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BA (Public Administration)

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PUBLIC PERSONNEL ADMINISTRATION

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INTRODUCTION

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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*, contains fourteen units and 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
MEANING, IMPORTANCE AND FUNCTIONS OF
PERSONNEL ADMINISTRATION

*Overview of Personnel
Administration*

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UNIT 1 OVERVIEW OF
PERSONNEL
ADMINISTRATION

Structure

- 1.0 Introduction
- 1.1 Objectives
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1.0 INTRODUCTION

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. With classification, the various posts which run into hundreds of thousands are fitted into a dozen classes or so. If these posts are not classified and the government deals with each post independently, the burden of personnel administration would be unbearable. Classification facilitates the problem of personnel recruitment. It makes it possible for the operating services to determine definitely its personnel needs and inform the recruiting agency accordingly. The recruiting agency prescribes the appropriate tests for the prospective employees of a particular class and prepares a list of 'eligibles' out of which the departments make appointments. Classification acts as a safeguard against arbitrariness and favouritism in the fixation of pay scales for particular classes. It ensures equal pay for equal work. Let us study about personnel administration and position classification further.

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1.1 OBJECTIVES

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

- Understand the meaning of personnel administration
- Explain the functions and importance of personnel administration
- Discuss the concept of classification

1.2 MEANING OF 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 fulfilment 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.'

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1.2.1 Objectives of Personnel Administration

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

1. Effective utilization of human resources in the achievement of organizational goals
2. Establishment and maintenance of an adequate organizational structure and desirable working relationships among all members of the organization
3. Securing integration of the individual and informal groups with the organization and thereby their commitment, involvement and loyalty
4. Recognition and satisfaction of individual needs and group goals
5. Provision of maximum opportunities for individual development and advancement
6. Maintenance of high morale in the organization
7. Continuous strengthening and appreciation of human assets

Check Your Progress

1. What is the major objective of personnel administration in India?
2. What are the immediate functions of public personnel administration?

1.3 FUNCTIONS AND IMPORTANCE 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

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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 and 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.

Check Your Progress

3. How is personnel administration responsible for motivating employees?
4. What is the weakest point in the reform cycle?

1.4 POSITION CLASSIFICATION

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'.

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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.

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Check Your Progress

5. Define classification according to Prof. Milton M. Mandell.
6. What are three principal categories of classification according to Dr. M.P. Sharma?

1.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. Effective utilization of human resources in the achievement of organizational goals is the major objective of personnel administration in India.
2. Organizational planning and development, recruitment and selection of the employees are the immediate functions of the public personnel administration.
3. 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.
4. The weakest point in the reform cycle is not diagnosis or formulation but implementation.
5. According to Prof. Milton M. Mandell, 'classification is the grouping of positions on the basis of similarity of duties and qualifications requirements'.
6. According to Dr. M.P. Sharma, there are three principal categories of classification—the service, the class and the grade.

1.6 SUMMARY

- 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.
- 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.
- 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.

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- An important function of personnel administration is to obtain qualified and competent persons for different positions 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.
- 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 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.
- 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'.
- Classification is the act of classifying and is an everyday experience and a useful aid in comprehending and managing things.
- 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.

1.7 KEY WORDS

- **Pre-requisite:** It refers to a thing that is required as a prior condition for something else to happen or exist.
- **Impediment:** It is a hindrance or obstruction in doing something.

1.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What is personnel management?
2. State the objectives of personnel management.

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Long Answer Questions

1. Describe the functions of public personnel administration.
2. Explain the facts that should be kept in mind while placing a post in a particular class or grade.

1.9 FURTHER READINGS

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UNIT 2 HUMAN RESOURCE DEVELOPMENT

*Human Resource
Development*

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Structure

- 2.0 Introduction
- 2.1 Objectives
- 2.2 Scope, Importance and Current Status
 - 2.2.1 Design of HRD Systems
 - 2.2.2 Development of HRD Strategies
- 2.3 Answers to Check Your Progress Questions
- 2.4 Summary
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- 2.7 Further Readings

2.0 INTRODUCTION

Human Resource Development (HRD) is the integrated use of training and career development in order to enhance the performance of the individual or group and the organization as a whole. The objective of HRD is to develop competencies in individuals and groups. However, developing competencies is a never-ending process. Therefore, personnel department in any organization plays a key role in bringing about changes. This unit will discuss in detail HRD interventions and HRD strategies. The HRM models will also be explained.

2.1 OBJECTIVES

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

- Understand the scope and importance of Human Resource Development
- Explain the process of designing HRD interventions
- Discuss in detail the HRD strategies

2.2 SCOPE, IMPORTANCE AND CURRENT STATUS

People make things happen. For this, they need a set of 'circumstances'. However, it is people who create these 'circumstances'. According to T.V. Rao, 'HRD is the process of enabling people to make things happen. It deals both with the process of competency development in people and the creation of conditions to help people apply these competencies for their own benefit and for that of others.'

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Human Resource Development (HRD) is a continuous process. While the ultimate objective of HRD is to develop competencies in individuals and groups, developing competencies is a never-ending process. As one level of competencies is developed in an individual or a group, another set of needs may arise requiring the development of another set of competencies.

Definition

Human Resource Development has originated from the belief that human beings have potential. It places a premium on the dignity and tremendous latent energy of the people. According to T.V. Rao, 'HRD in the organizational context is a process by which the employees of an organization are helped in a continuous and planned way to:

- Acquire or sharpen capabilities required to perform various functions associated with their present or expected future roles.
- Develop their general capabilities as individuals and discover and exploit their inner potential for their own and/or organizational development purposes.
- Develop an organizational culture in which supervisor-subordinate relationships, team work and collaboration among sub-units are strong and contribute to the professional well-being, motivation and pride of employees.'

Looking at this definition of Prof. Rao, you can say that HRD aims at helping people acquire competencies required to perform their functions effectively, thereby allowing their organizations do well.

The HRD process is facilitated by mechanisms (instruments or sub-systems) like:

- Performance appraisal
- Training
- Organizational development (OD)
- Feedback and counseling
- Career development
- Job rotation
- Rewards

Employees are continuously helped to acquire new competencies through a process of performance planning, feedback, training, periodic review of performance, assessment of the developmental needs and creation of development opportunities through training, job rotation, responsibility definition and other such mechanisms.

HRD: A professional innovation

HRD is not a mere theoretical concept. It is a professional innovation necessitated by the exigencies of the situation, fuelled by human idealism, supported by growing

knowledge about human systems and chiselled by pioneering practitioners. Since 1980, 'high performance work systems' has become increasingly popular. In this changing context, a holistic approach and not partial personnel management would be relevant.

Describing people as a 'resource' is relatively a recent practice in India. Describing people as a resource underlines the fact that people are as important as other resources. Managers and workers together represent the human resources of an organization.

The personnel department in any organization should have a role in policy, planning and research, in addition to the role of providing personnel services, such as recruiting, information and guidance to line managers on matters such as industrial relations. This contrasts with Drucke's criticism of the personnel functions that the work of the personnel department consisted of partly clerical job and partly firefighting job to settle union troubles.

Last but not least, the personnel function has a key role in facilitating change. This is because most organizations today must change in order to survive. Change has mainly to do with people. Many of the industrial problems, which you face today have to deal with changes—changes in values, changes in methods of working, changes in technologies, changes in perceived career patterns and changes in expectations in the country.

There are two conceptual limitations of HRD. First, rather than a general theory of employee management, HRD is more appropriately viewed as an umbrella term for a series of practices that have come to prominence during the past decade. Second, as simply a set of practices, HRD does not represent a conceptual 'tool kit' for the analysis of the more fundamental issues of management–worker relations and issues of power, control, conflict, consent and dependence. HRD is the latest management response to these issues, and not an explanation of them.

Similarities and Differences between Personnel Management (PM) and Human Resource Development (HRD)

The following are the similarities between PM and HRD:

- Both models emphasize the importance of integrating personnel/HRM practices with organizational goals.
- Both models vest personnel/HRD firmly in line management.
- Both models emphasize the importance of individuals, developing their abilities for their own personal satisfaction to make their best contribution to organizational success.
- Both models aim at placing the right people into the right jobs as an important means of integrating personnel/HRD practice with organizational goals.

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The following are the differences between PM and HRD:

1. Many statements about personnel management seem to see it as a management activity which is largely aimed at non-managers. PM appears to be something performed on subordinates by managers rather than something that the latter experience themselves. It appears to be nothing more than a set of rules and procedures that may even constrain their freedom in managing their subordinates as they think fit. On the other hand, HRD does not merely emphasize the importance of employee development, but it focuses particularly on development of the management team.
2. While both personnel management and HRD highlight the role of line management, their focus is different. In the personnel management model, line's role is very much an expression of the view that all managers manage people, so all managers in a sense carry out personnel management. It also recognizes the fact that most specialist personnel work still has to be implemented within line management's departments where the workforce is physically located. In the HRD models, HRD is vested in line management as business managers are responsible for coordinating and directing all resources in the business unit in pursuit of bottom-line results. Not only does the bottom-line appear to be specified more precisely in HRD models than in the personnel management models, HRD models put much emphasis on quality of product or service, but a clear relationship is drawn between the achievement of these results and the line's appropriate and proactive use of the human resources in the business unit. Personnel policies are not passively integrated with business strategy but are an integral part of strategy in the sense that they underlie and facilitate the pursuit of a desired strategy.
3. Most HRM models emphasize the management of the organization's culture as the main activity for senior management. Although the organizational development (OD) models of the 1970s proclaimed similar messages, these were not fully integrated with the normative personnel management models of this period. OD was always seen as a bit different from mainstream personnel management and, in fact, was generally kept separate in a formal institutional sense with separate OD consultants, not always with a background in or located within the personnel department. Above all, it was often presented as a fringe activity, an initiative that was nice to have but to be dispensed with at the first hint of financial cutbacks.

Table 2.1 Difference between Human Resource Management and HRD

Human Resource Management	HRD
1. Human Resource management function is a routine, maintenance-oriented administrative function.	1. HRD is a continuous, development function. The major attention of HRD is on improving the human processes.
2. HRM function is seen as an independent function with independent sub-functions.	2. HRD is viewed as a subsystem of a larger system. This means that the design of HRD cannot be considered in isolation.
3. HRM function is regarded as mainly a reactive function responding to the demands of the organization as and when they arise.	3. HRD is regarded as a proactive function. The function of HRD is not merely to cope with the needs of the organization but to anticipate them and to act on them in advance in a continuous and planned way.
4. HRM function is supposed to be the exclusive responsibility of the personnel department.	4. HRD aims at developing the capabilities of all line managers to carry out various personnel functions themselves.
5. HRM function takes a very narrow view of its scope and aims at developing and administering people only.	5. HRD takes a much wider view of its scope and aims at developing the total organization.
6. HRM function considers salary, economic rewards, job simplification and job specialization as important motivators.	6. HRD emphasizes the importance of higher needs in motivating individuals. It considers informal organization, autonomous work groups, job enrichment, job challenge and creativity as the main motivating forces.
7. HRM functions consider improved satisfaction and morale as the cause of improved performance.	7. HRD considers improved performance as the cause and improved satisfaction and morale as its results.

NOTES**Need of HRD**

People need competencies (knowledge, attitudes, values and skills) to perform tasks. A higher degree and quality of performance of tasks requires a higher level or degree of skills. Without continuous development of competencies in people, an organization is not likely to achieve its goals. Competent and motivated employees are essential for organizational survival, growth and excellence.

Over a period of time, an organization may achieve a saturation point in terms of its growth. Even to maintain such a saturation level of growth, and for organizations to operate in environments that keep changing, employee competencies need to be sharpened or developed.

Any organization that is interested in improving its services and its effectiveness in other ways (for example, cost reduction, reduction in delays, increased customer satisfaction, improved quality and promptness of services and market image), needs to develop its employees' competencies to perform the tasks required to bring about such improvements.

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Thus, HRD is required in each organization that is interested in:

- Stabilizing itself
- Achieving growth
- Diversifying
- Renewing itself to become more effective
- Improving its systems and services
- Changing and becoming more dynamic
- Playing leadership roles

2.2.1 Design of HRD Systems

Designing HRD interventions involves a process which includes a four-step sequence:

1. Need assessment phase
2. Design phase
3. Implementation phase
4. Evaluation phase

The four-phase process approach is explained in Figure 2.1.

I. Need assessment phase

HRD interventions are used to address some need or 'gap' within the organization. A need can either be a current deficiency or a new challenge that demands a change in the way the organization operates. Identifying needs involves examining the organization, its environment, job tasks and employee performance.

Once the assessment phase has been completed, it is important to translate the issues identified in that phase into clear objectives for HRD programmes.

II. Design phase

In this phase of the HRD intervention, some type of training and development is carried out. Other activities to be carried out are:

- The objectives of the programme should be outlined.
- The appropriate trainers should be acquired along with the appropriate material to be used for the trainees.
- Determine how the trainer will deliver the programme.
- Select the most appropriate method to conduct the programme.
- Schedule the programme.

The design phase also involves selecting and developing the content of the programme. The design phase includes:

- Choosing the setting—classroom, on the job, online, and so on.

- The technique to be used—lecture, role play, stimulation and so on.
- Materials to be used for delivery of the programme—Power point, videos, films workbooks job aids and so on.

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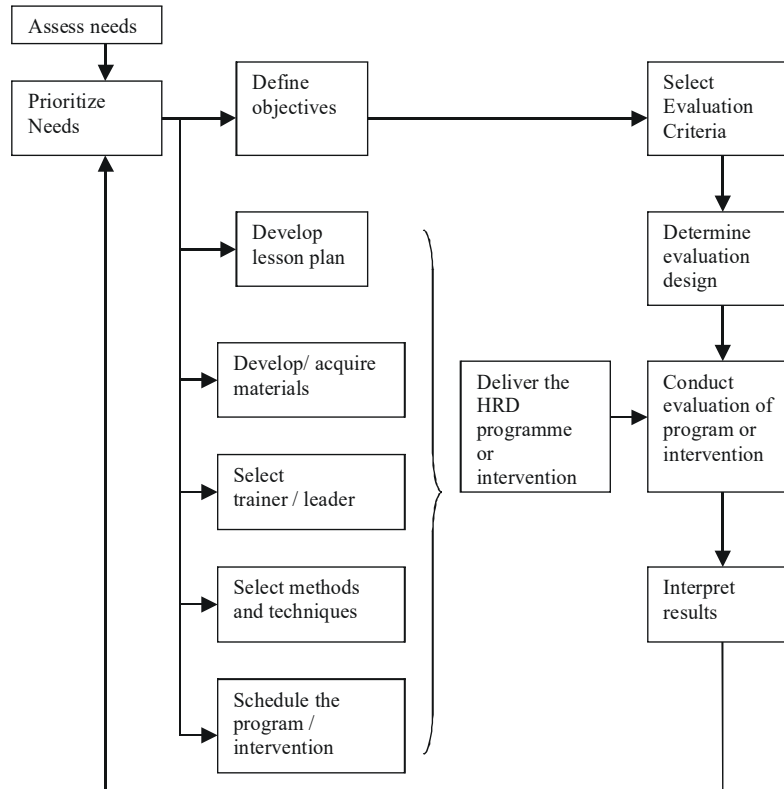


Fig. 2.1 The Four-Phase HRD Process Model

Source: Desimone, Randy L. Jon M. Werner and David M. Harris. 2003. *Human Resource Development*. Singapore: Thomson Asia Pvt Ltd.

III. Implementation phase

The goal of the assessment and design phases is to implement effective HRD programmes and interventions. The need assessment may also reveal that training is not the ideal solution for the issues or problems facing the organization. It may also be the case that a different type of HRD intervention is called for besides training. This means that the intervention must be delivered or implemented using the most appropriate means (methods). Delivering any HRD programme generally presents numerous challenges, such as executing the programme as planned; creating an environment that enhances learning and resolving problems that may arise.

IV. Evaluation phase

Programme evaluation is the final phase in the training and HRD process. Careful evaluation provides information on participants' reactions to the programme, how

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much they learned, whether they use what they learned on the job, and whether the programme improved the organization's effectiveness. This information allows managers to make better decisions about various aspects of the HRD effort.

2.2.2 Development of HRD Strategies

Organizations need to have an objective, mission and strategy to ensure its survival, development and growth. This requires a strategic alignment of people, organization and environment. The term 'strategy' refers to the art of manoeuvring resources to attain a decisive advantage in the exploitation of opportunities provided by the environment and keeping out threats from the external environment.

A case for strategic HRD

For the HRD function, the increasingly competitive business environment and the consequent streamlining of organizations have created both challenges and paradoxes. Strategies are policies for action towards the achievement of major goals; recipes for succeeding, which are planned and emergent. To implement a strategy means taking up a series of tactical decisions and activities. Human resources need to be groomed well to ensure proper implementation of strategy because human resources are seen to be the means. HRD strategies are plans that define how human resources should be utilized through the use of an integrated array of training, organization development and career development efforts to achieve individual, group and organizational objectives.

HRD has traditionally been a function of the personnel department which is concerned with the carrying out and identification of training and development needs. There was no systematic approach to training and development. HRD strategies are policies for action towards achieving major and ongoing performance improvement, and are a part of creating and sharing new knowledge. The classic training cycle is given in Figure 2.2.

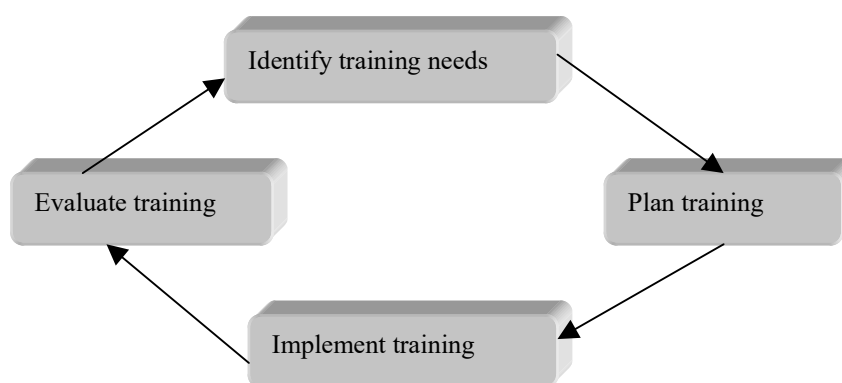


Fig. 2.2 Classic Training Cycle

Source: Balderson, Sue. 1999. 'Strategy and Human Resource Development' in John P. Wilson (ed.). *Human Resource Development: Learning and Training for Individuals and Organizations*. London: Kogan Page.

The classical training cycle does not look at organizational objectives. This approach is towards developing and identifying training needs and, therefore, no reference is made to business objectives within the training cycle. However, when we look at HRD, we talk about a 'systematic approach' to employee development which has, as its starting point, the business objectives and strategies; only then are needs identified and training is conducted. HRD is, therefore, about providing the skills base needed in the organization. It is about enhancing and widening these skills by training, by helping people grow within the organization and enabling employees to make better use of their skills and abilities (See Figure 2.3).

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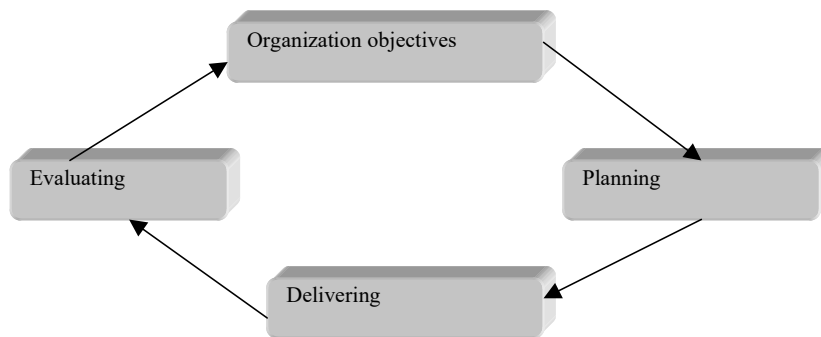


Fig. 2.3 Business Objectives Incorporated in the Training Cycle

Source: Winter, R., 1994. 'An Integrated Approach to Training and Development' in S. Truelove (ed.). *The Handbook of Training and Development*. Oxford: Blackwell.

The strategic approach to HRD which represents the vision, mission and cause of the organization and starts with business strategy from which the HRD strategy flows. Therefore, HRD focuses on the training and development for all employees which responds to individual and organizational requirements by improving performance and understanding. HRD strategies deal with many aspects of HRD, such as training, learning, motivation, empowerment and counselling, in order to successfully meet the various risks and challenges faced by organizations in the context of HRD. It is essential that the HRD strategy flows from a corporate strategy. Only then can the organization proceed to measure whether it has the right people in place with the right competencies, knowledge, experience or capabilities necessary for both current and future responsibilities. Only then can real development and organizational progress be made. HRD strategy, in simplest terms, refers to the ways and means for effective resource utilization.

Distinction between Strategic Approach to Training and Development and Strategic Human Resource Development (SHRD)

Walton makes a distinction between the strategic approach to training and development and SHRD. He differentiates organizations into three broad categories:

1. Those that undertake piecemeal training which is typically course-based and not explicitly linked to the overall vision and goals of the organization.

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2. Organizations with a training and development strategy, where the training and development provision is derived from the business plans and objectives of the organization, and where training and development is very much an outcome of strategy.
3. Those that have strategic human resource development (SHRD) which is more holistic. The belief is that the processes of organizational change occur through planned learning to ensure that the individual and the organization are equipped with the skills and knowledge needed to deal with the present and to create the future.

The notion of SHRD is reflected in the concepts of human and intellectual capital and the learning organization, where learning is a deliberate business process. The shift from piecemeal training to SHRD has been driven by growth towards high-tech industries, reliant on highly-skilled knowledge workers who are seen to be the path towards competitive advantage, putting HRD at the top of the strategic agenda of the organization.

Historical perspective of strategy and HRD

It is interesting to look at strategy in an historical context and align it to HRD. Table 2.2 shows how strategy orientations have developed with respect to HRD.

Table 2.2 A Historical Perspective on Strategy and HRD

Year	Environment	Approaches to Strategy	Focus/Orientation	Approaches to Training, Development and HRD
1960s	Static	Planned	Production/ Product	No any fixed approach
1970's	Static	Incremental	Market Development	Classic training cycle (as shown in Fig 1.1 above)
1980s	Static	Emergent	Quality management; TQM, Customer service	No significant deviation from the classic training cycle
1990's	Dynamic	Opportunism/free-wheeling/chaos theory	Globalisation, Liberalization	HRD strategy based on business plan
2000's	Virtual	Focus on Human Resource	Global e-business	Strategic HRD, Learning organization, Development of human capital of the organization

Source: Balderson, Sue. 1999. 'Strategy and Human Resource Development' in John P. Wilson (ed.). *Human Resource Development: Learning and Training for Individuals and Organizations*. London: Kogan Page.

Table 2.2 suggests that considerable advancement has occurred in thinking about organizational strategy. Models of training and development have moved from the traditional classic training cycle to one focusing on 'business objectives' to, finally, the strategic approach to HRD in the current environment. The HRD-type model requires the starting point to be in clearly articulating business plans, from which HRD priorities will naturally flow.

HRD: A strategic perspective

Tony Grundy says, 'In the absence of HR strategy clearly linked with business strategy, HRM programmes may easily lack direction, clarity, coherence and critical marks to add real value.' Now it is widely acknowledged that the integration of HR strategy with business strategy is vital for organizational success.

The HRD strategy helps the organization attain its objectives, and can, thereby, become a key resource for competitive advantage. The HRD strategy focuses on:

- (i) HRD as a competitive advantage
- (ii) Linking HR strategy with business strategy
- (iii) HRD as a key player in organizational performance

Model of HRD

HRD consists of three models. These are:

1. **Matching Model of HRD/HRM**—This model was developed by the Michigan and New York Schools. It is also known as the hard variant of HRM. This model of HRM advocates that human resources be obtained cheaply, used sparingly and developed and exploited as fully as possible.
2. **Soft Model of HRD/HRM** – This model of HRM comprises policies that promote mutuality in goals, influence, respect, rewards and responsibility. The strategy followed in this model is that mutuality will elicit commitment on the part of the employees, which in turn will yield better performance and greater human resource development. This model is also called the Harvard Model, which is a soft variant of HRM developed by Beer *et al.* (1984). This model is concerned with the employer–employee relationship.
3. **5-P Model of HRD**—This model of HRD is concerned with the five Ps of strategic HRM, that is, philosophy, policies, programmes, practices and processes. This strategic HRM model reveals a new trend in which HRM is becoming an integral part of business strategy. The model stresses on the human aspect of HRM and is more concerned with employer–employee relationship.

Check Your Progress

1. What is the main objective of Human Resource Development?
2. List the mechanisms that facilitate the HRD process.
3. State any two similarities between Personnel Management and Human Resource Management.
4. What is HRD strategy?
5. What does the evaluation phase of HRD intervention reveal?
6. Who developed the Matching Model of HRD/HRM?
7. What are the five Ps of strategic HRM?

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2.3 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

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1. The main objective of HRD is to develop competencies in individuals and groups.
2. The mechanisms that facilitate the HRD process are:
 - Performance appraisal
 - Training
 - Organizational development (OD)
 - Feedback and counseling
 - Career development
 - Job rotation
 - Rewards
3. The following are the similarities between PM and HRD:
 - Both models emphasize the importance of integrating personnel/HRM practices with organizational goals.
 - Both models vest personnel/HRD firmly in line management.
4. HRD strategies are plans that define how human resources should be utilized through the use of an integrated array of training, organization development and career development efforts to achieve individual, group and organizational objectives.
5. Careful evaluation provides information on participants' reactions to the programme, how much they learned, whether they use what they learned on the job, and whether the programme improved the organization's effectiveness.
6. The Matching Model of HRD/HRM was developed by the Michigan and New York Schools.
7. The five Ps of strategic HRM, that is, philosophy, policies, programmes, practices and processes.

2.4 SUMMARY

- Human Resource Development (HRD) is a continuous process. While the ultimate objective of HRD is to develop competencies in individuals and groups, developing competencies is a never-ending process.
- Employees are continuously helped to acquire new competencies through a process of performance planning, feedback, training, periodic review of performance, assessment of the developmental needs and creation of

development opportunities through training, job rotation, responsibility definition and other such mechanisms.

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- The personnel department in any organization should have a role in policy, planning and research, in addition to the role of providing personnel services, such as recruiting, information and guidance to line managers on matters such as industrial relations.
- The personnel function has a key role in facilitating change. This is because most organizations today must change in order to survive.
- HRD is required in each organization that is interested in:
 - o Stabilizing itself
 - o Achieving growth
 - o Diversifying
 - o Renewing itself to become more effective
 - o Improving its systems and services
 - o Changing and becoming more dynamic
 - o Playing leadership roles
- Designing HRD interventions involves a process which includes a four-step sequence:
 - o Need assessment phase
 - o Design phase
 - o Implementation phase
 - o Evaluation phase
- Organizations need to have an objective, mission and strategy to ensure its survival, development and growth. This requires a strategic alignment of people, organization and environment.
- The notion of SHRD is reflected in the concepts of human and intellectual capital and the learning organization, where learning is a deliberate business process. The shift from piecemeal training to SHRD has been driven by growth towards high-tech industries, reliant on highly-skilled knowledge workers who are seen to be the path towards competitive advantage, putting HRD at the top of the strategic agenda of the organization.
- HRD consists of three models. These are Matching Model of HRD/HRM, the Soft Model of HRD/HRM and 5-P Model of HRD.

2.5 KEY WORDS

- **Human Resource Development:** It is the integrated use of training and career development efforts to enhance the performance of the individual or group and the organization as a whole.

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- **Performance appraisal:** It is a review of an employee's job performance and contribution to a company.
- **Rewards:** It is the incentive or benefit that employees receive for their job performance in an organization.

2.6 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Define Human Resource Development.
2. Why is there a need for Human Resource Development in organizations?
3. Write a short note on HRM models.

Long Answer Questions

1. Discuss the differences between Personnel Management and Human Resource Management.
2. Examine the process of designing HRD interventions.

2.7 FURTHER READINGS

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UNIT 3 EVOLUTION AND CONSTITUTIONAL PROVISIONS OF CIVIL SERVICES IN INDIA

*Evolution and
Constitutional Provisions
of Civil Services in India*

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Structure

- 3.0 Introduction
- 3.1 Objectives
- 3.2 Evolution of Civil Services in India
- 3.3 Constitutional Provisions of Civil Service
- 3.4 Answers to Check Your Progress Questions
- 3.5 Summary
- 3.6 Key Words
- 3.7 Self Assessment Questions and Exercises
- 3.8 Further Readings

3.0 INTRODUCTION

The earliest origins of a civil service in India for administration purposes can be traced back to the period after 1757 when the East India Company were the de-facto rulers in parts of India. Warren Hastings laid the foundation of civil service and Charles Cornwallis reformed, modernised, and rationalised it. Hence, Charles Cornwallis is known as the Father of civil service in India. Cornwallis introduced two divisions of the Indian Civil service—covenanted and uncovenanted. The company started the Covenanted Civil Services (CCS). CCS members had to sign covenants with the company's board. After the first battle of independence in 1857, when the rule of the company ended and the power was transferred to the British Crown, i.e., after 1886 the service came to be called the Imperial Civil Service. It was later called as the Indian Civil Service. All India Services were given the designation of Central Superior Services in 1924. After 1939, because of non-availability of Europeans the number of Indians in the service increased. The ICS came to be known as the Indian Administrative Service (IAS) after independence. Let us study in detail about the evolution and constitutional provisions of civil services in India.

3.1 OBJECTIVES

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

- Understand the evolution of civil services in India
- Explain the Charter Acts in context of the civil service

- Describe the public service and Government of India Act, 1919
- Discuss the constitutional provisions of civil service

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3.2 EVOLUTION OF CIVIL SERVICES IN INDIA

The term civil service was used to designate those servants of the East India Company who carry on the trade of the company. These servants became administrators when the company engaged in mercantile affairs, acquired political power and territorial empire, and the British Government took over charge from the company. They then came to be known as Civil Servants. This was done to create a distinction between those engaged in trade overseas and others performing duties in naval or military spheres. In the beginning, the civil service of India had a limited functional area, confined to several revenue collections; however, gradually it widened the range of its working with the introduction of new services, viz., public health, education, agriculture, irrigation, forestry, and so on. The regular gradation of posts were - 'apprentice'; the grade above that was 'writer' and 'factor'; Junior Merchant' and 'Senior Merchant' were the superior grades. The mercantile service were extremely low-paid. To quote O' Malley: 'The root cause of the abuses prevalent at this time was the obstinate and foolish refusal of the directors (of the East India Company) to pay their employees decent salaries.'

Warren Hastings laid the foundation of the civil service in the modern sense of an administrative corps with toned up morale but it was Lord Cornwallis who made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries too. This policy of Cornwallis was criticized even by some Englishmen like Sir Thomas Munro: 'There is perhaps no example of a conquest in which the natives have been so completely excluded from all shares of the Government of their country as in British India'. Sir John Malcolm remarked, 'I regret as deeply as... any man can, that, there is no opening for natives. We must, or we cannot last, contrive to associate the natives in the task of rule and in the benefits and gratifications that accrue from it'. This principle of filling up all stations of responsibility and authority by the Europeans was confirmed by the Charter Act of 1793. As a result, during the first quarter of the 19th century, Indians occupied practically no post in the public service. But the gradual increase in the Government functions and the heavy burden of covenanted services on the country's financial position led to the assigning of lower posts to Indians and offices such as that of Munsif and Sadar Amin were made available to them.

In 1931-32, the Select Committee of the British Parliament sat to investigate into the East India Company's affairs and the Indian administration. The committee reached the conclusion that it was not wise to exclude Indians from higher posts and it observed that 'such exclusion is not warranted on the score of incapacity for business or the want of application or trustworthiness'. Further, the Committee pin-pointed the causes for admitting Indians to higher services and stated that it

‘would have a beneficial effect in correcting the moral obliquities of their (Indians) general character, would strengthen their attachment to British dominion, would conduct to the better administration of justice, and would be productive of a greater saving in the expenses of the Indian Government’.

To pacify the resentment among the Indians, the Charter Act of 1833 included a Clause which stated: ‘No native of the said territories shall be, by reason only of his religion, place of birth, descent, colour, or any of them, be disabled from holding any place, office or employment under the company’. Lord Macaulay, who played a considerable role in the enactment of the Act, observed in the House of Commons: ‘To the last day of my life, I shall be proud of having been one of those who assisted in framing of the Bill which contains that Clause’. It was in 1837 that an amendment Bill was introduced, allowing the Board to adopt limited competition as the basis for selection. The Directors, with the connivance of the Board, continued the practice of exercising their patronage till 1853. Further, the Macaulay Committee, appointed in 1853, strongly recommended the open competition system for recruitment to the civil services and also listed the subjects to be offered. The committee also recommended the age of 18-23 years for admission to the tests. The examinations were to be held in London. Consequently, the first examination under the new system was held in 1855.

The proclamation issued in 1858, empowered the Secretary of the State-in-Council to regulate appointments to the Indian Civil Services; he was to act with the aid and advice of Her Majesty’s civil service commissioner. In 1860, the maximum age for admission to the open competition was lowered to 22 years and it was provided that the selected candidates would be on probation for one year in England. It held the view that it was not only just but also expedient that Indians were employed in administration to as large an extent as possible. Technically speaking, they were not debarred from entering the public services of the country; but practically they were excluded. The law declared them eligible, but difficulties in the way of a native leaving India and residing in England were so great that they made it almost impossible for a native to successfully compete at the periodical examination held in England. Again, in 1864, the maximum age was lowered to 21 years, but the period of probation was extended to two years which a successful candidate had to pass at an approved University in England. In 1878, the maximum age was further reduced to 19 years.

In 1878, the Secretary of State ordered that each member of the covenanted civil service would be bound to serve anywhere in India. In this way, these services were to become all-India Services. Although the legislative sanction was according in 1912, the Government of India Act, 1912, repealed the designated ‘Bengal Civil Service’, ‘Bombay Civil Service’ and ‘Madras Civil Service’. The Secretary of the State-in Council thereafter ceased to have anything to do with the appointment to particular posts or places in India. Moreover, matters related to the distribution of officers, appointments and promotions were left absolutely to the Government in India itself.

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In 1886, a Commission that consisted of Sir Charles Aitchison, the then lieutenant Governor of Punjab, as President, and fifteen members and a Secretary, was appointed with its main object being ‘to devise a scheme which may reasonably be hoped to possess the necessary elements of finality, and to do full justice to the claims of natives of India to higher and more extensive employment in the public service. The Commission, in its report submitted in 1888, recommended that the services should be divided into three categories - Indian Civil Services, Provincial Civil Services and the Subordinate Civil Services. The recruitment to the first category was to continue, as before, in England; however, recruitment to the other two categories was to be made by the provisional Governments, partly on a competitive basis and partly through promotion from the Subordinate Services. About one-sixth of the posts which were reserved for the members of the Covenanted Civil Service were thrown open to members of the Provincial Civil Services. It recommended that the age limit be raised to 23 years. The commission suggested abolition of the statutory Civil Service system of appointment that had remained below expectations. The Commission turned down the idea of holding the competitive examination simultaneously in India and London, and opined ‘that it is inexpedient to hold the examination in India for the Covenanted Civil Service simultaneously with the examination in London.

In 1893, a resolution was passed by the House of Commons. It said that ‘all competitive examinations hereafter held in England alone for appointment to the Civil Services of India should henceforth be held simultaneously in India and England, such examinations in both countries being identical in nature and all who compete being finally classified in one list according to merit’. All the provincial Governments, except Madras, did not favour the new innovation and as a result of this, the resolution was not adopted through an Act and it remained merely an expression of the academic and pious opinion of the legislature in one of its impulsively liberal moods. In this way, the resolution became ineffective.

Further a detailed review of the Civil Services in India was made by the Royal Commission headed by Lord Islington which submitted its report in 1915. The report could not be published till January 26, 1917, and no serious consideration could take place as the basis of the report had drastically altered. However, on 20 August, 1917, the Secretary of State made an announcement in the House of Commons that Her Majesty’s Government had adopted the policy of ‘the increasing association of Indians in every branch of the administration and the gradual development of self-governing institutions with a view to progressive realization of responsible government in India as an integral part of the British Empire’. The Montford Report, 1918, too recommended that the number of Indians in the administration should be increased and the examination should be held simultaneously in England and India. It laid down that 33 per cent of the superior I.C.S. be filled by Indians and this should follow an annual increase of one and a half per cent. As regards other services too, this procedure was to be followed. The report suggested fair salary, allowances and pension benefits.

Public Service and Government of India Act, 1919

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of Civil Services in India*

According to the rules framed under Section 96 (B)-2 of the Government of India Act, 1919, the All India Service had to consist of the following services:

- The Indian Civil Service
- The Indian Police Service
- The Indian Forest Service
- The Indian Education Service
- The Indian Agricultural Service
- The Indian Civil Veterinary Service
- The Indian Forest Engineering Service
- The Indian Medical service (Civil)
- The Indian Service of Engineers

Appointments to these services 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 Lee Commission, 1924, made the following main recommendations:

- (a) The Commission recommended the retention of the services, viz., the Indian Civil Services, Indian Police Service, the Irrigation Branch of the Indian Service of Engineers, and except in the Province of Bombay, the Indian Forest Service to which appointments were being made and controlled by the Secretary of State.
- (b) The commission recommended that no recruitment in future should be made for provincial governments, particularly in transferred fields, namely, the Indian Educational Service, the Indian Agriculture Service

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(Civil), the Indian Veterinary Service, the Road and Building Branch of the Indian Service of Engineers and Forest Service in Bombay. The personnel for these services, were, further, to be recruited by the provincial governments.

- (c) With regards to Indianisation, the commission recommended that 20 per cent of the superior posts should be filled by promotion from the Provincial Service. Direct recruitments should provide equal shares to Indians and Europeans so that a 50:50 cadre should be produced in about fifteen years. For the Indian Police Service, direct recruitment was to be made on the basis of 5:3 among Europeans and Indians, respectively, and the remaining 20 per cent were to be obtained by promotion from the Provincial Service. It was also to be a 50:50 cadre for the Indian Police Service. For the Indian Forest Service it was suggested that the recruitment be in the ratio of 75 per cent and 25 per cent, respectively, and for irrigation, the direct recruitment was to be in an equal ratio of 40 per cent each, with the remaining 20 per cent posts to be filled by means of promotion from the Provincial Service. It was also recommended that British officers should have freedom of retirements on the grounds of proportionate pensions if at any time the department in which they had been employed should be placed under the control of the concerned ministers. The secretary of State-in-Council accepted the recommendations and these were implemented.

Check Your Progress

1. Which far-reaching changes in administration did Lord Cornwallis make?
2. Name the categories of the public service recommended by the Commission in its report in 1888.

3.3 CONSTITUTIONAL PROVISIONS OF CIVIL SERVICE

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 superannuation. 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.

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- 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 susceptible 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 the 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 the 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 aforesaid, a question arises 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

3. What does Article 312 empower the Parliament with?
4. What were the officers of the Indian Civil Service who continued to serve after independence guaranteed?

3.4 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. Lord Cornwallis made far-reaching changes in administration. He reserved all the superior services for the European servants and raised their salaries too.
2. The Commission, in its report submitted in 1888, recommended that the services should be divided into three categories - Indian Civil Services, Provincial Civil Services and the Subordinate Civil Services.
3. 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.

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4. 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.

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3.5 SUMMARY

- The term civil service was used to designate those servants of the East India Company who carry on the trade of the company. These servants became administrators when the company engaged in mercantile affairs, acquired political power and territorial empire, and the British Government took over charge from the company. They then came to be known as Civil Servants.
- In the beginning, the civil service of India had a limited functional area, confined to several revenue collections; however, gradually it widened the range of its working with the introduction of new services, viz., public health, education, agriculture, irrigation, forestry, and so on.
- Warren Hastings laid the foundation of the civil service in the modern sense of an administrative corps with toned up morale but it was Lord Cornwallis who made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries too.
- The principle of filling up all stations of responsibility and authority by the Europeans was confirmed by the Charter Act of 1793.
- In 1931-32, the Select Committee of the British Parliament sat to investigate into the East India Company's affairs and the Indian administration. The committee reached the conclusion that it was not wise to exclude Indians from higher posts and it observed that 'such exclusion is not warranted on the score of incapacity for business or the want of application or trustworthiness'.
- To pacify the resentment among the Indians, the Charter Act of 1833 included a Clause which stated: 'No native of the said territories shall be, by reason only of his religion, place of birth, descent, colour, or any of them, be disabled from holding any place, office or employment under the company'.
- The Macaulay Committee, appointed in 1853, strongly recommended the open competition system for recruitment to the civil services and also listed the subjects to be offered. The committee also recommended the age of 18-23 years for admission to the tests. The examinations were to be held in London. Consequently, the first examination under the new system was held in 1855.
- In 1860, the maximum age for admission to the open competition was lowered to 22 years and it was provided that the selected candidates would be on probation for one year in England.

- In 1878, the Secretary of State ordered that each member of the covenanted civil service would be bound to serve anywhere in India. In this way, these services were to become all-India Services.
- In 1886, a Commission that consisted of Sir Charles Aitchison, the then lieutenant Governor of Punjab, as President, and fifteen members and a Secretary, was appointed with its main object being ‘to devise a scheme which may reasonably be hoped to possess the necessary elements of finality, and to do full justice to the claims of natives of India to higher and more extensive employment in the public service. The Commission, in its report submitted in 1888, recommended that the services should be divided into three categories - Indian Civil Services, Provincial Civil Services and the Subordinate Civil Services.
- The Montford Report, 1918, too recommended that the number of Indians in the administration should be increased and the examination should be held simultaneously in England and India. It laid down that 33 per cent of the superior I.C.S. be filled by Indians and this should follow an annual increase of one and a half per cent. As regards other services too, this procedure was to be followed. The report suggested fair salary, allowances and pension benefits.
- According to the rules framed under Section 96 (B)-2 of the Government of India Act, 1919, the All India Service had to consist of the following services:
 - o The Indian Civil Service
 - o The Indian Police Service
 - o The Indian Forest Service
 - o The Indian Education Service
 - o The Indian Agricultural Service
 - o The Indian Civil Veterinary Service
 - o The Indian Forest Engineering Service
 - o The Indian Medical service (Civil)
 - o The Indian Service of Engineers

Appointments to these services were to be made by the Secretary of State.

- 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.
- With regards to Indianisation, the Lee commission recommended that 20 per cent of the superior posts should be filled by promotion from the Provincial Service. Direct recruitments should provide equal shares to Indians and Europeans.

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- 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.
- 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’.
- 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:
 - o Indian Service of Engineers (irrigation, power, buildings and roads).
 - o Indian Forest Service;
 - o Indian Medical and Health Service, Indian Foreign Service and Indian Economic Service are also among these services.

3.6 KEY WORDS

- **House of Commons:** It is the elected chamber of the U.K. Parliament.
- **Constitutional framework:** It is a set of the procedures for the formation of a government.

3.7 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What were the conclusion and the statement of the Select Committee of the British Parliament while investigating into the East India Company’s affairs and the Indian administration?
2. What did the clause in the Charter Act of 1833 state?
3. State the services included in the All India Service according to the rules framed under the Government of India Act, 1919.
4. What did Dr. B.R. Ambedkar say while addressing the Constituent Assembly?

Long Answer Questions

1. Explain the main recommendations made in the Lee Commission, 1924.
2. Illustrate the reasons why All-India Services are greatly beneficial.
3. Describe the constitutional framework of the civil services.

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3.8 FURTHER READINGS

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BLOCK - II

RECRUITMENT AND TRAINING

NOTES

UNIT 4 RECRUITMENT

Structure

- 4.0 Introduction
 - 4.1 Objectives
 - 4.2 Process and Methods of Recruitment
 - 4.3 Answers to Check Your Progress Questions
 - 4.4 Summary
 - 4.5 Key Words
 - 4.6 Self Assessment Questions and Exercises
 - 4.7 Further Readings
-

4.0 INTRODUCTION

The civil service is the executive agency or action arm of the state and as such is engaged in implementing its policies and decisions. In addition, it is the accredited adviser of the political executive advising it on policy-making. Its advice is based upon professionalism. Civil service has always been viewed as the trusted solution to all kinds of problems facing the country. Recently, a few more All-India Services had been added in the technical fields, viz., Indian Medical Service, Indian Statistical Service and Indian Engineering Service. Recruitment to All-India Services is made by the Union Public Service Commission, based on a competitive examination accompanied by a viva-voce test. Only a university graduate of Art, Science or holding equivalent qualifications can take such examinations. The written examination is in-fact of a standard higher than that of graduation. Prior to June, 1979 examination, the syllabus for the IAS examination consisted of three compulsory papers namely, essay, general English and general knowledge, each carrying a maximum of 150 marks. Out of a number of optional papers, only three papers of 600 marks were to be offered by all services except the IPS for which only two papers of 400 marks were to be offered. The much publicized and highly controversial scheme for the civil service examination appeared in comprehensive details in January, 1979. In fact, the basic framework of Kothari Committee Report of 1976 was accepted by Government of India in December, 1978. This unit deals with the recruitment process and selection methods of civil services examination.

4.1 OBJECTIVES

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

- Understand the recruitment process of the Indian Administrative Services
- Explain the working of the Union Public Service Commission
- Define the term recruitment
- State the problems of the recruitment system of public commission
- Describe the Kothari Committee report on recruitment policy and selection methods

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4.2 PROCESS AND METHODS OF RECRUITMENT

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 service 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 of both written examination as well as interview. The written examination consists of:

- (a) Compulsory papers: (1) Essay writing (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.

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- (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-IV (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 30 October 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.

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NOTES**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 1 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.

Second, 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 grounds 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.

Third, 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. 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

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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 of the working of Public Administration in our country. The glaring defects in our recruitment system can be summed up as follows:

- (i) 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.
- (ii) 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.
- (iii) 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.

- (iv) 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.'
- (v) 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 for judging 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.
- (vi) 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.

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

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

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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. Second, people are likely to be swayed by personal considerations. Third, 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 to be elected and others should be appointed through a system of recruitment. The recruiting powers are vested in some organs of the government. Formally, this organ 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 one 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.

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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 detaining 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
 - Record of previous experience
 - Examinations
- (i) The hire and fire system:** This is the 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.
 - (ii) 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.
 - (iii) 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 used in the recruitment from within. In the USA this method is used and is called 'efficiency records' or 'service ratings'.
 - (iv) 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.

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

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

(i) 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 either the general ability and intellectual calibre of the candidates or 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 the best 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 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', William 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.

- (ii) 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 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.

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

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NOTES**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 Administrative Reform Commission (ARC). Since 1973, candidates are permitted to make three attempts for each of the three categories of services within the permissible age range.

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.

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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 proper 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 analyzed in terms of (i) location of the recruitment authority; (ii) recruitment from within versus recruitment authority; (ii) recruitment from within versus 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 without

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:

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

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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 practiced to get optimum results.

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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 out 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 in 1968. 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.

Recruitment

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 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 many more facets, and personnel list; personnel 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.

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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.

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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.

Check Your Progress

1. What are the major categories of services in India?
2. What did the committee on recruitment policy and selection methods under the chairmanship of D. S. Kothari recommend?
3. What is public recruitment?

4.3 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. In India, services are classified into three major categories—All India, Central and State Services.
2. The Committee under the chairmanship of D.S. Kothari 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.
3. Public recruitment may be defined as that process through which suitable candidates are induced to compete for appointments to the public service.

4.4 SUMMARY

- 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.
- 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.
- 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.

- 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.
- 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 30 October 1978. The Committee in its report recommended a preliminary examination comprising of objective type questions, general studies and an optional subject.
- 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 Public Service Commission is an independent statutory body constituted under Article 315 (I) of the Constitution of India.
- The functions of the Commission as prescribed in Article 320 of the Constitution fall into two categories: (a) Administrative, (b) Advisory.
- 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.
- The determination of the recruiting authority is one of the essential features of the personnel systems.
- Multiple choice questions 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.
- The main aims of interview are: (i) to obtain a look at the candidate, and (ii) to detect positive or negative qualities.
- Interview 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.

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- 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.
- 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'.
- 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 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 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.
- 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. 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.

4.5 KEY WORDS

- **Viva voce:** It refers to an oral examination, typically for an academic qualification.
 - **Commission:** It is a group of people entrusted by a government or other official body with authority to do something.
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4.6 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What decisions were taken by the Government of India on the basis of the recommendations of the Committee under the chairmanship of D. S. Kothari?

2. What is annual report of the Public Service Commission?
3. What are the main aims of the interview?
4. Write a brief note on 'recruitment'.
5. What are the two similarities between the French system and the British system of recruitment?
6. What are the advantages and disadvantages of direct recruitment?

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Long Answer Questions

1. Explain the recruitment process of IAS exam.
2. What is Public Service Commission? Describe its functions.
3. Illustrate the problems of the recruitment system.
4. Give historical background of recruitment process for higher Civil Services in India.
5. Describe the process of recruitment.
6. Elucidate the recommendations made by the Kothari Committee.

4.7 FURTHER READINGS

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UNIT 5 TRAINING

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Structure

- 5.0 Introduction
- 5.1 Objectives
- 5.2 Objectives, Types and Techniques of Training
- 5.3 Answers to Check Your Progress Questions
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5.0 INTRODUCTION

After clearing the civil services exam conducted by the UPSC, all fresh recruits are required to undergo rigorous training at various institutions subject to the service allocated to them. The training is meant to enable future civil servants and diplomats of the country to acquire the physical and mental fitness and capacities to administer their duties and responsibilities efficiently. It aims at enhancing the technical efficacy of the officers, to enable them to be more adaptive to the changing circumstances in the country and the local region, and to improve mental toughness also. All fresh recruits go to the Lal Bahadur Shastri National Academy of Administration (LBSNAA) in Mussoorie, Uttarakhand, irrespective of the service, i.e., whether officers are inducted into the IAS, IFS, IFoS, IPS or IRS. The initial training is of four months and termed as the Foundation Course. The purpose of this is to instil a sense of 'equality' among all the recruits. After their Foundation Course, the probationers go to their respective training institutions depending on their service. Various training methods such as lectures, tutorial, case studies, management games, guest lectures and films are used to impart required skills. In this unit we will study about the training system in India, important training institutions and its criticism.

5.1 OBJECTIVES

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

- Understand the concept of training
- Discuss the training system during pre and post-independence
- Explain the training system for higher civil services in India
- Describe the types and techniques of training
- State the important training institutions in India
- Examine the shortcomings of training system in India

5.2 OBJECTIVES, TYPES AND TECHNIQUES OF TRAINING

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 sending 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:

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‘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 and Railways, 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.

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. 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.

Training

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.

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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

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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 behavioural 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, and environmental pollution.

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.

Training for Higher Civil Services in India: Introduction

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 increased 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 is setting goals and objectives of training. Although the specific objectives

of the individual departments and organizations may differ, 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 utmost importance that every employee/officer should realize that he should be a 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.

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 and the standard of performance for the job (viii) develop replacements, prepare people for advancement, improve manpower development, and ensure continuity of people for advancement, and leadership (ix) use correctly new tools, machines, processes, methods or modifications thereof (x) ensure the survival and growth of the enterprise.

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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 of 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 obsolescence, 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. 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 in 1800 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, 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 acquaintance 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 facilities 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.

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Types of Training

There are different types of training imparted in different countries. Some of the major varieties of training are as follows:

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- 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

1. Formal and Informal Training

Informal training is training by experience which the employee gradually acquires in the course of the actual doing of the work. This has been the traditional method of training in public administration and still holds the field to a large extent. 'The usual practice', says Dr. Gladden, 'especially in the ordinary clerical branches, has been to pitchfork the new-comer straight on a job with the minimum among of preliminary advice, and to leave him to the mercies of his, often, over pressed colleagues.' There is a great deal to be said for such learning by experience and the practical 'administrator has been all for it', but as Mr Tickner, Director of Training and Education, H.M. Treasury, has put, it, 'It is the "hard way" of learning and can fully succeed only in case of the most persistent pupils. In the case of the average employee, it may lead to the formation of bad habits and breed much frustration and discouragement. Even when successful the process must be a slow one since the examples which impress his (the trainee's) mind come before him successively over a period of years and he has no framework of ideas into which to fit them.' Formal training which is carefully prearranged and conducted under expert guidance and assistance for the employee is free from these defects.

2. Short-and Long-Term Training

The difference between short-term and long-term training depends upon the duration of the training course. If the duration of training is of only a month or two, it may be called as short-term training. However, on the other side, if it takes a year or two, it is long-term training. For instance in our country the training for All India and Central Services is of this type. The duration of training generally depends upon the nature of the subject matter of training and the needs of the service. The duration of the training depends upon the ease or difficulty of the subject-matter of the training and the exigencies of the service. During times of emergency like war, for example, the demand for short-term training of new recruits, military as well as civil, is insistent.

3. Pre-entry Training

Pre-entry training, as it is quite clear, indicates training before entering into service. It is imparted when the candidates are aspiring to enter the civil service or any other service. The basic objective of this type of training is to prepare the positive candidates for entrance into the public service or more broadly to develop the knowledge and qualities of mind which will make for subsequent success. Thus, any educational qualification of training which prepares a candidate for civil service, including education being imparted in the various schools and universities is the part of pre-entry training. This type of training generally takes the shape of vocational or professional instruction at technical schools/colleges like, medical and engineering institutes. In the Indian context, for instance, we can say that there is hardly any specific pre-entry training scheme in existence. However, in USA, a wide pre-entry training scheme exists for administrative and managerial positions in the forms of internship and apprenticeship. In fact, an internship programme is an education method which prepares the specially selected and specially supervised trainees for administrative and policy careers in public affairs. This system of education has succeeded in producing quite a good number of outstanding young persons for public service.

The general problem relating to pre-entry is whether it should be of a general type of specifically designed for the needs of the government. For instance, the practice in the British and continental system is to recruit members of very young age on the basis of their general qualifications. General education at the pre-entry stage has been preferred because of certain advantages, which are: (i) General education helps in broadening the mental horizon of the youth; (ii) if pre-entry training is not general it would mean the education would be specialized to the need of the government and would cease to be the foundation of culture and civilization. It will no longer be based upon the ideas and moral values of the people.

As a matter of fact, even in a country like the USA which mainly prefers a specialized and vocational pre-entry training has started realizing the importance of general pre-entry training. It does not mean that public administration as a special subject should not be taught in the universities. The general education must be supplemented by some special phases of techniques. Thus, in a nutshell it can be pointed out that general education should be the rule in the pre-entry training however, exception has to be made in case of professional and technical services.

4. Post-entry Training

This type of training is directed towards individuals who are usually at work or who are already in service. Post-entry training can be 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

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attitudes'. It helps the individual to know the techniques of his work and to shoulder his new responsibilities effectively. It would be quite relevant here to understand the distinction between the in-service training and post-entry training. In fact, the distinction between the two is indistinct. That is why Milton, M. Mandell opines, 'Post-entry training, while for the most part is not directly related to the work of the employee is definitely of help to an organization'. For instance, training in engineering for a personnel specialist in public work of highway department. Training in personnel work or public administration in this instance would be considered as in service training.

5. Departmental and Central Training

Training is departmental when arrangements are made for it within the department of the office itself. Most of training schemes in operation are of this type; each department catering to its own specialized requirements. Such training is usually imparted by the more experienced officers of the department itself. For less specialized varieties of training, especially for the higher officers, there are central training institutions, e.g., the Training and Education Division of the British Treasury which provides a short course of background training for the new entrants to the administrative class of the service or the I.A.S., training school for the I.A.S. cadets at New Delhi. Sometimes individual departments also maintain their central or regional training institutions, e.g., the police training schools and colleges in many of the Indian States.

6. Orientation Training

The main aim of orientation training is to introduce the fresh recruits to the basic concept of his job environment, organization and its goal. The importance of this type of training has been very well explained by Morstein Marx in the following words: It is clear that significant advances in the functional efficiency of the 'administrative state' cannot be expected without corresponding changes in the working style of the administrative system. In this respect, perhaps, the most important thing is the acceptance within the higher civil service of a reorientation towards its rule. The men of the top cadre must shift their attention from watching processes' to measuring their impact, from 'getting the things done' to give each citizen his due, from the technology of administration to the effect upon the general public, from utility to ethics. Not what is being said but what is being done, will decide whether the 'administrative' will stand eventually as a benefactor or as a destroyer. It is for the civil servant to realize that much of what can be done must be his doing. Orientation training is gaining ground in a number of developing countries including India. For instance in our country, orientation training is becoming important with an object to keep bureaucracy, in general and rural bureaucracy in particular, attuned to the new tasks. Some of the institutes meant for the rural development are seized with this problem.

7. Skills Training and Background Training

Training

Skills or vocational training is intended to develop the professional efficiency of the employees. The training of the income tax officers or traffic police inspection training are examples of skills training. Background training is of general nature. This type of training programme aims at mental development of the trainee. Its object is not to provide any particular skill as such. The trainees are imparted knowledge in Political Science, Sociology, Administration, Planning and Economics. In the background of this training they are in a position to understand the social and economic problems in their right perspective.

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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 the best for different groups or tasks. Care must be taken in adapting the technique/method to the learner and the job. Effective training techniques generally fulfil 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. Following are the techniques of training:

- (i) **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.
- (ii) **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.
- (iii) **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

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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.

(iv) 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.

(v) 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.

(vi) 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 simplest 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 in charge 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 matter 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 a 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 centred 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

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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 involves 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. Sometimes 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 worthwhile practical administrative experience. The case study method has great potential 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.

Training Institutions in India

Training

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 follows:

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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.

For the foundational course of 5 months, the subjects taught are the same as at the former IAS training school at Delhi. For the IAS cadets, a three month's tour (Bharat Darshan) is also arranged, and four months 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

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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 organizes a year long professional course in Diplomacy and International Relation for IFS probationers. The Institute also organizes 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

Training

Established in March 1954, apart from research in Public Administration, the IIPA organizes 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 organizes 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.

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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, organizes 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), Dehradun

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 and 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 of central services belonging to income tax department.

NOTES**9. Training for Indian Administrative Service (I.A.S.)**

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 I.A.S. 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 socio-economic 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.

Criticism of the Training System in India

It is rightly described that 'higher civil service training in India is too pedagogic to be result oriented, too causal to be promotion linked and too generalistic to be professionally relevant'. One of the serious scholars of the Indian administration is of the thought that 'training is viewed as a paid holiday by a large number of public officials in India. It essentially betrays a crisis of motivation; in the process of administration and on the part of both the trainers and trainees.'

Following are some of the criticisms levelled against India's training system:

- Training of public services in India has been a growing industry at least since independence. However, despite this boom, only a small number of public servants have been able to benefit by the training policies and arrangements both in the governments as well as public sector. According

to one estimate, only one senior civil servant in five is likely to have some in-service training during his/her entire career. Also such training has heavily concentrated on pre-entry and post-entry courses for administrative elites, to the neglect of in-service training and the training needs of lower level staff.

- It is a well-known fact that training has been frequently done for the wrong reasons and in the wrong way. People are set on courses to get them out of the way or to find a temporary placement for those awaiting transfers or postings. Sometimes it has been given as a reward (especially long-term courses in foreign countries) for one's services in a particular department, but without any pre-planning as to how the training given is proposed to be utilized after the trainee's return from the course. Bureaucratic politics and patronage play a more important role. Such arrangements have little to do with the nature of training or making people more effective at their jobs.
- Some officers apply for training simply to escape from the hard work or responsibilities of the job or to avoid transfer.
- Most of the training opportunities are generally utilized by the senior level officials with the result that many middle level officials, who are crucial players in the political process, virtually have no in service training throughout their career. Indeed, in the Indian context, this is the corps of middle level officials who have responsibility for implementing specific programmes in a specific relatively constricted area—a state, a district, a province or an urban zone.
- Over the years, there has been a gradual realization on the part of the government that input of various social sciences discipline is essential in many training programmes meant for development administrators. However, except a few long-term courses, meant as a part of the in-service process, many of the training programmes do not at all correspond to the educational needs of the development administrators.
- The methodologies adopted in most cases go beyond the traditional lecture method that has been in vogue and which is perhaps the earliest one to pick up as a training device. Efforts have seldom been made to link training with research and consultancy.
- A rigorous evaluation of training programmes in the context of organizational and environmental framework has been lacking in most of the training efforts. Coupled with that has been the absence of systematic monitoring and follow up of the effects of training on one's career development or performance on the job.

While documenting on the lacunae in the existing training system, the Fifth Central Pay Commission in its report observed, 'Training in India suffers from the

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twin ills of low priority and adhocism. There is no well thought out perspective plan for training. Frequently there is no integration between training and performance or career development. Modules imparting the spirit of 'Customer Orientation' amongst government employees are sadly lacking. The priority assigned to training is low and more often than not, an official is sent for training only because he happens to be free. Training needs of the Staff are seldom identified'.

In brief, systematic training of higher civil servants has been conducive to promote ability, skills and integrity of the civil services, but the objectives of training have not been realised to the desired extent.

Check Your Progress

1. What did the Planning Commission recommend?
2. Why is training essential?
3. Why is training a practical and vital necessity?
4. List some of the major varieties of training.
5. What is background training?
6. Why is the usefulness of group discussions, syndicates, seminars and conferences limited in many cases?

5.3 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The Planning Commission recommended the conversion of Indian Administrative Service Training 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.
2. Training is essential for efficiency, effectiveness and also for broadening the vision of the employees.
3. 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.
4. 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

5. Background training is of general nature. This type of training programme aims at mental development of the trainee. The trainees are imparted knowledge in Political Science, Sociology, Administration, Planning and Economics.
6. The usefulness of group discussions, syndicates, seminars and conferences is 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.

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5.4 SUMMARY

- 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.'
- 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.
- 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.
- 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.
- The Lal Bahadur Shastri National Academy of Administration at Mussoorie imparts training to the new entrants in all central services of the government.
- 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 behavioural changes and information system.
- Once specific training needs have been determined and policies relating thereto established, the next stage is setting goals and objectives of training.
- The idea of civil service training presented by him struck a deep root into the minds of directors, with the result:
 - o Haileybury College for the training of young recruits to the Covenanted Civil Service was set up in 1805.

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- o The young recruits were required to spend two years in England with a view to strengthen their liberal education and to have their first acquaintance with Indian languages, laws and history.
- o The college of Fort William was degraded as a mere language school.
- o During the next 50 years, i.e., from 1805 down to 1855, the Indian Civil Service was manned by the product of Haileybury College.
- o After the adoption of the competitive principle to recruitment to the Indian Civil Service, the college was abolished in 1858.
- o The successful recruits based on the competitive examination were required to spend one to two years in Britain University.
- o The courses taught were Indian Criminal law, Indian History, Indian Language and riding. It was followed by an on the job training in India.
- o The higher civil servants of India continued to be trained in England until World War II.
- o A camp training school at Dehra Dun was started in 1940 to train the new entrants from 1940 to 1943.
- o There were, however, no training facilities 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.
- Informal training is training by experience which the employee gradually acquires in the course of the actual doing of the work. This has been the traditional method of training in public administration and still holds the field to a large extent.
- Pre-entry training, as it is quite clear, indicates training before entering into service. It is imparted when the candidates are aspiring to enter the civil service or any other service. The basic objective of this type of training is to prepare the positive candidates for entrance into the public service or more broadly to develop the knowledge and qualities of mind which will make for subsequent success.
- Post-entry training is directed towards individuals who are usually at work or who are already in service. Post-entry training can be 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'.

- Training is departmental when arrangements are made for it within the department of the office itself.
- The main aim of orientation training is to introduce the fresh recruits to the basic concept of his job environment, organization and its goal.
- Skills or vocational training is intended to develop the professional efficiency of the employees. The training of the income tax officers or traffic police inspection training are examples of skills training. Background training is of general nature. This type of training programme aims at mental development of the trainee. Its object is not to provide any particular skill as such. The trainees are imparted knowledge in Political Science, Sociology, Administration, Planning and Economics.
- 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.
- Group discussion is an established method for civil service training. It is known as a seminar or team discussion.
- 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.
- 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.'
- The National Academy of Administration set up at Mussoorie 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. 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.
- 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 organizes a year long professional course in Diplomacy and International Relation for IFS probationers.

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- 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, organizes regular orientation courses for the higher and middle level civil servants engaged in the field of rural development administration.

5.5 KEY WORDS

- **Staff college:** It is a college at which military officers are trained for staff duties.
- **Orientation:** It refers to a program of introduction for newcomers to a college or other institution.
- **Bureaucracy:** It is a system of government in which most of the important decisions are made by state officials rather than by elected representatives.
- **Vestibule training:** It is a training method in which trainees learn on the actual or simulated equipment they will use on the job, but are trained off the job
- **Adhocism:** It is the practice of reacting to what happens or is needed at a particular time, rather than planning in advance.

5.6 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Question

1. How have the content of training programmes undergone substantial changes?
2. Write a short note on training of civil service personnel.
3. What were the main features of systematic training and the efforts put in by Lord Wellesley?
4. Write a short note on the training programme during British India and the regime of the East India Company.
5. What is orientation training?
6. State the ways of conducting a group discussion.
7. Discuss briefly the case study method of training.
8. What is role playing?

Long Answer Question

1. What recommendations were made by the committee which was appointed to delve into the whole issue of training? Explain.

2. Describe the main objectives of the Assheton Committee.
3. Explain the results of the idea of civil service training presented by Lord Wellesley.
4. Evaluate pre-entry and post-entry training.
5. Illustrate off the job training methods.
6. Discribe some of the most important institutions of civil service training in India.
7. Evaluate the criticism of the training system in India.

Training

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5.7 FURTHER READINGS

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UNIT 6 UPSC AND STATE PUBLIC SERVICE COMMISSION

Structure

- 6.0 Introduction
- 6.1 Objectives
- 6.2 Composition and Functions of Union Public Service Commission
- 6.3 State Public Service Commission
- 6.4 Staff Selection Commission
- 6.5 Answers to Check Your Progress Questions
- 6.6 Summary
- 6.7 Key Words
- 6.8 Self Assessment Questions and Exercises
- 6.9 Further Readings

6.0 INTRODUCTION

The Public Service Commissions in India are constitutionally mandated (Articles 315 to 323) to assist the respective state governments in matters of recruitment, transfers and disciplinary actions. The Union Public Service Commission (UPSC) conducts the IAS Exam every year which is the common entry point for 20-odd Group A and Group B services. Likewise, the State Public Service Commissions conduct recruitment exams to fill the posts of coveted services in the state administration. UPSC performs various functions such as conducting examinations for appointment to the services of the Union, direct recruitment by selection through interviews, appointment of officers on promotion/deputation/absorption, framing and amendment of recruitment rules for various services and posts under the Government, disciplinary cases relating to different civil services and advising the Government on any matter referred to the Commission by the President of India. The jurisdiction of the Union Public Service Commission is far wider than that of the State Public Service Commission. The jurisdiction of the Union Public Service Commission extends across the entire length and breadth of the country because it is related to the Civil Service of the Union Government whereas the jurisdiction of the State Public Service Commission is limited within the State. A State Public Service Commission performs all those functions in respect of the state services as the UPSC does in relation to the Central services. Staff Selection Commission is an organisation that is involved in conducting examinations and interviews for the appointment of staff in different ministries under the Government of India and various subordinate offices under the Government. Let us study more about the organization and the functions of UPSC, State Public Commission and Staff Selection Commission.

6.1 OBJECTIVES

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

- Understand the composition and functions of UPSC
- Explain the functions of State Public Service Commission
- Describe the working and function of Staff Selection Commission

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6.2 COMPOSITION AND FUNCTIONS OF UNION PUBLIC SERVICE COMMISSION

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

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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 convention 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.

UPSC and State Public
Service Commission

- 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 advise 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.

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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 or 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.

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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

Check Your Progress

1. What did the Government of India Act of 1919 provide for?
2. At present how many members does the UPSC consist of?

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6.3 STATE PUBLIC SERVICE COMMISSION

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.

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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;

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Material*

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- 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.

Check Your Progress

- 3. Who appoints the Chairman and other members of a Public Service Commission?
- 4. What is the age limit of a member of a Public Service Commission for holding office?

6.4 STAFF SELECTION COMMISSION

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

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Network of offices established at various locations. The Headquarter of the Commission is located at New Delhi.

Headquarter

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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;

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- 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;

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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 Staff Selection Commission?
6. Where is headquarter of the Staff Selection Commission?

6.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The Government of India Act of 1919 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).
2. At present, the UPSC consists of a chairman and seven members.
3. 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.
4. 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.

5. 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. It makes recruitment to Groups B, C and D.
6. The Headquarter of the Staff Selection Commission is located at New Delhi.

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6.6 SUMMARY

- 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).
- 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.
- The commission conducts the open competitive examinations for various All India and Central Services. 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.
- The commission advises the government on cases of transfer from one service to another.
- 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.
- 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

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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.

- 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.
- 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.
- 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 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.
- The Staff Selection Commission makes 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.

6.7 KEY WORDS

- **Executive Resolution:** It is a kind of Government Policy which is undertaken to administrate government function smoothly and to execute a proper government structure which a PM or CM promulgates through the cabinet.

- **Secretariat:** It is a permanent administrative office or department, especially a governmental one.
- **Stenographer:** It refers to a person whose job is to transcribe speech in shorthand.

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6.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Give a brief history of the Public Service Commission.
2. Write in brief about the organization of UPSC.
3. What does Article 316 of the constitution state?
4. State the organization of the Staff Selection Commission.

Long Answer Questions

1. Describe the observations made by the Royal Commission about setting up of a Public Service Commission.
2. Explain the functions of the UPSC.
3. Illustrate the duties performed by the UPSC.
4. Under what circumstances can the chairman or a member of the commission be removed from the office? Explain.

6.9 FURTHER READINGS

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UNIT 7 PROMOTION

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Structure

- 7.0 Introduction
- 7.1 Objectives
- 7.2 Meaning of Promotion
 - 7.2.1 System of Promotion in India
- 7.3 Answers to Check Your Progress Questions
- 7.4 Summary
- 7.5 Key Words
- 7.6 Self Assessment Questions and Exercises
- 7.7 Further Readings

7.0 INTRODUCTION

Promotion is the ascension of an employee to higher ranks that involves an increase in salary, responsibilities, status, and benefits. This aspect of the job is what motivates employees to perform the most. A promotion in principle requires more work and effort in a job. The promotion decisions are based on organizational policies and are taken on different aspects such as the length of service, experience, seniority, performance, etc. Promotion policies must be clearly stated and widely circulated and explained to all employees since it is a sensitive issue. The Indian Civil & Administrative Services (Central) Association, in their oral deposition before the Commission, emphasized the need for introducing a transparent and merit-driven placement and promotion framework which has uniform and transparent applicability across services and cadres. The Commission is of the view that the procedure for appointments in the higher echelons of Central Government has to be modified so that due emphasis is placed on selecting performers who are suitable for specific jobs and whose performance can be monitored. In this unit we shall study about the promotion system in India, its advantages and importance in civil services.

7.1 OBJECTIVES

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

- Understand the concept of promotion
- Explain the system of promotion in India
- Discuss the advantages and importance of promotion

7.2 MEANING OF PROMOTION

‘Promotion’ is a term which covers a change and calls for greater responsibilities, and usually involves higher pay and better terms and conditions of service and, therefore, a higher status or rank.

A promotion may be defined as an inward advancement of an employee in an organization to another job, which commands better pay/wages, better status/prestige, and higher opportunities/challenges, responsibility and authority, better working environment, hours of work and facilities, and a higher rank.

Thus ‘promotion’ means advancement—moving ahead, securing greater recognition and status. A promotion is a change of position that involves the assumption of greater responsibilities, a movement up the ladder of authority. It refers to the status structure of organizations and to prestige accorded to various positions. In our ultimate analysis, promotions are changes in rank with some enhanced authority and responsibility.

According to Scott and Clotheir, ‘A promotion is the transfer of an employee to a job which pays more money or one that carries some preferred status.’ L. D. White says, ‘Promotion means an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually an increase of pay’. William G. Torpey observes, ‘promotion refers to the movement of an employee from one position to another position having a higher grade or a higher minimum salary. A promotion involves increased duties and responsibilities for the employee.’

Promotion is an important constituent of a sound personnel policy besides being a technique of filling vacant posts in public employment. Public personnel system cannot be efficient without providing ample opportunities to the employees to rise high in the administrative set up. To keep the employees efficient, some incentives are required, and the greatest incentive to an employee is his promotion from one post to the next higher post.

Prof. Pigor and Myres have defined promotion as, ‘Promotion is the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary’. In the words of Flippo, ‘Promotion involves a change from one job to another that is better in terms of status and responsibilities’.

The change in duties and responsibilities is the essential characteristic of the promotion process. Promotion means progress from a lower to a higher class leading to change of duties and responsibilities. When an employee is promoted, it leads to increase in his salary also. But a mere increase in salary is not promotion.

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Increase in the salary is a subsidiary part of promotion; the real promotion is in terms of change in the class status of the employee which involves change of duties and responsibilities.

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A well-developed promotion policy is 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 the man interested in the job.

It should be remembered that transfer from one post to another post of the same status or responsibility is not promotion. Similarly, annual increment, i.e., annual increase in the same salary scale is also not promotion. Promotion means change of status as well as pay scale.

A promotion takes place when an employee moves to a position higher than the one formerly occupied. His responsibility, status and pay also increase. When as a result of promotion there is no increase in the employee's pay, it is called a 'dry' promotion.

Promotions may be either horizontal or vertical. Horizontal promotion is a minor promotion within the same classification of a job, such as lower division clerk to upper division clerk or from second grade foreman to first grade foreman. Vertical promotion crosses the boundary of job classification, e.g., the promotion of a clerk to office superintendent or state civil service to All India Service.

There are two broad concepts on which all promotion channels are generally based. One concept is of placing the rank-in-the-job. Here the rank is more tied to the job than to the individual. This means that the content of the job—the level of skill, effort and responsibility—determines its place and pay in the hierarchy of jobs. To be promoted, a man must move from his present job assignment to one of greater job demands and responsibility. The other concept is of placing rank-in-the man. Here the rank is more tied to the man than to his job. This means that the level of skill and performance of the man and not the content of the job determines the job's place in the hierarchy of jobs. To be promoted, a man need not move from his present job assignment but must acquire greater proficiency. This concept is widely used for professionals and for faculties in Universities. A hierarchy of job titles, such as Assistant Professors, Associate Professor, Professor, etc., represents degrees of proficiency more than differences in basic job content.

Thus promotion changes the rank, status, designation and salary of an employee. When a Junior Assistant becomes a Senior Assistant, a Deputy Secretary becomes a Secretary, a Group-B civil servant becomes a Group-A civil servant then it is called promotion. Promotion may also be from one service to another higher service i.e. from State Civil Services to All India civil Services. It is thus clear that promotion may be from lower class to higher class, lower service to higher service.

7.2.1 System 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. 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 fifty 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.

1. 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

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- 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.

2. 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.

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 an employer's point of view 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 lifetime 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 an attractive career and attract the best talents to join it.

Promotion

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.

Thus promotion system is essential to keep employees contented, 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.

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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.'

W.P. Willoughby has prescribed the following essentials of a sound promotion system:

- Adoption of standard specifications setting forth the duties and qualifications required for all promotions in the government service
- The classification of these promotions into distinct classes, salaries, grades and services
- The inclusion within this classification of all the higher administrative promotions except those having a practical character
- The adoption, so far as possible, of the principle of recruitment from within for filling up of higher posts
- The adoption of the principle of merit in determining the promotion of employees
- The provision of adequate means for determining the relative merits of employees eligible for promotion.

Check Your Progress

1. Define promotion.
2. What is the essential characteristic of the promotion process?
3. What is dry promotion?
4. What should be the principles of any promotion system?

7.3 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. A promotion may be defined as an inward advancement of an employee in an organization to another job, which commands better pay/wages, better status/prestige, and higher opportunities/challenges, responsibility and authority, better working environment, hours of work and facilities, and a higher rank.
2. The change in duties and responsibilities is the essential characteristic of the promotion process.

3. When as a result of promotion there is no increase in the employee's pay, it is called a 'dry' promotion.
4. The principles of any promotion system should be equity, justice and fair play.

Promotion

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7.4 SUMMARY

- 'Promotion' is a term which covers a change and calls for greater responsibilities, and usually involves higher pay and better terms and conditions of service and, therefore, a higher status or rank.
- A promotion is a change of position that involves the assumption of greater responsibilities, a movement up the ladder of authority. It refers to the status structure of organizations and to prestige accorded to various positions.
- Prof. Pigor and Myres have defined promotion as, 'Promotion is the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary'.
- A well-developed promotion policy is 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 the man interested in the job.
- Increase in the salary is a subsidiary part of promotion; the real promotion is in terms of change in the class status of the employee which involves change of duties and responsibilities.
- Promotions may be either horizontal or vertical. Horizontal promotion is a minor promotion within the same classification of a job, such as lower division clerk to upper division clerk or from second grade foreman to first grade foreman. Vertical promotion crosses the boundary of job classification, e.g., the promotion of a clerk to office superintendent or state civil service to All India Service.
- There are two broad concepts on which all promotion channels are generally based. One concept is of placing the rank-in-the-job. Here the rank is more tied to the job than to the individual. This means that the content of the job—the level of skill, effort and responsibility—determines its place and pay in the hierarchy of jobs. The other concept is of placing rank-in-the man. Here the rank is more tied to the man than to his job. This means that the level of skill and performance of the man and not the content of the job determines the job's place in the hierarchy of jobs.
- 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

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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 promotion board for IAS comprises:

- o Chief Secretary
- o Chairman, Revenue Board
- o An officer of the rank of commissioner
- o A senior secretary of the government

The promotion board for IPS is constituted as:

- o Chief Secretary
- o Director General Police
- o A senior officer of the police services
- o A senior officer of the administrative service

- 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.
- 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.
- 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 system is essential to keep employees contented, 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.

7.5 KEY WORDS

- **Recognition:** It is the appreciation or acclaim for an achievement, service, or ability.
- **Personnel policies:** These refer to principles and rules of conduct which “formulate, redefine, break into details and decide a number of actions” that govern the relationship with employees in the attainment of the organization objectives.

- **Hierarchy:** It refers to a system or organization in which people or groups are ranked one above the other according to status or authority.
- **Essentials:** It refers to the fundamental elements or characteristics of something.

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7.6 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What are the two types of promotion?
2. Whom does the IAS and the IPS promotion boards comprise of?
3. What are the advantages of promotion policy?

Long Answer Questions

1. Explain the two broad concepts on which all promotion channels are generally based.
2. Discuss the essentials of a sound promotion system as prescribed by W.P. Willoughby.

7.7 FURTHER READINGS

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BLOCK - III

PAY AND SERVICE CONDITIONS

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UNIT 8 PAY AND COMPENSATION

Structure

- 8.0 Introduction
 - 8.1 Objectives
 - 8.2 Pay and Compensation Structure
 - 8.2.1 Benefits and Allowances
 - 8.2.2 Retirement Benefits
 - 8.3 Answers to Check Your Progress Questions
 - 8.4 Summary
 - 8.5 Key Words
 - 8.6 Self Assessment Questions and Exercises
 - 8.7 Further Readings
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8.0 INTRODUCTION

Public personnel administration in India comprises the public services of the country. The conditions of remuneration of personnel are evaluated by their respective departments. While evaluating such terms and conditions, the departments proceed keeping in mind various factors like consistency with the government's policies, reporting requirements, any changes in pay structure, consultation with Civil Service Pensions Division, disbursal of appropriate allowance, etc. Most of the departments and agencies have three core pay bands. The staff are categorised under suitable pay bands based on their job weight. Job weight is a numerical value that reflects selected characteristics of a job as measured by a job evaluation or grading system. This unit also deals with the retirement benefits of the civil servants, which include pension, gratuity and leave encashment. Ten year service is mandatory to be eligible for the pension receipt and thirty three years of qualifying service entitles full pension to a government servant. Let us study in detail about the pay and compensation of the civil servants in the following unit.

8.1 OBJECTIVES

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

- Understand the pay and compensation structure of civil servants
- Explain the retirement benefits of a government servant

8.2 PAY AND COMPENSATION STRUCTURE

Pay and Compensation

Departments and agencies have authority to determine the terms and conditions relating to the remuneration (excluding pensions) of their own staff outside the Senior Civil Service and the payment of allowances to all staff, subject to the following conditions.

Conditions

Departments and agencies must develop arrangements for the remuneration of their staff which are appropriate to their business needs, consistent with the Government's policies on the Civil Service and public sector pay, and observe public spending controls. The exceptions to this condition are the Scottish Administration and the Welsh Assembly Government who must develop arrangements for the remuneration of staff which are appropriate to their business needs and are consistent with the Government's policies on the Civil Service and take account of the Government's policies on public sector pay. The arrangements for the remuneration of staff must be developed in conjunction with the arrangements for organizational change (including grading) and reward systems, and must reflect the following key principles:

- Value for money from the pay bill
- Financial control of the pay bill
- Flexibility in pay systems
- A close and effective link between pay and performance; taking account of the inter-relationship between pay, pension provision, leave, and other terms and conditions.

A department or agency proposing major changes to its pay and grading arrangements must submit a restructuring business case to the Cabinet Office.

Evaluation

New pay and grading arrangements must be evaluated three years after they have been brought into effect, and subsequently at three yearly intervals, against both the principles set out above and other objectives set by the organization, except where a longer period is agreed by the Cabinet Office. Each evaluation should include equality proofing following the principles of the Equal Opportunities Commission's 'Code of Practice on Equal Pay'. A copy of the evaluation must be sent to the Cabinet Office.

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Reporting requirements

Departments and agencies must observe the reporting requirements which the Cabinet Office may issue from time to time.

Pension implications

Changes in pay structures (including the use of consolidated or non-consolidated bonuses) and in pay related terms and conditions of service may have implications for pension entitlement. Departments and agencies must consult Civil Service Pensions Division, Cabinet Office as necessary. CSP Division must also be consulted about the reckonability of any allowance for pension purposes. The cost of pensionability must be taken into account in setting the level of any pensionable payment.

8.2.1 Benefits and Allowances

Departments and agencies must comply with the additional conditions on advances of pay, voluntary deductions from pay, and rent for Government-owned properties set out in Sections 7.2 to 7.4.

Pay for certain senior staff

Pay arrangements for certain senior staff, as determined by the Minister for the Civil Service, must fall within the parameters of the Senior Civil Service pay framework set out below. Any proposals which go beyond these parameters must be approved by Cabinet Office.

Senior Civil Service

Responsibility for Senior Civil Service pay is not delegated to departments and agencies, although they have discretion within the broad framework laid down by the Cabinet Office.

Permanent Secretaries

Permanent Secretaries and certain other senior staff are paid within the Permanent Secretaries pay range. The exact position on the pay range is set individually for each Permanent Secretary by the Government on the recommendation of the Permanent Secretaries Remuneration Committee (which the Government normally expects to accept). The Committee comprises members of the SSRB, the Head of the Home Civil Service and the Permanent Secretary of the Treasury. (These last two withdraw when their own pay is being considered.)

Other members of the Senior Civil Service

The overall pay framework is laid down by the Cabinet Office. There are 3 core pay bands, broadly reflecting the main responsibility levels in most departments

and agencies. Departments and agencies have the option of using a fourth band (Pay Band 1A) where there is a business need. Departments and agencies must have regard to the job-weight (JESP) ranges appropriate to each band when allocating staff to pay bands.

The minimum and maximum levels for each pay band are set each year by the Government, taking into account the recommendations of the SSRB. The current values are set out in Annex A. These minima and maxima apply both to full-time staff and to part-time staff when their pay and allowances are expressed on a full-time basis. Senior civil servants are eligible for performance bonuses, subject to a minimum award recommended by the SSRB.

Departments and agencies have discretion to determine the detailed operation of their pay schemes, subject to the principles and the additional rules and principles set out in Annex A, and taking into account guidance issued by the Cabinet Office from time to time.

Allowances for members of the Senior Civil Service

Allowances should normally be taken into account in determining whether an individual's pay meets the requirements. Departments and agencies must ensure that their use of allowances represents value for money, bearing in mind that the Senior Civil Service pay framework allows them to take account of other factors formerly recognized by the payment of allowances.

External Appointments

Where external appointments are made, departments and agencies must seek approval from the Cabinet Office in advance for remuneration and allowances, and as required in Cabinet Office guidance.

8.2.2 Retirement Benefits

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 years 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

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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

1. How many pay bands are there in most departments and agencies?
2. Define pension.
3. How many years of qualifying service are required to get full pension benefit for a government servant?

8.3 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. There are 3 core pay bands, broadly reflecting the main responsibility levels in most departments and agencies.
2. The retirement benefits to the government servant comprise a monthly recurring payment that is known as pension.

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3. A government servant would be entitled for a full pension on completion of thirty-three years of qualifying service.

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8.4 SUMMARY

- The arrangements for the remuneration of staff must be developed in conjunction with the arrangements for organizational change (including grading) and reward systems.
- New pay and grading arrangements must be evaluated three years after they have been brought into effect, and subsequently at three yearly intervals, against both the principles set out above and other objectives set by the organization.
- Permanent Secretaries and certain other senior staff are paid within the Permanent Secretaries pay range. The exact position on the pay range is set individually for each Permanent Secretary by the Government on the recommendation of the Permanent Secretaries Remuneration Committee.
- The minimum and maximum levels for each pay band are set each year by the Government, taking into account the recommendations of the SSRB.
- The overall pay framework is laid down by the Cabinet Office. There are 3 core pay bands, broadly reflecting the main responsibility levels in most departments and agencies.
- Allowances should normally be taken into account in determining whether an individual's pay meets the requirements.
- The retirement benefits to the government servant comprise a monthly recurring payment termed 'pension' and a lump sum payment called 'retirement gratuity'.
- A government servant would be entitled for a full pension on completion of thirty-three years 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.'
- 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.

- 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.
- 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.

NOTES**8.5 KEY WORDS**

- **Remuneration:** It is the money paid for work or a service.
- **Pension:** It is a regular payment made during a person's retirement from an investment fund to which that person or their employer has contributed during their working life.
- **Gratuity:** It is a sum of money paid to an employee at the end of a period of employment.
- **Allowance:** It is the amount of something that is permitted, especially within a set of regulations or for a specified purpose.
- **Job weight:** It is a numerical value that reflects selected characteristics of a job as measured by a job evaluation or grading system.
- **Pension:** It is a regular payment made during a person's retirement from an investment fund to which that person or their employer has contributed during their working life.
- **Emoluments:** It is a salary, fee, or profit from employment or office.
- **Annuity:** It is a fixed sum of money paid to someone each year, typically for the rest of their life.

8.6 SELF ASSESSMENT QUESTIONS AND EXERCISES**Short Answer Questions**

1. Write in brief about the evaluation of new pay and grading arrangements of government servants.
2. How is pension calculated?

Long Answer Questions

1. What does the Pensioners Portal by Government of India mention in case of pension? Explain.
2. Describe the retirement benefits to the government servants.

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UNIT 9 WHITLEY COUNCILS AND CENTRAL ADMINISTRATIVE TRIBUNAL

*Whitley Councils and
Central Administrative
Tribunal*

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Structure

- 9.0 Introduction
- 9.1 Objectives
- 9.2 Whitley Councils
 - 9.2.1 Whitleyism in India
- 9.3 Central Administrative Tribunal
- 9.4 Answers to Check Your Progress Questions
- 9.5 Summary
- 9.6 Key Words
- 9.7 Self Assessment Questions And Exercises
- 9.8 Further Readings

9.0 INTRODUCTION

The Whitley Council is an institution of workplace partnership in the UK, which is also adopted by other nations. It serves as a forum between the employers and the employees. In 1917, during the First World War, John Henry Whitley presided over a committee which created a report on the 'Relations of Employers and Employees'. It was vital for the industries to run smoothly during the War to strengthen the war effort, so good industrial relations were a priority. Whitley proposed a system of regular formal consultative meetings between workers and employers, known to this day as Whitley Councils. These are empowered to cover issues of pay and conditions of service. This unit also deals with the Central Administrative Tribunal that was set up to deal exclusively with service matter. The tribunal also helped in reducing the caseload of the courts thereby giving them more time to deal with other cases expeditiously. Let us study in detail about the Whitley Councils and the Central Administrative Tribunal in the following unit.

9.1 OBJECTIVES

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

- Understand the functions, authority and organization of Whitley Councils
- Describe the role of Whitleyism in India
- Explain the role, organization, advantages and disadvantages of tribunals

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9.2 WHITLEY COUNCILS

In England, the most effective scheme of staff relations has been developed through the medium of civil service, i.e., National Whitley Council. Many other countries have been following this pattern for the redressal of grievances of public employees. The Staff councils set up in India were on the lines of the Whitley Council. In India, the state of Haryana has also set up the Whitley Council on the pattern of England for the redressal of grievances of its employees.

Origin

In England widespread industrial unrest prevailed during the years 1915-16. To investigate the problem a Committee was set up under the chairmanship of J.H. Whitley, which recommended the establishment of joint industrial councils with an equal number of representatives of the employers, and the employees to promote cooperation and understanding. Soon after the adoption of its recommendations by the government, the civil servants associations began to press for the application of Whitley's recommendations to public services also. They 'wanted Whitley, the whole of Whitley, and nothing but Whitley'. After some negotiations with the union representatives, the government accepted their demand on 8 April. A Committee was appointed to work over a modified constitution for Whitley Councils in the civil service. The Committee under the Chairmanship of Sir Malcolm Ramsay submitted its report on 28 April 1919. On the basis of this report Whitley Councils have been established now in each of the government departments.

Functions

The main functions of the Whitley Councils are:

- To provide machinery for the discussion of grievances as to the conditions of service and to determine general principles regarding the same
- To provide the best means for utilizing the ideas and experience of the staff
- To give to the staff a greater say and responsibility for the determination and observance of the conditions under which they work
- To encourage further education of the staff
- To improve efficiency in public service and promote the welfare of the staff
- To propose legislation so far as it has a meaning upon the positions of civil servants in relation to their employment

Authority

The authority of the councils is merely advisory. Problems of staff management are discussed in these councils between the official and staff sides. The result may be in agreement or disagreement between the two sides. If they reach on an agreement, well and good, but if the discussion results in disagreement, the Head

of the Department is free to act as per his/her discretion. Thus, the Whitley Councils have not relieved the government of any part of its responsibility to Parliament. While the acceptance by the government of the Whitley system implies an intention on its part to make the fullest possible use of the Whitley procedure, it has not surrendered its liberty to exercise its authority and to discharge its responsibilities in the public interest.

Organization

The Whitley machinery for public servants consists of:

- A National Council
- Departmental Councils
- District and Office (or works) Committees

National Council: It has 54 members, half of whom are appointed by the government representing the official side, and the other half is appointed by the various staff associations according to a definite plan of distribution. The Council has a chairman and a vice-chairman. The chairman belongs to the official side and the vice-chairman to the staff side. There are four Secretaries for the Council. Each side appoints two of its members to act as secretaries. The Constitution of Whitley Councils provides that 'the scope of the National Council shall comprise all matters which affect the conditions of service of the staff'. The Council works through Standing Committees to which particular subjects like promotion, reorganization, retrenchment, etc., are referred. In the early years of its history, the National Council made valuable reports on reorganization, promotions, etc.

Departmental Councils: As a general rule there is one Departmental Council set up in each department. The membership of these councils is small in number. The official side of the council is appointed by the minister or the Head of the Department. The members of the staff side are elected by the associations having members employed in the particular department. The Departmental Councils can discuss any promotion in which the principles of promotion have been violated. The Councils can report matters falling within the sphere of more than one department to the National Council. However, it must be noted that there is no hierarchical relationship between the National and Departmental Councils. The National Council is kept informed of departmental developments which appear to be inconsistent with national agreements.

District Committees: These committees are based on the same principles as Departmental Councils. They deal with purely local problems of the staff.

9.2.1 Whitleyism in India

Whitleyism, though originally not intended for civil servants, has proved much more successful in the civil service than in the private sector. The main reason for this is that there is basically an absence of differences of interest between the two sides whereas in profit making industries this difference is the root cause of tense

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management-staff relations. A member on the official side who plays the role of the employer is in fact an employee of the state and hence he generally sympathizes with the staff point of view. Awareness among the staff representatives goes some way towards mitigating the disappointment they feel when their claims are rejected or cut down. 'Civil servants, whether they take side of the staff or the officials, have a genuine feeling of togetherness and of common purpose and service to the community'.

The greatest advantage of Whitley Councils has been to enhance the harmonious relationship between the staff and the government. In the words of Albert Day, 'The staff movement is much more harmonious, thanks to Whitleyism, than it used to be, and is imbued with a sense of common purpose and corporate responsibility once woefully lacking'. Whitley Councils have also helped in raising the morale and efficiency of administration. It provides a common meeting ground for the employer and the employees to sit together and discuss matters of common importance and have created better understanding among both. Douglas Houghton described the role of Whitley Councils in fair detail in his lecture at the Indian Institute of Public Administration, New Delhi on 16 December 1957. He said that most of the formal procedures have been dispensed with and there is a good deal of informal discussions. The chairman of the official side may contact the vice-chairman of the staff side or the secretary-general of the staff side before the formal meeting and discuss informally how matters stand on a particular claim. Similarly the leaders of the staff side may contact the official side for informal consultations. These informal discussions save a lot of time in formal meetings as each side knows the other's viewpoint.

However, we must not assume that Whitleyism has not met any hostility in Britain. Some trade associations have criticized Whitleyism on the grounds that it restricts the full operation of trade unionism in the civil service. The Fulton Committee criticized it by stating that it reduces the flexibility of management. It argued that management is sometimes less active and that arguments are allowed to go on too long; rigid procedures are accepted where flexibility should be insisted upon. It also stated that resistance to changes in the organization tends to become formal and institutional which has inhibited management from experimenting in the use of grades and classes.

However, even the Fulton Committee accepts that, Whitleyism in civil service has made an invaluable contribution to good staff relations. The high morale of the staff and the fact that industrial disputes are rare in the civil service, owe a great deal to the universal acceptance of the principle of joint consultation. Though shortcomings exist in every setup, the success of the Whitley machinery as it has worked in England, has encouraged India to also adopt the system of Whitleyism for the enhancement of management-staff relations.

Check Your Progress

1. Why was the committee under the chairmanship of J.H. Whitley set up?
2. What were the recommendations made by the committee under the chairmanship of J.H. Whitley?
3. Why has Whitleyism proved much more successful in the civil service than in the private sector?

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9.3 CENTRAL ADMINISTRATIVE TRIBUNAL

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

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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 of 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.

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- (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

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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

4. Define tribunal.
5. Which members does each tribunal consist of?

9.4 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The committee under the chairmanship of J.H. Whitley was set up to investigate the problem of widespread industrial unrest that prevailed during the years 1915-16.
2. The committee under the chairmanship of J.H. Whitley recommended the establishment of joint industrial councils with an equal number of representatives of the employers, and the employees to promote cooperation and understanding.
3. Whitleyism has proved much more successful in the civil service than in the private sector because there is basically an absence of differences of interest between the two sides whereas in profit making industries this difference is the root cause of tense management-staff relations.
4. A tribunal is an administrative body recognized for the purpose of discharging quasi-judicial duties. It is neither a Court nor an executive body.
5. Each Tribunal consists 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.

9.5 SUMMARY

- In England widespread industrial unrest prevailed during the years 1915-16. To investigate the problem a Committee was set up under the chairmanship of J.H. Whitley, which recommended the establishment of joint industrial councils with an equal number of representatives of the employers, and the employees to promote cooperation and understanding.
- The Whitley machinery for public servants consists of:
 - o A National Council
 - o Departmental Councils
 - o District and Office (or works) Committees
- The Constitution of Whitley Councils provides that ‘the scope of the National Council shall comprise all matters which affect the conditions of service of the staff’. The Council works through Standing Committees to which particular subjects like promotion, reorganization, retrenchment, etc., are referred.
- The greatest advantage of Whitley Councils has been to enhance the harmonious relationship between the staff and the government.
- Some trade associations have criticized Whitleyism on the grounds that it restricts the full operation of trade unionism in the civil service. The Fulton Committee criticized it by stating that it reduces the flexibility of management. It argued that management is sometimes less active and that arguments are allowed to go on too long.
- Tribunal is an administrative body recognized for the purpose of discharging quasi-judicial duties. It is neither a Court nor an executive body.
- 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.
- 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.

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9.6 KEY WORDS

- **Whitley Councils:** It is a negotiating body for discussing and settling matters of industrial relations, pay and conditions, and related issues.
- **Tribunal:** It is a body established to settle certain types of dispute.

9.7 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What are the main functions of the Whitney Councils?
2. To which person is the Administrative Tribunals Act, 1985 not applicable?

Long Answer Questions

1. State the organisation of the Whitley Council.
2. What are the advantages and the disadvantages of administrative tribunals? Explain.

9.8 FURTHER READINGS

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UNIT 10 CONDUCT, DISCIPLINE AND POLITICAL ACTIVITIES OF PUBLIC SERVANTS

*Conduct, Discipline and
Political Activities of
Public Servants*

NOTES

Structure

- 10.0 Introduction
- 10.1 Objectives
- 10.2 Conduct
- 10.3 Discipline
- 10.4 Political Activities of Public Servants
- 10.5 Answers to Check Your Progress Questions
- 10.6 Summary
- 10.7 Key Words
- 10.8 Self Assessment Questions and Exercises
- 10.9 Further Readings

10.0 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 authority and 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 rules related to conduct and discipline of civil servants and their political activities.

10.1 OBJECTIVES

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

- Explain the rules of Code of Conduct of civil servants
- Describe the rules related to discipline under the All India Services (Discipline and Appeal) Rules, 1969
- Discuss the political activities of public servants

10.2 CONDUCT

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In India, the conduct of a civil servant is subjected to certain set of rules and these 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

Here, you will learn only about the short title, application and general code of conduct.

1. Short title, commencement and application

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- 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.

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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 mentioned in 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.

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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 in charge 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
 - (v) 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.

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Government of India Decisions

The government has passed several rules on multiple issues of conduct from time to time which must be followed.

Check Your Progress

1. What are the specific provisions provided related to the applicability of the short title, commencement and application Rules?
2. What is Promptness and Courtesy General Code of Conduct?

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10.3 DISCIPLINE

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

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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;

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- (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) 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;

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- (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

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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 wilful 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 misbehaviour 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.

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(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

3. Define probationer.
4. List the minor penalties under the All India Services (Discipline and Appeal) Rules, 1969.

10.4 POLITICAL ACTIVITIES OF PUBLIC SERVANTS

The political activity restrictions try to stabilize the neutrality of the public service with an individual's potential to engage in political activity. Political activity consists of the following activities: Doing something to assist or compete with a political party or a candidate; becoming or seeking to be a candidate in a federal, provincial or municipal election; making public remarks on any matter dealing with the position or policy of a political party or candidate if remarks are outside the scope of the public servant's obligations and the matter is associated to his/her obligations.

The right of political activities of the public servants in a democratic government is determined through the constitutional theory of government. Political neutrality of civil servants has been seen as one of the cardinal situations for the success of a democratic government. The parliamentary form of the government needs civil services to practice neutrality, integrity and impartiality to conduct.

The question of rights to interact with political activities in U.K. was referred to the Masterman Committee by the government in 1948. Through the recommendations of the committee and in consultation with the employees a fixed set of rules was issued in 1953. While the idea of political neutrality has been kept intact, specifically at the higher civil service level, a distinction has been drawn among national and local political activities. The civil servants have been categorized into: (a) the politically free group (b) the politically restricted group and (c) people who are allowed to take part in national political activity, subject to permission.

In regard to local political activities, barring the ones civil servants who are required to attain permission for participation, all others allowed to participate in those activities. A civil servant in the politically free group who is contesting for parliament is obliged to submit his resignation earlier than nomination. He is entitled to be reinstated in the post whether he is elected to parliament or not. All team of workers in the intermediate and restricted groups who have not been given permission to interact in any of the political activities are expected always to maintain a reserve in political matters and not to put themselves ahead prominently on one side or the other.

In the U.S.A. a set of rules is laid down on the political activities of public employees. They prohibit the following activities: 1) serving as a candidate or change to a political party convention, 2) soliciting or handling political contributions, 3) engaging in electioneering, 4) being a candidate for elective political office, 5) leading or speaking to partisan political meetings or rallies.

In India, the government servants, under the Conduct Rules are tied to suggest the way wherein they propose to vote or have voted. They are forbidden to canvass or use their influence in an election to any legislature or local authority. The government servants are not expected to attend election meetings organized by any political party except in the official capacity. They cannot stand for election to the parliament or to any state legislature. They are required to resign first to contest elections. Thus, in India, the civil servants are debarred from taking part in politics. They cannot be members of any political party nor can they subscribe or help any political movement or activity.

In many democratic nations with certain exceptions, rights to political activities of the civil servants are constrained in some manner or the other. They can exercise only the right to vote. The regulations imposed on the rights of political activities will best display the nature of the democratic government and the expected role of the public employees in the government. It is part of the evolutionary process of the government.

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All public services are vested with the public's trust, and civil servants owe their first obligation of loyalty to the people whom they serve. It is of utmost importance, therefore, that civil servants do not allow their personal partisan affiliations to steer the way wherein they discharge their official duties.

In India, civil servants cannot express discontent against any policy or action of the government. They also cannot publicise their opinion on any matter referring to politics of parties and matter of public controversy. According to the Civil Service (Conduct) Rules in India, government servants are not authorised to communicate anything to the press, make any public utterance, make any statement of fact or opinion which has the impact of an adverse criticism of any policy of the government or which leads to embarrassing relations among the internal governmental agencies and the governments of foreign nations. The employees are also forbidden from giving any proof without prior permission to any inquiry which is not duly authorised. The motive of this restriction is to keep the political neutrality of the civil services and to maintain them far from public controversies and to enable the civil servants to serve the government at present with loyalty.

In India the civil servants are prohibited from taking part in any political activity and movement. They cannot make any public expression in their views aside from the ones of in purely literary, scientific or artistic nature. They are restricted from taking part in any manner in the editing or managing any publication. Thus, they are completely deprived of the liberty of press. In India, as per the Conduct Rules, no government servant shall talk directly or indirectly about any official file or information, except in the form prescribed, to any government or person to whom he is not permitted to communicate. The official Secrets Act 1923 also lays down service restrictions on unauthorised communication of official information. The restriction and excessive punishments are necessitated to save the employees from communicating such information to the enemy nations or to unsocial factors or to use such information to serve the personal ends of the employees. Therefore, the civil servants are placed under special duty to use and shield legitimate information with the maximum care.

The nature of a civil servant's function is such that a civil servant should keep a reserve in political matters, which allows you to ensure confidence in the political impartiality of the Civil Service. The regulations placed on civil servants in relation to politics and political activity are designed to ensure that a civil servant does not do anything that could give rise to a notion that his or her legitimate actions are in any manner influenced or capable to being stimulated through political party motives.

The only political activity wherein a government servant can participate is to exercise his right to vote, that too in a private way. He can neither seek elections to any legislature or a local body nor can he participate in any election activities like canvassing, distributing of pamphlets, etc.

Check Your Progress

5. Categorize the civil servants on the basis of political neutrality.
6. What does the Secrets Act 1923 say about the communication of information?

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10.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. 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. According to Promptness and Courtesy General Code of Conduct, 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.
3. 'Probationer' means a person appointed to the Service on probation.
4. The minor penalties under the All India Services (Discipline and Appeal) Rules, 1969 are censure, withholding of promotion and increments of pay and reduction to a lower stage in the time scale of pay.
5. The civil servants have been categorized into: (a) the politically free group (b) the politically restricted group and (c) people who are allowed to take part in national political activity, subject to permission.
6. The official Secrets Act 1923 lays down service restrictions on civil servants regarding any unauthorised communication of official information.

10.6 SUMMARY

- The short title, commencement and application rule shall not apply to any government servant who is not a railway servant as defined in Section 3 of the Indian Railways Act, 1890; a person holding a post in the railway board and is subject to the Railway Services (Conduct) Rules; a person holding any post under the administrative control of the railway board or of the

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- financial commissioner of railways; a member of an All India Service; 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.
- According to the General Code of Conduct, 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.
 - Under the Central Civil Services (Conduct) Second Amendment Rules, 2014, 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
 - (v) any other unwelcome physical, verbal, non-verbal conduct of a sexual nature.
 - The penalties mentioned under the Part III of the All India Services (Discipline and Appeal) Rules, 1969 include censure, withholding of promotion and increments of pay and reduction to a lower stage in the time scale of pay.
 - 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.
 - 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 misbehaviour during the period he spends at the said Academy/Institute in accordance with the prescribed procedure laid down in rule 10 of these rules.
 - The political activity restrictions try to stabilize the neutrality of the public service with an individual's potential to engage in political activity. The right of political activities of the public servants in a democratic government is determined through the constitutional theory of government.

- The civil servants have been categorized into (a) the politically free group (b) the politically restricted group and (c) people who are allowed to take part in national political activity, subject to permission.
- In India, civil servants cannot express discontent against any policy or action of the government. They also cannot publicise their opinion on any matter referring to politics of parties and matter of public controversy.

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10.7 KEY WORDS

- **Insolvency:** It is the state of not being able to pay debt.
- **Establishment:** It refers to a business organization, public institution, or household.
- **Penalty:** It is a punishment imposed for breaking a law, rule, or contract.
- **Political activity:** It is the activity which is directed toward the success or failure of a political party, candidate for partisan political office, or partisan political group.

10.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. List the rules under the Central Civil Services (Conduct) Rules, 1964.
2. What is sexual harassment given under the Central Civil Services (Conduct) Second Amendment Rules, 2014?
3. What does a workplace include?
4. Which activities are included in the political activity of civil servants?

Long Answer Questions

1. Explain the definitions given under the rules related to discipline in the All India Services (Discipline and Appeal) Rules, 1969.
2. Describe the penalties mentioned under the Part III of the All India Services (Discipline and Appeal) Rules, 1969.
3. Elaborate on the limitations placed on civil servants according to the Civil Service (Conduct) Rules in India.

10.9 FURTHER READINGS

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BLOCK - IV

RIGHTS OF CIVIL SERVANTS

Rights of Civil Servants

UNIT 11 RIGHTS OF CIVIL SERVANTS

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Structure

- 11.0 Introduction
- 11.1 Objectives
- 11.2 Rights of Civil Servants: Unions and Political Affiliations
 - 11.2.1 Employee Associations and Strikes
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11.0 INTRODUCTION

The Constitution of India allows the citizens to exercise the fundamental rights provided in it without any kind of discrimination. However, the civil servants are bound by some restrictions given under the CCS (Conduct) Rules, 1964. A civil servant cannot criticise the government's schemes nor can he contest the election to the parliament or to any state legislative assembly. In India, civil servants are not allowed to communicate any departmental information other than on a prescribed performance in a set style. They have the right to association, i.e., they can form institutions or be a member of any institutions. Likewise, the civil servants in India and other countries like Canada, France, Australia, etc., exercise their right to strike. Let us study in detail about the civil servants rights in the following unit.

11.1 OBJECTIVES

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

- Describe the political and trade union rights of civil servants
- Explain the civil servants rights to association and strike

11.2 RIGHTS OF CIVIL SERVANTS: UNIONS AND POLITICAL AFFILIATIONS

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

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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 forbidden the right to strike.

11.2.1 Employee Associations and Strikes

The constitution of various nations assure essential rights to all of the citizens irrespective of birth, caste, creed, colour or sex. The public servants are the residents of the country. The constitution empower the nations to regulate their rights and impose obligations on the public servants. In regard to various rights of public servants, different nations have developed different systems of rights over a period of time relying upon the genius of their people. The public servants are first the citizens who have a special responsibility to maintain the structure of the state's law and order. There is a special provision of double status applicable to the employees as residents and as Public Servants. Their position is closely associated to the conception of democratic government which expects employees to render faithful service to the people, without any thought of personal interests. There are also arguments that public employees must be granted the function of the ordinary citizen despite the fact that they are public employees and cannot be treated as second class citizens.

Right to Association

The public servants in Australia and France rejoice in the right to affiliation with trade unions. In Canada, India, Germany and England certain restrictions are imposed upon public servants' right to association. In Germany, its civil servants might join or form only that association whose goals are in keeping the goals of present constitutional order only. In Canada and England the civil servants are not allowed to accomplice with outside unions. In India the right to association has been assured to each citizen. Public Servants, therefore, are free to form institutions or be part of institutions already in existence, however the government might seek advice from or negotiate with only those institutions which have been recognized by it. In the United States the public employees are legally independent to form associations and unions and to accomplice themselves with outside associations or organizations.

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Right to Strike

Whether the civil servants right to strike is granted or not, this right is exercised broadly in India, France, Canada, Australia, England and America. In England the public servants are not denied the right to strike under the regulation rules. In France they have the right to strike. In Germany, however, public servants right to strike does not come under the rule. The consequences for violating the regulation include the loss of job. In India all non-businessman public servants are denied the right to strike. The public employees in America do not have the right to strike; under the provisions of the Act of 1947, strikes by the Government Servants have been declared unlawful. In all of the nations, whatever the employees go on unlawful strikes, penalties or punishments are awarded as per the disciplinary or Conduct Rules.

Check Your Progress

1. What does breach of the code and conduct rules by a civil servant lead to?
2. What is the special responsibility of public servants?

11.3 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. Any breach of the code, conduct rules and the contract leads to different types of punishment, dismissal from service.
2. Public servants have a special responsibility to maintain the structure of the state's law and order.

11.4 SUMMARY

- 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

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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.

- 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.
- The public servants are first the citizens who have a special responsibility to maintain the structure of the state's law and order.
- The public servants in Australia and France rejoice in the right to affiliation with trade unions. In Canada, India, Germany and England certain restrictions are imposed upon public servants' right to association.

11.5 KEY WORDS

- **Constitution:** It is a body of fundamental principles or established precedents according to which a state or other organization is acknowledged to be governed.
- **Strike:** It refers to the refusal to work organized by a body of employees as a form of protest, typically in an attempt to gain a concession or concessions from their employer.

11.6 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. Why does the Constitution regulate the rights of civil servants?
2. What is the right to association in regard to civil servants right?

Long Answer Questions

1. Describe the political rights of civil servants.
2. Compare the civil servants rights in India with other nations as mentioned in the unit.

11.7 FURTHER READINGS

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UNIT 12 ALL INDIA SERVICES: TRAINING AND PROMOTION

*All India Services:
Training and Promotion*

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- 12.9 Further Readings

12.0 INTRODUCTION

The Union Public Service Commission is India's most prominent recruiting body. It is responsible for appointing as well as conducting exams for All India services and group A & group B of Central services. Civil Services of India, namely the Indian Administrative Service (IAS), the Indian Forest Service (IFS) and the Indian Police Service (IPS) constitutes what is called the All India Services (AIS). A common unique feature of the All India Services is that the members of these services are recruited by the Central government, but their services are placed under various State cadres, and they have the duty to serve both under the State and under the Centre. Due to the federal form of government of the country, this is considered one of the tools that makes union government stronger than state governments. Most of the specialized fields in civil services in India belong to the central services. The Central Civil Services (CCS) are concerned directly with the administration and permanent bureaucracy of the Government of India. In the career span of an IAS officer, he is eligible for 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. This unit will apprise you with the organization of the All India Services, promotion and training of civil servants and various training institution.

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12.1 OBJECTIVES

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

- Understand the framework and the organization of All India Services
- Discuss the significance, training and promotion of All India Services
- State the various institutions dedicated for the training of civil servants

12.2 ALL INDIA SERVICES

These services are composed of officers, who at any time, may be at the disposal of either the Centre or the State. The officers of these services are recruited on an all-India basis with common qualifications and uniform scales of pay, and notwithstanding their division among the states, each of them forms a single service with a common status and a common standard of rights and remuneration.

The three All India Civil Services of India are: the Indian Administrative Service (IAS), the Indian Forest Service (IFS) and the Indian Police Service (IPS). The recruitment to these services is made through the Union Public Service Commission on the basis of the annual competitive Civil Services Examination.

The Constitution also provides for the All India Cadre of Civil Services. It adopts specifically the IAS and the IPS cadres which had already been created earlier (Article 312-2). It empowers the Union Parliament to create more of such all India services whenever it is deemed necessary or expedient in the national interest, provided the Council of States (the Upper House/Rajya Sabha) passes a resolution to the effect supported by not less than two-third of the members present and voting (Article 312-1). Since the Council of States is composed of the Central Administration representatives of different States, its support will ensure the consent of the States to the creation of new Services. The Constitution also authorizes Parliament to regulate by law the recruitment and the conditions of services of persons appointed to these Services. Accordingly, the All India Service Act was passed by Parliament in October 1951. After the introduction of the Constitution, the Indian Forest Service has been set up on 1 July 1966. The All India Services Act, 1951, empowers the Government of India to make, after consultation with state governments, rules for the regulation of recruitment and conditions of service of the persons appointed to the All India Services.

In 1951, All India Services Act was passed. By virtue of powers conferred by sub-section (1) of Section (3) of this Act, the Central Government framed new sets of rules and regulations pertaining to the All India Services. It became necessary because the old rules at certain places had become redundant. The rules that were in force before commencement of the Act were also allowed to continue. Thus, there came into existence two sets of rules regulating the conditions of All India Services. The old rules made by the Secretary of State, or the Governor General in Council, which regulated the conditions of service of ICS and IP officers, and

the new rules made under the 1951 Act were applicable to the officers of the Indian Administrative and Police Services.

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All India Services are controlled by the Central Government. Selected candidates are appointed to different state cadres, and as and when required they also move to Central Government jobs on deputation. As an All India Service, it is under the ultimate control of the Union Government, but is divided into State cadres, each under the immediate control of a State Government. The salary and the pension of these officers are met by the States. But the disciplinary control and imposition of penalties rest with the Central Government which is guided, in this respect, by the advice of the Union Public Service Commission.

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Union Public Service Commission

Indianization of the superior Civil Services became one of the major demands of the political movement which compelled the British Indian Government to consider setting up of a Public Service Commission for recruitment. The first Public Service Commission was set up on 1 October, 1926. However, its limited advisory functions failed to satisfy the people's aspirations and the continued stress on this aspect by the leaders of our freedom movement resulted in the setting up of the Federal Public Service Commission under the Government of India Act, 1935. The Constituent Assembly, after Independence, saw the need for giving a secure and autonomous status to Public Service Commissions both at Federal and Provincial levels for ensuring unbiased recruitment to Civil Services. In the new Constitution of India, the Union Public Service Commission got Constitutional status as an autonomous entity.

The Union Public Service Commission is established under Article 315 of the Constitution of India. The Commission consists of a Chairman and 10 Members. The terms and conditions of service of Chairman and Members of the Commission are governed by the Union Public Service Commission (Members) Regulations, 1969. The Commission works through a Secretariat headed by a Secretary with two Additional Secretaries, a number of Joint Secretaries, Deputy Secretaries and other supporting staff.

The following are duties and role of the Union Public Service Commission under the Constitution:

- (i) Recruitment to services and posts under the Union through conduct of competitive examinations
- (ii) Recruitment to services and posts under the Central Government by selection through interviews
- (iii) Advising on the suitability of officers for appointment on promotion as well as transfer-on-deputation
- (iv) Advising the Government on all matters relating to methods of recruitment to various services and posts
- (v) Disciplinary cases relating to different civil services
- (vi) Miscellaneous matters relating to grant of extraordinary pensions, reimbursement of legal expenses, etc.

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Indian Administrative Service (IAS)

The Indian Administrative Service (IAS) is the direct descendant of the old Indian Civil Service. On appointment, the officers are posted to different State cadres. The strength of each State cadre, however, is so fixed as to include a reserve of officers who can be deputed for service under the Union Government for one or more 'tenures' of three, four or five years before they return to the State cadre. This ensures that the Union Government has at its disposal the services of officers with first-hand knowledge and experience of conditions in the States, while the State governments have the advantage of their officers being familiar with the policies and programmes of the Union Government. Such an arrangement works for the mutual benefit of both governments. The majority of individual officers have an opportunity of serving at least once under the Union Government; many have more than one such spell. The practice of rotating senior officers in and out of the Secretariat position is known in official parlance as the tenure system.

IAS Officers are trained to handle government affairs well. This being the main responsibility, every civil servant is assigned to a particular office which deals with policy matters related to that area. The policy matters are framed, modified, interpreted in this office under the direct supervision of the Administrative Officer in consultation with the Minister. The implementation of policies is also done on the advice of the Officer. Cabinet Secretary stands at the top of the government machinery involved in policy-making followed by Secretary, Additional Secretary, Joint Secretary, Director, Under Secretary and Junior Scale Officers in that order. These appointments are filled by civil servants according to seniority in the Civil Services. In the process of decision-making, a number of officers give their views and suggestions to the Minister who weighs the matter and makes a decision considering the issue involved.

The implementation process involves supervision and touring of the officials to the pertaining areas and matters. The allocation of enormous funds to and by the field officers calls for supervision, and the officials concerned have to reply to queries made in Parliament for which they must remain well informed.

The civil servant has also to represent the Government in another country or in International forums. At the level of Deputy Secretary, he is even authorized to sign agreements on behalf of the Government.

Another distinctive feature of this Service is its multipurpose character. It is composed of 'generalist administrators' who are expected, from time to time, to hold posts involving a wide variety of duties and functions; for example, maintenance of law and order, collection of revenue, regulation of trade, commerce and industry, welfare activities development and extension work, etc. Thus, this Service is a kind of generalist service, and its officers are liable for posting in almost any branch of the administration.

A civil servant begins his career in the state with 2 years in probation. This period includes spending time at training schools, Secretariat, field offices or in a District Magistrate's office. He is given the position of Sub-Magistrate and has to

look after the law and order and general administration including developmental work in the area under his charge. After the probation is over and 2 years of services as a junior scale officer, the officer is put in the senior scale. Then he may function as District Magistrate, Managing Director of a Public Enterprise or Director of a Department. Senior Time Scale comprises the senior grade, Junior Administrative Grade and the Selection Grade. Selection Grade is given on promotion after 13 years of regular service and officers are then appointed as Secretaries/Special Secretaries to the State Government. The next promotion within the State is that of a Commissioner and Secretary. This promotion also entitles them to the Super Time Scale. Then after 25 years of regular service, an IAS officer may be promoted to above Super Time Scale; designated as Principal Secretaries/Financial Commissioners in states.

Each State has many Secretaries/Principal Secretaries and only one Chief Secretary. Some appointments of Secretaries are considered more prestigious than others, e.g., the Finance Secretary, Development Commissioners, Home Secretary, and hence they enjoy the salary of a Principal Secretary. Chief Secretary in the State is the top ranking civil servant and may be assisted by Additional Chief Secretaries. In some cadres/states, e.g., New Delhi, Financial Commissioner and other high ranking secretaries enjoy the pay of the Chief Secretary.

In the District, the senior most person is the Collector or Deputy Commissioner or District Magistrate. The DM/Collector/DC handle the affairs of the District including development functions. He tours all rural sectors inspecting specific projects, disputed sites, and looks into the problems of people even on the spot.

At the divisional level, the Divisional Commissioner is in charge of his division. His role is to oversee law and order, and general administration and developmental work. Appeals against the Divisional Commissioner are heard by the Chairman of the Board of Revenue.

Indian Forest Service (IFS)

The modern Indian Forest Service was established in the year 1966 under the All India Services Act, 1951. The first Inspector General of Forests, Hari Singh, was instrumental in the development of the IFS. India's Forest Policy was created in 1894, and revised in 1952 and again in 1988.

Recruitment to the Forest Service is made through the Indian Forest Service Examination conducted by Union Public Service Commission annually. Entry is open to candidates who hold a Bachelor's degree with at least one of the subjects namely, Animal Husbandry and Veterinary Science, Botany, Chemistry, Geology, Mathematics, Physics, Statistics and Zoology, or a Bachelor's degree in Agriculture or Forestry or Agricultural Engineering from a recognized University or equivalent, and who are between the ages of 21 and 30 as on July 1 of the year of the examination.

Its pay scale and status is lower than that of the two original all India Services—the IAS and the IPS. The recruitment is done through an exclusive examination

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conducted by the Union Public Service Commission which consists of a written test and interview. Though it is an All India Service, its nature is not that of a generalized civil service; but is specialized and functional. It is managed by the Department of Personnel and Administrative Reforms which is in charge of making rules of recruitment, discipline and conditions of service regarding All India Services. After selection, the appointees undergo a foundational course lasting three months along with successful candidates of the other All India and Central Services. After the foundation course, the probationers move to Academy, the Indian Forest Institute at Dehradun, for a rigorous two-year training course. In the end of the training, they have to pass an examination before final posting. The Indian Forest Service is cadre-based as in the case of other All India Services. A member of this Service can come to the Centre on deputation but has to go back to his cadre when deputation is over. Immediately, after being posted in any office within the cadre, the probationers are still kept on probation for one year; then they get regular posting at different offices in the same cadre. The outer parameter of the operational area is a state or union territory.

Indian Police Service (IPS)

The Indian Police Service simply known as Indian Police Service or IPS is responsible for internal security, public safety and law and order. In 1948, the British Imperial Police (IP) was replaced by the Indian Police Service. The IPS is not a law enforcement agency in its own right; rather it is the body to which all senior police officers belong regardless of the agency for whom they work.

The Indian Police Service is an original All India Service, which differs from IAS in two ways: (i) most of the officers in this service work only in the state since there are only a few police posts at the Centre, and (ii) its pay scale and status are lower than those of the IAS. The officers of the IPS are recruited by UPSC examination which recruits all members of the IAS, IFS and other Central Civil Services.

Recruits to the IPS are first given a five months foundational training and later special training at the Sardar Patel National Police Academy, Hyderabad. The subjects of study and the training is drill, handling of weapons, etc., which have a direct bearing on the normal work of a police officer. The syllabus of training includes studies of crime psychology, scientific aids in detection of crime, methods of combating corruption, and emergency relief. After completing one-year training, the probationer passes an examination conducted by the UPSC.

The IPS officer takes charge as a Deputy Superintendent of Police (DSP) of a Sub-division after probation of 2 years. The tenure of this post is normally 2 years. The next appointment is as Additional Superintendent of Police, then as Superintendent of Police or Deputy Commissioner of Police, and then as Deputy Inspector General of Police or Additional Commissioner of Police.

IPS officers also work in the national government agencies such as Intelligence Bureau, Research and Analysis Wing, Central Bureau of Investigation, etc. IPS

officers also get highly placed in the Central Secretariat or the other protective forces such as Director General of Border Security Force, the Central Reserve Police Force and the Central Industrial Security Force, etc.

The Director General of Police or Commissioner of Police is the head of the entire police force of the State and below him is the Additional DGP/Special Police Commissioner. The Inspector General or Joint Commissioner of Police is at the head of certain specialized police force like Criminal Investigation Department, Home Guards, etc.

As an All India Service, it is under the ultimate control of the Union Government; but is divided into state cadres, each under the immediate control of a state government. The Indian Police Service is managed by the Ministry of Home Affairs, though the general policies relating to its personnel are determined by the Department of Personnel and Administrative Reforms.

Significance of All India Services

The Indian arrangement creating a common pool of officers, who are in the exclusive employee of neither the centre nor the states and fill the top posts in both Union and State administrations, comes nearest to the ideal of joint action, cooperation and coordination, between the two levels of government as envisaged in a federal polity.

These services have a national vision and perspective, and so are important bulwarks against parochial and regional thinking. It is realized that the members of these services act as instrument of national integration.

Their national perspective and occasional interaction with international institutions facilitate the resolving of state and regional problems from a wide perspective and improves the quality of policy and decisional systems.

The calibre of the officials is substantially high as they are selected on the basis of all India competitive examinations. They come from varied educational backgrounds with having good academic records, and they are able to bring rationality and innovation into the conduct of official business.

Experience at the central and state levels enables the officers of these services to build bridges between these two integral levels of the federal system.

As most of the direct recruited officials to the All India Services work away from their home-state, they bring to their work objectivity and impartiality.

Check Your Progress

1. What are the three all India Civil Services of India?
2. What is the tenure system?

*All India Services:
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12.3 TRAINING AND PROMOTION

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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 is stated as “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.

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.

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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

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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.

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.

The types of training and its various techniques have already been discussed in Unit 5.

Principles

Three principles of promotion are the following:

- 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.
- 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.

Check Your Progress

3. What is training in public administration?
4. State the various types of promotion.
5. Give the three methods that are used to test and judge the merit of the candidate for the purpose of promotion.

12.4 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:

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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.

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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), Dehradun

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 and 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 Behavioural

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.

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Check Your Progress

6. Which categories of officers are trained at the National Academy of Administration at Mussoorie?
7. Name the subjects taught in the foundational course at the Academy.

12.5 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. The three All India Civil Services of India are: the Indian Administrative Service (IAS), the Indian Forest Service (IFS) and the Indian Police Service (IPS).
2. The practice of rotating senior officers in and out of the Secretariat position is known in official parlance as the tenure system.
3. 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.
4. 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.

*Self-Instructional
Material*

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5. 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)
6. 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.
7. The subjects taught in the foundational course at the academy, 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 Behavioural Sciences.

12.6 SUMMARY

- These services are composed of officers, who at any time, may be at the disposal of either the Centre or the State. The officers of these services are recruited on an all-India basis with common qualifications and uniform scales of pay, and notwithstanding their division among the states, each of them forms a single service with a common status and a common standard of rights and remuneration.
- The three All India Civil Services of India are: the Indian Administrative Service (IAS), the Indian Forest Service (IFS) and the Indian Police Service (IPS). The recruitment to these services is made through the Union Public Service Commission on the basis of the annual competitive Civil Services Examination.
- In 1951, All India Services Act was passed. By virtue of powers conferred by sub-section (1) of Section (3) of this Act, the Central Government framed new sets of rules and regulations pertaining to the All India Services.
- All India Services are controlled by the Central Government. Selected candidates are appointed to different state cadres, and as and when required they also move to Central Government jobs on deputation. As an All India Service, it is under the ultimate control of the Union Government, but is divided into State cadres, each under the immediate control of a State Government.
- In the new Constitution of India, the Union Public Service Commission got Constitutional status as an autonomous entity.

- The Union Public Service Commission is established under Article 315 of the Constitution of India. The Commission consists of a Chairman and 10 Members. The terms and conditions of service of Chairman and Members of the Commission are governed by the Union Public Service Commission (Members) Regulations, 1969. The Commission works through a Secretariat headed by a Secretary with two Additional Secretaries, a number of Joint Secretaries, Deputy Secretaries and other supporting staff.
- Cabinet Secretary stands at the top of the government machinery involved in policy-making followed by Secretary, Additional Secretary, Joint Secretary, Director, Under Secretary and Junior Scale Officers in that order. These appointments are filled by civil servants according to seniority in the Civil Services.
- The modern Indian Forest Service was established in the year 1966 under the All India Services Act, 1951. The first Inspector General of Forests, Hari Singh, was instrumental in the development of the IFS. India's Forest Policy was created in 1894, and revised in 1952 and again in 1988.
- The Indian Police Service is an original All India Service, which differs from IAS in two ways: (i) most of the officers in this service work only in the state since there are only a few police posts at the Centre, and (ii) its pay scale and status are lower than those of the IAS.
- 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 National Academy of Administration set up at Mussoorie 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. 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.
- 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 organizes a year long professional course in Diplomacy and International Relation for IFS probationers.
- 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, organizes regular orientation courses for the higher and middle level civil servants engaged in the field of rural development administration.

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12.7 KEY WORDS

- **Union Public Service Commission:** It is India's premier central recruiting agency. It is responsible for appointments to and examinations for All India services and group A & group B of Central services.
- **Civil service:** It is the permanent professional branches of a state's administration, excluding military and judicial branches and elected politicians.
- **Secretariat:** It refers to a permanent administrative office or department, especially a governmental one.
- **Probationer:** A person who is serving a probationary or trial period in a job or position to which they are newly appointed.

12.8 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. State the organization of the Union Public Service Commission.
2. What are the duties and role of the Union Public Service Commission under the Constitution?
3. Differentiate between the IAS and the IPS.
4. What are the objective behind training civil servants?

Long Answer Questions

1. Explain the significance of All India Services.
2. Describe the essentials of a good promotion policy.
3. Describe some of the most important institutions of civil service training in India.

12.9 FURTHER READINGS

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BLOCK - V
CIVIL SERVICE ETHICS AND MORALE

*Politicisation of Civil
Service and Morale*

**UNIT 13 POLITICISATION OF CIVIL
SERVICE AND MORALE**

NOTES

Structure

- 13.0 Introduction
- 13.1 Objectives
- 13.2 Politicisation of Higher Civil Services
- 13.3 Morale in Civil Service
- 13.4 Answers to Check Your Progress Questions
- 13.5 Summary
- 13.6 Key Words
- 13.7 Self Assessment Questions and Exercises
- 13.8 Further Readings

13.0 INTRODUCTION

During the initial years after independence, relation between ministers and civil servants was characterised by understanding each other's perspectives and showing mutual respect, with neither encroaching upon each other's domain. However, in subsequent years, the situation transformed for worse. When some civil servants offered objective and impartial advice to the ministers, some ministers would often resent their advice that did not fit in with their short term political interest. Some of the ministers at union and state level tend to control civil servants by focusing more on routine administrative matters like transfers and postings to carry out their hidden agenda. This trend was further fuelled by the rising materialism and decline in values of the civil services. This gradually eroded civil services' neutrality which was the hallmark of civil services in pre-independence era. It led to what we call as politicisation of civil services in India. Let us study in detail about the politicisation of civil services and morale in the following unit.

13.1 OBJECTIVES

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

- Understand the concept and causes of politicisation of higher civil services

- Explain the definition of morale given by various people
- Discuss the measures to build high morale among the employees

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13.2 POLITICISATION OF HIGHER CIVIL SERVICES

Bureaucrats want to hold political neutrality and impartiality to make sure the triumph of democracy. Politicisation of Civil Services refers to undue political influence inside the governance because of the nexus between bureaucracy and politics among authorities in appointing people to crucial positions and higher offices.

Most developing countries are engaged in making socio-financial improvements such as providing good health, education, and infrastructure like roads, electricity and public spaces. Civil Services can make immense contributions to these improvements by playing the role of adviser, inventor, and choice maker.

Politicisation of Civil Services is not a new phenomenon in democracy. However, the depth of utility and motives for politicisation differ from nation to nation. There are some levels of political involvement in employees' matters in all nations. For instance, America has over 4,000 political appointments at federal level, even Britain, which is considered to have a sturdy way of life of impartial civil servants, has proven proof of more politicization and once the Supreme Court of India referred to CBI as a caged parrot which speaks for its masters. The undue political interference of the authorities in power in the functioning of various departments brings about excessive criticisms.

Reasons for Growing Politicisation of Civil Services

Some of the reasons are as follows:

- Over the years, the IAS has possessed virtues like integrity, political neutrality, braveness and excessive morale but lately they have been displaying symptoms of decay. Some civil servants are deeply concerned about partisan politics.
- One of the main motives why systematic reforms have no longer been taken up earnestly by the states is the shortage of solid tenure of IAS officials.
- An excessive level of professionalism needs to be the dominant feature of an official in civil services. The deadly failing of the Indian civil services has been its low stage of expert competence.
- Transfers were used as contraptions of praise and punishments, as equipment for controlling and taming the bureaucracy. Now there is no more transparency and frequent transfers of an IAS official is categorized as a stigma.

- A civil servant spends more than half of his tenure at desk in an area where information is a critical prerequisite.
- Officers who are victimized are not in a position to protect themselves. Internally the department is not bound to provide any response or explanation about one's conduct, and externally public servants are debarred from going public to defend themselves.
- However, no incentive is given to younger civil servants in the States for gathering information or enhancing his skills. This leads to the growth in his ignorance and arrogance.
- For instance, it is often stated that one will find only three books in the residence of an IAS officer – the railway timetable, due to the fact that he is continually transferred from one place to other, a current affairs magazine as it is likely to be his only interest and the civil list which describes the civil service hierarchy.
- One of the main reasons of civil servants surrendering before their political masters is the lack of any market value and unavailability of alternative employment opportunity.
- Of late, a few senior IAS officials are being hired by the private sector but not because of their professionalism but for their capability to steer government authorities in favour of the hiring company.
- The most threatening aspect is that many civil servants have been penalized from time to time in the name of "loyalty". Such a scenario will definitely discourage qualified and skilled graduates from competing for the civil services.

Way forward

In a democracy it is important for politicians to carry out the function of masters with the aid of civil servants. However, the volume of interference of the civil service in the affairs of the nation is crossing each limit. The political leaders should be capable to communicate their requirements to the bureaucracy and distinguish the jurisdiction of the civil service in the affairs of the nation. Only then will the civil service continue to be restricted within its jurisdiction and recall themselves as the servants of the people. This is in most cases due to the bow-down policy and inefficiency of our political leadership. A version wherein politicians would be casteist, corrupt and could harbour criminals, civil servants will remain efficient, attentive to public wishes and change-agents cannot be sustained indefinitely. In the long term administrative and political values should coincide. After the initial

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ten years of service every IAS officers should be encouraged to specialise in one of the selected sectors by allowing them long tenures and to join an academic or research organisation in order to enhance their intellectual skills. In his article demanding ban on bureaucrats starting their politics career, the retired high level bureaucrat Madhav Godbole has said that politics and management should have separate status and if it is jeopardized, the very spirit of the constitutional provision would be eroded.

Check Your Progress

1. What do you understand by the politicisation of civil services?
2. What needs to be the dominant feature of an official in civil services?

13.3 MORALE IN CIVIL SERVICE

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 Flipppo, '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 willing-ness 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 atti-tude.'

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 per-ceives that satisfaction as stemming from his total job situa-tion.'

Kahn and Katz observe that, 'Morale is a combination of atti-tudes towards the company, job and the immediate supervisor.'

According to E.F.L Brech, 'Morale may be described as a readi-ness 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.

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- **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.

Check Your Progress

3. What do you mean by unity of interests?
4. What are some measures to build high employee morale?

13.4 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. Politicisation of civil services refers to undue political influence inside the governance because of the nexus between bureaucracy and politics among authorities in appointing people to crucial positions and higher offices.
2. An excessive level of professionalism needs to be the dominant feature of an official in civil services.
3. Unity of interest refers to the integration of worker's goals with organization's objectives, which will create employee's confidence and build up high morale.
4. Some measures to build high employee morale are employee counselling, good promotion policy, grievance redressal procedure, proper selection techniques, induction training and collective bargaining.

13.5 SUMMARY

- Bureaucrats want to hold political neutrality and impartiality to make sure the triumph of democracy. Politicisation of Civil Services refers to undue political influence inside the governance because of the nexus between bureaucracy and politics among authorities in appointing people to crucial positions and higher offices.

- The undue political interference of the authorities in power in the functioning of various departments brings about excessive criticisms.
- An excessive level of professionalism needs to be the dominant feature of an official in civil services.
- Officers who are victimized are not in a position to protect themselves. Internally the department is not bound to provide any response or explanation about one's conduct, and externally public servants are debarred from going public to defend themselves.
- 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.

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13.6 KEY WORDS

- **Politicisation:** It is the action of causing an activity or event to become political in character.
- **Morale:** It refers to the confidence, enthusiasm, and discipline of a person or group at a particular time.

13.7 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What are the measures to build high employee morale?
2. What are the effects of low morale?

Long Answer Questions

1. State the definition of 'morale' given by different experts.
2. Give reasons for growing politicisation of civil services.

13.8 FURTHER READINGS

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UNIT 14 ADMINISTRATIVE ETHICS

Structure

- 14.0 Introduction
- 14.1 Objectives
- 14.2 Administrative Ethics: Meaning and Elements
 - 14.2.1 Importance of Administrative Ethics
 - 14.2.2 Hindrances to Administrative Ethics
- 14.3 Answers to Check Your Progress Questions
- 14.4 Summary
- 14.5 Key Words
- 14.6 Self Assessment Questions and Exercises
- 14.7 Further Readings

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14.0 INTRODUCTION

Public service has always been valued as a major feature of human civilization. It is due to the nature of humankind as a social creature with concern for common good and common interests as well as for self-interest. This is evidenced by the highly developed public bureaucracy and civil service system, as well as by the proliferating intellectual/ philosophical development concerning public service in the great ancient empires of Persia, Greece, China and Rome, where much of the modern knowledge of public administration originated. Administrative ethics implies applying general moral rules to administrative relations. Because of the work related to using the government funds for public welfare, the chances of betraying public trust is probable. That is why there is a need of such ethics to maintain the sanctity of the system. Though the public administration is an old institution, the administrative ethics are still not developed fully. In this unit, we will study about the administrative ethics, its importance in civil services and the factors which hinder their observance.

14.1 OBJECTIVES

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

- Understand the meaning and elements of administrative ethics
- Discuss the importance of administrative ethics
- Describe the factors which hinder administrative ethics

14.2 ADMINISTRATIVE ETHICS: MEANING AND ELEMENTS

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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. It is now 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.

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Essential elements of the administrative ethics

The essential elements of the administrative ethics are as follows:

1. **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.
2. **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 consists 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.

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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:

- (i) Military service
- (ii) Police service
- (iii) Sports
- (iv) Public activities
- (v) 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.

- 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
- Second, the basis for these codes, the social and psychological understanding of cultural and humanistic reasons of the profession.
- Third, the position of a professional group and its members towards society and other groups, and their concerns.
- Fourth, the personal moral features of a specialist who provides the highest level of his/her professional duty performance.
- Fifth, particulars of moral relations between specialists and the individuals to whom a specialist's activities are directed.
- Sixth, relationships within professional groups and special professional moral standards that express these relationships.
- Seventh, professional activity as a personal moral feature and professional activity values.
- Eighth, particular goals and techniques of professional education.

3. **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:

- **Standards and norms:** These are the principles that guide the actions of people and the employees and help them lead and control their behaviour.
- **Behaviour:** It refers to different forms of employee activities limited by certain standards and norms corresponding with social values.
- **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

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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:

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(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:

- (1) patriotism and upholding national pride
- (2) allegiance to the Constitution and the law of the nation
- (3) objectivity, impartiality, honesty, diligence, courtesy and transparency
- (4) 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.

Civil Service Values in the United Kingdom

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1. The Civil Service is an integral and key part of the Government of the United Kingdom. It supports the Government in developing and implementing its policies, and in delivering public services. Civil servants are accountable to Ministers, who in turn are accountable to Parliament.
2. As a civil servant, you are appointed on merit on the basis of fair and open competition and are expected to carry out your role with dedication and a commitment to the Civil Service and its core values: integrity, honesty, objectivity and impartiality. In this Code:
 - ‘integrity’ is putting the obligations of public service above your own personal interests;
 - ‘honesty’ is being truthful and open;
 - ‘objectivity’ is basing your advice and decisions on rigorous analysis of the evidence; and
 - ‘impartiality’ is acting solely according to the merits of the case and serving equally well Governments of different political persuasions
3. These core values support good government and ensure the achievement of the highest possible standards in all that the Civil Service does. This in turn helps the Civil Service to gain and retain the respect of Ministers, Parliament, the public and its customers.

14.2.1 Importance of Administrative Ethics

Ethics and morality both are the branches of philosophy which particularly offers values of human behaviour regarding the rightness or wrongness of actions. Ethics embodies honesty, responsibility, integrity and empathy, which help in deciding what is right and what is wrong. Administrative ethics denotes the expert code of morality in civil services. It represents the ethical fibre of civil servants and modifies the behaviour and conduct of various classes of civil servants. The civil service, being a profession within the contemporary state, has evolved a code of morality for its members. This code includes traditions, precedence, and requirements which ought to be saved by the civil servants. The civil servants are anticipated to carry out their tasks in accordance with the ethics.

In the present era, each government is dealing with some challenges like globalisation, financial opposition, social and political disturbances, technological adjustments, threats of terrorism, and a hastily converting labour market throughout

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the country. These demanding situations can effectively be met through sincere and hardworking citizens of the state. It is for this reason that intensifies the significance of ethics and morality within the behaviour of Public Administrative System.

A Code of Ethics is needed for public servants to exercise their authority in an impartial manner with no selfish motive. Traditionally, people used to provide items with a sheaf of betel to high ranking officers or even to low ranking officers upon getting their work done. In early days people would offer materialistic items as gifts to civil servants for their service to them. With the changing times, these gifts took the form of cash and other monetary benefits. To prevent such practices and potential corruption, it is important to implement a code of ethics in the civil services.

Ethics is a set of policies that outline ethical behaviour in accordance with the ideology of a particular group. Ethics provides a sense of responsibility to the general public and the management. Adhering to a code of ethics guarantees that the general public gets what it needs in an honest manner. Additionally, a code of ethics mandates public officers to exercise professionalism while discharging their duties. With a robust code of ethics in public management, leaders perform their obligations and encourage their personnel and committees to put into effect legal guidelines in an expert and equitable manner.

Another effective final result of practicing right ethics in public management is well timed and informative conversation with the community. The solution for the problems of probity in governance lies in checking on the corruption and increasing information sharing and transparency in government through Right to Information Act. Communication between the civil servants and the general public plays a vital role for effective implementation of schemes and public welfare works.

The idea of ethics and morality are essentially the philosophical tendencies which might be past our limits of understanding. The following are the set standards which are anticipated from a public servant:

- **The concept of selfishness:** A public servant should take his choice without any favour or bias.
- **Behavioural integrity:** A public servant ought to by no means be willing to obtain any monetary or materialistic obligations.
- **The idea of rationality and objectivity:** While making decisions at workplace, a public servant is required to be logical and free from any emotional biases.
- **Functional Accountability:** A public workplace holder is answerable for her/his choices and movements to the general public.

- Honesty and openness: The public choices are to be made in an open and sincere manner.

These requirements are important for a civil machinery to function efficiently.

A public servant should serve residents in an impartial and honest manner. He should take responsibility of the work related to public welfare and must oppose corruption.

Ethics in public service is not always simply a concept, but a vital and obligatory practice. Citizens expect public servants to be expert in their fields, sincere and most significantly moral.

The following factors spotlight the significance of administrative ethics:

- To check the arbitrary activities of civil servants
- To promote the sense of administrative responsibility
- To establish and promote the correct relations between the citizen and the civil service
- To preserve and promote social welfare, public interest and common good
- To manage that part of administrative power and discretion which cannot be managed through formal legal guidelines, techniques and strategies
- To enhance the performance and effectiveness of administrative system
- To strengthen the legitimacy and credibility of public management
- To stabilize and harmonize the relation among the civil servants and the political executives
- To foster and keep high morals amongst all classes of civil servants.

Highlighting the significance of administrative ethics, P.R. Dubhashi stated, “It is of utmost importance that the public administration should be efficient but it is even more important that it should be ethical. It is said of an individual that if the character is lost, everything is lost.”

14.2.2 Hindrances to Administrative Ethics

A code of ethics sets a standard for work ethics. Government departments have a code of ethics to guide public servants in navigating ethical challenges.

The diverse factors of administrative ethics are as follows:

1. Integrity
2. Loyalty to the state
3. Honesty

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4. Efficiency
5. Non-partisan mind-set
6. Humbleness
7. Non-corruptiveness
8. Devotion to the responsibility
9. Experience of public right
10. Secrecy
11. Neutrality
12. Anonymity
13. Impartiality
14. Equity
15. Sincerity

In India, these factors of administrative ethics are contained in Civil Service Conduct Rules. The important Conduct Rules are: All India Services (Conduct) Rules, 1954; Central Services (Conduct) Rules, 1955; and Railway Services (Conduct) Rules, 1956. In addition to these, there are numerous policies and commands dealing with specific conditions concerning Civil Servants.

Although there are many legal guidelines and policies to make sure there is impartiality and honesty while carrying out public works, the scope of misusing the executive powers is large. Public offerings should broaden moral requirements of civil servants, which assist them in their efficient overall performance requirements. These requirements can have a lifelong influence at the society as a whole.

At each level of public management in all non-profits organizations and authorities, moral demanding situations are present. According to the US Office of Government Ethics External link (OGE), moral demanding situations can also additionally fall into the subsequent buckets:

- (a) Financial conflicts of hobby and impartiality: For example, a central authority worker awarding a central authority settlement to a commercial enterprise she or he owns.
- (b) Gifts and payments: A high ranking official asking his or her secretary for a vacation gift.
- (c) Use of government position and resources: A civil servant using government money and resources to pay for family vacation.
- (d) Outside employment and activities: An army personnel doing part-time work for an army contractor.

- (e) Post-government employment: A former politically appointed official working for an overseas authorities/political party.

The diverse elements, which hinder the observance of administrative ethics among the civil servants, can also be referred to as the elements for maladministration, pathologies or moral dilemmas. These elements are as follows: (i) Corruption (ii) Favouritism (iii) Bribery (iv) Indifferentism (v) Officiousness (vi) Departmentalism (bureau philosophy) (vii) Nepotism (viii) Lawlessness (ix) Political influence (x) External pressures

It is safe to finish re-journeying, Paul H. Appleyby who argues that morality and management cannot be separated and that one might now no longer doubt that morality in public management is continued through patience, honesty, loyalty, and dedication to the career, cheerfulness and courtesy. Three-factor techniques to address corruption are – simplification of policies and guidelines so that the scope for corruption is reduced, empowering the general public and ushering in extra transparency and strict punishment.

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Check Your Progress

1. Define ethics.
2. Name the essential elements of administrative ethics.
3. Which values shall a public servant be guided by in the discharge of his functions?
4. Which elements hinder the observance of administrative ethics among the civil servants?

14.3 ANSWERS TO CHECK YOUR PROGRESS QUESTIONS

1. In a broad manner, ethics can be defined as 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.
2. The essential elements of administrative ethics are honesty, behavioural code and moral norms.
3. Public servants shall be guided by the following values in the discharge of their functions:
 - (i) patriotism and upholding national pride
 - (ii) allegiance to the Constitution and the law of the nation

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- (iii) objectivity, impartiality, honesty, diligence, courtesy and transparency
- (iv) maintain absolute integrity

4. The elements which hinder the observance of administrative ethics among the civil servants are: (i) Corruption (ii) Favouritism (iii) Bribery (iv) Indifferentism (v) Officiousness (vi) Departmentalism (bureau philosophy) (vii) Nepotism (viii) Lawlessness (ix) Political influence (x) External pressures

14.4 SUMMARY

- 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. It is now widely being associated with professional standards rather than being merely debated at a philosophical plane.
- In public administration, the ethics focus on how public administrator questions and reflects in order to be able to act responsibly.
- 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.
- 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.
- A civil servant studies all moral aspects of public administration employees and senior manager's activities. It consists of the following three basic components:
 - o **Standards and norms:** These are the principles that guide the actions of people and the employees and help them lead and control their behaviour.
 - o **Behaviour:** It refers to different forms of employee activities limited by certain standards and norms corresponding with social values.
 - o **Values:** Values refers to the individual, group and social statements, opinions and attitudes towards concepts like freedom, justice, honesty, loyalty, neutrality, responsibility, etc.
- 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.

- Ethics and morality both are the branches of philosophy which particularly offers values of human behaviour regarding the rightness or wrongness of actions. Ethics embodies honesty, responsibility, integrity and empathy, which help in deciding what is right and what is wrong. Administrative ethics denotes the expert code of morality in civil services.
- A Code of Ethics is needed for public servants to exercise their authority in an impartial manner with no selfish motive.
- In India, these factors of administrative ethics are contained in Civil Service Conduct Rules. The important Conduct Rules are: All India Services (Conduct) Rules, 1954; Central Services (Conduct) Rules, 1955; and Railway Services (Conduct) Rules, 1956.
- The diverse elements, which hinder the observance of administrative ethics among the civil servants, can also be referred to as the elements for maladministration, pathologies or moral dilemmas. These elements are as follows: 1. Corruption 2. Favouritism 3. Bribery 4. Indifferentism 5. Officiousness 6. Departmentalism (bureau philosophy) 7. Nepotism 8. Lawlessness 9. Political influence 10. External pressures

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14.5 KEY WORDS

- **Ethics:** It refers to the moral principles that govern a person's behaviour or the conducting of an activity.
- **Public servant:** It refers to a person who works for the state or for local government, such as a judge or teacher.

14.6 SELF ASSESSMENT QUESTIONS AND EXERCISES

Short Answer Questions

1. What are the three basic components of the study of moral aspects of public administration employees and senior manager's activities?
2. What are the diverse factors of administrative ethics?

Long Answer Questions

1. Explain the essential elements of the administrative ethics.
2. Describe the Civil Service Code.
3. Elaborate on the importance of administrative ethics.

14.7 FURTHER READINGS

NOTES

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