers in civil posts

(b) Applicability of the Conduct Rules to employees of public undertakings

(c) Applicability of the Central Civil Services (Conduct) Rules to members of Committees/Commissions appointed by the Government of India

(d) Not applicable to Extra-Departmental Agents

2. The second rule deals with the definition of various terms meantioned in the the **Central Civil Services (Conduct) Rules, 1964.**

3. General Code of Conduct

1. Every Government servant shall at all times:

(i) maintain absolute integrity;

(ii) maintain devotion to duty; and

(iii) do nothing which is unbecoming of a government servant

Several other codes were added by the Central Civil Services (Conduct) (Third Amendment) Rules, 2014. These include:

(iv) commit himself to and uphold the supremacy of the Constitution and democratic values;

(v) defend and uphold the sovereignty and integrity of India, the security of the State, public order, decency and morality;

(vi) maintain high ethical standards and honesty;

(vii) maintain political neutrality;

(viii) promote the principles of merit, fairness and impartiality in the discharge of duties;

(ix) maintain accountability and transparency;

(x) maintain responsiveness to the public, particularly to the weaker section;

(xi) maintain courtesy and good behaviour with the public;

(xii) take decisions solely in public interest and use or cause to use public resources efficiently, effectively and economically;

(xiii) declare any private interests relating to his public duties and take steps to resolve any conflicts in a way that protects the public interest;

(xiv) not place himself under any financial or other obligations to any individual or organisation which may influence him in the performance of his official duties;

(xv) not misuse his position as civil servant and not take decisions in order to derive financial or material benefits for himself, his family or his friends;

(xvi) make choices, take decisions and make recommendations on merit alone;

(xvii) act with fairness and impartiality and not discriminate against anyone, particularly the poor and the under-privileged sections of society;

(xviii) refrain from doing anything which is or may be contrary to any law, rules, regulations and established practices;

(xix) maintain discipline in the discharge of his duties and be liable to implement the lawful orders duly communicated to him;

(xx) maintain confidentiality in the performance of his official duties as required by any laws for the time being in force, particularly with regard to information, disclosure of which may prejudicially affect the sovereignty and integrity of India, the security of the State, strategic, scientific or economic interests of the State, friendly relation with foreign countries or lead to incitement of an offence or illegal or unlawful gain to any person;

(xxi) perform and discharge his duties with the highest degree of professionalism and dedication to the best of his abilities.

2. (i) Every government servant holding a supervisory post shall take all possible steps to ensure the integrity and devotion to duty of all government servants for the time being under his control and authority;

(ii) No government servant shall, in the performance of his official duties, or in the exercise of powers conferred on him, act otherwise than in his best judgement except when he is acting under the direction of his official superior;

(iii) The direction of the official superior shall ordinarily be in writing. Oral direction to subordinates shall be avoided, as far as possible. Where the issue of oral direction becomes unavoidable, the official superior shall confirm it in writing immediately thereafter;

(iv) A government servant who has received oral direction from his official superior shall seek confirmation of the same in writing as early as possible, whereupon it shall be the duty of the official superior to confirm the direction in writing.

Explanation (I) - A government servant who habitually fails to perform the task assigned to him within the time set for the purpose and with the quality of performance expected of him shall be deemed to be lacking in devotion to duty within the meaning of clause (ii) of sub-rule (1).

Explanation II - Nothing in clause (ii) of sub-rule (2) shall be construed as empowering a Government servant to evade his responsibilities by seeking instructions from, or approval of, a superior officer or authority when such instructions are not necessary under the scheme of distribution of powers and responsibilities.

3.   (a) **Promptness and Courtesy**

No government servant shall

- in the performance of his official duties, act in a discourteous manner;
- in his official dealings with the public or otherwise adopt dilatory tactics or wilfully cause delays in disposal of the work assigned to him.

(b) **Observance of Government's policies**

Every government servant shall, at all times:

- act in accordance with the government's policies regarding age of marriage, preservation of environment, protection of wildlife and cultural heritage;
- observe the Government's policies regarding prevention of crime against women.

(c) Prohibition of sexual harassment of working women

(This section was substituted by Central Civil Services (Conduct) Second Amendment Rules, 2014) and now includes the following)

(1) No Government servant shall indulge in any act of sexual harassment of any woman at any work place.

(2) Every Government servant who is incharge of a work place shall take appropriate steps to prevent sexual harassment to any woman at the work place.

Explanation: (I) For the purpose of this rule, -

(a) "sexual harassment" includes any one or more of the following acts or behaviour (whether directly or by implication) namely:

(i) physical contact and advances; or

(ii) a demand or request for sexual favours; or

(iii) making sexually coloured remarks; or

(iv) showing pornography; or

(vi) any other unwelcome physical, verbal, non-verbal conduct of a sexual nature.

(b) the following circumstances, among other circumstances, if it occurs or is present in relation to or connected with any act or behaviour of sexual harassment may amount to sexual harassment:

(i) implied or explicit promise of preferential treatment in employment; or

(ii) implied or explicit threat of detrimental treatment in employment; or

(iii) implied or explicit threat about her present or future employment status; or

(iv) interference with her work or creating an intimidating or offensive or hostile work environment for her; or

(v) humiliating treatment likely to affect her health or safety.

(c) "workplace" includes,-

(i) any department, organisation, undertaking, establishment, enterprise, institution, office, branch or unit which is established, owned, controlled or wholly or substantially financed by funds provided directly or indirectly by the Central Government;

(ii) hospitals or nursing homes;

(iii) any 'sports institute, stadium, sports complex or competition or games venue, whether residential or not used for training, sports or other activities relating thereto;

(iv) any place visited by the employee arising out of or during the course of employment including transportation provided by the employer for undertaking such journey;

(v) a dwelling place or a house.

Government of India Decisions

Bear in mind the government has passed several rules on multiple issues of conduct from time to time which also must be followed.

13.3.2 Discipline of Civil Servants

The rules related to discipline which are to be followed by the civil servants in India are mentioned under the All India Services (Discipline and Appeal) Rules, 1969. In summary, the following rules are included in it:

PART I - GENERAL

Rule 1. Short title and commencement

Rule 2. Definitions

PART II - SUSPENSION

Rule 3. Suspension

Rule 4. Subsistence allowance during suspension

Rule 5. Admissibility of pay and allowances and treatment of service on reinstatement after dismissal, removal or compulsory retirement as a of appeal or review

PART III - PENALTIES AND DISCIPLINARY AUTHORITIES

Rule 6. Penalties

Rule 7. Authority to institute proceedings and to impose penalty

PART IV - PROCEDURE FOR IMPOSING PENALTIES

Rule 8. Procedure for imposing major penalties

Rule 9. Action on the inquiry report

Rule 10. Procedure for imposing minor penalties

Rule 11. Cases of difference of opinion to be referred to Central Government

Rule 12. Communication of orders

Rule 13. Common proceeding

Rule 14. Special procedure in certain cases

PART V - APPEALS

Rule 15. Orders against which no appeal lies

Rule 16. Orders against which appeal lies

Rule 17. Period of limitation of appeals

Rule 18. Form and content of appeal

Rule 19. Consideration of Appeal

Rule 20. Implementation of orders on appeal

Rule 21. Circumstances in which appeals may be withheld

Rule 22. List of appeals withheld

Rule 23. Appellate authority may call for any appeal withheld

PART VI - REVISION, REVIEW AND MEMORIALS

Rule 24. Revision

Rule 25. Memorials

Rule 26. Forwarding of advance copies

PART VII - MISCELLANEOUS

Rule 27. Service of orders, notice etc.

Rule 28. Power to relax time limit and condone delay

Rule 29. Supply of copy of Commission's advice

Rule 30. Repeal and Saving

Rule 31. Removal of doubts

Executive instructions

Schedule: Composition of Review Committees

In this section, you will only learn about Rule 2, Rule 6 and Rule 7.

In exercise of the powers conferred by sub-Section (I) of Section 3 of the All India Services Act, 1951 (61 of 1951), the central government, after consultation with the governments of the states concerned, hereby makes the following rules, namely:

Rule 1 Short title and commencement

1(1) These rules may be called the All India Services (Discipline and Appeal) Rules, 1969.

1(2) They shall come into force on the date of their publication in the Official Gazette.

Rule 2 Definitions

In these rules, unless the context otherwise requires:

2(a) 'Commission' means the Union Public Service Commission;

2(b) 'disciplinary authority' means the authority competent under these rules to impose on a member of the service any of the penalties specified in rule 6;

2(c) 'Government' means:

(i) in the case of a member of the Service serving in connection with the affairs of a State, or who is deputed for service in any company, association or body of individuals whether incorporated or not, which is wholly or substantially owned or controlled by the Government of a State, or in a local authority set up by an Act of the Legislature of a State, the Government of that State;

(ii) in any other case, the Central Government;

2(d) member of the service means a member of an All India Service as defined in Section 2 of the All India Services Act, 1951 (61 of 1951).

'Probationer' means a person appointed to the Service on probation;

2(e) 'State Government concerned' in relation to a joint cadre, means the Government of all the States for which the joint cadre is constituted and includes the Government of a State nominated by the Government of all such States to represent them in relation to a particular matter.

PART III—PENALTIES AND DISCIPLINARY AUTHORITIES

Rule 6 Penalties

6(1) The following penalties may, for good and sufficient reasons and as hereinafter provided be imposed on a member of the Service, namely:

Minor Penalties:

(i) censure;

(ii) withholding of promotion;

(iii) recovery from pay of the whole, or part of any pecuniary loss caused to Government, or to a company, association or body of individuals, whether incorporated or not, which is wholly or substantially owned or controlled by Government, or to a local authority set up by an Act of Parliament or of the Legislature of a State, by negligence or breach of orders;

(iv) withholding of increments of pay;

(iv) (a) Reduction to a lower stage in the time scale of pay for a period not exceeding three years, without cumulative effect and not adversely affecting his pension.

Major Penalties:

(v) reduction to a lower stage in the time scale of pay for a specified period with further directions as to whether or not the member of the Service will earn increments during the period of reduction and whether, on the expiry of such period, the reduction will or will not have the effect of postponing future increments of his pay;

(vi) reduction to a lower time scale of pay, grade or post which shall ordinarily be a bar to promotion of the member of the Service to the time scale of pay, grade or post from which he was reduced, with or without further direction regarding conditions of restoration to the grade or post from which the member of the Service was reduced and his seniority and pay on such restoration to that grade or post;

(vii) compulsory retirement: Provided that, if the circumstances of the case so warrant, the authority imposing the penalty may direct that the retirement benefits admissible to the member of the Service under the All India Services (Death-cum-Retirement Benefits) Rules, 1958, shall be paid at such reduced scale as may not be less than two-thirds of the appropriate scales indicated in Schedules 'A' and 'B' of the said rules;

(viii) removal from Service which shall not be a disqualification for future employment under the Government;

(ix) dismissal from Service which shall ordinarily be a disqualification for future employment under the Government. Provided that every case in which the charge of possession of the assets disproportionate to known sources of income or the charge of acceptance from any person of any gratification, other than legal remuneration, as a motive or reward for doing or for bearing to do any official act is established, the penalty mentioned in clause (viii) or clause (ix) shall be imposed. Provided further that in any exceptional case, and for special reasons recorded in writing any other penalty may be imposed.

Explanation:- The following shall not amount to a penalty within the meaning of this rule, namely:

- Withholding of increments of pay of a member of the Service for failure to pass a departmental examination in accordance with the rules or orders governing the service;

- Stoppage of a member of the Service at the efficiency bar in the time-scale of pay on the ground of his unfitness to cross the bar;

- non-promotion of a member of the Service, whether in a substantive or officiating capacity, to a post in the senior time-scale of pay on the ground of lack of adequate length of service and experience or non-confirmation in the service, or failure to pass the departmental examination;

(a) non-promotion of a member of the Service, whether in a substantive or officiating capacity, after due consideration of his case to the selection grade or to a post carrying pay above the time-scale of pay.

- reversion of a member of the Service officiating in a higher grade or post, to which promotions are made by selection, to a lower grade or post after a period of trial not exceeding three years on the ground that he is considered unsuitable for such higher grade or post, or on any administrative ground unconnected with his conduct;

- reversion of a member of the Service, appointed on probation to the Service, to State Service, during or at the end of the period of probation, in accordance with the terms of appointment or the rules and orders governing such probation;

- replacement of the services of a member of the Service whose services have been borrowed from a State Government at the disposal of the State Government concerned;

- compulsory retirement of a member of the Service under the Provisions of the All India Services (Death-cum-Retirement Benefit) Rules, 1958;

- termination of the service of a member of the Service, appointed on probation, during or at the end of the period of probation in accordance with the terms of the service or the rules and orders governing such probation.

Rule 7. Authority to institute proceedings and to impose penalty:

(1) Where a member of the Service has committed any act or omission which renders him liable to any penalty specified in rule 6:

(a) if such act or omission was committed before his appointment to the Service:

(i) the State Government, if he is serving in connection with the affairs of that State, or is deputed for service in any company, association or body of individuals, whether incorporated or not, which is wholly or substantially owned or controlled by the Government of that State or in a local authority set up by an Act of the Legislature of that State; or

(ii) the Central Government, in any other case, shall alone be competent to institute disciplinary proceedings against him and, subject to the provisions of sub-rule (2), to impose on him such penalty specified in rule 6 as it thinks fit;

(b) If such act or omission was committed after his appointment to the Service:

(i) while he was serving in connection with the affairs of a State, or is deputed for service under any company, association or body of individuals, whether incorporated or not, which is wholly or

substantially owned or controlled by the Government of a State, or in a local authority set up by an Act of the Legislature of that State, the Government of that State; or

(ii) while he was on training, the Central Government, unless the selection for the training was done by the State Govt. and the cost of the training was entirely borne by the State Government.

(iii) while he was on leave, the Government which sanctioned him the leave; or

(iv) while he was under suspension, the Government which placed him or is deemed to have placed him under suspension; or

(v) if such act or omission is willful absence from duty after the expiry of leave, the Government which sanctioned the leave; or

(vi) while he was absent from duty otherwise than on leave, the Government which would have been competent to institute disciplinary proceedings against him, had such act or commission been committed immediately before such absence from duty; or

(vii) the Central Government, in any other case, shall alone be competent to institute disciplinary proceedings against him and, subject to provisions of sub-rule (2), to impose on him such penalty specified in rule 6 as it thinks fit, and the Government, company associations, body of individuals or local authority, as the case may be under whom he is serving at the time of institution of such proceedings shall be bound to render all reasonable facilities to the Government instituting and conducting such proceedings.

Explanation:- For the purposes of clause (b) of sub-rule (1) where the Government of a State is the authority competent to institute disciplinary proceedings against a member of the Service, in the event of a reorganization of the State, the Government on whose cadre he is borne after such reorganization shall be the authority competent to institute disciplinary proceedings and, subject to the provisions of sub-rule (2), to impose on him any penalty specified in rule 6.

(1A) Notwithstanding anything contained in sub-rule (1) the Director, Lal Bahadur Shastri National Academy of administration, the Director, Sardar Vallabhbhai Patel National Police Academy or the President, Forest Research Institute and Colleges, shall be empowered to initiate disciplinary proceedings against a probationer who is undergoing training at the Lal Bahadur Shastri National Academy of Administration, Sardar Vallabhbhai Patel National Police Academy or Forest Research Institute and Colleges, as the case may be, in respect of any misconduct or misbehavior during the period he spends at the said Academy/ Institute in accordance with the prescribed procedure laid down in rule 10 of these rules. Thereafter the Director/President shall refer the case to the Central Government with the relevant records for passing orders under rule 6 in consultation with the Commission.

(1B) Notwithstanding anything contained in sub-rule (1), if in any case, a question arises as to the Government competent to institute disciplinary proceedings, it shall be decided by the Central Government and the Government so decided by the Central Government, as being competent to institute disciplinary proceedings (which may include the Central Government also), shall alone be competent to institute disciplinary proceedings against him and, subject to the provisions of sub-rule (2), to impose on him such penalty specified in rule 6 as it thinks fit, and Government, company association, body of individuals, or the local authority, as the case may be, under whom he is serving at the time of the institution of such proceedings shall be bound to render all reasonable facilities to the Government instituting and conducting such proceedings.

(2) The penalty of dismissal, removal or compulsory retirement shall not be imposed on a member of the Service except by an order of the Central Government.

(3) Where the punishing Government is not the Government on whose cadre the member is borne, the latter Government shall be consulted before any penalty specified in rule 6 is imposed:

Provided that in relation to the members of the Service borne on a Joint Cadre, the punishing Government shall consult the Joint Cadre Authority: Provided further that where the Government concerned are the Central Government and the State Government or two State Governments and there is a difference of opinion between the said Government in respect of any matter referred to in this rule, the matter shall be referred to the Central Government for its decisions, which shall be passed in consultation with the Commission.

Check Your Progress

4. As per the Civil Servants Conduct Rules and Codes, how should the direction of the official superior ordinarily be?

5. List the acts included as sexual harrasment under the Civil Servants Conduct Rules and Codes.

6. What is included in Part III of the All India Services (Discipline and Appeal) Rules, 1969?

7. Which type of penalty is 'withholding of promotion' as per the All India Services (Discipline and Appeal) Rules, 1969?

13.4 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. Articles 308 to 323 of the Indian Constitution provide several safeguards to the civil servants.

2. Article 310 of the Constitution has incorporated "Doctrine of Pleasure" and provides that all persons who are members of the Defense Services or

the Civil Services of the Union or All India Services hold office during the pleasure of the President.

3. 'Civil Servants Conduct Rules and Codes', the civil servants, are not free to designate the manner in which they intend to vote or have voted. They are prohibited to canvass or use their power in an election to any legislature or local authority.

4. As per the Civil Servants Conduct Rules and Codes, the direction of the official superior shall ordinarily be in writing. Oral direction to subordinates shall be avoided, as far as possible. Where the issue of oral direction becomes unavoidable, the official superior shall confirm it in writing immediately thereafter;

5. As per the All India Services (Discipline and Appeal) Rules, 1969, "Sexual harassment" includes any one or more of the following acts or behaviour (whether directly or by implication) namely:

    (i) physical contact and advances; or

    (ii) a demand or request for sexual favours; or

    (iii) making sexually coloured remarks; or

    (iv) showing pornography; or

    (vi) any other unwelcome physical, verbal, non-verbal conduct of a sexual nature.

6. Part III of the All India Services (Discipline and Appeal) Rules, 1969 includes rules regarding Penalties And Disciplinary Authorities.

7. As per the All India Services (Discipline and Appeal) Rules, 1969, 'withholding of promotion' is a minor penalty.

13.5 SUMMARY

- The rights of the civil servants can be studied through the articles laid down in the Indian Constitution. Articles 308 to 323 of the Indian Constitution provide several safeguards to the civil servants.

- The recruitment and the conditions of the services of persons serving the Union and State government falls under Article 309.

- Article 310 of the Constitution has incorporated "Doctrine of Pleasure" and provides that all persons who are members of the Defense Services or the Civil Services of the Union or All India Services hold office during the pleasure of the President.

- Article 311 has prescribed rules related to dismissal, removal or reduction in rank of persons employed in civil capacities under the Union or a State.

Article 312 deals with Power of Parliament to vary or revoke conditions of service of officers of certain service, while the rest of the Articles in this Part deals with the powers, duties, etc., of the State and Public service commissions.

- The Constitution guarantees right to life and liberty, equality before law, right to freedom of religion, right to private property to its citizens, but with regards to the public servants, the State regulates their personal conduct and private relationships which tend to affect their veracity, reputation, self-confidence and the self-esteem of the public office. Therefore, the governments through 'Civil Servants Conduct Rules and Codes' recommends and regulates the requisite behaviour of the public employees.

- Under the conduct 'Civil Servants Conduct Rules and Codes', the civil servants, are not free to designate the manner in which they intend to vote or have voted.

- In India the right to form association has been assured to every citizen. Therefore the public servants are free to form associations or join associations already in existence, but the government would refer or negotiate with only those associations which have been acknowledged by it. However the non-industrial public servants are shorn of the right to strike.

- In India, the rules related to the conduct of civil services are prescribed under the Central Civil Services (Conduct) Rules, 1964. There are twenty-five rules mentioned under this.

- The rules related to discipline which are to be followed by the civil servants in India are mentioned under the All India Services (Discipline and Appeal) Rules, 1969.

13.6 KEY WORDS

- **Doctrine of Pleasure:** As per Article 310 of the Indian Constitution, it expressly provides that all persons who are members of the defences services or the civil services of the union of the all-India services hold office during the pleasure of the governor.

- **Cadre:** It refers to a small group of people specially trained for a particular purpose or profession.

- **All India Service:** As per Section 2 of the All India Services Act, 1951, "an All-India Service' means the service known as the Indian Administrative Service or the service known as the Indian Police Service.

13.7 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Give a brief overview of the rules mentioned under the Civil Servants Conduct Rules and Codes, 1964.

2. Who does the Civil Servants Conduct Rules and Codes, 1964 apply to?

3. What are the different penalities included under the All India Services (Discipline and Appeal) Rules, 1969?

Long Answer Questions

1. Assess the types and importance of rights of the civil servants.

2. Explain the general rules mentioned under the Civil Servants Conduct Rules and Codes, 1964.

3. Briefly explain the rules related to Authority to institute proceedings and to impose penalty under the All India Services (Discipline and Appeal) Rules, 1969.

13.8 FURTHER READINGS

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UNIT 14 CIVIL SERVANTS: MORALE AND RETIREMENT BENEFITS

Structure

14.0 Introduction
14.1 Objectives
14.2 Morale
14.3 Retirement and Retirement Benefits: Concepts
14.4 Answers to Check Your Progress Questions
14.5 Summary
14.6 Key Words
14.7 Self Assessment Questions and Exercises
14.8 Further Readings

14.0 INTRODUCTION

The active role of the civil service is necessary to bolster efforts aimed at delivering governance promises. A modern public service culture requires values of fair play, efficiency and accountability, and without this mindset, the commitment to professional standards and resource management, social interventions, reforms and development cannot be effectively executed for efficient service delivery. Morale is a mental condition or attitude of individuals and groups which determines their willingness to cooperate. Administrative ethics are a set of moral norms for those in public administration to aim their professional activity at the attainment of common wealth and the effective use of moral values. The ethics are usually based on shared societal norms and values and they explore how to serve as a guide when confronted with dilemmas. They are related to an individual's awareness of themselves and of others, as well as being impacted by their experiences. Nowadays, public administration is no longer related to just one aim of public welfare; it has many other roles such as problemsolving and effective citizen administration interaction. In the previous unit, you were introduced to the topics of rights, conduct and discipline. In this unit, you will learn about the concepts of morale and retirement benefits in relation to civil servants in public administration.

14.1 OBJECTIVES

After going through this unit, you will be able to:

*   Discuss the importance of morale for civil servants

- Explain the ethics and professional standards in public personnel administration

- Describe the concept of retirement and retirement benefits for civil servants

14.2 MORALE

Morale is the degree of enthusiasm and willingness with which individual workers of a group set out to perform the assigned work with zeal and sincerity, resulting in good teamwork. When there are frustrations, disappointments, discontent, grudges, etc., it means that workers have low morale whereas morale is high when we have improved employee contribution, low labour turnover and low absenteeism.

Definitions of Morale

According to Flippo, 'Morale is a mental condition or attitude of individuals and groups which determines their willingness to cooperate. Good morale is evidenced by employee enthusiasm, voluntary conformance with regulations and orders, and a willingness to cooperate with others in the accomplishment of organization's objectives.'

According to Davis, 'Organizational morale is basically a mental condition of groups and individuals which determines their attitude.'

Haimann observes that morale is, 'A state of mind and emotions affecting the attitude and willingness to work, which in turn, affect individual and organizational objectives.'

Guion defines morale as, 'The extent to which an individual's needs are satisfied and the extent to which the individual perceives that satisfaction as stemming from his total job situation.'

Kahn and Katz observe that, 'Morale is a combination of attitudes towards the company, job and the immediate supervisor.'

According to E.F.L Brech, 'Morale may be described as a readiness to co-operate warmly in the task and purpose of a given organization.'

According to M.S. Viteles, 'Morale may be defined as an attitude of satisfaction with the desire to continue in a willingness to strive for the goals of a particular group or organization.'

In the words of A.A. Leighton, 'Morale is the capacity of a group of people to pull together persistently and consistently in pursuit of a common purpose.'

From the above mentioned definitions, we can say that morale includes the following:

- Feelings, hopes and sentiments which affect the willingness of people to cooperate with others in the accomplishment of common tasks.

- It relates to the individual worker and his own perceptions of the existing state of well-being in the organization.

- Morale is social or group oriented and it emphasizes the feeling of a team as a whole. It is also referred to as esprit de corps.

- Morale is a group attitude towards persistence, determination, etc., and it reflects the acceptance of group goals by group members and their interest in achieving goals.

- Morale is an attitude of the mind which results from mobilization of energy, interest and initiative in an enthusiastic pursuit of organizational goals.

- Morale is job satisfaction. It is concerned with an employee's attitude towards the kind of work he does, his fellow workers, his prestige and status.

Effects of Low Morale

The most significant effects of low morale are:

- High rate of absenteeism
- Tardiness
- High labour turnover
- Strikes and sabotage
- Lack of pride in work
- Wastage and spoilage

Measures to Build High Employee Morale

- *Unity of interests:* Integration of worker's goals with organization's objectives will create employee's confidence and build up high morale.

- *Leadership confidence:* Managers who are sincere, sympathetic and democratic in their attitude towards employees can easily establish confidence in their leadership.

- *Sound wage structure:* Complete wage plan incorporates guaranteed base wage incentive for productivity and other fringe benefits.

- *Favourable work environment:* Good working conditions create job satisfaction. A satisfied labour force is an invaluable asset of an enterprise.

- *Higher-order need satisfaction:* Workers should be given ample opportunities to satisfy their social and egoistic needs.

- *Other measures:* Employee counselling, good promotion policy, grievance redressal procedure, proper selection techniques, induction training, collective bargaining are some of the other measures to enhance employee morale.

Ethics and Professional Standards in Public Personnel Administration

It is true that you cannot coin a definition of ethical performance in public administration that could be uniformly applied and enforced. It is also difficult to set standards for judging what is ethical and what is not, although a laid down list of the unethical activities is already available for reference. You even subscribe to the view that morality and ethics are relative terms.

A broad definition of ethics would be 'A systematic enquiry into human conduct in order to discover both rules that ought to govern our actions and the goals we should seek in life'. In other words, the ethics aim at developing the standards for human conduct. Though ethics is the science of morals, a theoretical examination of morality, it is not just confined to the right rules of conduct, now it is widely being associated with professional standards rather than being merely debated at a philosophical plane. The different ideas on ethics can help define administration if concentration is shifted to meaningful research.

In public administration, the ethics focus on how public administrator questions and reflects in order to be able to act responsibly. The ethics require inquiry and contemplation of truth, that is seeking the right answer to one's question with the help of ethical deliberations, the administrator questions the 'adequacy' and 'meaning' of proposed action in the light of obligations to the organizations as well as to the public. In the words of Gibson Winter, 'Ethical reflection means that ethics looks to the future, it is concerned with the goodness and rightness of a person's doing and making; it is concerned with the constituted social identity only for the sake of the project being constituted, it looks to the past for the sake of the future. It judges the past because the future bears new possibilities.'

In order to keep pace with the demands that are being made on public administration, an administrator has to draw a line somewhere between what ought to be allowed and what not, Kathryn G. Denhardt feels that to be ethical, an administrator has to independently engage in the process of:

- Examination and questioning the standards in the light of which administrative decisions are made

- Relating with the social concerns and organizational goals and reflecting a commitment to these goals

- Adapting to the changes in the environment

- Preparing to be held responsible and accountable for the decisions made in the individual and professional capacity

In the present administrative set-up, these guidelines governing ethical behaviour are conspicuous by their absence. There is also no mechanism to ensure that the administrator functions in a situation that can help them in making appropriate decisions, keeping in view the interests of the people, the environment and the overall objectives of national policies. Such an atmosphere would denote

an organization that can help them in participating in ethical deliberations without being conditioned by external pressures, a workplace which can facilitate conflict resolution by attaching right priorities to the given values and obligations and finally an ambience that can assist them in taking every type of behaviour and rules deviation without much difficulty. This is very essential if administration has to be made more responsive and accountable.

Essential Elements of the Administrative Ethics

The essential elements of the administrative ethics are as follows:

- **Honesty:** Moral qualities like honesty, being devoted towards one's social duty and principles, responsibility for one's words and action are quite important for civil servants. Morality as a basis for personnel management and the moral features of civil servants are of individual value, particularly during the deep political, social and economic reforms taking place in Russia. Global social changes are quite rapid in every sphere of society. This refers to a change from totalitarianism to democracy in political life; an evolution from command to market economy and every individual becoming actively involved in political and social processes. These changes in society, economy and lifestyle come along with social tensions and conflicts. The responsibility of moral factors in the rule of public relations is becoming important for modern society, just like the role of legal, political and other regulatory instruments. This is of special significance for civil servants. Public opinion rightly connects the reputation of a civil servant with decency, honesty and responsibility.

- **Behavioural codes:** Most of the civil servant activities include communicating with the public and having constant daily personal contact with many people. Besides legal and other regulatory systems, morality is yet another important instrument of normative individual activity and behaviour regulation in any sphere of life. Labour morality generally consist professional ethics that decide moral principles and individual behaviour standards for any sphere of labour activity. Professional ethics are a set of norms that decide an individual's position towards professional duties, professional relations with the other employees and, in the end, towards society as a whole. Professional ethics show the specifics of morality, personal interrelationships and behaviour coming from professional activities. It is a popular practice to differentiate professional ethics from the activities related to direct communications with people, like medicine, journalism, legal science and general sciences. The activities dealing with special public duties are as follows:
    - o Military service
    - o Police service
    - o Sports

o Public activities

o Political activities

These activities are characterized by special moral codes. Professional ethics can be called as a concrete expression of general ethical norms that are caused not just by the specifics of relations between professional groups and public, but by the specifics of personal relations within a professional group as well. The existence of special personal relations within professional groups results in particular moral norms that regulate these relations.

(i) First, professional ethics consist behavioural codes that define certain types of moral relations among the individuals who believe these codes to be optimal for the performance of a professional duty

(ii) Second, the basis for these codes, the social and psychological understanding of cultural and humanistic reasons of the profession.

(iii) Third, the position of a professional group and its members towards society and other groups, and their concerns.

(iv) Fourth, the personal moral features of a specialist who provides the highest level of his/her professional duty performance.

(v) Fifth, particulars of moral relations between specialists and the individuals to whom a specialist's activities are directed.

(vi) Sixth, relationships within professional groups and special professional moral standards that express these relationships.

(vii) Seventh, professional activity as a personal moral feature and professional activity values.

(viii) Eighth, particular goals and techniques of professional education.

• **Moral norms:** Civil service ethics are principles, norms and rules of behaviour, moral values and moral requirements. They are applicable to the individuals who act as professional managers in the field of public administration. Nowadays, considering morality as a universal regulator of personal relations is quite important. Moral standards and rules of behaviour are of special importance for the employees communicating daily with people. In addition, the moral prestige of civil servants and senior and top managers, and the quality of the moral and psychological atmosphere, is significant for an effective government. Administrative ethics can be defined in many ways. Usually, it is emphasized that governmental employees set up the ethical standards for managerial decisions, analyse these standards and bear personal and professional responsibility for the decisions made. Civil service ethics are 'a set of moral norms and requirements for those in public administration. They aim their professional activity at the attainment of common wealth and the effective use of moral values'. The goal of civil service ethics is keeping the essence and content of professional activities that are socially approved. Its tasks are regulating the employee relations by means of norms, behaviour and actions, and

forming an ethical component in the consciousness of public administration employees.

Civil service ethics are based upon moral norms. Society supports these norms, in its role as an important regulator of the administrative ethics. A civil servant studies all moral aspects of public administration employees and senior manager's activities. It consists of the following three basic components:

   (i) **Standards and norms**: These are the principles that guide the actions of people and the employees and help them lead and control their behaviour.

  (ii) **Behaviour**: It refers to different forms of employee activities limited by certain standards and norms corresponding with social values.

 (iii) **Values**: Values refers to the individual, group and social statements, opinions and attitudes towards concepts like freedom, justice, honesty, loyalty, neutrality, responsibility, etc.

Regulation of the relationship between government and citizens

Being a special type of professional activity, the civil service is characterized by a unique set of ideals and values that have arisen as a result of professional principles and the development of behaviour standards. There are several ways to determine ethical requirements for civil servants. First, they reflect the concept and goals of the civil service as well as special tasks of different governmental institutions. Second, these principles are influenced by a conception of an ideal or target public administration model adopted in society. 'The source of administrative ethics is a civil society, since its needs, concerns and expectations are expressed in ethical norms and requirements.' To define ethical requirements for civil servants it is necessary, first of all, to understand clearly the aim of the civil service and the mission of the civil servant. We support the opinion that the main function of the state is 'to serve the society, state and citizens, to put into practice the principles of democracy, to extend conditions for civil society development, to stimulate self-government development by means of professional management techniques, to delegate to public institutions and citizens as many administrative functions as possible…to develop and support their easy activities by means of both law and those moral principles and values that are crucial for public consciousness.'

This refers that the administrative staff should perform the following tasks:

• Participate in the relationship regulation between government and citizens

• Promote state and public concerns in government activities

• Provide staff of public administration with certain behavioural standards based on morality

Moral culture of civil servants

Moral culture acts as an artificial integral indicator of personality moral development. It shows in itself the ability of the individuals to deliberately and voluntarily follow

moral standards and to perform purpose-oriented behaviour. It is distinguished by the harmonic combination of personal and public concerns. Moral freedom is symbolized by the capability of a personality to independently express his/her will while selecting a way of action within the framework of pre-determined alternatives as well as his/her ability to control his/her own behaviour and to take blame for its result. Following are the important core components of personal moral freedom:

- Recognizing the requirements of moral standards
- Making decisions in accordance with the internal statements, without any external pressure
- Having self-control and making strong-willed efforts in terms of decision performance
- Recognizing moral freedom standards as an internal need
- Feeling emotional satisfaction with the results achieved
- Taking responsibility for causes and consequences of the actions

Moral culture refers to a qualitative measure of moral development and the moral maturity of a personality. Personal moral culture can neither be reduced to the external ethics nor to moral self-reflexes. Moral culture is not limited to learning basic moral requirements and features such as conscientiousness, honesty and disinterestedness, although it cannot exist without these truisms. Personal values and ideals, objectively and historically determined personal goals, attitudes and ideals are all important constituents of crucial importance. Every civil servant has some duties based on his/her position. The combination of these duties forms the idea of professional duty. The moral aspects of a civil servants' professional duties are powerfully recognized internal statements towards voluntary willingness to carefully perform his/her duties, to understand critical necessities of his/her job. Faultless professional duty performance by a civil servant is a matter of honour. Deep understanding and conscientious professional duty performance establishes public acknowledgement of a civil servant and, at the end, pre-determines components of honour as recognition of self-respect. Civil servants have extraordinary rights, opportunities to act on behalf of the state and participate in preparing, making and performing decisions, which can lead to serious social and economic consequences for the maximum population. There must be higher requirements in terms of both their professional and moral features.

Civil Service Code

Ethics are a set of principles of right conduct. They have been defined as a set of values and principles which help guide behaviour, choice and actions. It helps to decide whether ones' actions are right or wrong. Organizations as well as individuals have ethical standards. These standards help ensure that individuals belonging to an organization have a consistent approach in carrying out their responsibilities and making decisions. They also ensure that members of an organization maintain

a consistent and appropriate behaviour towards one another and towards clients and persons outside the organization.

Civil servants have special obligations because they are responsible for managing resources entrusted to them by the community, because they provide and deliver services to the community and because they take important decisions that affect all aspects of a community's life. The community has a right to expect that the civil service functions fairly, impartially and efficiently. It is essential that the community must be able to trust and have confidence in the integrity of the civil service decision-making process. Within the civil service itself, it needs to be ensured that the decisions and actions of civil servants reflect the policies of the government of the day and the standards that the community expects from them as government servants. The expectation that the civil service will maintain the same standards of professionalism, responsiveness and impartiality in serving successive political governments is a key element of the way our democratic polity functions.

In a democracy, an efficient civil service must have a set of values that distinguishes it from other professions. Integrity, dedication to public service, impartiality, political neutrality, anonymity are said to be the hallmarks of an efficient civil service. In some countries, these values have been embodied in laws—e.g. in Australia—and in some countries these are enshrined in the respective Constitutions. Article 153 of the Polish Constitution states:

'(1) A corps of civil servants shall operate in the organs of government administration in order to ensure a professional, diligent, impartial and politically neutral discharge of the State's obligations.

(2) The Prime Minister shall be the superior of such corps of civil servants.'

In India, the current set of ethical norms are the Conduct Rules, contained in the Central Services (Conduct) Rules, 1964 and analogous rules applicable to members of the All India Services or employees of various State Governments. The code of behaviour as enunciated in the Conduct Rules, while containing some general norms like 'maintaining integrity and absolute devotion to duty' and not indulging in 'conduct unbecoming of a government servant' is generally directed towards cataloguing specific activities deemed undesirable for government servants. These conduct rules do not constitute a code of ethics.

Values of Public Service

The Public Service and the Public Servants shall be guided by the following values in the discharge of their functions:

- patriotism and upholding national pride
- allegiance to the Constitution and the law of the nation
- objectivity, impartiality, honesty, diligence, courtesy and transparency
- maintain absolute integrity

Most countries that have reformed their civil services such as New Zealand, Australia and the UK have established a set of principles to guide civil service behaviour in the form of values and a legally enforceable code of conduct, setting out standards of behaviour expected of those working in the civil services. In the UK, following the recommendations of the Nolan Committee on standards in public service, the Civil Service Code was incorporated into a law that came into force on 1 January 1996. The Code is a clear and concise statement of standards of behaviour that the civil servants must follow, and is a part of the civil servant's terms and conditions of employment. In addition to describing the integrity and loyalty required of civil servants, the Code prohibits deceiving Parliament or the public, misuse of official positions, and unauthorized disclosure of confidential information. The Code provides a right of appeal to independent Civil Service Commissioners on matters of propriety and conscience, if the problem cannot be resolved within the department in question.

In New Zealand, the reforms have led to the enactment of the State Services Act with focus on ethics and public service ethos. This was primarily because civil service reforms in New Zealand created a system in which loyalty of the civil servant was to his/her department or agency rather than to the public service as a whole. So, it was necessary to raise the awareness about ethics, and public service values and ethos. The State Services Commission took the lead in raising such awareness and issued the Code of Conduct for civil servants. A Standards and Ethics Board was also set up.

Check Your Progress

1. List the effects of low morale.

2. What do ethics focus on in public administration?

3. What does labour morality consist of?

4. What is the goal of civil service ethics?

5. What obligations do civil servants have?

14.3 RETIREMENT AND RETIREMENT BENEFITS: CONCEPTS

Retirement is the withdrawal from one's position or occupation or from one's active working life a person may also semi-retire by decreasing work hours. According to the dictionary, is to 'withdraw from one's position or occupation or from active working life.' The term 'Financial independence' and retirement are often used interchangeably. Both are achieved when you have sufficient savings, investment income, and/or pension income to cover our living expenditures. A growing number of entities are choosing to put off this point of entire retirement, by choosing to exist in the embryonic state of pre-retirement. Numerous people

choose to retire when they are qualified for private or public pension benefits, although some are enforced to retire when physical conditions no longer permit the person to work (by illness or accident) or as a consequence of legislation vis-à-vis their position.

Nature

In many countries, the idea of retirement is of recent origin, being introduced during the late 19th and early 20th centuries. Nowadays, retirement with a pension is well-thought-out a right of the worker in many societies, and rigid ideological, social, cultural and political battles have been fought over whether this is a right. An Indian government servant today is entitled to a monthly pension after retiring from government service on superannuation or invalidation after completing a qualifying continuous service of not less than 10 years or more until their death. It is also available to those retiring voluntarily after rendering not less than 20 years of continuous service. The pension amount is fixed based on the number of years of qualifying service and average emoluments drawn during the last 10 months of service before retirement. The retirement benefits to the government servant comprise a monthly recurring payment termed 'pension' and a lump sum payment called 'retirement gratuity'. Civil Servants enjoy lifetime pension and other retirement benefits. Officers can also be appointed to commissions or tribunals. Their services can also be availed off in other departments of the government. They are easily been absorbed by the private companies for their talents. In this section, you will learn only about some financial retirement benefits accruing to the civil servants as mandated by law in India.

While the Central Civil Services (Pension) Rules, 1972 apply to central civil servants (who have joined before 2004), the All India Services (Death-Cum-Retirement Benefits) Rules, 1958 apply to All India Services. Bear in mind that the Central Civil Services (Pension) Rules, 1972 apply to government employees who have joined service before 01.01.2004. For those joining after the aforementioned date, the National Pension Scheme applies. The scheme was launched in 2004 for government employees but was later (in 2009) opened to all the Indian citizens between the age of 18-60 years.

Importance and Implication

As people work throughout their lifespan they have an expectation that a time will arise when they will be able to be superannuated. For some individuals the State pension is adequate to be a susbtitute for a basic level of income. Others may have an outlook to accumulate wealth without using pension schemes - perhaps through their business undertakings or other properties. But most people will want to enhance what they have with some form of pension scheme. Numerous companies also have the view that, while their personnel are working, they should be building up a plan of a pension when they retire. Pension arrangements have a number of advantages:

- when individuals come to retire they will experience a reduction in income - a pension sorts up for some of this forfeiture of income in retirement;

- pension schemes can offer security in the form of lump sums and pensions to dependants on the occasion of a member's demise;

- in order to embolden pension schemes, the State offers tax relief on assistances made to pension schemes and the progression in their investments.

Need and Types

As mentioned earlier, the retirement benefits to the government servant comprise a monthly recurring payment termed 'pension' and a lump sum payment called 'retirement gratuity'. The former system has long-term financial implications for the government as opposed to a one-time financial outgo on the part of the government for the latter.

Pension Benefits: A government servant would be entitled for a full pension on completion of thirty-three of qualifying service. As per the Pensioner's Portal of the Government of India: 'The minimum eligibility period for receipt of pension is 10 years. A Central Government servant retiring in accordance with the Pension Rules is entitled to receive pension on completion of at least 10 years of qualifying service… Pension is calculated with reference to emoluments (i.e. last basic pay) or average emoluments (i.e. average of the basic pay drawn during the last 10 months of the service) whichever is more beneficial.' They have a right to commute a share of their pension into a lump sum payment. Though this amount has underwent some changes in the former years, with effect from the Fifth Pay Commission, that is, 1 January 1996, this facility is extended to forty per cent of pension and has remained the same even in the Seventh Pay Commission (2015-16) recommendations. Though, Dearness Relief is provided for the all-inclusive pension amount.

In case of pension, the Pensioners Portal by Government of India mentions that: 'The National Pension System works on defined contribution basis and will have two tiers - Tier-I and II. Contribution to Tier-I is mandatory for all Government servants joining Government service on or after 1-1-2004 (except the armed forces in the first stage), whereas Tier-II will be optional and at the discretion of Government servant… Government servant can exit at or after the age of 60 years from the Tier-I of the Scheme. At exit, it would be mandatory for him to invest 40 per cent of pension wealth to purchase an annuity (from an IRDA-regulated Life Insurance Company) which will provide for annuity for the lifetime of the employee and his dependent parents/spouse. He would receive a lump-sum of the remaining pension wealth which he would be free to utilize in any manner. In the case of Government servants who leave the Scheme before attaining the age of 60, the mandatory annuitization would be 80% of the pension wealth…Provisionally, central government employees covered under NPS has

option to choose benefits under old pension scheme or NPS in the event of their death or discharge from service on invalidation.'

Gratuity: Death-cum-retirement gratuity is permissible to a permanent government servant on his retirement, or is paid to his family in the event of his/her retirement or is paid to his family in the event of his death while in service. This has been treated under two separate titles since 1 January 1986, 'retirement gratuity' payable to the employee on his retirement and 'death gratuity' payable to the family on his death while in service. Retirement gratuity is admissible if the qualifying service is not less than 5 years. The amount is equal to one-fourth of his emoluments for each completed 6-month period of qualifying service. The retirement gratuity payable for qualifying service of 33 years or more is 16 times the Basic Pay plus DA, subject to a maximum of Rs. 20 lakhs. Death gratuity is subject to different calculations based on the years of service with 2 times of basic pay for service less than one year and half of emoluments for every completed 6 monthly period of qualifying service subject to a maximum of 33 times of emoluments for a maximum of 20 years or more of service. Maximum amount of Death Gratuity admissible is Rs. 20 lakhs w.e.f. 1.1.2016.

For those joining after 2003, as per the Pensioner's portal of Government of India, the retirement gratuity and death gratuity would be extended to the central government employees covered under NPS on the same terms and conditions as applicable under CCS(Pension) Rules, 1972 and mentioned in the previous paragraph.

Leave Encashment: As per the Pensioner's Portal of Government of India: 'The benefit of encashment of leave salary is not a part of the retirement benefits admissible under Central Civil Services (Pension) Rules, 1972. It is payable in terms of CCS (Leave) Rules which will continue to be applicable to the government servants who join the government service on after 1-1-2004. Therefore, the benefit of encashment of leave salary payable to the governments/to their families on account of retirement/death will be admissible.' The CCS (Leave) Rules say that Encashment of Earned Leave/Half Pay Leave standing at the credit of the retiring Government servant is admissible on the date of retirement subject to a maximum of 300 days.

For central government servants who joined before 2004, there is a mandatory Group Provident Fund and a Central Government Employees Group Linked Insurance Scheme. The existing provisions of Defined Benefit Pension and GPF would not be available to the new recruits in the central Government service, i.e. to the Government servants joining Government service on or after 1-1-2004.

Scope: The term 'grave misconduct' used in Article 351-A of CSR [Rule 9, CCS (Pension) Rules, 1972] is wide enough to include 'corrupt practices'. In cases where the charge of corruption is proved after pension has been sanctioned, action to withhold or withdraw pension may be taken under Article 351[Rule 9, CCS (Pension) Rules, 1972].

Check Your Progress

6. What are some of the retirement benefits to the civil servants apart from pension and gratuity?

7. Which pension rules apply to the civil servants from the All India Services?

14.4 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The most significant effects of low morale are:
   - High rate of absenteeism
   - Tardiness
   - High labour turnover
   - Strikes and sabotage
   - Lack of pride in work
   - Wastage and spoilage

2. In public administration, the ethics focus on how public administrator questions and reflects in order to be able to act responsibly. The ethics requires inquiry and contemplation into truth, that is seeking the right answer to one's question with the help of ethical deliberations, the administrator questions the 'adequacy' and 'meaning' of proposed action in the light of obligations to the organizations as well as to the public.

3. Labour morality generally consist professional ethics that decide moral principles and individual behaviour standards for any sphere of labour activity.

4. The goal of civil service ethics is keeping the essence and content of professional activities that are socially approved. Its tasks are regulating the employee relations by means of norms, behaviour and actions, and forming an ethical component in the consciousness of public administration employees.

5. Civil servants have special obligations because they are responsible for managing resources entrusted to them by the community, because they provide and deliver services to the community and because they take important decisions that affect all aspects of a community's life.

6. Civil Servants, apart from pension and gratuity enjoy lifetime pension and other retirement benefits. Officers can also be appointed to commissions or tribunals. Their services can also be availed off in other departments of the government. They are easily been absorbed by the private companies for their talents.

7. While the Central Civil Services (Pension) Rules, 1972 apply to central civil servants (who have joined before 2004), the All India Services (Death-Cum-Retirement Benefits) Rules, 1958 apply to All India Services.

14.5 SUMMARY

- Morale is the degree of enthusiasm and willingness with which individual workers of a group set out to perform the assigned work with zeal and sincerity, resulting in good teamwork.

- According to E.F.L Brech, 'Morale may be described as a readiness to co-operate warmly in the task and purpose of a given organization.'

- The most significant effects of low morale are:
    - (i) High rate of absenteeism
    - (ii) Tardiness
    - (iii) High labour turnover
    - (iv) Strikes and sabotage
    - (v) Lack of pride in work
    - (vi) Wastage and spoilage

- Good working conditions create job satisfaction. A satisfied labour force is an invaluable asset of an enterprise.

- A broad definition of ethics would be 'A systematic enquiry into human conduct in order to discover both rules that ought to govern our actions and the goals we should seek in life'. In other words, the ethics aims at developing the standards for human conduct.

- The different ideas on ethics can help define administration if concentration is shifted to meaningful research.

- There is also no mechanism to ensure that the administrator functions in a situation that can help them in making appropriate decisions, keeping in view the interests of the people, the environment and the overall objectives of national policies.

- Moral qualities like honesty, being devoted towards one's social duty and principles, responsibility for one's words and action are quite important for civil servants.

- Professional ethics are a set of norms that decide an individual's position towards professional duties, professional relations with the other employees and, in the end, towards society as a whole.

- Civil service ethics are principles, norms and rules of behaviour, moral values and moral requirements.

- Moral culture acts as an artificial integral indicator of personality moral development. It shows in itself the ability of the individuals to deliberately and voluntarily follow moral standards and to perform purpose-oriented behaviour.

- Civil servants have special obligations because they are responsible for managing resources entrusted to them by the community, because they provide and deliver services to the community and because they take important decisions that affect all aspects of a community's life.

- Retirement is the withdrawal from one's position or occupation or from one's active working life a person may also semi-retire by decreasing work hours. According to the dictionary, is to 'withdraw from one's position or occupation or from active working life.'

- An Indian government servant today is entitled to a monthly pension after retiring from government service on superannuation or invalidation after completing a qualifying continuous service of not less than 10 years or more until their death. It is also available to those retiring voluntarily after rendering not less than 20 years of continuous service. The pension amount is fixed based on the number of years of qualifying service and average emoluments drawn during the last 10 months of service before retirement.

- The retirement benefits to the government servant comprise a monthly recurring payment termed 'pension' and a lump sum payment called 'retirement gratuity'. Civil Servants enjoy lifetime pension and other retirement benefits. Officers can also be appointed to commissions or tribunals. Their services can also be availed off in other departments of the government. They are easily been absorbed by the private companies for their talents.

- While the Central Civil Services (Pension) Rules, 1972 apply to central civil servants (who have joined before 2004), the All India Services (Death-Cum-Retirement Benefits) Rules, 1958 apply to All India Services. Bear in mind that the Central Civil Services (Pension) Rules, 1972 apply to government employees who have joined service before 01.01.2004. For those joining after the aforementioned date, the National Pension Scheme applies. The scheme was launched in 2004 for government employees but was later (in 2009) opened to all the Indian citizens between the age of 18-60 years.

14.6 KEY WORDS

- **Morale:** It is the degree of enthusiasm and willingness with which individual workers of a group set out to perform the assigned work with zeal and sincerity, resulting in good teamwork.

- **Ethics:** It is 'a systematic enquiry into human conduct in order to discover both rules that ought to govern our actions and the goals we should seek in life.'

- **Voluntary Retirement:** Any Government servant can apply for voluntary retirement, three months in advance, only after the completion of twenty years of his qualifying service, provided there is no vigilance or Departmental Enquiry pending /initiated against him/her**.**

- **Superannuation:** The attainment of predetermined retirement age by employees. In India, for government employees, it is sixty years of age.

- **Commutation:** It refers to the scheme of giving up a part or all of the pension amount for an immediate lump sum payment. In India, you will be paid 40% of your 12 years pension in advance. This is deducted from your pension in future with interest.

14.7 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What does the definition of morale include?
2. List the measures to build high employee morale.
3. What is moral culture? How does it act as an artificial integral indicator of personality moral development?

Long Answer Questions

1. Describe the essential elements of administrative ethics.
2. Assess the moral culture of civil servants.
3. Explain the retirement benefits of civil servants in India.

14.8 FURTHER READINGS

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