The Problem of Personnel Administration With Special Reference to Recruitment and Training in India

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The problem of personnel administration is delicate to handle and difficult to solve. The personnel in government service has the high responsibility of not only holding the society together in peace and harmony with regulatory powers but also to bring about progress and prosperity with plans and projects of speedy development. Functioning of the government whatever its form might be, will be as effective and fruitful as what its personnel is likely to make of it. Therefore, the work of Government servants is not only concerned with their personal well being but is also closely connected with public welfare. Thus, to achieve the goals that the nation, has set for itself in the true sense of the term, is their primary responsibility.

During the last few years the problem of organised public service has become more complex and difficult. The economic, social and political programmes of a nation have become so collosal that traditional type of administration cannot achieve it effectively and efficiently. Our public service system is largely modelled on the British-pattern which is quite obviously not fit in the present circumstances. The system of administration which was established by the British rulers in India, was regulatory and rigid. Although the administration was comparatively efficient and impersonal, it had hardly any social phenomenon. Traditions Customs and habits
die hard and the lingering overlordship and bureaucratic attitudes that we witness today in the government servants is no doubt a hangover of the colonial era which must be replaced by a socially oriented system. Prime Minister Jawaharlal Nehru once remarked that "Administration is meant to achieve something and not to exist in some kind of an ivory tower following certain rules of procedure and Narcissus-like, looking on itself with complete satisfaction. The test after all is the human beings and their welfare." Prime Minister Lal Bahadur Shastri in his first broadcast to the nation on assuming office said "there is a widespread feeling that extensive reform of administration is essential if the task of economic development and social reconstruction are to be accomplished. The administrative organisation and its methods and processes must be modernised if it is to become an effective instrument of economic change." Prime Minister, Mrs. Indira Gandhi referred the administrative machinery "as the stumbling block in the way of the country's progress." Public officials should think and see that certain things which are essential for our progress are implemented properly. The country would go down if the old British system operative in India is still rigidly followed in which the public servants were not supposed to be concerned with the national problems, progress and development plans. Government is aware of the need for change and a new approach, but unfortunately, the manner in which and the extent
to which changes have taken place betrays a certain amount of rigidity of the system. The changes have been very slow and the system continues to be set in the same old pattern. It lacks dynamism and adaptability to changing needs. Some window dressing in the shape of reforms has been done which have either failed to serve the purpose or have remained inoperative due to halfheartedness on the part of government. Even the reforms suggested in the three Five Year Plans have not been fully implemented. Theoretical planning, however sound it might be would fail to materialise if the personnel system is not attuned to it in a realistic and practical manner.

It is, therefore, necessary to find out a new approach to the problem of recruitment and training of the public servants and methods and procedures of personnel administration as it constitutes the crux of the problem.

The purpose of the present study is to make a comparative assessment of various personnel systems with special reference to India which is economically, educationally and socially backward, as also of the advanced countries where the problem of education and employment have been tackled intelligently imaginatively and practically and therefore fruitfully. Economic and developmental activities have made a rather difficult for India to depend upon the bureaucratic
system established by the erstwhile colonial rulers to achieve their own political ends. It is also not easy to break with the past as administration is a continuous process it is difficult to disengage the present system with the past. With the advent of independence, the very outlook with regard to the public service has changed, but a change in the outlook is not enough, we have to reorientate the whole basis of our administrative recruitment and much misunderstanding has been generated by the repeated aphorism that the "services are the servants of the people." It is only half of the truth. A fact it constitutes the elite and the most influential section of population. It is to be examined as to what means are to be adopted so as to bring out a perfect coordination between bureaucratic elements, developmental activities and democratic forces so as to ensure both efficiency, accountability productivity.

The governments at the centre and the states have made several attempts to bring about reforms in public service system. Hence the Gorwala Enquiry in 1951, and Appleby Reports of 1954 and 1958 suggesting crucial reforms were made and finally the Administrative Reforms Commission was set up in 1965. The Administrative Reforms Commission has examined the question of reorganisation and re-structuring of the services. It has made a plan for streamlining the administration and making it more efficient and responsive to the needs of the
people. An attempt has been made to make an extensive use of the reports of the Administrative Reforms Commission with the three Administrative Study Teams of the Administrative Reforms Commission and also the reports of the Union Public Service Commission, Ministry of Home Affairs and the Central Pay Commissions and the Three Five Year Plans. Besides, I have also utilised the material contained in standard books, Journals, Rules and Regulations regarding civil services, and periodicals which were available on the subjects under study.

The thesis has been divided into six chapters. The first chapter covers all the problems of personnel administration such as classification of services, recruitment, training, promotion, pay and service conditions and so on. I have tried to give a general idea of personnel administrative system. The second chapter deals with the development of public services in India. The third chapter discusses the role of the recruiting agencies in India. The fourth and fifth chapters contain the methods and procedures of recruitment and training of the public servants in India as well as in other countries like, the U.S.A., Britain and France. The sixth chapter deals with "Recruitment, from within generally characterised as Promotion."

The efficiency of any administration ultimately depends upon the quality of recruits and the subsequent training of its personnel. Therefore the problems of recruitment and
training have a special significance in India to day. I have tried to make a thorough assessment of merits and demerits of various recruitment systems — patronage, spoils and merit. It is of utmost importance to the reasons rejecting a particular system because of its advantages and disadvantages. The new personnel system has got to become professionally knowledgeable with regard to the best ways in which the new functions could be implemented. Our system has been a closed one in the sense that we still continue to keep specialists at a lower level, even the best among them, both in terms of status and salary. While the need is to place specialists at the higher levels so that they may be able to give proper advice to the decision-makers.

It is my pleasant duty to record my deep sense of gratitude to Professor S.A.H.Haqqi, Head of the Department of Political Science, for his constant encouragement and continuous interest in my work. I am greatly indebted to the extremely inspiring guidance, profound scholarship, and inexhaustible forbearance of my supervisor Mr.S.Nasir Ali, Reader in the Department of Political Science, Aligarh Muslim University. It is, therefore, with a deep sense of reverence that I take this opportunity to express my immense gratitude to Nasir Saheb for all that he has done to enable me to complete this work.
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 CHAPTER I

INTRODUCTION

Personnel Administration in a narrow sense, is concerned with the administrative procedures by which employees are recruited and energized in order to attain some objectives, dealt with in their employment relationship. Personnel administration is a staff function in contrast to a line function. But since no organisation can be run without people, personnel administration is more related with line officials. Personnel is considered to be a sovereign factor in administration. The institutions are mere skeletons without the flesh and blood which is provided by Personnel. Therefore the utility of institutions depends upon the quality of its personnel. "The ultimate possibilities of solving problems of government lie in the nature of the men and women who composed the institution."

Thus administration is, primarily concerned with persons, and social relationships have great importance in all administrative spheres. Ordway Tead has defined personnel administration in these words: "Personnel administration is that phase of total administration which is responsible for initiating and overseeing the working out of those policies and methods which are designed to unite the entire body of workers in an

attitude of enthusiasm to achieve certain aims as to which common agreement is also sought." He further says, that "Personnel administration is the utilization of the best scientific knowledge of all kinds to the end that an organisation as a whole, and the individuals composing it, shall find that corporate purposes and individual purposes are being reconciled to the fullest possible extent in work, while the working together of these purposes, realises also a genuine social benefit."

Personnel administration is not concerned so much with legislation directly - that is the prerogative of the politicians - but it supplies the expert advice without which law making, in a complex civilisation like ours which is so hazardous, complex would be impracticable. However, personnel provide help both in the formulation of policies and in their proper execution. The function of the administration or the civil service is to carry out the day to day business of the government - administering the laws, directing the social services and also carrying out the development plans. Referring to the role of administrative service. In the words of Desai,

2. Ibid., p. 145.
"if any development plan had to be successfully implemented, it required the fullest effort of the people and the services." ¹

It is therefore established that a proper system of intake of competent men no administration can thrive and prosper. This process is becoming increasingly complex and difficult in view of the fast changing world and the challenges it is offering. With these changing circumstances it has become necessary to call for new professional skills for planning and direct operations. Now we can make clear distinction between the governor or politician on the one hand, and the administrator and his assistants on the other. However, there are persons who continue to operate in both spheres for example the British Minister whether he belongs to the Cabinet or not; in his administrative capacity the Minister - and infact the elected Local Government Councillor - is a member of the administrative corps. Under this system the spheres of the politician and the administrator have not been separated but there is obviously differentiation between the two functions.²

Today the senior administrator gets help from a number of assistants who carry out administrative duties. Further

there are some persons among senior staffs whose qualifications and responsibilities are non-administrative - research workers, technologists and professionals of different kinds, and also those who execute the industrial and the technical activities. These persons are, therefore, both the administrative and the professional officials, and are equally important in running the administration. In addition to these administrators there are subordinate officials who perform routine functions such as telephonists and office cleaners, Daftaris and Peons etc. Although they do not perform any administrative duty, they have been included in the administrative hierarchy because they also serve the administrative purpose though in a very limited field.

In the following pages we propose to specify the various problems relating to the components of the personnel administration with a view to studying the problem of personnel in the context of Indian administration by identifying our specific areas of inquiry. It is proposed to study and analyse the Indian Personnel problem and suggest remedies thereto.

The main task of personnel administration is to recruit new and able employees for the public services and making use of the old ones in order to maintain a well-trained satisfied productive work force. It establishes their ranks and functions through position classification, determines their pay scales and conditions of service, rating efficiency as a basis for promotion, assists in matters of discipline and labour management
relations and provides for the pension, health insurance, and other benefits. Thus personnel administration includes several matters such as, organisation, planning, finance supervision, control, and public relations.

In modern governments many developments are taking place and this is leading to inevitable expansion of the personnel functions which now have to embrace much more than the technical activities of recruiting, testing, pay standardization etc. The new role of personnel administration is to make public service more attractive as a career for the competent graduates of the nation's schools and Colleges; and to expand in-service training for orientation, for skill improvement, for increasing employee potential for advancement and for creating a sense of belonging and a sense of unity and common purpose in an organisation all factors which lead to high moral.

Personnel administration is one of the most important aspects of Public Administration. It is the affirmative effort which directly effects the efficiency of administration. Now the government has assumed various responsibilities for a wide range of activities of the country, which are often complicated and difficult and need highly specialised and competent persons

to carry out the civil services. Apart from it the administration has to deal with a people passing through a ferment where 'old order is changing yield place to new', and sociological and behavioral factors are to be taken into account in dealing with the problems of the people at large. Improvements in organisation, methods and procedures, important as they are will be ineffective if the personnel manning the public services are unqualified or inefficient and unaware and unconscious of the existing and emerging realities of the situation. Personnel administration, therefore deserves the highest priority in any programme of administration, as it provides the infrastructure of every administrative system. Dimock emphasises this fact by asserting that "the essential ingredient of successful administration and effective management in modern society is an efficient system of personnel management."

If public personnel administration is to be viewed as a whole it must include all the relationships between the government as an employer and its employees. Keeping this in view the subject may be divided into three main branches: (1) operating personnel administration, (2) control personnel administration and (3) developmental personnel administration.


Operating personnel administration is that phase of personnel administration which is directly concerned with the day to day management of an operating agency and has an important place in personnel administration. It remains in the hands of the responsible operating officers.

Control personnel administration is centralised in a special and separate personnel agency that keeps control over the regular operating officers in respect of all personnel matters. It is not directly related with personnel administration therefore it can be differentiated from the day-to-day administration.

Developmental personnel administration is that part of personnel administration which is dynamic in character and is affected by the standard of education and changing needs and which is designed to search out better practices and procedures of administration and to encourage their adoption.

**SPOILS VERSUS MERIT SYSTEM**

The most distinctive feature of the personnel administration has been the development of merit system and gradual decline of the spoils system. The spoils system obtained in a number of countries in varied forms during the last three centuries. It may however be contended that from this point of view, Germany has the longest experience of civil service and its problems.
The main characteristic of German Civil administration was bureaucracy which was considered the most honoured profession. At a time when America, Britain, France were backward in this respect, Germany had a developed civil service. There were rules of recruitment and training which provided an efficient staff to the services. However, there were two problems facing Germany. Most of the estate owners were paid not in money, but in kind, i.e., the produce of the royal domains, which they were assigned as reward for their work, devotion and loyalty. The economic interest of these estate officials served as an obstacles in the way of good administration. It, therefore, became necessary to separate the economic management. At the same time, the property of the nobles, who were central officials and acted locally, was not completely under the control of the royal authority. A second danger was the sale of offices and alienation of jurisdiction. Under this system the offices became the means of producing money and profit and a class of parasites grew who more conscious of their privileges than their functions.

Further, the services developed into a caste apart and exclusive from the rest of the society. It functioned against the interests of the people, even when the will of people was different from the will of the civil service.

Germany had no local government system like British system. The town and other great estates had not organic relationship with the central authority and ruled themselves. In later period, instead of being self-elected, they were appointed by the Crown and to receive technical knowledge they gradually became of the central authority in the matters of direction and pay. Thus centralisation took place, which concentrated authority without, in any way, improving efficiency.

At the same time in the seventeenth century the armies were nationalised. In Prussia a standing army was created under the direct administration of state, and former officers, captains, men and equipment were socialised. In this situation the commissors became permanent state administrative officials. Thus the centralisation and militarisation became predominant factors of the Prussian Civil Service.

Prussian absolutism created and strengthened the system of bureaucracy and it could be maintained only by centralisation and military and civil army. Bureaucracy continued to function until the recent past. As far as formal and routine functions and competence at the drafting and interpretation of rules and laws were concerned, bureaucracy functioned most efficiently.

But as soon as revolution forced the country to serve positively and constructively in the field of modern social and economic problem instead of merely to keep order, the civil service was needed either to be sufficient by itself or demanded the help of other institutions. Radical reform of the civil service, thus, came to be indicated.

The features of the French administration, which was also privilege conscious and operated as a class also encouraged favouritism, centralisation, Estatism, the venality of offices, the passion for place, the caste differentiation of officials, the popular detestation and suspicion of public administrating and the establishment of administrative law. Among them centralisation was the main characteristic of the royal sovereignty.

The powers in various spheres such as justice, police, finance, supplies and military were exercised by intendants who were products of the company of the commanders of the royal armies in provinces. The intendants were selected from the most competent and defendable members of the king's Council. Under the rule of Colbert the powers of intendants increased in effectiveness. But in the later period the intendants became

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liberal administrators who were not interested to come in conflict with the central authority for their local sympathies. Thus centralised system became strengthened itself and intendants were responsible for it. From time to time the power of decision making was gathered into the hands of the subordinate officials at the centre and the system of bureaucracy came into existence.

There were three types of methods of recruitment for intendants and their subordinates (1) they were elected, for example as collectors of revenue; (2) they purchased their office and were mainly central authority's officials and were paid maximum fees or (3) they were appointed by the Crown or intendants at discretion which meant by favouritism. Until revolution there was venality of offices which meant almost every office, central or local except some highest offices in the kingdom, could be attained by purchase gift or inheritance. Administrative function was the means of personal power and profit. The result was an untrained unregulated, uncontrolled mass of people. Another evil effect of venality of offices was the formation of an official caste. In England the position was different. There was no bureaucracy and centralisation. It was perhaps and due to religious and social indifferentism and material acquisitiveness. Before the sixteenth century

the official work was performed in a peculiar fashion, i.e. in the Corporations and Guilds by the clerks, the church-learned dignitaries and minor writers. The Chancellor and the Treasurer and the royal clerks were treated as private servants of the crown. Their powers and functions were so little and non-political that they did not have to face public criticism. But in the sixteenth century the nation paid attention towards its identity, international as well as domestic. The Tudors increased the power of the Crown to a great extent. The Crown who was now absolute, was not in favour of highly efficient administration. His interest was more in giving the right to appoint to the ministerial friends and preserving freedom from parliamentary control. His interest was based upon patronage. Reforms in the civil service came in two periods. In the first period, which covers the years 1689-1855, no attention was given toward improving the quality of the officials but attempts were made for the political purification of the House of commons and the expansion of the electorate. The second period beings from 1855.

The Revolution of 1689 provided the parliament with predominance over the Crown. To preserve this supremacy the Parliament kept out officials from holding a place of profit under the Crown. Thus at that time the civil service became the subject of struggle between the Crown and Parliament. But the entrance to the offices was still dependent on political
favour. Until 1858 the public offices were controlled by the ruling clique and were used as rewards to their followers. They were often dangled as bait to win over the support of the influential sections of society.

In America, President Washington created rudimentary bases of a merit system with the establishment of National Government under the constitution in 1789. But the rise of the party system made it impossible to continue. Spoil system, began on minor scale under Washington, Jefferson, and Adams. By 1829 it became an integral part of the American party system. As Fish has expressed that the triumph of democracy was mainly responsible for introduction of this system. Democratic political leaders could not remain unaware of wealth and leisure. "It is here", says Fish, "that the function of the spoils system becomes evident; the civil service becomes the pay roll of the party leaders; offices are apportioned according to the rank and merit of his subordinates, and if duties are too heavy or new positions are needed, new offices may be created."

At this time the professional politicians took over an enormous number of offices in their hands. Naturally they demanded proper reward for their work. In the words of Stahl,

"The burden of party affairs therefore fell wholly upon the shoulders of professional politicians who laboured in the party vineyard in season and out and, reasonably enough, demanded their due reward for such efforts. This took the form at one time or another of straight-out anbezzlement bribery, payroll padding, contract graft and position graft. All were aspects of the spoils system."

Thus democracy was the main factor which brought about the spoils system. During the colonial period in U.S.A. the British made the appointment to the public offices from the privileged classes. The common people were dissatisfied with the rule of fitness which meant appointment of the best and wealthiest families. The colonial legislatures attempted to restrict this appointing power of the royal governor and thus destroyed the monopoly of offices. But these revolutionary leaders who constituted elective administrative offices, themselves invented instrument of new type of favouritism. Political leaders did not agree to accept the doctrine of "due participation" or to give power to each party in public service appointments, which Jefferson had invented. They developed the theory of rotation which gave birth to the party monopoly. After 1829 Jackson also reiterated this theory by assering that, "To victor belong the spoils."

EFFECTS OF THE SYSTEM

The system of spoils and patronage had left many defects in the administration though it provided some good results also. For example, in France, the venality of offices brought some good features to the service. First, it enabled the third estate to acquire office which gave their children a good education in the hope that they might one day attain high office. Second, the offices were taken out of the sphere of politics. Third, venality produced non-removability and official independence.

The demerits of the spoils system were many. Under this system many removals and appointments were made. The result was that efficiency and experience of administration rapidly declined. Unstability and insecurity prevented capable persons from joining the service. It created a caste of office seekers which had little concern with the rest of the society. Spoils system encouraged political corruption by maintaining monopoly of the ruling party. Further, the political appointees were always interested to secure their future jobs by pleasing politicians. It also created struggle for power of appointment and removal between the royal governors and democratic institutions.

In the words of L.D. White, "It is one of the chief evils of the spoils system that reckless abuse of patronage, the most lavish and acknowledged corruption have made party despotism so absolute that the conscience and intelligence of the country are largely enslaved by unprincipled ignorance and isolent cunning."

TOWARD A MERIT SYSTEM

In the civil war period the activities of Government increased so much that it became necessary to pay attention to this problem. On the other hand the urgent necessity of technical competence in the administration enforced the idea of merit and capacity. For the technical services intelligent and qualified men were needed. In 1853 the U.S. Congress prescribed a rule that no clerk should be appointed without 'examining and qualifying' by a board of three examiners selected by the head of the department. These examinations were held at the headquarters offices until they were replaced by Pendleton Act of 1883.

In 1871 an attempt was made to deal with the question of selection of personnel. The President was authorised to

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prescribe such rules and regulations for the admission of persons into the civil service of the United States as would best promote the efficiency thereof, and ascertain the fitness of each candidate in respect to age, health, character, knowledge, and ability for the branch of the service into which he sought to enter; and for this purpose the President was authorised to employ suitable persons to conduct such inquiries, to prescribe their duties, and to establish regulations for the conduct of persons who may receive appointments in the civil service. But the Congress did not provide money for its execution.

A movement for reform started on national scale with the organisation of the National Civil Service Reform League in 1881. Another important factor in this regard was the report on the British Civil Service Commission by the President Hayes. The report was specially concerned with the applicability of British method to the conditions in the United States.

In 1883 assassination of President Garfield by a disappointed office seeker, forced the Congress to approve Civil Service Act. In 1883 the Senate led by Pendleton of Ohio, and acting upon bill drafted by Eaton (the historian of British

Civil Service reform and the New York Civil Service passed a legislation which was called as Pendleton Act. The Act marked the beginning of personnel administration in formal sense in the federal Government.

In England also a mass opposition had been initiated against patronage. In this regard the work of Jeremy Bentham assumed great importance. In his Official Aptitude, Maximized, Expense Minimized, a series of papers, he placed general basis for a reform of the corruption and rank patronage of his time.

The method of open competition came as a part of the reform of English administration in India and was carried out under the Charter Act of 1833. In 1854 a committee was set up under Macaulay to report upon the recruitment of the Indian Civil Service. His scheme included open competition, testing of subjects for competitive examination and allocation of marks to the examinees. The scheme was accepted and put into practice and became the pattern for reform of the civil service in India.

Later on Report of Northcote and Trevelyan and some other papers of distinguished people relating to the "re-organisation of the Civil Service", introduced further improvements

2. Ibid. p. 761.
3. Ibid., p. 763.
in public affairs. Consequently patronage was abolished and entrance to the service could be made possible on the basis of prescribed age and by means of competitive examination. Further, a distinction was drawn between intellectual and routine type of work and services, in other words, the services were classified.

As has been mentioned earlier in Germany, irresponsibility and unawareness of the officials towards common people deprived the services of their moral strength and bureaucracy became the subject of severe common criticism. The book on 'The Prussian Bureaucracy' supported this criticism. Its criticism was primarily based upon the fact that civil service was not directed and controlled by the people and was the cause of a number of evils.

Stein, who was invested with supreme authority for the reforms by king Frederick William III, sharply criticised the bureaucracy. He says, "We are governed by paid, book-learned disinterested, propertyless bureaucrats." He put some suggestions to encourage decentralisation, popular consultation and

2. These four words are used, respectively, in the sense that they strive after maintenance and increase of their numbers and salaries; they live in the printed, not the real world; they are not related to the class of the citizens; they are unaffected by any changes in property; From the Nassau Memorandum.
In the beginning of the eighteenth century the first formal beginnings of recruitment were made. The written and oral examinations had already been started for recruiting the military personnel, the judges and the judicial councillors. If there were several competitors for posts, only the best candidates were to be selected on the basis of merit. Soon after this a written examination was made compulsory for the highest clerical officers and the secretaries of the law courts. However, the rules of recruitment were not prescribed for higher administrative service until later.

In France, with the emergence of legal equality, representative assemblies and decentralisation came into force. The central authority could no more remain arbitrary and the institution of intendants was abolished. But centralisation could not be abolished at once. Only the undemocratic features of centralisation had died. However it could not be supported for long time. After the Declaration of Rights of 1791 a new principle was established, according to which all citizens were equal before law and for all public dignities, situations and offices and any distinction among them could only be based upon their virtues and their talents.¹

¹. Herman Finer, Theory and Practice of Modern Government, op.cit., p. 753.
The principle obviously could not succeed until and unless there was a method of measuring and relating the qualities and talents. Until 1870 no careful attention was paid to the problem of recruitment and favouritism continued instead of venality, which reigned over France until recent years.

The purpose of the original civil service reforms was not to bring about administrative efficiency but to purify the system of nepotism and to fight the spoils system. Meanwhile several social and economic developments took place. Continual expansion of governmental functions, technical character of public services, and the trend toward centralization of governmental activity as also persistent popular demand for reform are some of the main factors that have diverted the attention of farsighted leaders, policy makers, and social engineers towards evolving a positive and concerted approach to tackle the problems of personnel administration.

CLASSIFICATION OF SERVICES

Efficacy of the personnel management to a large extent depends upon two major foundations - recruitment system and classification. Classification not only means a systematization of the services; it also provides a wide and extensive support to effective management. As a tool of management it gives considerable help in developing an administrative
hierarchy and in making proper division and distribution of work amongst various levels.

Herman Finer defined the problem of classification thus; "to set all servants to work which is not too difficult nor too easy for them to do; and then to treat all who do equal work, equally, and where there is difference in the amount and quality of work done, to proportion reward to service."

Classification plan developed as a part of the reform movement in the public service. When the merit system was adopted for services it became necessary to know what constituted the duties of various groups of positions and what qualifications were required for them. Thus merit system itself demanded classification; which also called for efficiency and economy. Furthermore, the new principles of centralised financial control and equality in pay for similar work demanded the classification of services. It was based on the time honoured principle of division of labour with the additional element of suitability for the job assigned.

Pfiffner points out that position classification developed to avoid the frequent practice of pay inequality resulting from political favouritism. It was not at all uncommon to find

a secretary in one post of the Capital building receiving £ 4,500,00, while another on the next floor got £ 2,100.00. The reformers demanded "equal pay for equal work". This was sought through establishing by law a "classified service" in which positions were to be graded into classes on the basis of similarity in duties, responsibilities, and qualifications required. Each class had a single pay scale which was uniform throughout the service.¹

The system of service classification has developed on different lines in the United States and England specially in the matter of clerical-administrative services. Under the British system recruitment is made on the basis of broad general educational tests and then selected candidates are trained for specialised work. Therefore there are very few categories of services such as typists and shorthand typists, writing assistants - clerical, executive, and administrative classes. Classification of a large part of British service, however, covering professional and technical positions, postal jobs and industrial classes, is as detailed as in the United States. The purpose of classification of duties, in America, is to assist in handling the personnel matters like salary administration, the recruitment process, entrance qualifications, types of

recruitment methods etc. The classification, therefore, depends upon those features which make positions similar or dissimilar to each other from the viewpoint of these personnel matters. These differences in positions are more specific and narrow in America.

Duty classification plan depends upon the concepts of position and class. Position is a group of certain duties and responsibilities which required time and attention of some one individual. Each position is studied individually and then those positions which are so closely alike in their duties responsibilities and qualifications, are arranged into a class.

According to 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 respects. While defined as a 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." The classes are arranged into grades according

to their hierarchical levels. They differ from each other in respect of kind or subject matter of work and are sufficiently similar as to their level of difficulty or responsibility and requisite qualifications.

Each class has some essential tenets and facts in a standardized form which are different from every other class and are called class specifications or class descriptions. Class description consists generally of five parts (1) the title of the class without which the identification will not be possible. (2) The statement of duties and responsibilities; (3) examples of work performed or typical tasks; (4) the statement of minimum qualifications; (5) in some systems a statement of lines of promotion and scales of pay.\(^1\)

A large administrative structure generally consists of departments bureaus, divisions, and sections or units. Classes of employment are the subdivision of the smallest unit in the structure. The Central Personnel Agency takes the entire responsibility for initial classification. But sometimes/other agency or an outside organisation is assigned the full responsibility. \(1\)It may also be noted that all positions in a class will be governed by the same requirement of education, experience,

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knowledge, selection tests and the same compensation schedule will apply with equity in a class. The number of positions in a class may vary from one to thousands. A good classification plan should conform to some considerations. Classification may be successful if management and employee both accept and understand it. They should keep themselves in touch with the current objectives and processes of classification. Moreover, the technician who conduct the study, should be well informed about organisation and function classified. This information and knowledge should be derivable from budget, charts, payrolls, annual reports, laws etc.

Public service is a continuous organism and constant effort is needed to keep even the best classification plans up-to-date. Because of changes in personnel, in governmental functions, and in the structure of the public service, no classification plan can be adopted forever. To meet this problem the various changes should be constantly brought to the classification examiners with a view to enabling them to adapt the plans to new changes and consequent requirements. At the same time changes in the classification should be brought after much consideration. Because changes or adaptations in structure create new problems and pressures, bringing fresh priorities to the force. Any significant change in classification changes organisational purpose as well as location of bureaucratic and political power and thus is caused to collid traditional routines.
The proper assessment of every personnel requirement of public service depends upon proper classification. Classification reduces the complexity and variety of positions by arranging the positions in order so that form of recruitment and qualifications may be decided for the whole class of positions at a time. The qualifications provide a foundation on which examinations are based. Classification also leads to the creation of a rational promotion system. Without a systematic classification the duties performed under one class may have no proper relation with the duties performed under another class. A classification plan is essential for equitable treatment with the people working in different departments. Without categories there is no calculation, no comparison, no relative assessment and evaluation, and, therefore, it may not be possible to devise suitable and proper grades and salaries. The operation of an efficiency rating plan is also based on a good classification. All the employees of a particular class can be judged on the basis of the performance of a single type of work rather than by doing many different and unrelated kinds of work. Classification facilitates calculation of estimates of personnel needs of a department and thus helps the budgetary procedures. Proper training of the incumbents also depends upon proper categorization of services. By highlighting specific needs and requirements of the class - the classification system improves conditions of service and the morale of the employees. Thus,
the purpose of the classification is to offer equal treatment to the public employees by orderly arrangement and fair evaluation of position in the public service.

STAFFING THE SYSTEM

Staffing or manning an organisation is the central point in the entire personnel system. It is concerned with the problems of the staff or personnel, who convert the policies into practice. Thus, staffing as a continuous process, includes a related series of operations such as, the determination of manpower requirements, search of competent employees, attracting them to join the working organisation, examining procedure, selecting and placing employees best fitted for employment and holding them in service as long as their employment is mutually advantageous. Some of these problems are more important and complex and effect the whole character and shape of personnel administration.

Recruitment:— It has already been said that recruitment is the first step in the employment procedure. The success of entire programme depends upon efficacy of recruitment policies and upon the procedures through which candidates are recruited. Public service recruitment may be defined as "that process through which suitable candidates are induced to compete for appointments to the public services."

The purpose of the recruitment is to find out and pick up the right person to fill the vacancy. That is, to bring into service the outstanding men from universities and other fields. It is an integral part of the selection process and includes examination and certification.

For a long time the chief purpose of the recruitment has been negative. The task was to eliminate the favouritism and nepotism from the public services rather than to encourage the best to enter. Changed conditions demanded changed policies. Now the emphasis is not upon "keeping the rascals out" but on inducing the best to serve the government and assessing their abilities so that they may be properly placed. The characteristics of positive recruitment are: the active search for the best qualified persons through attractive and adequate publicity emphasis on recruitment from within, emphasis on up-to-date tests of high selectivity and reliability, development of planned recruitment programme by the selective agencies and close cooperation between the employing and recruiting agencies.

There are two broad systems of recruitment. First, direct recruitment from the School or the University depending upon the academic evaluation. Second, recruitment of more mature persons upon the basis of practical tests primarily related to their work experience. Typical example of the first type are the British system and to a lesser extent the Indian recruitment system. In the U.S.A. the second type is adopted.
JURISDICTION OF MERIT SYSTEM

The services may be divided into two groups - classified and unclassified services. The Central Personnel Agency is given jurisdiction over the classified services. They are subject to the merit system and called competitive or sometimes the "career services". The second type of services are styled "non-career" which are not under the jurisdiction of merit system control. These are comprised of the elective officials, the members of special boards and commissions, the heads of departments, and the experts who may be temporary or permanent employees working under special contract.

Furthermore, there are certain other positions which cannot be filled through competitive methods. They fall into two groups (a) positions of highly technical nature which are reserved for the expertise (b) certain positions which are so unimportant and unattractive or disagreeable that very few would like to apply for them. It would be futile to attempt to fill these positions by open competition. In such instances appointing officer is given the power to select whom he prefers. They are mostly routine types and carry neither high prestige nor handsome remuneration.

Unfortunately, there are many positions which, though they do not belong to either of the above two groups, have been placed in the non-competitive class. They may be divided into
four groups: (1) Labourers, (2) Positions of confidential or policy determination, (3) Temporary or part time position (4) Positions which have not been filled satisfactorily by the examination method. Exemption of specific positions from the purview of merit system offers serious possibilities of political pressures.

THE FIELD OF RECRUITMENT

The area of the recruitment is affected by several social political and economic factors. Among the more specific considerations pertinent to recruitment are the educational system, citizenship and residence, age and work experience, 'veteran' preference and sex barriers. All these influence in their own way the extent and character of the sources from which the candidates are drawn, some within the control of the personnel agency, others arising out of the nature of public employment.

EDUCATIONAL SYSTEM

Colleges and universities are the primary source of supply Recruitment is made on the basis of a broad examination covering subjects in the universities. Thus the character of the educational system determines to a certain extent that of the Civil Services. The system of education poses two main problems. First, whether it should be general education for
advancement and for career, or it should directly concerned with the duties and responsibilities which candidate is going to assume. Most of the countries have followed general education system. It is understood as an index of capacities for advancement. Second, should a University degree be an essential qualification to examination for recruitment? In this regard different countries have adopted different examination standards for higher and lower services.

Factor of Citizenship and Residence:- Ordinarily modern government recruits its own citizens. However if qualified citizen is not available to fill the position, personnel agency has the legal authority to recruit from abroad on short term contracts.

Another serious limitation is the requirement of residence. This, of course, is not in harmony with the merit principle. According to merit system the best qualified candidates should be employed, irrespective of his place of residence. Therefore, no citizen is ineligible or cannot be discriminated against any in respect of public employment on the ground of his residence by a legal enactment.

Age:- It is obviously good to the government to recruit its employees at an early age and enable them fit for higher position by training. Because of the emphasis on career service lower and upper age limits for the various services to which direct recruitment is made, have been rigidly established.
Sex:- Public services are open to women on the same terms as to men. But in some circumstances the government can ask its woman employee to resign if the efficiency of the service is to be effected by say her marital status etc.

Practically all the public recruiting agencies give preferences to the veterans of the national movement or war services in varying degrees. It is mainly concerned with national gratitude for past service in the military forces. Preference provisions may widen the area and increase the numbers of possible recruits by relaxing other restrictions.

METHOD OF RECRUITMENT

Announcement of the Examination:- There are several methods of announcement of recruitment examinations. Three of them are in common use, first, newspaper advertisement, second, announcement sheets or bulletins posted in public buildings, and third, circulation of test to individual organisations and institutions that might be expected to be in touch with suitable candidates. The qualifications required by employees are communicated through trade journals and mailing list. Mailing list is used in most of the cases. It includes the names of all those persons who have desired for a particular examination either by mail or in person. In this procedure persons have to fill out cards giving their names, addresses, and the titles
of the examinations in which they are interested. These cards are filed and mailed at the time of announcement of the particular examination. The purpose of the announcement of examination is on the one hand, to attract the best qualified persons and inform them about the nature of employment qualifications requirements, selection methods and procedures to be followed, and, on the other hand, to discourage disqualified persons from applying, and thus discourage frivolous candidature which would unnecessarily waste the time of the recruiting agency.

**Application Procedure:** Application procedure is the final link between recruitment and other aspects of the selection process. It serves five purposes: (1) to identify and locate the applicant, (2) to determine eligibility for competition, (3) to evaluate qualifications for employment, (4) to determine preference status, and (5) to serve as a basis for estimating character and habits.

**Examination:** The selection procedure begins with examination which had its origin at the very beginning of the merit system. Competitive examinations are a peculiarly democratic institution. Wherein every qualified person is free to come forward and compete for the service. In this system all competitors are equally treated and their competence is determined by a neutral and disinterested body.

Competitive examinations separate unqualified persons from qualified, and arrange qualified in substantial order of relative merit. Selection on the merit system serves as the foundation for impartiality and objectivity in granting tenure to public employees.

*Forms of Examination:* Within the area of competitive examination there are various testing procedures. For a large number of direct recruitments written examinations are prevalent. These examinations may be grouped into two broad classes - subjective and objective or free answer and short answer. For the highly specialized positions candidates are recruited on the basis of their education and work experience, taking into account both quality and quantity. These candidates are selected on the basis of an oral test or a group of oral tests, or there may be both a written and oral tests. This type of examinations are usually non-archived in situations where the candidates are not likely to be brought together.

Performance tests are used for those services and tests where quantitative methodology can indicate the ability and suitability of the candidate. Examples of this type of services are, stenographers, typists, etc. The test of general intelligence are very commonly used as a part of short-answer examination.
Oral test or Viva-Voce is an integral part of written examination and is held after formal testing is completed. Only those candidates who have secured a minimum percentage of marks at the written examinations are eligible to appear for viva-voce. It is designed to make an assessment of those qualities and intangible factors which cannot be judged by written tests. Test plans are made according to situation and nature of position.

**Rating and Certification:** On the completion of the various examinations and tests, rank order of successors in the examination is formulated. Ratings are made in order of merit and most applicant are assigned to one of the three categories, outstanding, qualified and unqualified.

The process of examination and recruitment ends with the certification of names of eligibles. In most of the cases the first three names of the rating list are certified and the appointing officer is free to choose the best from amongst them.

**Appointment and Probation:** The personnel office of the agency is responsible for the actual appointment of the selected candidates to the services or posts. There may be several types of appointment like, permanent, temporary, indefinite term and provisional.
Generally the temporary appointments are made for thirty, sixty, or ninety days or utmost an year as required. Term of appointment are made for stated periods for special projects authorized by law. There are very few provisional appointments. They are made under certain conditions or in a real emergency. It should be avoided when ever possible because it violates the spirit of the merit system. The selected candidates go through a probationary period of six months or one year. In some cases the period is three months while in others a two-years period. It is a trial on the job as an essential step in the selection and placement. The Commission of Inquiry on Public Service Personnel has defined the probation as "the policy of considering no appointment final until the appointee has demonstrated his capacity in his work."

**Recruiting Agencies:** In order to ensure the elimination of nepotism and favouritism from the field of the employment, the bodies independent of the political executive, the Civil Service Commissions have been established in various countries (U.S.A., Canada, England, India). France does not have a Civil Service Commission in a technical sense but the task of recruitment to higher public services is performed by the Ecole National d. Administration. The basic purpose of the

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Civil Service Commission is to provide equality of opportunity and equal treatment to all citizens and to remove the evil effects of the spoils system.

In old days these Commissions carried out the negative functions, that is making sure that persons would enter into the government service only through merit and; thus they sought to guard against political favouritism in matters of public employment. To ensure this goal members of the Commission were given an independent position. A reorientation of the purposes of the Commission is essentially not only to keep the incompetent out but also to secure personnel who have capacity to hold complex and varied positions in an organisation. It provides a base to the merit system by keeping the rascals out and insisting upon competition.

But since the methods of testing the candidates are not standardised the elements of chance and vagaries of fortune play quite effective a role and the personsweed out, are not always the incompetents or 'rascals' and those who filter in are not always the best and the most desirable. The testing agency is also tradition bound and rely on factors which are not always fool proof.

In all functions of selection, promotion, transfer, maintenance of morale and efficiency, removal and the like, the Civil Service Commission has some share but its main task is advisory and consultative rather than executive.

The Commission is responsible for the formulation and carrying out of a sound personnel programme. Its functions involve, recruitment, examining, job evaluation, training and the administration of personnel investigations, administering pay schedules and operating an employee retirement system. Its principal role is to conduct the examinations for recruitment to the organised public service.

Apart from the Civil Service Commission, there are other commissions and boards like the State Public Service Commissions and departmental recruiting agencies. Civil Service Commission as a central personnel agency, is responsible for the making of policy and setting a standard for the decentralized personnel activities of these agencies and for inspection for adequacy of such agencies of personnel administration.

The major function of Commission involves over-all planning of the personnel programme in each of its fields like recruitment, promotion, transfer and training. This can be done efficiently by providing assistance and full cooperation to the operating agencies. At the same time it should also give adequate attention to the public relation, the public supports, the public services and a personnel programme. Press and radio are good sources for getting information about public services, but a successful public relation scheme demands full cooperation with educational institutions and professional organisations.
RECRUITMENT FROM WITHIN

It is one of the most difficult problems of personnel administration. The public is interested in keeping efficiency at the least possible cost and employees demand conditions of employment which they define as fair. As a democratic organisation, government is responsible to provide for a structure in which officials at the lowest rank of the hierarchy can rise up to the highest position. They should be offered opportunity for advancement. Although, it is not possible to establish a policy which can guarantee advancement to all but it is possible to give some assurance that the non worthy will not come forward and rise up instead of deserving persons.

Vacancies may be filled in one of the three principal ways within a service: (1) by the "promotion" of an employee already within the organisation; (2) by the "transfer" and "reassignment" of an employee from another agency of the same government; or (3) by the appointment of a person not presently in the service but who has previously been in it, his selection may under certain circumstances be turned "reinstatement."

Promotion:— Promotion may be defined as a change from one position to another of higher grade or vertical mobility on higher minimum salary within the same agency and without a break in service. It means a change to a position involving more difficult and important duties, greater responsibilities, and usually a higher salary.

The main object of promotion system is to determine the type of officers for posts of responsibility for higher position. It is a significant factor in maintaining a high morale and character of the whole organisation and at the same time it contributes to satisfaction with the job so that ability may work its way to the top. The general rule should be the extension of the promotional area and every individual should be given opportunity in the public service to rise to the highest post available on the basis of his merit. Unless such prospects are available, frustration among the employees would reduce the value and efficiency of the service. It offers the requisite powerful incentive to a person desirous of entering the public service as a career.

Promotion system attracts the best capable juniors and is thus an important phase of a career service. There are

certain specialized posts for which it is desirable to recruit candidates of maturity and experience and it may thus be justifiable to prevent a certain amount of new inexperienced blood into higher grades. Experienced persons can only be obtained if there is a just, sound and realistic promotion system.

The proportion of promotion depends upon the size of the particular service or on the requirements for reasonable promotion prospects of the lower grades and the need of fresh blood in higher grades. Thus promotion prospects widely differ from service to service and from department to department. The promotional area is directly affected by a sound system of duty classification ... from which promotion material is to be recruited.

Usually the official head of the agency is responsible for selection by promotion. In some jurisdictions the Civil Service Commission hold the promotional examinations, but final authority of selection is left in the hand of the department.

METHODS AND CRITERIA FOR PROMOTION

Various methods are considered for selection process. Three of them are more important: promotional examination, efficiency rating and records and seniority. Any one of them is insufficient for selection, therefore, appropriate combination must be devised and practiced for each instance.
Examination:-- The purpose of the promotional examinations is to test ability to perform certain given tasks and to discover the knowledge and the qualities requisite for the higher place. The examinations are required usually in large organisation and where the candidates, though qualified, have no direct work experience. Promotional examination may be by an open competition, a limited competition, or merely a pass examination. In the first case employees from other departments are eligible to compete. This type of examination is used to bring new blood and fresh ideas. For limited examination persons outside the service are not allowed. Thus it is a closed promotional system. The pass examination is used for a specified post where departmental head nominates an individual on the basis of minimum qualification judged either by examination or on the basis of experience and education. In this case department has discretionary power.

Seniority:-- Employees often favour seniority for selection because it avoids favouritism and suspicion. Within limits, seniority may be a good criterion of selection. The long experience of the service is certainly a factor in making an efficient candidate for higher services. Seniority is preferred mostly for the subordinate positions where only routine or repetitive operations are involved.

Efficiency Rating Records:-- Promotion procedure in higher services is based on annual records of the officials.
The records include examination records, performance reports, special abilities, interests, education and experience, transfers, training, and disciplinary action. Efficiency rating records may be an important deciding factor in the selection of candidates for promotion, but it should be current, periodic, written and indicative of accurate information. The service records may decide practically all personnel matters, like salary, increments promotion, layoff and demotion or discharge for efficiency. It is a fair and a defensible system of promotion which eliminates personal and political influence and favouritism. However, efficiency rating records should not become the single determining factor in reaching personnel decisions but should merely be one factor to be weighed with others. Rating plan should be as simple as possible and only three grades should be considered - satisfactory, unsatisfactory and outstanding.

**Trial on the Job:** Trial on the job is the best method for testing fitness for any position. Although the opportunity for this type of measure is very rare, it is important for filling the more responsible posts. Employees adopt this method themselves according to the requirements of higher positions.

Once the appropriate promotional areas have been determined, next problem is to search out the interested and best qualified persons, and to induce them to complete in the
examination. The area of the promotion is, of course, narrow in comparison to that involved in an open competitive examination. Three kinds of sources are used in publicizing the promotional examinations publicity in the publications of employees organisations, the use of departmental and office bulletin boards, and personal contacts with leaders of employees organisation or in small jurisdiction with the capable applicants themselves.

Reassignment and Transfer: A reassignment involves a change of work in the same unit without promotion or demotion. It may be from one position to another in a different line of work, in the same line of work within the same department or agency, or from one service to another. By reassignment every employees may be given a suitable job and thus can be ensured the best utilization of the staff. It may also become necessary at the time of reorganisation of an office or agency.

A transfer is the horizontal mobility of persons from one place to another or one department to another. It involves the movement of the employee to another position of the same class in another organisation unit. Transfer may be of two types - intra-departmental, and inter-departmental. The former

is the change of position within same department from one official headquarter to another or from one organisation unit to another. It can be made without reference to the central personnel agency. The inter-departmental transfer is a shift across departmental lines without break in service. It takes place only with the approval of the two departmental heads concerned and the personnel agency. An employee will be allowed to transfer only after completion of certain period in the same service and upon the basis of examinations. Transfers may be the result of organisational demand, individual dissatisfaction with the present job, or desire for change, and individual misplacement.

Reinstatement:- In reinstatement the employee if assigned to the same position or a similar to that which he formerly held. In the matter of reinstatement careful attention must be given to the circumstances under which the employee left the service or was discharged. If the discharge was arbitrary and unjustified, the employee should be reinstated with full honours and compensation and steps should be taken that in future such an eventuality of an unmerited removal does not take place. If the system encourages the whims and caprices of men in authority to operate freely, the image of the service will be tarnished and good people will be reluctant to hazard
the risk of joining such an unstable and insecure service. Instead of services seeking redress in a court of law which will invariably cause immense worry, botheration, expense and disrepute, it would be better if an inbuilt mechanism is developed so as to rule out the possibility of unrestrained and unjustified removals. This device will give greater confidence to the services and cause least dislocation in the service programme.

TRAINING IN PUBLIC SERVICES

"Training means the inculcation of knowledge of procedures, and techniques connected with one's work." It prepares personnel for higher work, and greater responsibilities and helps in broadening their outlook and methods to the new needs of changing times. It substantially affects the performance of public service. Training is, therefore required for personnel at every stage, even for them who enter the higher positions with perfect equipment as it is presumed that knowledge should be practicalised before it becomes purposeful. The Union Public Service Commission has given much emphasis on training. In its views ".....Personnel is only raw material and it is only by an effective course

of training that these new recruits can be made efficient civil servants capable of handling the nation's problems.\(^1\)

The training of personnel has considerable bearing on the efficiency of administration. Each and every type of work in the administration needs a training programme, suitable to it. In other words, in all branches of administration, it is necessary to provide training for the personnel at the beginning of service as well as at appropriate intervals in later years.\(^2\)

Broad and generalised education is necessary for every career service, which is usually given in colleges and universities. But even the most thorough and properly devised education is not enough for a new appointee because it is not concerned directly with the requirements of the public service. He needs specific training related to the particular job which can be obtained only after employment or after entering within some service. According to L.D. White, "The instrument of training is not the education system, but the service itself."\(^3\) This remark clearly lays stress on the practical aspect of learning by doing.

Training has two main purposes - the better performance of present work and preparation for a higher position or for promotion, and at the last to attain the greatest possible degree of efficiency. The efficiency involves two elements: technical efficiency of individual which enables him to do particular work, allotted to him and second, efficiency of the organisation as a whole which may be derived from the collective spirit and outlook of the individuals. Training must have concern with both elements. The purpose of training presents five main objects itself.

The Committee on Training of Civil Servants presents five objectives of training are given below: "First, training should endeavour to produce a civil servant whose precision and clarity in the transaction of business can be taken for granted.

In the second place, the civil servant must be attuned to the tasks which he will be called upon to perform in a changing world. The Civil Service must continuously and boldly adjust its outlooks and its methods to the new needs of new times.

Thirdly, there is a need to develop resistance to the danger of the civil servant becoming mechanised by the machine; whilst we must aim at the highest possible standard of efficiency, our purpose is not to produce a robot like, mechanically-
project Civil Service. The recruitment from the first should be made aware of the relation of his work to the service rendered by the department to which he belongs vis-a-vis the community at large. The capacity to see what he is doing in a wider setting will make the work not only more valuable to his Department but more stimulating to himself. In addition, therefore, to purely vocational training directed to the proper performance of his day to day work, he should receive instruction on a broader basis as well as encouragement to preserve with his own educational development.

Fourthly, even as regards vocational training it is not sufficient to train solely for the job which lies immediately at hand. Training must be directed not only enabling an individual to perform his current work more efficiently, but also to fitting him for other duties, and where appropriate, developing his capacity for higher work and greater responsibilities.

Fifthly, even these ends are not in themselves enough. Large numbers of people have inevitably to spend most of their working lives upon tasks of a routine character, and with this human problem ever in the background, training plans, to be successful, must pay substantial regard to staff morale."

The need for training may arise when posts have fallen vacant as a result of resignation, demotion, promotion, deaths, retirement, dismissals or temporary reduction in force, and subsequent fresh appointments. This is a continuous phenomenon and therefore training agencies have to remain permanently operating units. Modern administration is an ever expanding enterprise and new posts are created every day and require to be filled by competent incumbants. When a single individual enters in service, the problem can be solved efficiently by supervisors alone or in consultation with the employee. When a group of employees is involved, a formal procedure is necessary. Training is thus a management function. It is joint responsibility of the personnel agency and operating executive. Training should be directly related with the work to be performed.

Types of Training:— There are various types of training. The principal types of training include (a) pre-entry, (b) in service training, (c) on-the-job and off-the-job, orientation courses for new employees, (d) further education and executive training in the higher ranges of administration.

Pre-entry Training:— Pre-entry training is provided in clerical, technical and professional fields by the universities. Although, it is not directly related to the public service, officials receive it for experience. The time required for pre-entry training is fixed according to the nature of the job and the purpose of duty.
In-Service Training on the Job:— In-service training is necessary for new recruits who have not obtained previous training. It is also essential for making older employees more efficient to perform present duties and responsibilities and prepare them for advancement. Thus it is a continuous process. The aim of training on the job is to secure production and it is given from the first day of appointment. It is individual instruction given by supervisors in working hours. Sometimes, it may be combined with group instruction as in the case of typists and stenographers service. On the job training may be supplemented by giving introductory lectures, by explaining and demonstrating, and then watching and helping a new employee until he is able to perform his duties without supervision.

Apprentice training is a part of on-the-job training. It is different from interests. In internship trainees get experience as part of their training and it is not necessary for all to become government employee. While apprentices are already recruited persons and are provided training in the hope of making them more valuable employees.

In-service Training off the job:— The training is supplemented on the group basis usually by formal methods or by conference methods. Conference method include a series of discussion meetings in which officials are guided by conference leaders.
Orientation Training: Orientation training is required after employment and before actual placement. Thus it is pre-assignment training, and relatively little time is devoted to it.

Further Education: There is the training at intervals to increase external qualifications of the employees, to impart them fresh knowledge, to bring them in touch with new developments and to keep their mind active. It is essentially an individual matter and is pursued by the employees for their personal career purposes. This type of education increases the fields of interest and intellectual horizon of those in the public service. Departments should encourage their staff for further education in cooperation with the educational authorities.

Executive Training: Officials, filling the Government executive posts must have broadest educational, practicable understanding, performing ability in the midst of most critical demands on their integrity and abundant human sympathy and patience. The most common method for development of executive qualities is by providing a variety of experience through deliberate re-assignment from job to job. The training may be provided by inservice conferences and workshops, educational institutions organised within the administrative hierarchy and at the professional Association quarters.
The employees should be encouraged by supervisors for self-development by initiating in to reading of current publications and bulletins. Another method is to invite them to attend formal courses and seminars outside the agency. All civil servants who have close contact with public, should be given training in public relations also.

A careful analysis must precede the planning of the training programmes. The training officer should determine the exact nature of possible difficulties. He should study the requirements of the employees with a view to determining what type of training they need and how much do they know about their jobs. Low production, slow service, poor morale, and lack of employees' co-ordination are the signs indicating training needs. Attention must also be paid to the training of trainers. They should be encouraged and helped to organise the programmes to be pursued so that the training may be offered in a systematic and comprehensive manner.

COMPENSATION OR PAY SCALES:

".....The compensation plan consists of the scales of pay proposed ..... for the several classes of positions in the classification plan." The pay scales are affected by relative

levels, differences among the classes and difficulty and responsibility of work. Formulation of proper compensation plans is important from the point of view of both the employer and the employee. If it has not been adequately conceived, it will effect the morale and efficiency of the service.

Each scale of pay includes minimum, maximum and one or two intermediate rates. Minimum rate is given at the commencement of service and considered as the lowest rate. Maximum rate is the highest rate of service. The number of intermediate rates depends upon the length of time which one takes in reaching the point of maximum usefulness in the work. The rates above the minimum are given as rewards for meritorious performance of work. A well-planned system of service rating is a very helpful basis for such advancements.

Generally lower salaries are paid in public employment as compared to the private industry. Public employees have opportunity to get other facilities which are not available to the private employees. These facilities may include security of tenure; more certain opportunity for promotion, better service conditions like shorter hours, more holidays, and greater steadiness of employment. This contention is however not correct in the present day set up of the private sector as they have to conform to certain laws with regard to permanence and security of tenure and the conditions of work.
The pay rates fixed for a class should not be too much lower or too much higher than the optimum. If they are high, they will mean waste, if low they will be repulsive. Higher salary secures more capable employees who would prove capable of giving greater attention to effectiveness of organisation and fulfillment of its procedures. But at the same time, it may drain the more efficient workers from the private industries, and the result would be the loss of national productivity. On the other hand lower rates will not be able to attract well qualified employees. The pay scales should keep the real price levels in view.

The pay plan is the administrative function which can be sufficiently performed by the agency responsible for the position classification. It should also cooperate with the financial authorities and legislative body. Pay data are collected by the procedure of questionnaire containing a precise job description for each position. Then the rates are studied in detail for each class and compared with other classes of position in private employment. On the basis of these studies and comparisions, the plan of compensation is made and a salary scale is provided for each class. There should be a principle of equal pay for equal work. The scales are related to each other, according to the duties and responsibilities of the positions. The grouping of salaries should be classified into
grades. It is a useful practice for setting up a compensation plan.

**FACTORS DETERMINING THE COMPENSATION LEVELS**

Many factors effect the determination of compensation levels such as the labour policy, tradition and custom, bargaining power, social policy, worker and industrial productivity and so on. These considerations may be classified into two broad categories - economic and social.

**Economic:** The total productivity of an organisation and its ability to spent for wages is the principal element in determining pay scales. It is also necessary to fix pay with some regard for the "economic levels fixed in private industry. However a strict adherence to market rate cannot be ensured or justified because of the following reasons. First, there is practical difficulty in comparing market rate due to differences in salary from locality to locality, from concern to concern within the same industry, and from individual to individual. Second, the large groups of public employees have no comparable jobs in private industry. In view of the above difficulties it may be suggested that consideration of economic level should constitute one of the important factors in determining the pay policy.
Social Considerations:- One of the most important social factors is the consideration of a living wage level, in the circumstances, prevailing at a given time, social compulsions in vogue and the prevalent wage structure in the contemporary situation. The Government should pay its employees keeping in view that they have to maintain their standard of living their social prestige and personal equations. This problem can be solved by giving family allowance and increments keeping in view the responsibilities arising out of dependents also. There is little opportunity for the exercise of bargaining in the Government service because compensation plan is constituted by legislative body and is fixed for long terms sometimes disregardful of the prevailing marketing conditions. Another factor is the position classification. In absence of a proper job classification, the positions having same duties may be paid different salaries. Besides these considerations, there are some special provisions like the leave provisions, hours of work, relative security of tenure pensions, and retirement privileges, which effect the determination of pay policy. It may, however, be recognized that no uniform scientific rules can be applied for the determination of pay plan. Therefore, some kind of regular adjustment is necessary to meet the changing conditions such as rising prices, consumers habits, devaluation, inflation and the growing responsibilities of the employee. Frequent appraisal of the pay structure by pay commissions
appointed from time to time, both in the public and private sector is now the normal practice in every country. If they are inordinately delayed dissatisfaction is exhibited in a number of familiar methods such as Gheroas, Bunds, agitations, demonstrations and finally strikes which sometimes lead to violence resulting into loss of life and property. One justification of these violent methods of expressing resentment and dissatisfaction with the current state of affairs is that where the breeze of reason fails to stir storms of coercion might awaken the employers to the realisation of reality.

Continuous adjustment of pay scales to the ability of the personnel and the price index is the crying needs of the times and must be adopted as an automatically operative phenomenon in every scheme of personnel administration. It would tend to make the system equitable democratic, efficient and rational.

CONDITIONS OF SERVICE

Service conditions which the government, department or agency guarantees to keep its employees contented and happy, widely differ from service to service. It serves as useful means of personnel administration for integrating individual employee in the spirit of public service. This problem has been given increased attention to keep the workers fit mentally and physically and thus to stimulate maximum production.
Hours & Leaves: Rules regarding holidays, leave, sick leave, or overtime work are established by statute. But under certain circumstances administrative officers may be authorized to make arrangements according to the needs of the service. A centralized policy is certainly in the interest of uniformity, regularity, equity, and administrative control. There is no single schedule of working hours for all types of work. Employees doing mental work demand lesser working hours in comparison to those who are required to physical work. The number of working hours in public service are comparable to those in private employment. The hours should be fixed within reasonable bounds and employees must get leisure time for other activities also. Employees are paid extra pay for overtime work. It depends upon the free choice of employees. It enables him to take advantage of vacation leave during dull periods by doing overtime work. Over-time work effects the health of employee and ultimately the production. Therefore it should not be encouraged except in emergency periods. The problem of hours/also include lunch and rest periods. It has been recognised that rest periods increase the efficiency of service by giving freshness to the employees. Leave policy in public service is rather more liberal than in most private industries.

Leaves: Two types of leave is granted to the government servants - casual and special. Special leave does not require previous approval and is granted to meet the emergency.
Casual leaves are not considered as leave. If the number of regular leaves is not extended casual leaves may be granted. Apart from this, employees are permitted to take study and sick leaves. Number of sick leaves depends upon circumstances. It is a form of insurance provision to be resorted in real needs. Therefore it is necessary to supervise that employees do not misuse this right. Study leave is granted for higher studies and training. During study leaves employees are paid half of their salary. The organisation should keep proper leave records. It is a useful practice to indicate good and bad service conditions and morale of employees. It is the responsibility of management to check these records regularly and keep itself informed. There are various procedures to keep leave, attendance, and payroll records. Usually employees are required to sign each day on registers maintained for this purpose.

Absence and Turnover: It is a serious problem. It may arise due to poor supervision, poor salary, and incompetent administration within the agency. Turnover is proved very not be expensive for government because a new employee can so much useful for every type of job. Therefore it must be checked in the interest of economy accuracy, and efficiency.

House Facilities: Government servants are provided housing facilities. Railway staffs have higher proportion of it than other staffs. This problem should be given serious
attention for reasons of efficiency because housing is very expensive for those who get lower salary. Rent charges depend upon the standard of pay scale and the rents obtaining in that city where service is located.

**Health and Safety:** Physical conditions of work have an important bearing on the health, safety and well-being of employees. They should be provided better working conditions like adequate lighting, ventilation, peaceful atmosphere, and good seating arrangements, so that they may be able to work properly. A well-constituted safety programme deals with accident prevention and protection, safety, education of its personnel when accidents do happen, proper care of the injuries, and compensation payments. Apart from this government employees are given medical care by provision of medicine, hospitalization and special treatment mostly in hospitals, and dispensaries founded and run by their own organization, and under some circumstances in other medical institutions also.

**Welfare Activities:** Welfare activities are affected by conditions of service. These activities can be performed by organizations and communities of employee. Welfare activities include assistance to employees in matters such as payment of salary, sanction of increments, maintenance of provident fund and social recreation and cultural activities.
Retirement and Disability

Retirement systems or superannuation have been widely adopted in the interest of the public services as a whole and as a part of the general security system. Now it is not an act of charity or compassion for old age but a definite right of the employees. The purpose of a good retirement system is to make the jobs more attractive for really good incumbents. To keep an employee on the desk until he dies means to retain the fossilised and tired hands and prevent more qualified persons from coming into service and thus to block the avenues of advancement. A proper retirement plan not only eliminates the inefficient workers but also attracts desirable persons to the service. It improves the morale of the whole force.

Retirement may be the result of various factors such as old age, disability, removal for disciplinary purposes, discharges on account of abolitions of positions, voluntary resignation and so on.

Type of Retirement System:- Benifits on retirement may be offered in two ways such as - Pension and Contributory provident fund. Under the Pension rule, employee gets monthly payment for his whole life from the government. Under the provident fund system employee is payed a lump sum representing his own and the government's contribution to the fund plus the interest that has accrued on the savings.
There are also two types of financial arrangements — 'cash-disbursement' and 'actuarial-reserve' type. According to the "case disbursement methods", revenues are provided in each year sufficient to pay only the retirement benefits due that year. Since the benefit burden rises in successive years, the method leads to mounting costs and resultant deficits. Eventually one is faced with the problem of either increasing the revenues to meet the deficits or reduce the benefits. Under the "actuarial reserve" plan "retirement benefits are paid from comprising of periodic contributions of the employees plus the interest earnings on the reserve created by these contributions. In this plan retirement benefits are calculated on the basis of duration of active service and the contributions during the early years of the retirement plan exceed benefit payments. The "actuarial reserve plan", being more scientific and sound is prevalent in most of the larger retirement systems for public employees.

Benefit Features: Age Benefit: Age is the primary factor of retirement system because after a stage it gradually reduces the efficiency of a worker. Employees of different classes may be retired at different ages as the amount of wear and tear due to the manual and mental exertion is different in different service or the requirement of physical and intellectual alertness and vigour varies from service to service. Most of the systems combine optional and compulsory retirement
features. Optional retirement is available at an early age than compulsory retirement because of the individual differences in the rate of aging and the differences in physical and mental demands of various types of work. Early retirement is more reasonable and human than removal for inefficiency. It is also useful from the point of view of young entrants. However, for economic reasons and for reasons of desire of authority the employees demand to raise the maximum retirement age. Due to the progress made by medical sciences and public health schemes the general health of the people has improved and the longevity of life has increased and therefore the demand for higher age limits has become more persistent with lapse of years. But the anomaly of the situation is that with the spread of education more eligibles are available at the starting points and they demand employment. It is difficult to reconcile the demands of these two conflicting sections of people. In fact, retirement should be based on individual differences and able workers should only be discharging after much thinking. A Faculty Committee of Graduate School of Public Health observed in 1952: "We do not feel justified in drawing a firm conclusion that workers in general will be better or worse off if they are retired at an arbitrary age. However, it is believed that as more information becomes available a policy of retirement by chronological age will be increasingly difficult to support."

Amount of retirement annuity is related to the salary. A fixed percentage of salary is contributed for the purpose of retirement annuity. The contributions is calculated on the basis of the average annual salary over a brief period of years generally the last five or ten years of service. One of the common retirement benefits is the life annuity.

The Disability Benefit: Disability may be of two types - service connected and ordinary. The service connected disability is one which is incurred in line of duty, while ordinary disability means rendering of the employees ability to perform his work deviant in ordinary course. Most of the Government controlled organizations provide for disability benefits in case of both the ordinary and service connected disabilities.

In case of public employees covered under schemes of Workmen's Compensation the retirement plan following the disability, is usually finalised by taking into account the difference between workmen's compensation and the usual benefits for service connected with disability. For disability benefit a minimum period of service is required and it cannot be accepted without a medical certificate. It is returned in term of annuity already build up for retirement purpose and from disability reserve.
Death Benefit:— Death may be caused either in ordinary course or in an accident by resulting from unfavourable service conditions or inherent in the job performance. In ordinary death minimum benefit will be the return of the employee's contribution plus the accumulated interest. In later case, benefit will be provided in two parts. First, from the accumulated contribution of the employee, and second in the form of an annuity paid to the dependents of the employee by the government for his having lost his life in the performance of his duty. It is burden on the government but this benefit tends to improve employee's morale and make the service more attractive to the qualified persons.

Resignation and Dismissal:— Certain civil servants go out of their jobs every year for one of the following reasons; they may resign or may be transferred or discharged or there is a reduction in force etc. In such cases employees may get their contribution in different ways: by payment of an annuity, based on contributions plus interest, or they may receive an immediate refund or a deferred annuity or gratuity. Employees appointed for limited terms and temporary employees are ordinarily not covered by retirement system but they may be covered by social security schemes. It is suggested that temporary employees should be given proportionate pension and

other retirement benefits and that these **privileges** should not be denied to them entirely, as their job may be temporary, but the loss or disability sustained in the course of duty may be of a permanent nature, or the family, in case of the death of the employee, may have to suffer on account of his having lost his life on duty.

The foregoing survey, detailed as it is, is intended to highlight the main problems with which a personnel system, in general, is faced. The employment policies and the bases of future reforms should be determined by the experience of the past, the problems of the present and the **requirements** of the future in a developing economy and a prospective administrative system. This is all the more necessary with regard to a system which has backlog of hundreds of years of colonial rule, legacy of an exploitative economic system and an authoritarian bureaucracy. We do not only need to fill the gap but also to accelerate our programmes of planning and implementation. It is in this perspective that we have taken steps to reorganise, refurbish and revitalise our personnel system. A proper recruitment and training system, keeping in view the sociological and economic needs and the prevailing political conditions has to be evolved out of the present system which is deficient in many respects.
CHAPTER II

DEVELOPMENT OF PUBLIC SERVICE IN INDIA

An organised civil service in India came into existence with the coming of the East India Company. Employers of the Company were called its Servants, and those who conducted its trade overseas were known as Civil Servants. Gradually the Company expanded its functions beyond the scope of trading for which it was granted the Charter, and the Agents of the Company came to be invested with the administrative and judicial functions as well. They were empowered to make rules for the good administration of the Company and its Servants and for the promotion of its trade. The Civil Servants of the Company had to perform two other functions namely, the work of municipal administration and the organisation of activities connected with Defence. The Company ruled over India until 1858 when the British Parliament, by the Government of India Act of 1858, transferred the administrative power to the Crown. Upto 1858 the Company was the exclusive authority for the administration of India.

It was the time when reforms were taking place in England due to the rising pressure of commerce and trade on the Civil Service working beyond the seas and due to the impact of the Utilitarian Philosophy on English statesman. It was the age of the triumph of machine and the art of engineering and
the civil service had to be changed according to the new needs. From the old system of patronage England was to adopt a new method of recruitment known as open competitive examination. The reform in the services was not an isolated development. Nineteenth century England witnessed a political ferment and the resurgence of new forces demanding reforms in various fields, electoral, municipal and administrative. The whole gamut of social relationship was undergoing a change. The members of parliament were becoming more exacting, and the press and the platform more vocal. It was in this situation that the demand for reform in civil services became more persistent.

The idea of the competitive examination came from the demand of reformed English administration in India, and was provided in the Charter Act of 1833. A special school at Hailebury was formed in 1813, for the training of the Civil Servants, and the entrants to this school had to undergo a difficult examination to test their suitability for the services assigned to them. The training was educationally of a high standard, and the discipline was strict. But patronage still had a large say both in direct appointments and entry of candidates to the school. The Act of 1833 prescribed that, in future, four candidates were to be nominated for each vacancy and that the nominees were then to compete an examination in
such branches of knowledge and by such examiners as the Board (of Control) of the Company shall direct.

During this time the modern social state, which was the creation of the new democracy, was also a complicated governmental problem and it was incumbent on the government officials to have the requisite competence for their job. All these factors demanded a new type of civil service. The demand was also made by Macaulay while formulating his scheme for the recruitment of the Indian Civil Service. The characteristics of new civil service were: it should be impartially selected, administratively competent, politically neutral, and imbued with the spirit of service to the community.

In July, 1854, Macaulay was called upon by Sir Charles Wood, Chancellor of the Exchequer, to head a committee of distinguished men to enquire and report upon the recruitment of the Indian Civil Service.

The committee was concerned mainly with the question of educational efficiency. It submitted its report in November, 1854. The Committee recommended that:

".... those who would be selected as a result of the competitive examination must be considered as having finished their general education with honour. Their studies must now be concerned with Indian History, Principles of Jurisprudence, standard works on Political Economy, Book-keeping and the vernacular languages - subjects a knowledge of which would fit them for their calling.\

Haileybury institution was still continued and the civil service probationers were asked to stay there. Meanwhile, in April 1853, Sir Stafford Northcote and Sir Charles... were appointed by Mr. Gladstone (the then Chancellor of the Exchequer) to enquire into the organisation of the permanent civil service. They submitted their report in November, 1853, which was published in February, 1854. "They suggested that the appointments to the civil service should no longer be made by patronage. They should be made henceforward by open competitive examination. The authors of the Report expected that only by this means the best brains of the country would be harnessed to public service and the different departments of the Government would be run with requisite efficiency and ability." The report was issued together with the opinion of some other reformers e.g. Benjamin, Jovett, and Macaulay's who

2. Ibid., p. 68.
made their own suggestions for reform. Their report was a historic landmark in the evolution of the modern civil service. H. Finer comments that, "It was the abolition of patronage and the admission of people into the service at prescribed ages and by means of competitive examination." At the same time it was also realised that a clear distinction should be made between intellectual and routine parts of the service. For this purpose an appropriate division of functions and a separate type of examination for each part was prescribed. Thus the classification of the civil service also came into existence which was later made more elaborate. Since this period open door examination was allowed for the Indian Civil Service still functioning under East India Company. In 1866 an independent body, the Civil Service Commission was established to control recruitment. In the words of E.N. Gladden:

"Since, however, it was clearly in this matter the first step that was important, the setting up of the Civil Service Commission by an Order in Council of May, 1866, was an event of great moment. The Commission's major task was to supervise the examination of all candidates for the civil service. This new piece of political machinery was destined shortly to remove

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from the influences of patronage the appointment of all officials. In this year the first competitive examinations were held under the supervision of the Board of Control. However this provision was applicable only to the higher services. A British Civil Service Commission was established in 1958 which worked on the lines of the Indian Civil Service Commission. It is therefore an interesting phenomenon that reforms in the Indian Civil Service preceded similar reforms in the British Civil Service. This also should the British concern for good administration in their overseas possessions which happened to be a more lucrative business. Incompetent Civil Services would have meant a loss of prestige as well as revenues. Both these losses would go to shake the foundations of the British Empire which was still in the process of consolidation and which they were keen to expand and eternally dominate and exploit.

Examinations were to be graded according to the educational system, and corresponding classes established within the civil service, the lower category for routine work was to be recruited from youths between the age groups of 17 and 19, and the higher or First Division, from men between 19 and 25 years


of age. Promotions from one class to the other were to be exceptional, but promotion within each, was to be by merit, in order to stimulate competition and increase efficiency.

Transfer of power to the Crown in 1858 did not make any remarkable change in the organisation of the civil service. Indian Civil Service had been established, but it was hardly Indian in its composition purpose or outlook. All the posts in the Covenanted Civil Service or in Higher Civil Service of India, were reserved for Europeans, who were considered more vigorous and loyal and therefore more reliable.

In the Charter Acts of 1793 and 1833, the vacancies occurring in any Presidency were only open to the civil servants belonging to that Presidency. But the number of civil servants of the Bengal presidency had increased to such extent that it became necessary to transfer some of them in a much wider area. Each Presidency had its separate pension funds and the name of the Presidency was attached to its civil service. On the whole, which consisted of lower posts of administration and was primarily for the Indians was designated as uncovenanted Civil Service. The term Covenanted Civil Service was used because all the civil servants had to enter into a covenant with the government to the effect that they would subscribe to a pension

fund and would not take presents or make money through illegal gratification. The Government of India was against the system of filling the vacancies from the same Presidency. The provision was, therefore, abolished by the Secretary of State in 1878 and thus All India Service came into being although it did not receive the legislative sanction till 1912. The Charter Act of 1853 had, in theory, opened the Covenanted Civil Service to the Indians by introducing the principle of competition. But since only a few rich people could afford to send their sons to England the opportunity remained confined to only affluent classes of Indians and the Charter Act of 1853 had, therefore, little practical effect. A committee appointed by the Secretary of State in 1860 expressed itself in favour of having examinations in England and in India both but its recommendation was not accepted.

The rights of the civil servants which were granted under the Charter Act of 1793 were revised by the Indian Civil Service Act of 1861. According to the Charter Act of 1793 the promotions and ranking in the Company's civil service were more on the basis of seniority and all the posts of Councillors

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were open only to the civil servants of that Presidency in which the vacancy occurred. But adherence to this provision was not possible due to the exigencies of public service. The Act of 1861 validated all irregular appointments on the principle of seniority. It also removed restrictions on appointments from outside candidates, under exceptional circumstances. It was necessary for outsiders to reside in India for at least seven years and to pass some examinations and tests as members of the civil service. This Act was not concerned with the non-regulated provinces, where patronage still played an important role in the appointments of officers. The lower grade posts were reserved for the members of the service while the higher posts were open for outside candidates.

"In 1874 the Playfair Commission was appointed to enquire into the selection and grading of civil servants, the principle of transfer from office to office, and the employment of writers and temporary clerks. Its recommendations were more or less, confined to the two-class service already adopted, but there were to be some interesting developments. Recruitment of higher division was to take place at the age of 17 by means of preliminary test examination, this was to be followed by a second examination, more specialised and competitive, but of a

lower standard than the first. In 1879 a new scheme was sanctioned creating what was known as the statutory civil service. Rules were issued providing that a proportion not exceeding one fifth of the persons appointed by the Secretary of State to the Indian Civil Service each year should be Indians, nominated by local Governments in India.

In the year of 1886 the Indian National Congress was formed. Its first meeting was held at Bombay in December which represented that the examinations for entering the covenanted civil service be held in India. The Statutory Civil Service did not fulfil the hopes of educated Indians and soon a strong pressure developed for Indianization of the services including the Covenanted Civil Service, and for re-examination of the service structure. In 1886 the British Government appointed a Public Service Commission headed by Sir Charles Aitchison. In its report submitted at the end of 1887, it strongly advocated the maintenance of the competitive system as it stood. Charles Aitchison's scheme contained several recommendations as a result of which the Statutory Civil Service was abolished, and in 1892 the Provincial and Subordinate civil services were

established by a division of the existing uncovenanted service. To the subordinate civil service were allotted the lower uncovenanted posts, to the Provincial Service were assigned the higher uncovenanted posts of Deputy Collectors and Subordinate Judges, and one-sixth of the executive and judicial posts were reserved for the Indian Civil Service. On the recommendation of Aitchison Commission, the number of admissions to the Covenantanted Service was also reduced. Many posts in the Indian Civil Service were included in the Provincial Services.

The Commission also recommended that the age limit for the higher services be changed so that it could suit the Indian candidates. The Commission demanded that the minimum and the maximum age for the Indian candidates should be 19 and 23 years respectively. In 1892 the Government fixed the minimum age at 21 years and the maximum at 23 years.

Meanwhile another problem arose. Towards the close of the 19th century the administration had become highly centralised. To avoid this situation a Decentralisation Commission was setup. It recommended that the central control over the service should be reduced by divesting the Local Government of the administrative power. It was proposed that the Board of

Revenue or the Financial Commissioners should be removed. But it would have led to further centralisation in the Secretariat, for in that condition the districts would have been controlled directly by the local governments in revenue matters. However, the Commission suggested that "If, and when, the Lieutenant Governorships are, as we have already suggested, converted into council governments we think that it will be desirable to make the Executive Councils sufficiently strong to absorb the existing Boards of Revenue or Financial Commissioners and to vest in the Governments itself such functions now discharged by these as cannot expediently be made over to Commissioners."

The Government of India Act of 1909 did not introduce any remarkable change in the services. Till then the Indian Civil Service performed both the functions of formulating policies and executing them. The senior members of the service working as members of the Legislatures, Executive Councillors, Chief Commissioners, Lieutenant Governors or Governors were charged with the work of formulation of policies; while the junior members of the service executed them. With the development of political consciousness in the country, which was largely the outcome of the efforts of the Indian National

Congress, this system ceased to remain suitable any more. The Indian Press had also become increasingly critical of this approach. Cracks seem to be appearing in the citadel of British monopoly of power and its reservoir, the British bureaucracy.

Admissions to provincial service were made by many methods - sometimes by nomination; sometimes by examination; sometimes by promotion from subordinate service; and sometimes by combination of two or more of these methods. Virtually all posts of provincial service and many in subordinate service were filled by graduates of Indian Universities. Indians were not satisfied with these reforms in public services under the Act of 1909, and in 1912 another Public Service Commission was appointed under Lord Islington. This Commission was to examine the question of the limitations on the employment of non-Europeans in the public services.

At that time the service was divided into a number of grades with different pay scales. There were three grades - Assistant Magistrate, Joint-Magistrate and Collector. The promotion of the officers as Joint Magistrate and as Collector was based upon the departmental examination. But the examination was not necessary for the officers of first grade or the Assistant magistrates; they were automatically promoted to the next grade. Under the then existing system promotion was very
complicated and the financial position of the civil servant was uncertain. On the recommendation of the Islington Commission this graded system was abolished. At the same time another important change was also made. Previously, the civil servants had to contribute 4 per cent of their salary in order to subscribe for their pension. The Commission recommended for the stopping of this contribution and called upon the Government to provide for pension expenditure. An I.C.S. Provident Fund was also established to which a civil servant contributed minimum of 4 per cent and maximum of $12\frac{1}{2}$ per cent of his pay. The Government paid interest on this contribution which was paid back to the contributor at the time of retirement.

The Commission came to the conclusion that the existing system did not serve a sufficient number of Indians into the higher service. It recommended a new method which would not only admit more Indians to the higher posts but would also place them on equal terms regarding conditions of service and prospects with the Indian Civil Service. According to its proposal a minimum of 25 per cent of higher posts were to be filled by the natives.

Report of Islington Commission could not be published till 26th January, 1917. Before any step could be taken on the

Report, conditions in India had materially changed. On 20th August, 1917, the Secretary of State announced in the House of Commons that the policy of His Majesty's Government was that of "increasing association of Indians in every branch of the administration and the gradual development of self-governing institutions with a view to the progressive realisation of responsible government in India as an integral part of the British Empire." Government of India gave due attention to the changed and changing conditions while examining the recommendations of Islington Commission. But it was impossible to produce a scheme suitable to the new situation without complete re-examination of the problem. In pursuance of the Declaration of a new policy on 20th August 1917, the Secretary of State visited India in the winter of 1917-18 and with the help of Lord Chelmsford, the Viceroy, made a detailed inquiry in order to give effect to the new policy. This inquiry is contained in a report on Indian Constitutional Reforms commonly known as Muntagu-Chelmsford Report. They gave many suggestions on the problems of Civil Service. Proposing the removal of racial discrimination, the Report stated, "we could remove from the regulations the few remaining distinctions that are based on


race, and would make appointments to all branches of the public service without racial discrimination. They also recommended creation of an institution of recruitment in India. In their opinion the existing method of recruitment was not suited to include a sufficient member of Indian candidates, since the recruitment was possible in England only.

The Islington Commission also recommended that 25 per cent of the superior posts should be recruited in India. But the Montagu-Chelmsford Report suggested that the changed conditions had necessitated some increase in that proportion. Therefore the Mont-Ford Commission recommended that 33 per cent of the superior posts should be recruited in India and it should be increased by \( \frac{1}{2} \) per cent annually until the Parliamentary Commission was appointed which would re-examine the whole subject. The Commission, however, favoured continuation of a strong element of Europeans in India's public services.

The passage and operation of the Act of 1919 brought to light certain administrative deficiencies in respect of the availability of suitable personnel. There was shortage of trained men required for central and provincial and District administration. In that condition the Indian States Committee headed by Sir Harcourt Butler suggested the recruitment of men separately.

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from the Universities in England to fill the vacancies in the Indian Civil Service as well as in Indian Army.) Another development was that the members of the service who joined it before 1920 were free to retire at any time on pension proportionate to the length of their service. They were not forced to complete their service term in order to earn pension. In pursuance of these recommendations a great number of civil servants had to retire from the service. There were several causes which enforced to make men prefer retirement to the active life of service. They had feeling of depression due to discrimination or humiliation at the hands of the Indian Ministers. Further they had financial difficulties because their salaries had not been increased to meet increased cost of living until the Lee Commission was appointed. Apart from this a feeling had developed among the servants that the standard of administration would become inefficient due to political expediency. The Government of the United Provinces stated in 1924 in a Report on the working of the Reforms, "There are distinct signs that the services are losing former keenness. Since they no longer have the power of shaping policy to the extent which they had, they no longer feel that the progress of the country depends on their efforts, nor

indeed that any efforts are likely to have abiding results.

Even after reducing the position of service it was performing two functions. Firstly, if functioned as an executive body of Government, though it was hoped that after some time it would remain only as an expert adviser. Secondly, it was to perform the task of educating the people, making them suitable for posts and to appoint them on the posts. Although the civil servants were not directly concerned with the administration of local bodies but they were to supervise and advise them.

Another important change which came after 1919 Act was the introduction of dyarchy in the Indian provinces. The work of provincial executive was distributed into two parts - the Transferred and the Reserved. The departments assigned to the Transferred, were put under the control of Ministers responsible to the legislature. The members of the service who had functioned till now as political Heads of Departments and still had that position in the Reserved field, were to work under these Ministers.

A system of competitive examination in India was set up in 1922 under the supervision of Civil Service Commissioners.

The selected Indian candidates were required to undergo a probation of two years at an English University. In order to secure representation of the various provinces and communities, one-third of the posts reserved for Indians were to be filled by nomination. Following the recommendation of the Islington Commission orders were also passed in 1920 for the promotion of officers from the Provincial Services and for the appointment to judicial posts of Indians practising in the law courts.

The Montague-Chelmsford Report also considered the problems of pay, pension, leave etc., It suggested that differences between rates of pay drawn by European and Indian officers in the same service should be eliminated if possible.

It was hoped that this new system would be helpful to remove the tension between political classes and the services. This hope was however belied. Under the Dyarchy introduced by the Act of 1919, the new system appeared incomplete and proved slow in operation. It was incomplete because the members of All India Services were still under the ultimate control of

1. O.Halley, op.cit., p. 223.

2. The Act of 1919 transferred some of the departments of government in the Province to the elected Ministers. Thus in the Provinces some functions of government were carried out by the Governor with his Ministers, while other were under the control of the Governor-in-Council.
the Secretary of State. It seemed necessary for both the Secretary of State and the Government of India to take further action.

The immediate step of the Secretary of State by way of devising a check on the flow of recruits for the Indian Services. He appointed a committee, headed by Lord MacDonnell, to inquire into the question of recruitment. The Committee submitted its report on 21st June, 1922, and suggested some improvements suited to the new situations.

On the other hand, the Government of India was being constantly pressed for Indianization. On this matter all Local Governments were consulted on 30th May, 1922, through a letter which has become famous in the vocabulary of the history of Indian Administration under the name of the "0' Donnell Circular." In this letter the arguments for and against a drastic reduction or complete cessation of Europeans in the civil service were clearly summarised.

The Mac Donnel Committee's Report and the "0' Donnell Circular" could not solve the Indian problem. Hence the appointment of a Royal Commission on Superior Services for a full fresh and impartial inquiry into the means of solving

the administrative problems became necessary. Lord Lee was
the Chairman of this commission. The commission was to inquire
into:

1. "The organisation and general conditions of service,
financial and otherwise, of these services;

2. The possibility of transferring immediately or
gradually any of their present duties and functions
to services constituted on a provincial basis;

3. The recruitment of Europeans and Indians respectively
for which provision should be made under the consti-
tution established by said Act, and the best methods
of ensuring and maintaining such recruitment." ¹

The question of the appointment and control of the
services was the main problem before the Commission. The Lee
Commission was asked to find out whether these powers should
lay with the Government of India or with the Provincial Govern-
ments.

These Services might be classified as: (1) Services
operating in the reserved fields of administration; (ii) those
operating in transferred fields; and (iii) the central services
under the Government of India.² The first category consisted
of Indian Civil Service, the Indian Police Service and in some

¹. Report of the Royal Commission on Superior Services,
   op.cit., p. 111.
². Ibid., p. 7.
respects, the Indian Service of Engineers and the Indian Forest Service. The Commission, in view of the existing conditions, recommended that the power of control and appointment relating to these services should continue to be vested in the Secretary of State.

The second category included the Indian Educational Service, the Indian Agriculture Service, the Indian Veterinary Service etc. It also included the Medical Service, which required a separate treatment.

In the transferred field the Ministers were responsible for the administration of the services, depending on the confidence of provincial legislature. The Secretary of State, however, still had the power of appointment and control in respect of these services. The Lee Commission recommended that for the purposes of Local Governments, no further recruitment be made to the Indian Educational Service, the Indian Agriculture Service and the Indian Veterinary Service.

Recruitment of the personnel required for these services, it was recommended, should be made by the Local Governments. They should also have the power of making rules regulating to the public services which will take the place of the then existing All India Services operating in the transferred field. The Commission also suggested that the Secretary of State should make the necessary delegation of powers under section 96 B(2)
of the Government of India Act (1919). The delegation would cover the existing Provincial Services and also the newly provincialised services.

Regarding the Central Services, the Secretary of State retained the powers of superintendence, direction and control. Appointments to some of these services were made entirely by the Secretary of State, to others by the Government of India and appointments to a third group were made partly by the Government of India and partly by the Secretary of State.

The Lee Commission recommended that the Public Service Commission contemplated by the Government of India Act should be constituted without any delay. It was required to protect the services from political and personnel influences and to give them a stable position and security. The functions of this Commission might be divided into two categories - recruitment, and certain quasi-judicial functions for disciplinary control and protection of the services. Following the recommendations of the Commission a Central Public Service Commission was formed in 1926 for the All India and the Higher Central Services. Its constitution and functions were laid down in statutory rules. The members of the Commission were appointed by the Secretary of State in Council for a term of five years and could not be removed except by order of the Secretary of the State. The function of the Commission was to give advise
to the Government of India on all questions of recruitment and promotion and to conduct all competitive examinations held in India. Primarily, the Commission was concerned with the All India Services and the higher central services, but the statutory rules had made it responsible for recruitment to provincial services also, if the provincial government so wished. Certain conventions were established whereby Government of India could not go contrary to the advice of the Commission in making appointments.

To meet the problem of Indianization, in February, 1922, the following resolution was adopted by the Legislative Assembly:-

This Assembly recommends to the Governor-General in Council that the enquiries should, without delay, be inaugurated as to the measures possible to give further effect to the Declaration of 20th August, 1917, in the direction of increased recruitment of Indians for the All India Services, and also that steps be taken to provide in India such educational facilities as would enable Indians to enter the technical services in larger numbers than is at present possible.

2. Ibid., pp. 17-18.
In this connection the Lee Commission was guided by the principles laid down in the Report on Indian Constitutional Reforms. The principles were:

i. that the traditional characteristics of the Indian Public Services should as far as possible be maintained, and there should be in such sudden swamping of any service with any new element that its whole character suffers a rapid alteration,

ii. that there are essential differences between the various services and the various provinces,

iii. that these should be, so far as possible, on even distribution of Europeans and Indians between the different grades of the same service, i.e., that the cadre should not be disturbed by haphazard stratifications, and

iv. that a demand should not be created in excess of the supply.1

In 1924 the Lee Commission recommended that of every hundred Indian Civil Service posts forty should be filled by the direct recruitment of Europeans, forty by the direct recruitment of Indians, and twenty by promotion from the Provincial Service, so that in fifteen years, that was by 1939, half the posts would be filled by the Indians and half by the Europeans.2 This proposal was accepted and the Simon Commission recommended that keeping in view the need of a British element in the Service, Indianization should not be increased further and

maintained at this rate. It contended that for the past few years there had been a decline in the number of the British recruits and, therefore, there was a shortage of adequately qualified recruits for all the services. The Lee Commission recommended that the officers should be provided with better conditions of service and safeguards. At the same time, efforts should be made to stimulate recruitment by well-considered propaganda. For this purpose the India Office should establish some permanent liaison with the British Universities. The Commission also desired that the recruitment system should be elastic in some degree to accommodate the future of the services to the further development of self-government in India. On the methods of recruitment, the Lee Commission expressed itself in favour of the existing pattern of open competitive examination. Some Universities and other organisations proposed that the system of selection should be adopted instead of open competitive examination. They argued that in the context of the conditions the members of Indian Civil Service should possess special gifts of character and adaptability besides purely intellectual attainment, and it would be possible only by selection and not by examination. But in this situation some good candidates might have felt discouraged to enter the service for fear of rejection by a selection board. On the contrary there was every possibility of prejudice and favouritism creeping into the appointment system. Therefore this proposal was not accepted.
Though by 1924 a modern civil service had been introduced in India with a recruitment system, qualifications, standard of selection and a pattern of training, yet the organisation of the public service was not systematic. The system of recruitment and appointment to lower services was not in order. However, superior services were in a fairly streamlined form.

On the classification of services the Lee Commission said that:

"The great majority of Government officials in India are divided into classes corresponding to differences in the responsibility of the work performed and the qualifications required. These classes are organised for the most part as "Services." This Commission is concerned only with the highest or the Superior Civil Services dealing with each branch of the administration. The second class of Services is usually known as "Provincial"; the third class as "Subordinate.""

According to the Commission, the Superior Services were themselves divided into two categories. First covered the Central Services like the Railway Service, the Post and Telegraphs service, the Audit and Accounts service etc., which were under the direct management of Central Government of India. The second category consisted of the All India Services which were primarily subject to Provincial Governments. An officer of All India Services was recruited

according to rules for one particular province where he remained throughout his career, except when he had been transferred or deputed to another service. Some officers of All India Services were taken by the Central government from the province to assist it in the discharge of the central functions. These services were consequently different from those services which were solely for provincial work, and it was to mark this distinction that these services were given the title of "All India." Thus the officers of the All India Services were the main executive agents of administration throughout the country.

The recruitment to provincial Services was done in India and their members did not enjoy the same status as the Indian Civil Servants did. They were given posts of lesser responsibility and paid at a lower rates. The subordinate services were also in uncertain and irregular form. Though the subordinate services did not differ much from Provincial and Superior Services there was a great difference in recruitment system and salaries. While the merit system was rigidly enforced to Superior Services a non-merit and patronage system was applied to the subordinate services.

In 1930 the Indian Statutory Commission was set-up under the chairmanship of Sir John Simon. The Commission made

many recommendations, especially for growth of education, and development of representation. It also recommended the establishment of provincial Public Service Commissions in order to maintain an efficient and loyal public service. The establishment of provincial Public Service Commission was also useful from the point of view of ministers themselves who were to be spared of the technical work of appointments and examinations. At the same time it would have relieved them of the embarrassing demands from their supporters and thus would have enabled them to perform their important duties honestly and without any interference. The Simon Commission was not inclined to go beyond the recommendations made by the Lee Commission as far as the Indianisation of services was concerned. They considered it better to maintain a slow pace in the interest of efficiency and also due to other political considerations. An onrush of capable Indians into the services would help the political agitation as they were likely to be sympathetic to the growing upsurge of the people.

The members of the Public Service Commission were expected to remain completely free from political influence. The Simon Commission, therefore, desired that they should be appointed by an authority independent of all party interests and should be removeable only by the same authority. Again,
they were to be given no chance of further employment under
the Crown in India except in a higher office of the commission
itself or in the central commission.

During the period of 1921 to 1933 the political agitation
for transfer of power from British into Indian hands had grown
to a great extent. The Indian National Congress which repre-
sented the popular aspirations was leading this agitation
against the Indian Civil Service which represented the extra-
territorial sovereignty of the foreign Parliament. The struggle
was going on both inside and outside the legislature. In the
legislatures Indians rejected the Government proposals by
overwhelming majorities and outside the legislature they opposed
them by non-cooperation and civil disobedience. Meanwhile His
Majesty's Government in Great Britain held a series of the
Round Table Conference in which both the British and the Indian
representatives participated. In these conferences the problem
of transfer of power was discussed and consequently the Govern-
ment of India Act, 1935 came into force. Under the Act of 1935,
the rights and privileges of the civil servants were considered,
The Act made them independent of the legislature and Ministers.
It also assured their tenure of service. But the question of

   Press, New Delhi, (1936).
Indianisation remained where had been left by the Royal Commission of 1924. The Secretary of State had still extra-territorial control over the services. Moreover, the Act of 1935 did not provide an independent status to the Federal Public Service Commission.

As the Act of 1935 came into operation in 1937, majority of the Indian provinces came to have Congress ministries. This created a new problem for the civil services. The civil servants had to carry out the orders of the nationalists ministers. Meanwhile the circumstances were changing and the Congress Ministries resigned in 1939 following the Viceroy's declaration of India's participation in the Second World War. The Governors took the direct charge of Provincial administrations and some Indian Civil Servants were appointed to advise and assist them in administration.

The competitive examinations for recruitment to the Indian Civil Service were still continued. In the year 1943 last examination was conducted. At the same time it was decided that the vacancies occurring during the war period would be filled by War Service candidates. There were no major developments or changes until 1947 when Central Pay Commission reviewed the entire Public Services and suggested some changes.

During the later years of war the situation had become worse. Certain groups of employees threatened to go on strike.
They were not satisfied with their service conditions—pay, pension etc. Therefore, in 1946 a Central Pay Commission was appointed under Sir Srinivas Vardachariar "to go into the whole question of scales of wages, pensions and other conditions of service for the whole class of Central Government servants suitable to post-war conditions, as also the question of setting up some machinery for negotiation between Government and its employees, somewhat on the lines of the Whitley Councils in the United Kingdom."

Particularly, the Commission dealt with the following questions—(1) Classification of the services (2) Review of the existing pay structure, and (3) the feasibility for increasing the existing rates of pay and the lines on which new scales of pay should be determined.

A proper classification of services was necessary to secure fair treatment to the employees on the basis of their services to Government; fair return to the Government for the salary paid to its employees; and relative fairness to employees in different kinds of situations on the basis of the nature of the duties performed.

The Central Pay Commission suggested a new service classification to meet the problem of new pay scales. "Under the Indian system, the Central Services (excluding the All-India and Special Services are broadly divided into four categories, class I, class II, Subordinate services and inferior services." The Central Pay Commission described the Subordinate and Inferior Services as classes III and IV respectively.

Before independence there was an all-India Service in practically every important branch of administration such as general administration, police, engineering, forestry, medicine etc. The Indian Civil Service was for the general administration while the other All-India Services were called technical or special services. Gradually, recruitment to All India technical services was discontinued. And at the time of Independence only two All-India Services, the Indian Civil Service and the Indian Police Service were left. Besides these services there were Provincial Services.

Even after independence no major change was made in the structure of services which continued to be classified into three major categories Viz., (I) All-India (II) Central, and (III) States (previously provincial) Services. In terms of

the constitutional provision, only two all-India services, the Indian Administrative Service and Indian Police Service, have been formed as the successor services to the Indian Civil Services and the Indian Police Service, absorbing the remaining officers of these two services in their respective cadres.

In 1947 the Indian Independence Act was passed and India became free from the British rule.

THE TRANSITIONAL PERIOD — 1947 AND AFTER

The immediate effect of the Independence on the services was a great loss of officers in the higher services. Before Independence fresh recruitment to these services had already been discontinued and hardly any senior post of the higher services was given to the Indians. Therefore when after independence the British officers either retired or migrated to England and a large number of Civil servants opted to serve in Pakistan there was a drastic depletion in the service.

On the other hand, independence increased the number of functions and responsibilities of the government. The partition of India led to the emergence of the refugee rehabilitation problem and the problem of safety and security of

the religious minorities. Besides these, there were problems of poverty, inequality in income, wealth and opportunity, and low production. The Government of free India had to face all these problems.

Now there was a newly constituted national government whose leaders had struggled for freedom and had achieved it. But they were not competent and trained for the work of public services. In this situation it became necessary to reorganise the public service. The vacancies in the higher services were filled up through rapid promotion from the lower services or by special recruitment. An authority on Indian Public Administration stated this problem as follows:

"Temporarily the work was sought to be done by making acting promotions. Men who had hoped to be Assistant Secretaries found themselves Deputy Secretaries, and those whose ambitions would have been to be appointed Deputy Collectors toward the end of their service found themselves acting as Collectors."

There was need of a permanent arrangement. The new Indian Administrative Service was constituted in the place of Indian Civil Service to serve the needs of both the Centre and State. Recruitment to All India Services was made by open competitive examinations. The persons involved in the war

service could apply for these services provided they had
incomes above a certain level at the time of application.
The first post-war recruitment was made in 1945 by the
Federal Public Service Commission and completed by September
1946. In 1947 the newly created Indian Administrative
Service succeeded the existing Indian Civil Service. Selected
candidates were given training at the Indian Administrative
Service Training School in New Delhi for one year.

There were also the temporary employees in the different
grades. With uncertainty regarding the period of their
employment, disabilities in respect of leave terms, and the
absence of retirement benefits the position of these temporary
services was unenviable. To remove these grievances the
Central Civil Services (Temporary Service) Rules were issued
in 1949. These rules provided for the grant of "quasi-
permanent" status to persons who had at least three years
service in a grade and were qualified and suitable for conti-
nued retention in that grade.

However the gaps could not be filled. As a result of
the constitutional changes of 1947 an Indian Foreign Service
had to be constituted for the first time. Therefore it was

1. Report, 1949, Ministry of Home Affairs, Government of India,
New Delhi, p. 12.
decided to take advantage of talents outside the government field or outside the older circle of the government field by "emergency recruitment."

A special Recruitment Board was formed by a decision of the Cabinet in 1948. The Board's main function was to select candidates from the open market for the Indian Administrative Service and the Indian Police Service under the "Emergency Recruitment Scheme" and for the Central Secretariat Service under the "Central Secretariat Service (Reorganisation and Reinforcement) Scheme." The Special Recruitment Board functioned as an interview board of the Federal Public Service Commission.

These recruitments were either from open market or from Provincial services on the recommendations of respective Provincial Governments. As a result of the integration of Princely States, the Government of India also took over the administration of their central departments such as Railways, Income Tax, Central Excise Service, Posts and Telegraphs, and Audit and Accounts. It was part of the terms of the integration that the officers of these states should be absorbed in suitable posts in the Central Services. The suitability of these officers

for appropriate places in the Central Services in class I and II was assessed by the Special Recruitment Board.

The candidates, selected through the emergency recruitment and also the persons with diverse background and experience were given general training in the Administrative Training School at Delhi for one year and then absorbed in different states.

On 26th January, 1950 India adopted its new Constitution. The constitution gave a stable position to public services. In 1950 a Union Public Service Commission, successor to Federal Public Service Commission, was created under the constitution for recruitment of All India and Central Services and for advising the Government of India on public service matters. The State Public Service Commissions were also established to deal the service matters in the States.

Since 1950 many developments have taken place in the public services. In 1952 the first five year plan was published which contained important policy statement on the public services. It suggested that there is urgent need for carrying-out administrative reforms. The Central and the State Governments have undertaken large responsibilities. It is true that numerous functions are now performed less efficiently than before. To some extent this is due to the fact that while the work accruing to the administration has gradually increased, the
strength of experienced personnel in the public service everywhere has declined and the key personnel has to work under considerable strain and pressures. Growth of responsibilities and expectations of the people demand a derive for improvement in the quality of administration and in the services. Those who are engaged in administration and in particular in the higher ranks of the public services should recognize requirements of the economic and social developments of the country. They can help in establishing a structure of administration and a tradition of service which will be capable of fulfilling the national programmes and will provide a sound basis for future advancement.

Paul H. Appleby made two reports, first in 1963 on Public Administration in India and second in 1966 on Re-examination of India's Administrative System. He evaluated the problems of public services and made many recommendations.

Meanwhile the Parliament passed the All-India Services Act, 1961. Article 312 of the Constitution empowered the Central

Government to make rules, after consultation with the Government of the state concerned, for the regulation of recruitment and conditions of service of persons appointed to All India Services. The Central Services including the Central Service (Conduct) Rules and the Civil Services (Classification) Control and Appeal) Rules were also issued. Ministry of Home Affairs was authorised for regulating all matters of general applicability to all these services in order to maintain a common standard of recruitment, discipline, conditions of service etc. An Administrative Vigilance Division was also established within the Home Ministry in 1956 to prevent behaviour at irregularities in the Civil services.

In 1959 a Pay Commission was appointed. The Commission made a detailed inquiry into the entire structure i.e. organisation, conditions of service and pay scales of the Central Services and the All India Services. On the recommendation of the Pay Commission, the Government of India made recruitment to some of the non-gazetted posts under the Central Government Departments by transfer of selected personnel from the appropriate services of the State Governments. The Pay Commission recommended for the abolition of the classification system. In the opinion of the Commission the classification plan in India promotes class consciousness.
At this time training programmes also secured additional attention. In September 1959, the Indian Administrative Training School, Delhi and the Indian Administrative Services Staff College, Simla were merged in the National Academy of Administration which was set up at Mussorie. The Secretariat Training School and the Central Police Training College were also established.

Though no major change has been introduced into the structure of the services, their rules of recruitment and control and the terms and conditions of employment, and the structure as such has generally maintained its British character, there have been adjustments from time to time according to the needs of nation. With a view to keep a high standard of efficiency and performance a reorganisation of certain technical services on an All India basis became essential. Therefore decisions were taken to form All India Services in Engineering, Medicine, Forestry, Education and Agriculture. Two new Central Services were also formed viz: the Indian Economic Service and the Indian Statistical Service.

The foregoing survey goes to show that the British, at the time of their departure, left depleted services. All

attempts, at reform were directed towards patchwork, with a view to reforming and reorganising services to meet their own ends i.e., strengthening the bureaucratic stranglehold and deepening the roots of colonial government. They passed on to the free government of India a moth-eaten bureaucracy, a batch of officers brought up in a colonial environment and back-neyed procedures of recruitment, methods of superficial training and an isolated, exclusivist stiff collar, high brow, personnel. It cannot, however, be denied that the personnel, when called upon to work for free India showed by and large remarkable capacity to readjust themselves with the newly emerging problems and worked with tremendous zeal and superb devotion. Whatever they lacked in the nature of their administrative set-up they compensated with their sense of patriotism, vigour and selfless service. It was, however, not enough. A development oriented, democratically attuned and specialised administration was needed to solve the problems of free India. A new approach to the whole problem of recruitment and training of personnel and new methods of personnel administration were to be discovered. Enthusiasm had to be converted into capability. In the following chapters we will examine the different steps taken in this direction.
CHAPTER III

RECRUITING AGENCIES IN INDIA

LOCATION OF RECRUITING AUTHORITY

With the expansion of a political system in size, and with the increase in the complexity, variety and volume of tasks that it faces, the pressures to develop specialised rule application structures, bureaucracies become inexorable. Thus emergence of the 'differentiated rule application structures' constitutes one of the basic features of modern political systems. In the words of Carl Friedrich, "The vast bureaucratic structure of modern states with their tens of thousands of officials make them the core of modern Government." In present day political systems bureaucracies overwhelmingly out-number the other sub-systems of the polity, i.e. legislators (rule makers), judges (rule adjudicators) etc. With the growing importance of bureaucracy which was established in a modern state, the question of recruitment of personnel to


bureaucratic roles and the problem of location of the appointing power assumed greater significance.

In respect of the location of the appointing power two main schools of thought have come into being. According to one the essence of real democracy wherein a real popular direction and control over the conduct of public affairs is experienced, can be ensured only by providing for direct selection of all important officers of Government by the people through the use of ballot. It was held that the terms of office should be short and the voters would have a right to 'recall' the officers if they failed to perform the functions assigned to them. The other view is that the advantages of 'direct selection' system are only theoretical, in reality the people are ill-equipped and incompetent to select large number of officers which a modern government would require. Further in indicating their preference the people are mostly guided by personal, factional, regional, cast and communal considerations which have little relevance, and are as a matter of fact opposed to the capability and efficiency criteria of a competent administrative structure. According to this school, therefore, only a limited number of officers whose functions are of a political character, that is, who are concerned with the determination of policies and exercise of the executive as distinguished from administrative authority should be selected directly. The rest of the officers should be selected by a
regular process of appointment. The feasibility of minimising the direct selection officers is highlighted in the movements for civil service reforms and in the innovation of devices like "Short Ballot" in the U.S.A.

Once it is settled that officers with administrative functions should be appointed and not elected, the question arises that in whom shall be vested the power of appointment of the officials. The constitution of the United States, provides that the President "shall nominate, and by and with the advice and consent of the Senate, shall appoint ambassadors, other public ministers and consuls, judges of the Supreme Court, all other officers of the United States, whose appointment are not herein otherwise provided for and which shall be established by law, but the Congress may by law vest the appointment of such inferior officers as they think proper in the President alone, in the courts of law or in the heads of departments. The President shall have power to fill up all vacancies that may happen during the recess of the Senate, by granting Commissions which shall expire at the end of their next session."

1. Willoughby is of the opinion that the principle of direct selection is also suitable for appointments local government institutions. See W.F. Willoughby, Principles of Public Administration (Central Books Dep't, Allahabad, 1958), pp. 225-27.

2. The Constitution of the United States, Art II, Section II.
Thus, the officers may be recruited either by the method of nomination or appointment. Though, it is not based upon any constitutional provision, the convention developed that the President will consult the members of the lower house and leaders of the political organisation in the case of nomination of powers for certain classes of officers. This practice went to the extent that the members of the Congress and the officers of the party organisations came to exercise the nominating power on behalf of the President and a system known as political patronage or spoils system came into existence.

This system began in a small way during the term of President Washington and continued to gain in strength in times of Jefferson, Adams, and Jackson until 1833 when "it swept through all the offices of government without legal let or hinderance, and most usually without moral inhibitions."1

The motives behind the emergence and development of the spoils system were conviviality, lust of prestige and power through nepotism vicarious generosity, urge to have in the administration people of identical views and values, desire to

3. Ibid., p. 170.
reward and repay one's workers, \(^1\) and faith in the theory of the rotation of office. \(^2\)

The grave defects of the spoil system whereby most of the offices fell into the hands of the politicians, soon came to be widely realised. In the words of Herman Finer, "Sheer inefficiency was the first result, an increase in public costs the second; the creation of a class of office seekers the third; political corruption the fourth; a standing battle between the President and the Senate for the control of appointments and removals a fifth; and a terrific waste of time and labour on the part of the President and heads of departments, coupled with the real pain of refusal of applications for office, the sixth. Never had a state been debauched.\(^3\)"

However, the reforms were based on several factors, such as, the development in the community of a public opinion averse to this system, reduction of the cases in which the President required the approval of the Senate and transfer of appointing power to the heads of departments or other government establishment to which appointments were made by the President by vesting the appointment of subordinate officers in the hands


\(^2\) C.R. Fish, op.cit., p. 18.

\(^3\) H. Finer, op.cit., pp. 831-32.
of departments and bureaus; and development officers of a system under which selections and appointments are made through examination and other means for determining the technical qualifications of candidates.\(^1\)

The reforms were meant to bring about an efficient personnel system. The members of the Congress, relieved of the tasks of securing personnel would then be able to devote more time and attention to their legislative duties. Further, it would reduce the burden of the President of selecting men for subordinate services which run into millions. The President would then get time to make appointments to more important and responsible posts such as ambassadors, other public ministers, heads of executive departments and the members of the various independent boards or commissions etc.

By 1872, civil service reform had become a live issue in the parties; discussions and deliberations! Under the Pendleton Act of 1883\(^2\) the Civil Service Commission was established and services were "classified" which were subject to specific rules of appointment.\(^3\) Since 1833 the spoil system has been constantly decreasing.\(^4\) The 1883 Act empowered the

3. For elaboration see H. Finer, *op.cit.*, pp. 832-34.
4. The percentage of examinable positions in 1883 was 10.5, in 1947 it was 92. For figures from 1883-1924. See *Annual Report, U.S. Civil Service Commission*, 1925, Vol.III for figures of 1947, *Annual Report, U.S.Civil Service Commis-
President to appoint with the advice of the Senate three persons to constitute the United States Civil Service Commission. These members are only removable by the President and they are to aid the President in preparing suitable rules for holding open competitive examinations for appointment to 'classified' public services and for selecting the candidates on basis of their comparative merit. The commission, besides conducting these examinations is required also to be make an annual report to the President for transmission to Congress. Appointment to a great bulk of professional, scientific, and clerical services are made by the Commission on the basis of open competitive examination.

Before we embark upon a discussion of the organisation and working of the Public Service Commissions in India, it is necessary to look into the development of the Public Service Commission in pre-independent India.

The development of personnel recruiting agency in India is related to the growth of democratic institutions in the western countries. With the origin of the party system it became necessary to free the government servants from influence of and dependence upon the politicians to secure against large scale dismissals of party dependent government servants with the change of party in power. To provide stability to administration it became necessary to recruit the government servants
through an independent body of the government which came to be known usually as Civil Service Commission. "These Commissions are primarily meant to keep appointments away from day to day politics, party interferences and influences and the attempt is made by having recourse to these Commissions, that the appointments shall be as far as possible on merit and there shall be no interference in their choice or in their selection from day to day by the executive authorities of the States." It was realised that all examinations for public services should be conducted by a single authority standing entirely outside the separate departments. This would maintain effectiveness and consistency. Keeping this in view, England, Germany, the U.S.A. and India have followed much the same pattern while France differs having an examining authority in each department.

The historic task of the Civil Service Commission was to hold examination for employment in the public service in order to make sure that persons would enter the government service only by merit. This was necessary to eliminate the political favouritism from the services. The Public Service Commission, as such, had essentially a negative role and had little concern with pragmatic personnel needs. However in order to keep pace with the modern trends of management it has been

given greater responsibility to secure personnel who can man the developmentally directed administrative apparatus and develop a capability of continuous adaptation of the selection procedures to the changing needs of the administrative system.

HISTORICAL BACKGROUND OF THE UNION PUBLIC SERVICE COMMISSION

Until 1926, there was no recruiting agency like Public Service Commission in India. The British Civil Service Commission made recruitment for the Indian Civil Service which were held in England and the candidates from India had to go to England to appear at the examinations. The Secretary of State for India was the final authority in regard to recruitment and control of the services. Although the Government of India Act, 1919 had prescribed that the Public Service Commission shall be established in India to discharge the functions of recruitment and of the Public Services and such functions as may be assigned to it by the Secretary of State-in-Council, it did not come into existence till 1926. In 1924, the Royal Commission on the Superior Civil Services in India also recommended its establishment. Accordingly a Public Service Commission was formed in 1926.

The Royal Commission decided that the Public Service Commission would be an all India body and could assist the local governments in dealing with problems of provincial administration if the provinces so desired. Further there would be a link between the Chairmen of the Provincial Selection Boards and the Public Service Commission. These Chairmen had no right to be a member of the Commission but they would act as its advisers on all local matters.

The Commission was entrusted with the following functions:

1. The recruitment of personnel for the All India Services and maintenance of a proper standard of qualifications for that purpose. It was to act as an agent of the Secretary of State and as the final authority in regard the question of recruitment in India.

2. The Commission was charged with quasi-judicial functions related to the disciplinary control and protection of the service. It had to report to the Governor General in Council on matters under its purview. The Commission included four members in addition to the Chairman.

There were no Public Service Commissions in the provinces until 1930 when the Statutory Commission came into existence, excepting Madras where a Public Service Commission Act was passed in 1929. The Statutory Commission recommended for the establishment of provincial Public Service Commissions to regulate recruitment and reduce the risk of political interference. The members of the provincial Civil Service Commission could be appointed to the higher office in the Commission itself or to the Central Public Service Commission but they were not eligible to hold any other office under the Crown in India. When the Government of India Act, 1935 came into force, Central Public Service Commission came to be known as the Federal Public Service Commission.

During the Second World War the work of the Commission increased considerably. Therefore, temporary members were added to the Commission from time to time. In 1947-48, the strength of the Commission rose to eight members in addition to the Chairmen. The reinforcement of the Secretariat and office staff of the Commission, however, did not keep pace with this increased work.


At that time there were several unsatisfactory features in regard to the powers and position of the members of the Federal Public Service Commission. It was not an independent body. Important matters such as the tenure of members and the method of the termination of their service were subjects under the control of the executive government. The period of service of the members of the Commission could be extended and the members were eligible for re-employment except the Chairman. Though previously it was recommended that the Commission would be an independent body and its members would not be eligible for further employment under the Crown in India.

In 1960, with the Indian Constitution coming into force the Federal Public Service Commission was changed into the 'Union Public Service Commission' and the 'Provincial Public Service Commission's' were designated as 'State Public Service Commissions'. The Constitution gave a stable and secure position to the members of the Commissions which is important to their successful working as the impartial and efficient selectors. At present there is the Union Public Service Commission at the Centre and a Public Service Commission in each state. Parliament may make law for the appointment of a joint Public Service Commission for the two or more states, if the legislatures of the States pass a resolution for that purpose. The step was taken in view of the consideration that if, for administrative or financial reasons it were not possible for each
state to have a Public Service Commission of its own, they might agree for joint Public Service Commission.

THE FUNCTION OF THE COMMISSIONS

The function of the Public Service Commissions have been laid down in Art 320 of the constitution. They are:

1. The Union Public Service Commission and State Public Service Commissions conduct the examinations for appointments to the services of the Union and the services of the States respectively.

2. The U.P.S.C. will, if requested by any two or more states, assist those States in framing and operating schemes of joint recruitment for any services for which candidates possessing special qualifications are required.

The U.P.S.C. and State Public Service Commissions shall be consulted in regard to the following matters:

a. methods of recruitment to civil services and for civil posts;

b. principles to be followed in making appointments to civil services and parts and in making promotions and transfers from one service to another and on the suitability of candidates for such appointments promotions and transfers;

c. disciplinary matters affecting a person serving under the Government of India or the Government of a State in a civil capacity, including memorandum 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 for costs incurred by him in defending legal proceedings instituted against him;

e. on any claim for the award of a pension in respect of injuries sustained by a person while on duty.

The Commissions shall advise on any matters referred to them by President or by Governor of the State as the case may be in addition to recruitment for civil posts under the Central Government (including those for union Territories) which come under the purview of the Commission in terms of Art. 320 of the Constitution it is responsible for the recruitment of the administrative personnel of the Statutory bodies such as the Delhi Municipal Corporation, the Employees State Insurance Corporation and the Employees, Provident Fund Organisation and also for the Industrial Management Pool.\(^1\)

The Constitutions further extends the functions of the Commission, Art. 321 prescribes that:

\("An Act made by Parliament or, as the case may be, Legislature of a state may provide for the exercise of additional functions by the U.P.S.C. or the State Public Service Commission as respects the services of the Union or the State"

and also as respect the services of any local authority or other body corporate constituted by law or of any public institutions."

Under the old regulations (made under the Government of India Act, 1935) the Commission was not concerned with any recruitment which had been agreed to being made outside India. This regulation was amended and it was decided that recruitment outside India should also be conducted by the Commission directly.¹

Under the Constitution, the functions performed by the Public Service Commissions are of an advisory and consultative nature rather than executive types. Sir Samuel Hoare argued in favour of the advisory nature of the Commission's functions in the House of Commons during the passage of the Government of India Act of 1935. "It was definite view of the Joint Select Committee and it is the definite view of my advisors (here and in India that the Public Service Commission had much better be advisory." Experience shows that they are likely to have more influence for the proper management of public affairs including public services if they are advisory than if they have mandatory powers.²

². C.N.Bhaleroa, Public Service Commissions in India, sterting Publishers Private Ltd., Delhi-6, 1966.
The Union Public Service Commission according to Art. 323(1) of the Constitution, presents annually to the President a report on its working. The President shall send to each house of Parliament a copy of report together with a memorandum explaining the cases, if any where the advice of the Commission was not accepted and the reasons for such non-acceptance. In 1954 a proposal was put in the Parliament in which the Commission demanded that some safeguards should be provided by Parliament in order to reduce the number of cases in which Government may depart from the advice of the Commission. The Commission also felt that a regular discussion of their reports in the legislature will be the best and effective means of consolidating the convention for that purpose. These annual reports have much importance. In actual practice, it has been found that the publications of the annual reports of many public service commissions is delayed for various reasons. There is also delay in the presentation of these reports before legislature. It is necessary that the reports should be presented and placed before legislature promptly.

This problem may be solved by establishing a Standing Committee of Parliament to scrutinize the annual reports of Union

the Union Public Service Commission. The Committee should make its own report to the two houses. Similar standing Committees should be set up in States also.

EXEMPTION FROM CONSULTATION

There are several posts in respect of which owing to their special nature the responsibility for making appointment should lie with the Government alone, and it will not be proper to consult an outside body in selecting the appointees. Art 320(3) consequently, authorizes the President or Governor to make public service rules and regulations, specifying the matters in which either generally or in particular circumstances, it shall not be necessary to consult the U.P.S.C. or the State P.S.C. The regulation under which the executive excludes certain posts from the purview of the Public Service Commission have been termed as "exemption from Consultation Regulations (1968)."

There are some non-competitive type of services which are excluded from the purview of the Commission. These are confidential or high policy determining, or highly technical or administrative services. The Commission will also not be consulted in regard to those posts which do not involve the question of promotion. In all such technical and administrative posts departments follow their own independent recruitment policy.
The competitive type of services in which recruitment is made without intervention of the Public Service Commissions, are categorized in three groups. First group consists of class III, class IV employees and workshops workers, etc. (who constitute about 98% of the total number of the Central Government Employees). Such exemption is understandable, these services are not of great importance. Therefore, it seems unnecessary and wasteful to burden a high level organ like the Public Service Commission with the task of recruiting them. The Second group relates to the part time, temporary or officiating positions. Finally the types of posts which do not belong to the executive but to the other two branches of Government, Legislative and Judicial have been kept outside the purview of the Commission.

Further the Commission may not be consulted regarding recruitment from the scheduled castes and tribes as under the provisions made for special representation. The reason behind these provisions is to safeguard backward and depressed classes and to make the public service more representative. These provisions are obviously against the merit system. Therefore it was decided that recruitment from these classes should be made strictly on the principles of merit.

In actual practice full care has been taken. The selection is always made through the Union Public Service Commission
with due consideration to efficiency of the public service. Although the existing provisions reserve up to 17½ per cent of the vacancies in the All-India and Central Services for candidates of the scheduled castes and tribes and backward classes, the actual percentage in 1962, was around 4 per cent.

There have been enquiries and complaints that the Commissions are not being consulted as regards recruitment of the staff of the statutory bodies such as the Council of Scientific and Industrial Research and semi-Governmental Industrial Corporations. The recruitment to some of the initial posts to these institutions was made with the consultation of the Commission. Although these bodies are aided by the Government, formally they are non-governmental institutions. Their jobs are not defined as Civil posts under the Constitution. Therefore, the Commission is not concerned with the posting of these statutory bodies. It may be useful if the Union Public Service Commission is associated with the selection of personnel to, and their promotion within the quasi-government bodies entirely or substantially financed by Government.

The exemption of certain services from consultation with public service commission is in keeping with the spirit of the Constitution. But it should be resorted to after much consideration. There is conventions that exemptions are made only after prior consultation with the Union Public Service Commission. Similar convention should be established in the States also. In this connection the Administrative Reforms Commission also suggested that Governments decisions on the exclusion of certain matters from the purview of consultation with the Public Service Commission should be taken after consulting the commissions.

According to Art 309 of the Indian Constitution, the President or the Governor as the case may be, have power to make rules and regulations regarding recruitment. The Commissions have only a negative function and they may advise in making the rules for recruitment. In this respect Indian Public Service Commissions have limited powers in comparison to the United States Civil Service Commission and the Civil Service Commission of England. In the U.S.A. the Commission serves both as the federal recruiting agency and as they operating agency. In England the Civil Service Commission has power to make rules and regulations for recruitment on the advice of the Government.

COMPOSITIONS OF THE PUBLIC SERVICE COMMISSIONS

The Constitution prescribes no limitations on the size of the Commission and on the qualifications of members of the commission. The President fixes the number of the members of the Union Public Service Commission according to the requirements from time to time. However, the strength of the Commission has never exceeded eight. At present, the Commission is composed of eight members including the Chairman. The number of members is not sufficient for the Commission's work. In the sixth Report of Union Public Service Commission, it was observed that in specialised recruitment the preliminary work should be performed in the Commission's office in accordance with the procedure specially designed for the purpose. The cause of the delay in this work is mainly the lack of staff as the normal strength of the Commission's is not able to carry out function in all the emergencies. The Commission, therefore, should be authorised to engage special additional staff on a temporary basis for such emergencies.

The Chairman and the members of the Commission are appointed by the President on the advice of the Prime Minister. In the case of members of States Public Service Commission the Governor is authorized to make the appointments on the advice of the Governor.

of the Chief Minister. In England the Commissioners are appointed by Her Majesty-in-Council through an Order in Council. Duration of their service depends upon Her Majesty's pleasure. The Commissioners, therefore, have no formal guarantee of independence and security of tenure as the judges of the High Court, the Comptroller and Auditor General have where as in India the Commissioners have fixed service term. According to the Constitution at least half of the total strength of the members of the Commission is drawn from the top most public services who have served as Government servants at least for ten years. As regards the other half of the members of the Commission, the Constitution does not specify any qualifications. A great deal of care has been taken in this regard. The appointments have generally been made from the ranks of educationalists, lawyers, and retired judges and some from the State Public Service Commissions. Experience shows that the appointments made by the Union Government are in accordance with the spirit of the Constitution.

1. See Article 316 of the Constitution (Draft Article 283). At one time the Union Constitution Committee contemplated Presidential appointment of members of the Public Service Commission in his discretion. Similarly Governors at one time were to exercise this power in their discretion; Granville Austin, The Indian Constitution Corner stone of a Nation, Clarendon Press: Oxford, 1966, p. 129.

The case is not the same with the appointment of the members of the State Public Service Commissions. In many cases the appointments have been made on personal considerations rather than on grounds of qualifications or competence. The Law Commission observed in 1958:

"Having regard to the important part played by the Public Service Commission in the selection of the subordinate judiciary, we took care to examine, as far as possible, the Chairman and some of the members of the Public Service Commissions in various states. We are constrained to observe that the personnel of these Public Service Commissions in some of the States was not such as could inspire confidence, from the point of view of either efficiency or impartiality. There appears to be little doubt that in some of the States, appointments to these Commissions are made not on considerations of merit but on grounds of party and political affiliations. The evidence given by members of the Public Service Commissions in some of the States does not create the feeling that they had deserved to be in the responsible posts they occupy ......."

It is essential that the discretionary power of the executive in regard to appointments to the Public Service

Commissions should be governed by healthy conventions. Several retired Chairmen and members suggested that the President should appoint members of both the Union Public Service Commission and the State Public Service Commissions and the President should be assisted by a body of persons of the highest public standing and integrity in India. The Administrative Reforms Commission has suggested that the State Government should be advised by a panel consisting of the Chairman of the U.P.S.C. or his nominee, the Chairman of the State Public Service Commission (even in the appointment of his own successor, and a nominee of the State Government in the matter of appointment of members. This system is more practicable. It reconciles different opinions on the appointment to the State Public Service Commission.

The members of the Commission are appointed for a period of six years or till the age of sixty five and in the case of State Public Service Commissions till the age of sixty. This difference between the ages of retirement of the two commissions is not understandable. If a person becomes unfit to continue to work as a member of a State Public Service Commission at the age of sixty, surely he may not be able to discharge the more onerous and more responsible functions of the superior body which shoulders the responsibilities of a similar nature. Therefore, there is no justification for such
difference in retirement age. The age of retirement of the State Public Service Commissions also should be fixed at 65 years. The President may remove any member on grounds of misbehaviour, or favoritism or mental or physical incompetence for the office, after an enquiry and recommendation by the judges of Chief Justice Supreme Court of India. It gives sufficient safeguards to the members against wrong charges. In U.K., Canada, and Australia the members can not be removed by regular executives and approval of both the Houses of Parliament is necessary. In the U.S.A. the President possesses the power of removing to any member of Federal Public Service Commission at his own discretion. The method of removal of the members of the Indian Public Service Commission secures a balance, between rigidity and flexibility. It does not require the approval of both the houses of the Parliament, as in the case of the United Kingdom and at the same time the Constitution gives proper protection to the members, unlike the practice in the U.S.A. against wrong charges by requiring a report of the Supreme Court.


2. The method of removal of the members of the Indian P.S.C. secures a balance between rigidity and flexibility. It does not require the approval of both the houses of the Parliament as in the case of the U.K. and at the same time the Constitution gives proper protection to the members, unlike the practice in the U.S.A. against wrong charges by requiring a report of the Supreme Court. C.N.Bhalerao, op.cit., pp. 27-28.

In order to emphasise and ensure the independence of the Public Service Commissions, the Constitution imposes restrictions on further employment of the Chairmen and other members of the Public Service Commissions under the Government after retirement. Art 818 of the Indian Constitution has laid down following provisions:

a. The Chairman and the members of the Union Public Commission and/State Public Service Commissions shall not be appointed to any other employment either under the Government of India or under the Government of States.

b. The Chairman of a state Public Service Commission shall be eligible for appointment as the Chairman or a member of the U.P.S.C. or as the Chairman of any other State Public Service Commission.

c. A member except the Chairman of the U.P.S.C. shall be eligible for appointment as the Chairman of the U.P.S.C. or as the Chairman of a State P.S.C.

d. Any member except the Chairman as a State P.S.C. shall be eligible for appointment as the Chairman or any other member of the Union Public Service Commission or as the Chairman of that or any other State Public Service Commission.

Such provisions are unique in India and no other country has imposed such an absolute ban on the re-employment.
Dr. Ambedkar remarked "one way of making them independent of the executive is to deprive them of any office with which the executive might tempt them to depart from their duty."

The provisions regarding restriction on re-employment are similar to those, in the Government of India Act, 1935. These provisions were supposedly intended against the representative Ministers who were to take office under the Act and might seek to influence the Members of a Public Service Commission by holding prospects further office and thus jeopardize the independence of the members. Now such restrictions have no validity. The mode of working of a Commission leaves no opportunity for arbitrary judgment of an individual member in any crucial matter. Most of the decisions are taken by the Commission as a whole. At the same time it is not likely to be accepted that members of such a high status would be influenced by personal factors.

Moreover, the existing restrictions have failed to attract the young and able men for serving on the Commissions


because they have no opportunity for further employment. It limits the field from which appointment may be made. Therefore, it would be desirable that the Constitutional restrictions on the further employment of members of the Public Service Commissions under Government were entirely removed.

CONDITIONS OF SERVICE OF MEMBERS — SALARY, STATUS AND PENSION:

According to Article 318 of the Constitution, President or Governor has powers of determining the conditions of service of the Chairman and other members of the Public Service Commissions. Salary and Pension drawn by commissioners vary from state to state. For example, members of the Kerala Public Service Commission draw a salary of Rs.1250/- per month whereas in many other states their salary is Rs.2,000/- per month. Although there can not be a hard and fast rule in this regard because of different conditions of the different states, but there should not be a vast difference in salary paid to the members of different states Public Service Commissions. Regarding the grant of pension also, there is no uniformity. It is not provided in all the states and where it is provided, in different quantums. The need is therefore, to provide a pension to members in all Public Service Commissions and as far as possible in uniformity.

1. Ibid., Chapter 2, para 6, Sub-para 6 and 7.
ORGANISATION AND WORKING OF THE PUBLIC SERVICE COMMISSION

As a standard setting agency, the Commission has responsibility to formulate and carry out a personnel programme within its own organisation. It executes these programmes mostly through certain committees. The Committees report their conclusion, on matters referred to them, to the Chairman of the Commission. The Chairman decides that whether these conclusions should be referred to a meeting of the Commission for further consideration or not. If it is necessary, he places the relevant matters before the whole Commission. This system saves time and money by limiting the number of cases which come before the full Commission.

In matters of internal administration of the Commission, the Chairman acts as the Head of the Department and the Secretary as the Head of the Office. The Chairman makes appointments to the superior posts of the Secretariat staff whereas appointments to the lower rungs are made by the Secretary. The Secretary keeps records in regard to all the decisions of the Commission which are communicated by him on behalf of the Commission to outside agencies. While the President has power to determine the number of permanent employees of the Commission's Secretariat, the temporary and permanent posts from time to time according to the conditions laid down in the U.P.S.C. (staff) Regulations, 1958, and a notification of the Ministry of Home Affairs of May 21, 1963.
The Secretary is appointed by the Commission for a fixed term, which can be extended. Almost all the members of the Secretariat are borrowed from the All India Services and Central Services. The Commission has no separate staffing system of its own. The technical officials are appointed by the Commission itself. As far as technical officials are concerned, their potential is not being put to full utilization because a Commissioner specializing in a particular field can only sit on the selection board for filling posts in respective fields.

The internal office organisation of the Commission has changed from time to time according to the needs of administration. The present Commission is divided into branches and the Secretary works as a Coordinator of all the activities of the Commission's office as a whole.

The volume of work of the different Public Service Commissions in recent years has increased in quantity as well as complexity. Therefore, it is essential that the secretariats of the Commissions are staffed with competent personnel in adequate numbers. The secretariats of some of the State Commissions are small because officials have few opportunities for promotion. The Administrative Reforms Commission has suggested that wherever the secretariats have been constituted into separate units, free exchange of personnel between the
Public Service Commission and the Government Department would be desirable, so that there may be better avenues of promotion. Transfers of personnel should be made with the consultation of the Chairman of the Public Service Commission.

The Public Service Commissions hold competitive examinations for recruitment which are based on written examinations and interview besides these competitive examinations the commission also make direct recruitment by interviews for specific posts.

The Union Public Service Commission is, generally, concerned with the middle and higher public services like All India Services, Central Services Class I and Class II exclude from its preview is the recruitment procedure of class IV and the majority of class III employees.

In addition to the work of holding examinations for recruitment, U.P.S.C. is also responsible for advertisements, scrutinising application and answering them. But it is only for 2% of the Union Services. As far as other services are concerned U.P.S.C. is responsible only with conducting of the examinations for recruitment.

2. Indian Institute of Public Administration, The Organisation of the Government of India, Chapter XXXI.
The State Public Service Commissions make recruitment to the State Services class I and II on the basis of the competitive examinations and interview. However, the Commissions have adopted different practices in this regard. For example, some commissions such as the Madhya Pradesh and Mysore Public Service Commissions select candidates only by the method of interview.

CONTACT BETWEEN UNION PUBLIC SERVICE COMMISSION AND THE STATE PUBLIC SERVICE COMMISSIONS

The conferences between the Public Service Commissions have very useful purposes. Unfortunately, there is hardly any liaison between U.P.S.C. and State Public Service Commissions. In the past, some conferences of members of the Union Public Service Commission and the Chairmen of State Public Service Commissions have been held. But they are very few in numbers. The changing pattern of administration in a developing welfare state demands more frequent contact. It is helpful for interchanging the views and experience and thus to evolve a uniform recruitment standard and pattern for whole of the country. Further, it is useful for improving the competence of the secretariats of the Commissions. The U.P.S.C. consists a well-organised secretariat and if the officers of State Public Service Commissions are attached to U.P.S.C.'s secretariat, they may acquaint themselves with methods of dealing
with recruitment matters. Therefore, the conferences between the Union Public Service Commission and State Public Commissions should be held at least once in two years.

ROLE OF THE PUBLIC SERVICE COMMISSION IN DISCIPLINARY MATTERS

According to Art. 320(3) of the Indian Constitution, the Public Service Commissions shall be consulted by the Government in imposition of penalties on the government servants. This provision is important from the point of view of maintaining the morale and creating a sense of security among the civil servants. It is however argued that the Public Service Commission should not be burdened with much work, and disciplinary matters should be left to the Administrative Tribunals. The Team on Administrative Tribunals recommended that such Tribunals should be established with a quasi-judicial status with a Chairman of the ranks of a High Court Judges. It also suggested that the Commissions should be consulted in respect of minor penalties and not in respect of major penalties. But there is no need for such a differentiation. If Appellate Tribunals are set up, all

1. There are seven types of penalties in case of which the Public Service Commission is consulted these, with holding of increments or promotion, recovery of pecuniary loss, and compulsory retirement are defined as minor penalties and reduction in rank and removal and dismissal from service as major penalties. Report of Study Team on Recruitment, op. cit., Chapter 2, para 8, Sub-para, and Appendix XI pp. 86-89.
the disciplinary matters may be taken out of the preview of
the Public Service Commission.

The Public Service Commission has been made a powerful
personnel agency in India. It has a heavy working load and
its work is increasing every year. In 1950 the number of
examinations held was 24 and only 19,983 candidates applied
for the examinations. After 13 years, in 1963, the number
of examination held had been increased to 57 and 33,287 can-
didates applied for the examination. The following Table
depicts the increase in the volume of work of the U.P.S.C.
between 1960 and 1963.¹

¹ India, Union Public Service Commission, Annual Reports,
<table>
<thead>
<tr>
<th>Year</th>
<th>Recruitment by Examination</th>
<th></th>
<th>Recruitment by Interview</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>No. of Examinations held</td>
<td>No. of Candidates who applied</td>
<td>No. of Candidates who Interviewed</td>
<td>No. of Applications Received</td>
</tr>
<tr>
<td>1950</td>
<td>24</td>
<td>19,983</td>
<td>1,262</td>
<td>16,000</td>
</tr>
<tr>
<td>1951</td>
<td>24</td>
<td>22,810</td>
<td>727</td>
<td>12,277</td>
</tr>
<tr>
<td>1952</td>
<td>25</td>
<td>19,442</td>
<td>875</td>
<td>21,249</td>
</tr>
<tr>
<td>1953</td>
<td>30</td>
<td>21,191</td>
<td>1,147</td>
<td>29,500</td>
</tr>
<tr>
<td>1954</td>
<td>30</td>
<td>28,900</td>
<td>1,173</td>
<td>31,636</td>
</tr>
<tr>
<td>1955</td>
<td>30</td>
<td>41,662</td>
<td>1,191</td>
<td>41,531</td>
</tr>
<tr>
<td>1956</td>
<td>30</td>
<td>65,187</td>
<td>1,911</td>
<td>49,861</td>
</tr>
<tr>
<td>1957</td>
<td>27</td>
<td>56,956</td>
<td>2,870</td>
<td>47,726</td>
</tr>
<tr>
<td>1958</td>
<td>23</td>
<td>78,620</td>
<td>1,759</td>
<td>37,304</td>
</tr>
<tr>
<td>1959</td>
<td>78</td>
<td>62,802</td>
<td>1,636</td>
<td>32,366</td>
</tr>
<tr>
<td>1960</td>
<td>82</td>
<td>35,613</td>
<td>1,341</td>
<td>34,479</td>
</tr>
<tr>
<td>1961</td>
<td>55</td>
<td>36,985</td>
<td>1,621</td>
<td>36,270</td>
</tr>
<tr>
<td>1962</td>
<td>58</td>
<td>52,409</td>
<td>1,739</td>
<td>57,129</td>
</tr>
<tr>
<td>1963</td>
<td>57</td>
<td>33,287</td>
<td>1,819</td>
<td>54,270</td>
</tr>
</tbody>
</table>

For such a heavy work the present staff of the Public Service Commission is not adequate. Paul H. Appleby in his report has suggested that, "Staff of the Public Service Commission should be enlarged so as to enable it to manage the larger recruitment programmes envisaged and thus to keep available long registers of eligible ready to be appointed as needed and
cadres reserves and trainees in employed preparation for later higher service or mobile assignment."

The Commission should carry on more reserve and development work. It should give proper advice in preparing standard job descriptions and specifications to guide the field agencies in allocating positions and in developing standards of experience and training. One writer has suggested that the Public Service Commission, should take part in the administration of the classification system and periodical review of payscales of civil servants as in Canada. It would be in the interest of a sound merit system.

The Commission should conduct research in checking whether the tests are able to measure the aptitude and abilities actually required for the service. Similarly it should be entrusted with the work of merit recognition among the civil servants. Outstanding civil servants cannot be obtained by ordinary recruitment system. The Commission should envisage certain original competitions in the various fields of Public Administration in which all the public servants should be allowed to compete. Those who prove their ability in such competitions should be picked up and placed in position.

according to their special calibre. A systematic review of the results of recruitment and of undertaking research in selection procedures requires establishment of a research cell in each Public Service Commission. The State Public Service Commissions are not paying proper attention to it. However the Union Public Service Commission has a Research Cell, but it is not staffed adequately to undertake intensive research studies. It is essential therefore, that each Public Service Commission should have a Research Cell adequately staffed to collect and interpret all data relevant to recruitment.

Above all, there should be given utmost attention to the positive side of personnel management, how to motivate and channelise human effort in government in other words, how to overcome the evils of "bureaucracy", as that word is used by government's critics.

One of the important factors in the organisation and functions of Public Service Commission in India is the lack of arrangements for coordinating the personnel policies and procedures either at the Centre or the State or on an All India level. In U.K. there is a Standing Committee of

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Establishment Officers to advise the Treasury on all personnel matters. The U.S.A. also has a Federal Council for this purpose. In India however, there is no such organisation. It is, therefore, essential that there should be a "Personnel Board" both at the centre and state levels. The members of the respective Public Service Commissions should be represented under the presidency of the Chairman of the Public Service Commission concerned. An exchange of ideas and suggestions periodically at least once a month would ensure greater coordination and realism in the States.

Further, the experience and observations of the Union and State Public Service Commissions about the quality of candidates who have been interviewed by them or have applied to them should be analysed and brought before the universities and other educational authorities. These reports should be annually reviewed and should in turn be linked with programme of improvement in the field of education. Secondly, there is need of greater contact and exchange of opinion between the Public Service Commission and the department for which recruitment is undertaken. In this way the Public Service Commission could do much for the administrators by framing specifications for various posts. At the same it

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would also be helpful to the Public Service Commission. A coordination between the Public Service Commission and the administrative authorities would lead to a marked reduction in temporary and ad hoc recruitments. Thirdly, the candidates who appear in the examination and are not selected for particular posts should be listed. The administrative authorities may consider them for temporary appointment to meet their emergencies. Fourthly, the methods and procedures of selection to different kinds of posts such as administrative, scientific and technical services should be continually re-assessed according to new requirements.

There are several complaints against the Public Service Commissions for delays in placing of the requisition and the final appointment. These delays occur due to various reasons. First of all, there is inadequate advance planning of recruitment. Pre-planning of recruitment would not only enable the Government to plan the requisition well but also allow Commission to carry out their work immediately. The requisition for recruitment should be made at sufficiently high levels in Government and in particular cases, informal consultation with the Public Service Commission would avoid delays.

Delay may be due to inadequate accommodation for conducting examinations. For this purpose the Public Service Commissions should have their own examination Halls. Further
there is delay in ascertaining the final preference of candidates in the case of common examinations, for a number of services. Considerable time is wasted in consulting candidates for their final preference. The Administrative Reforms Commission has proposed that "The practice in the Government of India for the combined competitive Examination should be introduced in the States. All successful candidates should automatically indicate their final preferences within 10 days of the publication of the result failing which, the preferences given in the application form will be treated as final."

There are also delays in matters relating to promotions. It is because that the cases are referred to the Public Service Commissions without complete or sufficient data. Such delays can be avoided by enforcement of strict instructions regarding submission of all the relevant information in respect of cases in which the Public Service Commission is involved.

DEPARTMENTAL SERVICE COMMISSION

The Union Public Service Commission is not the sole recruiting authority. Recruitment to the posts excluded from

the purview of the Commission is made either by the ministers or by the departmental recruiting agencies. The operating departments or agencies have little direct concern with overall standards of personnel selection and administration. But they too have an important place in personnel management since they have to perform the task of initiation and supervision, and have to process, and terminate the employment of their personnel.

The Services in Class III and Class IV categories under Government at the Centre and in the States have been kept out of the purview of the Public Service Commission. Most departments do their recruitment to these posts independently of each other. In many cases individual officers make recruitment on their own. This practice is not sound as chances of favouritism and nepotism at the lower levels weaken the administrative edifice and due to the lack of efficiency at the lower echelous of the administrative hierarchy, the whole process becomes tardy and sluggish.

Until 1924 recruitment to Provincial and Subordinate Services was made partly by promotion and partly by nomination. Power of nomination was held by Governor, Executive Councillors, Secretaries or Heads of the departments. In 1915, the Islington

Commission has recommended for the setting up of selection Committees for recruitment to the Provincial and Subordinate Services. On the recommendation of the Commission, Staff Selection Boards were set up for the Presidencies of Madras and Bombay. Staff Selection Boards conducted the qualifying examinations and interview for recruitment. In Bombay there were ad hoc selection Boards for making appointments to gazetted and clerical posts in the different departments.

Under the present procedure posts in class III and Class IV which are excluded from the direct recruitment by the Union Public Service Commission, are filled through the Employment Exchanges. The Employment Exchanges maintain a list of eligibles according to the qualifications of applicants. The recommendation for the candidates is made by the concerned ministries and then candidates are examined by a Departmental Selection Board or group of persons authorized for this work, who make final selection of the candidates.

RAILWAYS SERVICE COMMISSIONS

Generally, Ministry of Home Affairs is responsible for rules and regulations regarding all public services. However

the services under the control of the Railways Ministry and the Department of the Atomic Energy have been kept out of the purview of the Ministry of Home Affairs. These services are excluded from the control of the Ministry of Home Affairs partly due to historical reasons and partly because they are commercial departments. Railways Ministry has full authority of rule making on all personnel matters relating to railway servants. However it has to take advice from the Ministry of Home Affairs on important matters which are similar to the other services in order to keep maximum uniformity in the general procedures and principles of the Public services.

For appointments to Class III services in the Railways, there are four zonal headquarters of the Commissions located at Madras, Bombay, Allahabad and Calcutta which work for six railway zones. Railway Service Commissions perform two types of functions. First, they make recruitment to a certain classes of railway employees and second, they are responsible for appointment of candidates selected for non-gazetted services. Further, the Commissions are also responsible for disciplinary matters and for actions against these employees.

The Railway Service Commissions confine themselves only to the recruitment of Class III employees both technical and non-technical. Recruitment to class IV employees is left in the hands of departmental authorities. The Commissions have
also authority to make recruitment from outside the existing services, and have no relation with the departmental promotion committees and their work.

A Railway Board at the Central level makes appointments of the members of the Commissions after consultation with the U.P.S.C. Most of the members are very senior retired railway officers. There are, however, a few exceptions when some appointments are made from among eminent public men and educationists. They hold their offices for a term of three years.

ORGANISATION AND OPERATION

The Secretariat of the Railway Commission is headed by a Secretary who will be a serving officer of the Railway Service. Other staff is borrowed from the other railway offices on a deputation basis. Each of the Commissions is assisted by a small subordinate staff.

Ministry of Railways is one of the largest employers in the governmental sector. In the year 1963-64, the Railway Service Commissions made recruitment to about 28097 vacancies in the non-technical services and about 2980 vacancies in technical services. In order to fill these vacancies, the Commissions hold competitive written examinations and oral
interviews. The Railway Service Commissions have to face some difficulties in finding out the suitable candidates for technical posts reserved for scheduled caste and tribes.¹

**THE POSTS & TELEGRAPHS SERVICE BOARD**

Besides Ministry of Railways the Posts & Telegraphs Department of the Ministry of Transport and Communication also has a separate agency for recruitment to its subordinate services.

A senior retired officer of the department was appointed in 1961 to enquire into the need for creating a posts and Telegraphs Service Commission.² On the recommendation of the report of the officer a Posts & Telegraphs service Board was formed. Before creation of this Board recruitment was made by different departmental authorities and different methods were followed.

The Post & Telegraph Service Board is intended to recruit employees to class III services both technical and non-technical and not for recruitment to class IV employees. In practice, this Board however, does not exercise these functions and is

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concern merely with departmental promotion system. The selection Board in the administrative offices continue to follow the procedures in recruitment and selections which previously existed.

However, there is no full utilization of the Service Board. It is not in its full operation. The traditional procedures of recruitment waste a good deal of time of senior officers in making appointments to these services. Therefore, until and unless the Board is given its full authority it is not possible to assess its success and failure.

As far as departmental recruitment is concerned, there is not a single central agency to serve the recruitment needs of different departments. Often the qualifications of posts of different departments are identical. It would be more economical and efficient if Departmental Service Commissions were set up on the pattern of the Railway Service Commissions to serve the needs of the other departments. The members of such commissions may be appointed in the same way as the members of Railway Service Commissions after consulting with the Public Service Commission concerned. It will speed up the work of recruitment, make better coordination possible and minimise unnecessary duplication.
PERSONNEL AGENCIES

All rules and regulations with regard to the services at the Central level are under the jurisdiction of the Parliament and the President is authorized to exercise over all managerial and supervisory functions. In actual practice however, functions at the highest level are performed by a few organisations - the Ministry of Home Affairs, the Union Public Service Commission, Departmental Selection Board, Establishment Offices and Ministry of Finance. However the Central Personnel Agency of Ministry of Home Affairs occupies highest position among the personnel units of the Government of India. The higher classes of the Central Services are dealt with centrally while all matters concerning class III and class IV services are assigned to executive ministries.

CENTRAL PERSONNEL AGENCY

Central Personnel Agency is to provide staff assistance at the central level. It is an operating personnel unit which has been placed under the executive arm of the Government of India. Central Personnel Agency is concerned with the formulation of personnel rules generally applicable to all the services in personnel matters. It gives suggestions to the departments in dealing with individual cases, and induces the departments to recognise personnel problems and for making provision to meet them.
It also maintains detailed confidential records on the members of the All India Services and of Central Secretariat services at and above the level of under-Secretaries. Until recently it was also concerned with posting and records of lower employees. But owing to heavy load of work the decision was taken to decentralize all records keeping and postings of central secretariat service personnel up to the level of section Officers to the executive ministries.

Besides these functions central Personnel Agency is also responsible for some progressive aspects of personnel administration like career development, talent hunting, research etc. which do not receive adequate attention at present.

Administrative Reforms Commission recommended that Central Personnel Agency should be entrusted with following work:

1. Personnel Policies;
2. Manpower Planning;
3. Career Development;
4. Overall aspects of training;
5. Service Rules;
6. Management of All India and Inter-Ministry Services;
7. Posting to Key positions;

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1. Pai Panandikar, Personnel System for Development Administration, op. cit., p. 76.
8. Welfare;

Central Personnel Agency does not carry out its functions single handed. It shares responsibility in a number of important matters with other units. For example, it consults Finance Ministry regarding financial implications. Though it is not necessary to refer every single case to it but if there is a question of revising or changing the entire salary structure in a department, it has to be referred to the Finance Ministry. Central Personnel Agency shares responsibility in matters of appointments to key positions with the cabinet secretary. And the Union Public Service Commission is also authorized in certain matters of personnel management. Thus there is multiple control on some important aspects of personnel management. The Estimate Committee while reviewing this position pointed out:

"We do not consider that such an arrangement is conducive to efficient personnel management. We find that there is no single point in the administrative machine where experienced administrators may be put together who may devote attention in uniform way to all service problems which lead to administrative efficiency. There should be such a focal point

which may enable them to play their role in the administration and if they fail to do so they may be held responsible for it. We, therefore, recommend that the primary responsibility for all personnel matters should squarely rest in one organisation."

It is said that single organisation is necessary for securing uniformity and for proper control and regulation. But it seems impossible to secure uniformity in action because administration has to perform various functions dissimilar to each other in different conditions. Therefore, it is desirable to delegate discretionary powers to subordinate authorities even at a little risk. The Central Personnel Agency should be entrusted with the development of proper personnel policies and practices and not to burden itself with detailed control.

It is suggested that personnel units working under different ministries should be bodily transferred to the Central Personnel Agency. However, care should be taken that it should not burden itself with deep rooted prejudices and routine and time consuming procedures which these units have to conform to. The structure and functions of the new agency, therefore, should be formulated with care.

ORGANISATION

The Central Personnel Agency is functionally grouped into two main units each under a joint Secretary. One of them is entrusted with the postings to the higher secretariat posts. For this purpose it maintains detailed confidential records of members of All India Services and of Central Secretariat service above the rank of Section Officers.

Actually, appointments are made by the Central Establishment Board of three ex-officio members and three relating members. The Board is headed by Joint Secretary as the ex-officio Secretary who prepares list of eligible, suitable and available officers for appointment to the Central Secretariat posts.

The Establishment Officer also provides help to the Secretary of Appointments Committee of the Cabinet. The Appointments Committee is generally responsible for appointments to posts carrying a salary of Rs.2,000 per month and above. The Joint Secretary of the Establishment Division has power over seven establishment sections in which four are responsible for recruitment of personnel to all central Services, allocation of personnel selected through the competitive examination, matters pertaining to discipline in the services, control over the service personnel, and the conditions of service in the central Government. The other three sections
are concerned with All India Services.¹

The Administrative Reforms Commission has made some recommendations regarding the structure of new personnel agency. It has suggested that a top man on personnel should be appointed as an expert immediately after a decision to constitute this agency. His service term should be sufficiently long. A senior and experienced Secretary should act as head of the agency. The expert may be appointed as an of Additional Secretary and might work as an Advisor to the Government of India on Personnel. A small Advisory Unit consisting of 5 to 6 experts in various branches of personnel administration should assist this Advisor.²

PERSONNEL UNIT IN DEPARTMENTS

Further there are personnel agencies at the level of individual ministries and departments. The agencies still deal with some high policy matters. But they do not maintain records of the members of All India Services or the higher grades of the Central Secretariat Service. Actually the role of Departmental Personnel Units is more important in the

¹ Pai Panandikar, Personnel System for Development Administration, op.cit., p. 77.
² Report, Study Team on Personnel Administration, op.cit., p. 366.
subordinate and attached offices than at the Secretariat. Agencies are responsible for personnel matters like recruitment of non-gazetted staff which is not within the purview of the Union Public Service Commission, transfers, service conditions, and maintaining of confidential records on all its personnel up to Section Officers level at the secretariat and up to the higher levels in the executive departments. Departmental personnel Agency have various sections. Each of them is connected with one aspect of establishment work.

However, the developmental functions of personnel management like personnel planning, career development, long term policy about training, are not fully realised. The Heads of Departments do not take interest in personnel problems because they have no proper staff assistance in specialised fields. Therefore, it is essential to establish a properly staffed personnel unit in each department. The Personnel units should deal only with policy questions and the day-to-day problems should be handled by the Head Quarters Organisations. There should be two distinct wings for these functions.

PERSONNEL UNITS IN STATE GOVERNMENTS

The State Government does not have single agency for all personnel functions, as in the case of the central Government. All the developmental personnel functions such as career developmental schemes, overall aspects of training, research in
personnel administration are mixed with the day-to-day administration. Manpower planning is made on a general basis in planning and development departments in some states and by the Administrative Department of the Secretariat/others.

Under the present system in State, most administrative powers are vested in the Secretariat Departments. In some states, even powers relating to class II posts have not been delegated to Heads of Departments. They are responsible only for non-gazetted and subordinate service staffs. It would be in the interest of strengthening of personnel departments and efficiency to delegate the functions in regard to postings transfers officiating appointments, to the Heads of Departments even in respect of the gazetted posts. Personnel management is a specialized branch of administration. Therefore, it is expected that the different wings of these Personnel Agencies should be manned by persons having the requisite professional skills. The days of a generalist administrators are dwindling fast and the age of technocracy in place of bureaucracy is gradually emerging. In the Industrial state of the present age, even bureaucracy operating in the 'law and order' state is becoming out of. Even the mere consideration of efficiency and public spiritedness bring out a welfare state would not be sufficient.
A proper system of specialised recruitment is therefore the need of the hour, where knowledge and competence occupies pride of place in every scheme of recruitment. The authorities to which the power of recruitment is assigned should work at various levels taking into account the demands of the services and the need of the situation. Concentration of this authority where millions are involved would not only lend the system to abuses, it will facilitate the entry of unfit and undesirable persons. It would also cause inordinate delays. Moreover the specialised types of services would require specialised types of recruiting agencies. For purposes of securing coordination, providing for unity of command and facilitating span of control, some central agency should be invariably provided.
CHAPTER IV

PROBLEM OF RECRUITMENT AND SELECTION IN INDIAN PUBLIC SERVICES

The year 1863 stands as a landmark in the history of the Indian Civil Services. In that year the system of appointment by nomination was changed and the method of selection by competitive examinations introduced. Until 1863 the recruitment to the Company's service was made on the basis of patronage and the directors were responsible for this work. With the Charter Act of 1853 this system came to an end and the Board of Central made rules which threw the Covenanted Civil Service open to competition. ¹

The standard and methods of the recruitment of public services assume great importance in relation to the efficiency and morale of the administration. Dr. Gladden pointed out that, "Civil services history can be optimized 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 to the service of which the human elements are dedicated."² It has to be realized that merely properly structured organisation is not sufficient for good

¹. Sir Courtenary Ilbert: The Government of India, p.92

administration. Administration requires well thought out systems and procedures of recruitment and improving quality of personnel. The problem of selecting the right type of persons for public services is more difficult and complex in an under-developed country, like India, where the bulk of the population is poor and uneducated and the problems awaiting solution are immensely complicated and multifarious.

The modern Government is expected to play an active role in the acceleration of economic reconstruction and hastening the social changes necessitated by the great technological development. This, in turn, increases the field of activities of the Civil Service. Not only this, but the ways of performing these activities are now also different from those of its predecessors. The administrators, in such circumstances, should be persons of high-ability and intellectual qualities, alert and resourceful, and men of integrity and honesty. They are the elites who have to guide the society on the new changes. The question arises as to what should be the procedures and methods of recruitment of such persons that the government may be able to fulfil its aims. The psychological factors in an atmosphere of democratic upsurge and rising expectations of the people demand and expect quick achievements. This element makes the changes more urgent and demands on the talent, energy and competence of the personnel more exacting.
The most striking feature of Indian Government employment in recent years is the increasing strength of the staff. In the Central Government alone, over one lakh new posts are being created every year. These posts include the vacancies caused by retirement, resignations, mortality, etc. and also the posts and jobs created in the wake of the development plans. The difficulties have been experienced due to the fact that in most services recruitment is not planned sufficiently in advance. Therefore, in order to get adequate number of personnel it is necessary to determine the recruitment rate on the basis of triennial reviews of cadre strengths and projection, and to apply correctives annually according to fresh development.

FIELD OF RECRUITMENT

Qualifications for Recruitment: Educational Institutions are the primary source of supply of recruits. Therefore, the government as employer should be influenced by these institutions, and to some extent the education system should conform to the requirements to the public services. In India, educational system is quite well developed and capable of providing a sufficient number of educated people to the services. But since the standards are going down and requirements of efficiency in diversified fields require more sound
and solid education a gap between educational levels and employment needs has been created which has to be filled. Education should be more need-based and job oriented.

Till 1966 the University degree was essential for all the services except lower division. This requirement increased the demand of university education which is not easy to provide to most of the students. On the other hand many students take the university education at great economic sacrifice, and when they do not succeed in obtaining employment they suffer with a sense of intense frustration. In 1966 the Public Services (Qualifications for Recruitment) Committee was set up by the government to consider the question as to what extent and at what levels university degree is a necessary qualification for recruitment to the various services. While considering the need for a university degree, some cogent arguments were put forward. Firstly, the lower education will require special arrangements for training of new recruits to make them suitable for the posts for which they would be selected otherwise services will be cluttered with rotten stuff. Secondly, the lowering of academic qualifications will give an opportunity to a great number of persons to apply for every post and service and thus might reduce the efficiency of the services. Frivolous candidature will increase causing colossal increase in the work of recruiting agencies.
Consequently there emerge two extreme opinions. On the one hand it is held that the University degree is not of a sufficiently high standard to be considered as a minimum qualification for higher and middle levels of Government services. On the other extreme such qualification are considered unnecessary for recruitment to the public services. According to this school of thought selection should be made invariably on the basis of competitive examinations. The standard of such examinations should be kept as high as is deemed necessary for the level to which recruitment is made. The American system also does not require any particular type of education, preparation or professional training and provides opportunity to all the citizens. "If you can pass our examinations for this specific job, you can have a job; and you can get promotion to any other job if you do your present one well, as retirements and deaths provide vacancies." 

Further, Jackson expressed his view in his first annual message to the Congress, that, "The duties of all public officers are, or at least admit of being so plain and simple that men of intelligence may readily qualify themselves for their performance." However the days of Jackson are over and such

2. Ibid., p. 788.
opinions do not hold good in the present day world as enormous water has flow down the administrative bridges. The age of spoils is over, and wherever the traces of spoils are found they are discredited and such Jacksonian views are discounted and considered anachronistic.

The Public Services Committee, on the other hand, suggested that the university degrees should not be essential for all the services. For this purpose the services are divided into three categories:

a. Senior Officers - Executive and administrative.
b. Junior Officers - Executive and administrative.
c. Clerical Services.

In the opinion of Committee a university degree should definitely not be insisted upon for the clerical services. It should be essential for recruitment to the higher services. Because these posts require a maturity of outlook and specific cultural standard which may be expected of the graduates who have received interdisciplinary education of a high standard. For the posts of second category university degree should not be made the requisite minimum qualification. At the same time graduates should also be given an opportunity to compete at the examinations if they so desire.

The following Table 1 depicts the educational qualifications for recruitment to the various public services.

<table>
<thead>
<tr>
<th>Services</th>
<th>Present Qualifications</th>
<th>Order of Government regarding the minimum educational qualifications.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Superior Service - All India &amp; Central Class I</td>
<td>University Degree is essential</td>
<td>University Degree is essential</td>
</tr>
<tr>
<td>Middle Group Services Central Class II (Gazetted), Central Class II (Non-Gazetted) and Assistants in offices not participating in the Central Secretariat Service Scheme.</td>
<td>University Degree is essential</td>
<td>University Degree is essential</td>
</tr>
<tr>
<td>Central Class II (non-clerical) other than S.A.S. Apprentices and Divisional Accountants in Indian Audit and Accounts Department</td>
<td>University Degree is not essential and the minimum qualifications may be intermediate/Senior Cambridge/Higher Secondary Certificate or equivalent qualification.</td>
<td>University Degree is essential</td>
</tr>
<tr>
<td>Clerical Services Upper Division other than those recruited direct to the Grade in the Indian Audit &amp; Accounts Department.</td>
<td>Intermediate/Senior Cambridge/Higher Secondary Certificate or equivalent qualifications.</td>
<td>University Degree is essential</td>
</tr>
<tr>
<td>Lower Division</td>
<td>Matriculation Certificate or equivalent qualifications until replaced by Higher Secondary.</td>
<td>Matriculation Certificate or equivalent qualifications.</td>
</tr>
</tbody>
</table>

The Rajasthan Administrative Reforms Committee recommended that the recruitment opportunity should be open to candidates after passing the Higher Secondary Examinations because at this age the students decide their future career and go to different professions. State Public Service Commission should be responsible for examinations only for general services and not for technical services. Selected candidates should be appointed to the State or Subordinate Services.

After selection the students should be given opportunity for further education in specialised institutions. There may be some arrangement for special post graduation course in Public Administration of one year. ¹

There are several reasons why these recommendations cannot be accepted. Firstly the students at this stage are not so mature as to decide upon their future career. Further the Higher Secondary education is only the base for the choice of future education. It has various elements to suit varied interests and aptitudes.

Secondly the personality, mental capacity, social behaviour and attitude can be judged more realistically at University level than at the higher secondary stage.

Thirdly, there is a vast difference in the educational facilities of rural and urban areas.

Fourthly, the course of one year in Public Administration suggested by the Reforms Committee may not be very much helpful in providing a sound knowledge to the candidates, because it is not a specialised or training course but a sort of liberal education which may be gained in any educational institution.

Similar recommendations were made at the time of the reform of the higher administrative services and of the educational system in France after the Third Republic. The French Government did not accept these recommendations, which were modelled on the idea of the Polytechnique. According to it the young men who entered in the services were educated in technical school and after three years of study they joined the actual jobs. But this meant that too young and immature persons coming direct from Secondary Schools were pursued to appear for public service which might be a little unrealistic and also undemocratic. For only a small social class to its could afford the requisite comprehensive education/sons and daughters at higher Secondary level. "Further this system would give importance to a single identical outlook and the idea of general culture would be sacrificed in favour of narrowness of the specialized administrative outlook in a field where the broadness of education is of utmost importance. At present,
there are faculties and departments of political and social sciences in the universities. The object of these faculties is to educate students in the work-methods and current problems of administration and social life. The Diploma of three years is the essential qualification for entrance into the School L'Ecole National and Administration for those who do not enter through membership of the public services. Thus nothing may be gained by abolishing university degree as basic qualification. It is, and should continue to remain an essential qualification for recruitment to the higher services both for administrative as well as for executive posts which demand intellectual ability, maturity of outlook and reasonable cultural standards. Universities give intellectual training through the wide study of various subjects, through lectures, discussions and debates. At the same stage students develop their personality which is necessary for public services. But at the same time the University education should be made purposeful and capable of inculcating that maturity of outlook and intellectual capability as well as those cultural stands which are considered necessary for the services.

India has adopted the system of general education which is similar to the British system. France also follows the same system as regards basic qualifications although after recruitment intensive training in that specific field for which the candidate is selected is given. However, in the U.S.A.
emphasis is given to the technical or specialised education as the basic qualification. The Bureau Chief in the U.S.A. enters in a department by an examination based upon technical proficiency in the specific services of a grade of a branch in a special department. The general opinion is that, because education is not directly related to the civil services, it does not play an important role in the preparation of an official. But, "it is the educational process as an opportunity of selecting from among the many who present themselves, rather than education as a direct making of an administrator that perhaps should be stressed. It is not the cognitive but the effective elements in personality that urge on action. 1

"But at the same time in a complex system technically proficient personnel are also required, and it is not necessary that the specialists should also have general capacities to carry out administrative duties. Now the contention cannot be supported that adaptability, which is essential qualification of administration, is more likely to be found in men who have had a good general education than in men who have been specialists in one particular branch of knowledge. 2 However, narrow specialisation is the cause of lack of ability to see other fields of special interest with a balanced view. But


this view is also valid that too much generalised and theoretic education is unsuited for present day jobs which require specialised knowledge and practical training.

On the other hand civil service should not be a mere collection of disband specialists. Therefore it is necessary that, as far as senior and technical jobs are concerned emphasis should be given on specialised education, but for the young recruits, general education is essential and desirable for reasons discussed above. In India there have been some modifications in the course of examinations and more attention is now being given to the technically educated students, but to a large extent the general foundation of liberal or general education remains, in fact, though the common complaint is that this education has become synoptic and superficial.

The Second Pay Commission made a study of the quality of recruits to the higher services, and inquired whether a reasonable proportion of graduates coming from the universities took the competitive examination and whether these services were getting a fair share of the first class graduates or post graduates produced by the universities. The following statement shows that a perceptible fall has occurred in the proportion of the candidates appearing in the I.A.S. and other examinations and in the proportion of first class graduates and post graduates entering the civil services. The percentage
increase in the number of candidates taking the examinations has, however, been far less and after 1959 there has been a steady fall in the absolute numbers. The percentage of graduates appearing in the examinations has declined from 5.74% in 1966 to 2.19% in 1964.

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Candidates who took examinations</th>
<th>Number of graduates passing out in the particular year</th>
</tr>
</thead>
<tbody>
<tr>
<td>1956</td>
<td>5,015 (5.74%)</td>
<td>87,384</td>
</tr>
<tr>
<td>1957</td>
<td>5,245 (5.16%)</td>
<td>1,01,630</td>
</tr>
<tr>
<td>1958</td>
<td>6,327 (5.70%)</td>
<td>1,10,963</td>
</tr>
<tr>
<td>1959</td>
<td>6,572 (5.40%)</td>
<td>1,21,623</td>
</tr>
<tr>
<td>1960</td>
<td>5,873 (4.54%)</td>
<td>1,29,388</td>
</tr>
<tr>
<td>1961</td>
<td>5,659 (3.93%)</td>
<td>1,43,804</td>
</tr>
<tr>
<td>1962</td>
<td>5,391 (3.21%)</td>
<td>1,57,331</td>
</tr>
<tr>
<td>1963</td>
<td>4,828 (2.34%)</td>
<td>1,82,747</td>
</tr>
<tr>
<td>1964</td>
<td>4,006 (2.19%)</td>
<td>1,82,741</td>
</tr>
<tr>
<td>1965</td>
<td>4,501</td>
<td>not available</td>
</tr>
</tbody>
</table>

A similar study was made by the Second Pay Commission in regard to first class graduates/Post graduates appearing at the examinations for the years 1950-55. The Commission noticed that one out of every four first class graduates

produced by the universities, took the examinations and that for every vacancy in the All India and central class I services (non-technical), there were, on an average, three candidates with first class degrees. And this proportion was satisfactory.

But as the number of graduates obtaining first class had increased progressively, the number of such graduates taking the competitive examination steadily fell in spite of the much larger number of vacancies available. This may be shown in a tabulated form as below:

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Graduates who secured I class</th>
<th>No. of 1st class graduates/ post graduates who took I.A.S Exam etc.</th>
<th>Proportion of I.A.S./col.3 to I.F.S. &amp; Central class I service</th>
<th>No. of vacancies in I.A.S, col.5 to 3</th>
</tr>
</thead>
<tbody>
<tr>
<td>1969</td>
<td>6434</td>
<td>818</td>
<td>1:7.8</td>
<td>213</td>
</tr>
<tr>
<td>1960</td>
<td>7370</td>
<td>749</td>
<td>1:9.8</td>
<td>274</td>
</tr>
<tr>
<td>1961</td>
<td>7526</td>
<td>712</td>
<td>1:10.5</td>
<td>314</td>
</tr>
<tr>
<td>1962</td>
<td>8594</td>
<td>630</td>
<td>1:13.6</td>
<td>313</td>
</tr>
<tr>
<td>1963</td>
<td>6491</td>
<td>480</td>
<td>1:13.5</td>
<td>322</td>
</tr>
<tr>
<td>1964</td>
<td>9333</td>
<td>457</td>
<td>1:20.4</td>
<td>367</td>
</tr>
</tbody>
</table>

There has been a sharp decline in first class graduates appearing in the examinations. The percentage of the first class has gone down from 3.8 to 1 in 1959 to 1.3 to 1 by 1964. It is very much lower than the bosom of three first class candidates for every vacancy found by the Second Pay Commission. However, the number of the second class graduates entering the services has increased slightly, but at the same time the number of third class graduates has also risen very sharply. Of the reasons for decline in the quality, no less important is the fact that the existing system in India has failed in enlisting the best of young men for the public services. To some extent the problem of good quality recruits is due to the lower standards prescribed for the Scheduled Castes and Scheduled Tribes. There is also the general view that the receding attractiveness of the Government Service in comparison to other spheres of national activity, like industry, commerce, education and research effects the quality of recruitment. It may be because of comparatively better salaries, better opportunities of employment in private industries and universities and the loss of lustre and prestige of the Government services.

In reality, as far as the non-technical services are concerned, there is no difficulty in getting qualified persons. However, technical services create some problems. Indian education system is not yet equipped to produce highly technical personnel in sufficient numbers. Again some of the
technical personnel have taken jobs in other countries and some have gone for higher educational purposes. The Government has taken steps to solve this problem by establishing the scientists' pool. In this pool, qualified candidates from abroad are encouraged to enrol and then make themselves available for jobs in India. The brain-drain that was caused by the migration of a large number of promising scientists and persons belonging to other disciplines had become so alarming that the government had to make these provisions even though these arrangements are not adequate, and the migration still continues.

The problem of getting more qualified personnel may also be solved by close cooperation between recruiting agencies and educational system. One of the merits of British and French Civil Service recruitment is the better cooperation between the educational system and the public service. In view of the commitments of a welfare state, "more attention must be given to the problems of articulating the educational system and the civil services. There is need for widespread interest in questions of pre-entry training and in methods of bringing about a closer correlation between formal education and the demands for public administration."¹

¹ Quoted in M.A. Muttalib, Union Public Service Commission, The Indian Institute of Public Administration: New Delhi-1 p. 103.
Lack of good education system is one of the main obstacles in the way of successful public service recruitment. Our education system is old one which was established 20 years back by the Britishers and which was merely to produce clerks and not the higher public servants. The system is not suitable for the present. We may improve our education system on the lines of French education system. In France, some institutes of political and social sciences have been established in which students enter after passing a diploma of higher education (advanced secondary). The institutes educate students in the work-methods and concrete problems of administration and social life. The course covers three years. In the first year the students study almost identical common subjects, in the second and third they are granted optional courses but it is not a kind of specialisation. Emphasis is given to the social sciences i.e. law, public administration etc. The education is based on lectures, discussions, practical tasks and seminar work. At the end of the three years course a final examination leads to a diploma which is the first qualification for entrance in the services or in the School L'Ecole National d'Administration for training purposes. Such type of special institutes should be established in India also which can prepare the students for services and the students of other spheres such as scientists, engineers do not waste their time and money by entering the services when there is no proper utilisation
of their talent. Further these institutes should pay proper attention to the practical tasks and discussion, merely book knowledge is not sufficient for administrative functions.

Mr. C.D. Deshmukh, an eminent educationist and Chairman of the Indian International Centre suggested that age limit for recruitment to class III Government Services should be reduced from 25 to 19 in order to check the present "hmadead rush of students to universities. The proposal is tenable, valid necessary as a reform in the educational pattern. He said that the lowered age of 19 should be considered as terminal stage in education.

There are general complaints of lowering of the educational standards in the country. Some attempts are necessary to reconcile the present difficult situation of bringing about a proper balance between quantity and quality in education. Unfortunately the Government had not yet implemented the recommendation to improve the educational standards which were made by the Radhakrishnan, Mudaliar, and Kothari Commissions. Mr. Deshmukh criticized the Government for non-implementation of purposeful action. He said, "The biggest problem with our country is that it is full of good ideas which are never implemented. Good ideas overrun each other and no purposeful action

1. The Hindustan Times, 10th February, 1969.
always follows on them, most of the good ideas contained in
the reports of these educational Commissions also met with
this similar fate and remain unimplemented till today.  

AGE LIMITS

The lower and upper age limits for the public services
are rigidly enforced in India. The present age limits for
the various services are 21-24 years for the I.A.S./I.F.S.,
Central Class I and Class II and both gazetted and non-
gazetted and Assistants in the offices not participating in
the Central Secretariat Service scheme), 20-24 years for the
Indian Police Service and the Delhi and Himachal Pradesh
Police Service Class II, 19-23 years for Central Class III
non-clerical, and 18-21 years for the upper and lower division
clerks except those directly recruited to this Grade in the
Indian Audit and Accounts Department.

EXTENSION OF AGE CONCESSION FOR THE PURPOSE OF APPOINTMENT
TO SERVICES/POST UNDER THE GOVERNMENT

In 1964 orders were passed regarding certain age and
fee concessions to the displaced persons from East Pakistan
who migrated to India on or after 1st January 1964, to give
them opportunity, to complete in the examinations conducted

1. The Hindustan Times, 10th February, 1969.
by the U.P.S.C., and also for purposes of appointments made otherwise than on the results of competitive examinations conducted by the U.P.S.C. Age relaxation for this category was made up to 3 years. Appointments to other services could be made up to 45 years. The age concessions which were made only for 3 years, that is up to 31 December, 1967, have been further extended for a further period of 2 years, that is up to 31st December, 1969.

Similar orders have also been issued in respect of persons of Indian origin who have migrated from the East African countries, residents of the former occupied territories of Goa, Daman and Diu and the residents of the Union Territory of Pandicherry.

Regarding the age limits for entrance India follows the British system according to which certain age limits have been fixed for the civil services. Both the Indian and the British system emphasise on recruitment of public servants at an early age: and then to capitalize candidates on the special skill which they need throughout a life time: in public services. American system is weighted heavily against the recruitment of younger people and in favour of the mature and experienced persons. Because entry to tests necessitates specific  

periods of experience in work similar to the position for which the test is given. Further, the American system does not give importance to age limits for the services. However, the maximum age is fixed for the junior management assistant examination and for most scientific and professional positions at grade G.S.-5. Appointment to these services is made after completing the equivalent of four year's professional or scientific education at college level and without experience. For higher grade positions there is no age limit. It is one of the salient feature of the American recruitment system that "One may enter the American public service at almost any level and at almost any age."

The American approach towards age limits is that the services should be opened to everybody and recruitments should be made from whenever the candidate has obtained the requisite qualifications for the specific job. But if an effective career system is to be maintained, appointment of able and younger men is necessary, so that they may be able to progress through the higher levels of the organisation. The Indian and British civil service system is impressed with the idea that the recruitment should be made at an age when the candidates minds are flexible and capable to adopt the individual character of governmental activity.

1. In the U.S.A., entrance into the Civil Service is possible between the ages of 18 to 36 which is much younger and very much older in comparison to India.
It has been suggested that some relaxation in age limits is necessary to secure better quality of candidates and freshness for the higher services particularly for I.F.S. Today the task of diplomatic service is becoming more complex and varied in nature for which it is necessary that the persons of high calibre should be included into the service through over age entry in a limited number. Outstanding men may be brought into the services from a wide field including officers of the I.A.S. and other services, members of the Armed forces, persons with public knowledge and experience of International Law and with public relations experiences.\(^1\)

The persons between age of 28 to 35 years may be declared eligible for such over age entry. A Board consisting of a member of the U.P.S.C. and two representatives of the Ministry of External Affairs should be responsible for selection of these candidates. The selection should be based on a careful assessment of the qualification and post record of the candidate and on a prolonged personality test for judging his potentialities. Written examinations should not be included.

Against the over age entry the critics point out that lateral recruitment would not be able to draw persons having

required outlook, techniques, and Subtleties of public administration, and that over age recruitment would have an adverse effect on the prospects and career, and therefore, on the morale, of the regular recruits.

In the U.K. the upper age limit was extended to 28 years to attract enough qualified persons to the Administrative class. The conditions and the educational system are different in India. In higher services, selected candidates have to spend a fairly long period for institutional and field training before entering in their actual jobs. Our educational system is not directly related to the service therefore, it is not necessary to study till late ages before deciding to enter upon Government employment and hence, no use of general relaxation in the recruitment age. However an alternative may be made. Many students go for further study to obtain a Ph.D. Degree. The study Team on Recruitment, Selection, U.P.S.C./State P.S.C.'s and Training suggested that higher services should provide for such persons a relaxation in age limit upto 26 years.

NUMBER OF CHANCES AT THE COMBINED COMPETITIVE EXAMINATION

The Public Service (Qualifications for Recruitment) Committee, 1966, had suggested that the qualities of a candidate could be judged in one or two examinations. However, this

examination even though he has not completed his maximum age. By such means the time and money will not be wasted on the training of the same person in different professions.

SPECIAL PREFERENCES

Two types of special preferences are admissible in India. Firstly, preferences have been provided in respect of the candidates recruited to the war effort, which is known as veteran preference in the United States. The purpose behind these preferences is a readjustment aid to help veterans adjust to civilian life. In India special preference was given immediately after Post-war era and after the Chinese aggression in 1962.

Under the other special preferences category the posts are kept reserved for the scheduled caste and tribes under the provisions of the constitution both for direct recruitment and for promotion to all posts under the Central Government.

In all these cases preferences are given to the recruits by diluting, eliminating or liberalizing the educational, physical or age requirements. If despite, these relaxations, suitable candidates are not available from these classes then the reserved posts are thrown open for open competition.
CITIZENSHIP

Citizenship is a usual requirement for the recruitment. In some circumstances personnel agency has right to recruit from abroad, usually, when a qualified candidate is not available to fill the position. In India, citizenship is necessary for recruitment to the All India Services. In respect of other services, persons from Sikhim and Nepal, and persons of Indian origin, who have permanently migrated from Pakistan can be recruited to the Central Services, if they produce a certificate of eligibility from the Ministry of Home Affairs. Other non-Indians may be appointed only in exceptional circumstances on contractual terms and for a minimum period. Lower categories of posts, and posts of interpreters and translators in Indian establishments abroad do not require these limitations.

Again, there is serious limitation arising out of the widespread practice of restricting candidates to residence. Though the personnel agency has authority to wave residential qualification, the fact is that the agency often tries to defend such restrictions. This limitation is not in favour of the best interests of the public service and is against the merit principle. It reflects narrowness, and therefore it is now outmoded.
The Gajendragadkar Commission expressed that any recommendations for fixing quotes for recruitment to Government services and posts on a purely regional basis will be ultra vires of Article 16 of the Constitution. The Commission had also rejected the Government of Jammu and Kashmir's working rule that 50 per cent of the posts were to be filled by Muslims from the entire State and 40 per cent by Jammu Hindus, and recommended an equitable share in Government employments to various regions and communities having special regard to the claim of the Scheduled castes and other economically, educationally and socially backward communities, classes and groups. Though it may be desirable from the viewpoint of citizens of a particular state or city to participate in their government as public servants. But in the modern age the administrative tests are becoming more technical and complex for which best qualified persons are required without considering their birth place. In progressive countries, therefore, residence does not constitute a basis for recruitment to the higher services. In India such restrictions do not obtain regarding the higher posts for which an All India competition is considered necessary.

SEX

In modern civil services no discrimination is made on the grounds of sex. Government comprises of a large body of female employees. However some restrictions are applied for the I.A.S.; I.P.S. and I.F.S. under the Recruitment Rules of the Higher Services. According to these rules no married women can claim as her right to be appointed to these services. Discrimination may be made on the grounds that the nature of the work is not suitable for the women.

CLASSIFICATION OF SERVICES

In India, the Ministry of Home Affairs is responsible for all matters relating to personnel. It is the first business of the personnel body to classify all the posts of services into groups according to their similarity in respect of duties and responsibilities, working conditions and qualification requirements. The efficacy of the recruitment depends upon proper service classification. No calculation, no comparison, no relative assessment and evaluation is possible if positions are not properly structured. Position classification provides the Government with a precision instrument for allocation and execution of functions. Therefore, it would

be better to deal with the structure of the public services before discussing the methods of recruitment to the various services.

One of the important features of the personnel structure in India is that most of the groups or positions, as far as possible, are organised in services, and, where it is not possible to do so, in 'quasi-services' which have many characteristic features. As soon as new posts are created with the consultation of the Ministry of Home Affairs and the Ministry of Finance, they are divided into classes. The classification indicates the nature of the position that whether it is a ministerial or non-ministerial or whether it is higher or subordinate post etc.

CENTRAL CIVIL SERVICES

All the posts whether permanent or temporary under the Union Government are divided into four classes — class I consists of the higher posts, class II are non-ministerial and non-clerical posts, the direct posts in Class II and all class III are regarded as ministerial posts, and all the posts in Class IV are called inferior posts. If a service includes more than one grade, different grades may be included in different classes.
Further there are civil posts under the Union other than those ordinarily held by persons. These posts, created by a general or special order of the President, shall be classified as follows: Central Civil Posts, Class I; Central civil posts, class II, and Central Civil Postś, Class III.

**GENERAL CENTRAL SERVICE**

Central Civil Posts of any class not included in any other Central Services shall be deemed to be included in the General Central Service. A government servant appointed to such service should not be a member of any other Central Civil Service of the same class.

Again, civil posts have been classified in gazetted and non-gazetted posts. The difference is made on the basis of the public importance of these posts. The gazetted posts are announced in the official gazette of the Government of India. All posts in class I and only non-ministerial and executive posts in class II are considered as gazetted posts. Ministerial posts in class II may come in this category only in special circumstances. Distinction is also made on the basis of salaries. The gazetted posts should carry monthly salaries of more than Rs.500/-.

their salary through their offices while gazetted employees
directly receive their pay from the office of the Accountant
General.

Apart from the above mentioned four broad classes,
there are All India Services, viz., the Indian Administrative
Service and the Indian Police Service. Parliament has agreed
to constitute three new Services - the Indian Forest Service,
the Indian Service of Engineers and the Indian Medical Service
Two more All India Services - the Indian Educational Service
and the Indian Agricultural Service are under consideration
of the government. The purpose behind these services is to
provide top administrative personnel to both the Central as
well as the State Government in respective spheres.

In regard to methods of recruitment, selection, pay
scale, service conditions and other privileges, the All India
Services are similar to some of the Central Civil Services
class I. For example, the Indian Administrative Service
resembles the Indian Foreign Service and the Indian Police
Service is identical with some of the Central Class I Civil
Services.

The entire hierarchy of each of the four classes of
services is broken into various grades or pay scales. Move-
ment from one grade to another depends upon promotion system.
The class I services and All India Services hence two pay
scales - junior and senior. Besides these two scales there is a supertime scale and various senior posts with fixed rate of pay.

The class II have many pay scales but after considering the recommendations of the Second pay Commission a single standard scale has been accepted. Class III and IV Services still have many pay scales or grades.

In the Central Secretariat Services there are nine grades - Secretary, Additional Secretary, Joint Secretary, Deputy Secretary, Under Secretary, Section Officer, Assistant, U.D.C. and L.D.C.

The higher services can be divided into three broad categories. The first group is concerned with the Indian Administrative Service, the Indian Police Service, the Indian Foreign Service, the Central Secretariat Service and the like. The second group consists of the functional services like the Indian Income-tax service, the Indian Customs Service and the Defense Account Service. Besides these two groups there are technical, scientific, professional and specialist services such as the engineering cadres in the various branches, the medical and health services, agricultural survey of India and Educational Services.
QUASI-GOVERNMENT ORGANISATIONS

There are no organised services as such with the solitary exception of the Industrial Management Pool in the quasi-governmental organisations. The approach has been that they should be autonomous in all personnel matters. But generally they follow the governmental model in personnel matters for convenience, if not because of any compulsion.

ISOLATED POSTS AND QUASI-SERVICE STRUCTURE

There still remains a large number of posts which are not included in any regular service. If an organisation has sufficient number of such posts and there are two or more levels requiring the same basic qualifications but varying degrees of experience, they can be termed as a 'quasi-service' structure. Besides these 'quasi service structures there are some completely isolated posts at all levels. These positions receive ad hoc treatment.

STATE SERVICES

State services are concerned with the administration of the subjects falling within the jurisdiction of the State such


2. Ibid., Chapter III, para 16 and 17.
as education, health, agriculture, irrigation, local self
government etc., and are extensively in the employment of
their state governments.

METHOD OF RECRUITMENT

Announcement of the Post:— Three methods of announce-
cement are generally used: (1) Announcement of the post in
news-paper (2) Announcement sheets or bulletins, posted at
public places (3) Circulation of lists of the posts to the
individuals, organisations and educational institutions which
might be expected to be in touch with the suitable candidates.
India has adopted the traditional method of announcement.
Preference is given to the news-paper advertisement. It would
be a more effective medium in recruitment if the posts are
advertised in the form of interesting and readable news
stories avoiding the dull technical details of an examinations.

The advertisements of the Posts are published in all
the leading news-papers of India generally every Saturday.
It contains the terms and conditions of appointment but the
most essential part of it is the drafting of the qualifica-
tions. If qualifications, as drafted in the advertisement
(called "requisitions" in the terminology of the Commission)
for the post are received up to / Tuesday they can certainly
be published on the following saturday. The requisitions
should be drafted in a satisfactory and readable form. In the first instance, all the important proposals of recruitment are discussed by the Commission with the senior officer of the Ministry who is really conversant with the requirements of the positions. Final draft of the qualifications form is prepared by the Commission. Sometimes these specifications are confusingly elaborate and unrealistic.

Sometimes the quality of recruitment suffers due to lack of proper and interesting methods of announcement. Therefore it is necessary for the government to take care of the preparation of suitable publicity material which can be made available to the universities and organisations for the information of prospective candidates. Critics have also pointed out that advertisement methods are unimaginative and limited to the newspapers. More concerted efforts should be made to attract all the best qualified candidates. For the higher and specialised posts the senior officers should have personal contact with the prospective applicants and go to the universities to address and discuss with the students on the opportunities in the public service. For this purpose universities can organise career counselling cells.

Besides the advertisement methods, there is publicity of positions by radio-television and publication of pamphlets describing the personnel system and explaining employment procedure.
Public criticism has been made regarding the advertisements in respect of technical, scientific or specialised posts. It is alleged that the advertisements for posts of this category are often so drafted by Ministries as to tend to restrict the recruitment to the limited circle of persons already holding the posts advertised or analogous posts. It is the main task of the Public Service Commission to draft the advertisement without sacrificing the real requirements of the posts, so as to ensure a truly competitive selection for the post from the widest field. It is a healthy sign that the Public Service Commissions are fully conscious about such complaints and use their best endeavour to ensure fair competition in such cases.

The importance of recruitment methods was emphasized in U.S.A. by the Second Hoover Commission which urged for "continued efforts to improve the character and distribution of announcements," "adequate public information programmes," and "expansion of college recruiting." These should be equally enforced in all public jurisdictions, and are equally valid in the Indian Context too.


Application form provides a basis for certification and appointment and covers many questions regarding the educational qualifications, any special training and extra-curricular activities and so on. The application form determines whether a candidate is eligible for competition or not. It is also the core of the in-service record system. The Report of Hoover Commission (1949) on personnel Management had made some suggestions for positive recruiting methods. They are as follows:

(a) "Appointing agencies should be required to accept an application at any time from any applicant if there are existing openings for which the applicant is properly qualified under the standards established or approved by the Civil Service Commission. The agency should also be allowed to accept applications for anticipated openings.

(b) The applicant should not have to pre-determine the positions for which he may qualify, but be allowed to submit a full statement of his qualifications, permitting the appointing agency to consider him for any position for which he is found qualified." The second Hoover Commission emphasised on more open competitive examinations which can be taken by candidates at any time. Under this system the old methods of fixing date of receiving applications and separate application form for each examination would be discontinued.

The standard of form is designed by the Public Service Commission and received at the Public Service Commission office by its Recruitment Branch. A section of this branch is responsible for preliminary audit of the applications by scrutinizing the necessary qualifications. If an application does not fulfill these requirements it is immediately weeded out. Thus it reduces the volume of candidates to be examined.

Examinations: - Direct recruitment to our administrative and most of the executive services, competitive examination which had it origin at the very beginning of the merit system. The principal goal of the merit system is to secure three qualities in the civil services: - Competence; so that the government will be provided units trained, skilled and intelligent personnel carry out the political will be the legislature and not force its own; equality of opportunity so that the governmental institutions will be able to provide economic democracy. The examinations include a set of written examinations and a personality test. The scheme of the examinations is based on the conception that there should be:

(a) "a test of intellectual ability and scholastic attainments through a written examination in subject of the candidates choice, which might or might not have any direct relevance to a civil servants work (optional papers),"
(b) a written test common to all candidates, designed to test capacity for effective thinking, sense of form, power of clear and lucid expression, and general knowledge (compulsory papers); and

(c) an interview to assess a candidate's personal qualities, including certain intellectual qualities which cannot be tested at a written examination."

Written Examinations:— The written examination is mainly a qualifying rather than a competitive one, and the ultimate selection is made on the results of personality tests and interviews. The written examination comprises two compulsory papers; three optional papers; and only for the I.A.S. and I.F.S. two advanced papers. The candidates who have applied for a Indian Police Services, will have to take only two optional papers.

From 1947 to 1960 there was a single examination from which selections were made to all the non-technical services—All India and Central. Candidates had to choose three common compulsory papers and three optional papers from a list of varied subjects, except the Indian Police Service in which candidates had been offered only two optional papers. An

interview, carrying the identical maximum marks for all the services, was held after written examination. The syllabi of the Compulsory Essay and General knowledge papers are as follows:

**Essay:** Candidates have to write an essay in English on the subject of his choice which is included in the paper. Essay should be effective and to the point.

**General Knowledge:** The paper includes the knowledge of current events and such matters of every day observation and experience in their scientific aspects as may be expected of an educated person through he has not received special education of any scientific subject. This paper will also consist of questions relating to the Indian History and Geography and questions on the teachings of Mahatma Gandhi to which candidates should be able to answer without special study.

The optional papers comprise a wide range of subjects such as social sciences, physical and natural sciences, law, literature and languages. In 1960 the President issued directions under clause 6 of Act 344 of the Constitution to introduce

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Hindi as an optional subject. After much controversy and consideration Hindi has come to be accepted as an optional subject in the examination for recruitment to the All India and Higher Services. Some people have suggested that knowledge of subjects like International Law, International Organisations and Relations, Diplomacy, and a knowledge of one or more foreign languages should be compulsory for entry into the I.F.S. as Foreign Services are mainly based upon the candidates who are specialised in these subjects. But the aim of examination, it may be emphasized, is not to seek specialised men in one line or another but men of intellectual ability, wide outlook and mental discipline. Further the above compulsions would discourage the candidates who have studied Science subjects. Therefore this suggestion is not in the best interest of the service.

The syllabus for the various examinations are continuously modified according to the needs of services. During the year of 1965-66 certain changes were made in the scheme of the combined Engineering services Examinations. It became necessary to include certain new subjects in the syllabi viz., construction (Irrigation), Hydrology and Generation, Transmission and Distribution of Power.

The Report of the Union Public Service Commission shows that an overwhelming majority of the candidates who are included in the recommended list of the Union Public Service Commission had chosen optional subjects from the arts group. The reason is that the compulsory papers give an advantage to the candidates who have a background of arts and humanities. The Estimate Committee on public Services pointed out that to day a large number of administrative specialised departments demand persons with scientific and technological knowledge. The government should therefore, revise the syllabus of compulsory papers so that the students with scientific background may get a fair chance to compete examination. For example, in the general knowledge paper, percentage of questions relating to science and technology may be increased.

During the year 1961 the faculty wise of 116 candidates recommended by U.P.S.C. for I.A.S. and I.F.S. Services was as follows:

- M.A./B.A. (Hons.)/B.A. ..... 92
- M.Sc./B.Sc. (Hons.)/B.Sc. ..... 20
- M.Com./B.Com. (Hons.)/B.Com. ..... 4

Of the 254 candidates recommended for appointment to Indian Police Services, and the central Services, the faculty wise break up was:

M.A./B.A. (Hons.)/B.A. ..... 202
M.Sc./B.Sc. (Hons.)/B.Sc. ..... 34
M.Com./B.Com. (Hons.)/B.Com. ..... 13
Law Degrees ...... 7

The results indicate that the main fields in which suitable candidates could not be found, related to Engineering, Education, Teaching, Medical, Scientific and Technical.

Examinations are designed to assess the candidate's general ability and academic proficiency for a career system and not to test the fitness of the candidates to take the responsibility of the job immediately as happens in the U.S.A. In the U.S.A. the examinations are specific and differ in nature for each distinct branch of service. They are practical and not directly related with academic qualifications.

In India the examinations are liberal education oriented. The system sets on the assumption that a candidate requires mental qualities and capacity to learn rather than knowledge of the work to perform the job. There is a close relationship between the qualities essential for academic pursuits, and for work in the civil service. If a person distinguishes himself in one he would most likely be distinguishing himself in

This view was first propounded by Macaulay, who said, "The youth who does best of what all the ablest and most ambitious youths about him are trying to do will generally prove a superior man."

Another view, which is in sharp contrast to the first one, is that the aim of selection should be the assessment of the entire personality of a candidate and match it to the job which a person has to perform. The best example of this method of selection is Method II which is adopted in the U.K. for the Administrative Services.

A third approach in-between these two contrasting ones is the French system in which persons with intellectual ability and training are picked for selection to the administrative class. But it is insisted that the intellectual training should be in those subjects which provided essential background, and knowledge for work in the service. The French entrance examinations for the School of National Administration are largely designed on this pattern. A candidate has to take four papers, three out of them are related to Politics, Economics and Sociology and the fourth concerns the knowledge of foreign language.

Candidates who pass in these papers have to write a further paper on Administrative Law, Financial Science and Legislation, Social Economy, or History of International Relations according to their choice of the section in the school. The candidates receive vocational training back into their university years where they are encouraged for specialisation in social sciences by far. This system is the best as it fulfils the condition of sustained proof of ability, capability, knowledge and training relating to the job which a person choses as life vocation.

The U.P.S.C. Examination question papers are set up by the examiners selected from a panel which is made in consultation with the universities and teaching institutions. Examiners are generally drawn from the panel but in rare circumstances they may be selected from outside the panel. Care is taken that too many examiners do not belong to the same region. The uniformity of standards of examinations is maintained every year. For this the question papers of previous examinations are circulated to the paper setters. After setting the question papers their suitability and standard is checked by the experts in each branch of examination. The answer copies are examined by the same examiners who prepared the question papers.

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Then the evaluation of the examinations is sent to the Union Public Service Commission with the answer books. All said and done, the method of recruitment through competition is also not fool-proof as element of chance operates here also.

However, the written examinations have proved, on the whole, superior to most other methods of selection. They constitute the primary basis of selection. The written form of competition is much easier, less time consuming and cheaper to administer. The same examinations have also been successfully used in comparative assessment of degree of proficiency in the institutionally required skills of individuals. However, written examinations have several limitations too. They are inadequate in assessing the quality of experience gained or skills acquired by individuals during the job. Therefore reliance has been placed on assessment by a personal interview. All these ingredients constitute the cumulative basis of judging the comparative suitability of the candidate.

Performance Tests:- A performance test is a representative sample of work found in the job for which a candidate has applied. Actually it is demonstration of ability on the job. Performance tests measure certain things pertaining to the job, such as time to do the job, amount of work done in a given time, deviations from accurate performance, estimation of quality of performance etc. Generally these tests are used
in those services where quantitative methodology can examine the ability and suitability of a person. The most common types of performance tests in public services are typing and stenographic tests.

Viva Voce Tests:- Candidates competing for public services have to undergo a viva-voce examination, or an interview. It was first introduced as a means of selection as early as 1910. Until 1967 it was necessary for a candidate to get minimum qualifying marks in the personality test. In 1968 the Government of India departed from the British practice and waved this condition. Now the position of a candidate is determined on the basis of the marks scored by him both in the written and the viva-voce tests. The oral tests are widely designed to test the attributes of behaviour, such as poise, leadership alertness, social awareness, speaking ability, and general responsiveness to social stimuli which cannot be measured in a written examination. There are many types of interview such as:

The Structured Interview:- in which question have been more or less decided upon in advance. Such interviews may be useful in public service examinations for entering level positions.

The Group Interview in which a topic is given for discussion to six to nine candidates. The examining board is
present physically in that room but does not participate in the discussion. The group interview has advantage for positions requiring a high degree of social contact and ability to influencing the behaviour of others.

The Integrated Interview:— There are certain services where daily examination for a certain duration are necessary due to shortage of personnel for example—services of stenos and typists and certain other classes. In this method the interview board makes rating on the basis of all the individual scores at the various examinations.

Oral tests are used for two purposes—first, as an integral part of the selection procedure through competitive written examinations, and second, for those posts in which more or less ready made personnel has to be obtained for undertaking responsible duties immediately of the appointment. Such services are created on an ad hoc basis and can not be filled up by promotions from lower levels. These posts are recruited through an interview only conducted by the Commission.

Under the first method, generally candidates who have secured more than 50% (the actual figure varies in different years) in the written examination are called for interview.

A special interview board consisting of seven to nine members is responsible for this work and has records of career of each candidate before it. The candidate is allowed to be interviewed for 15 to 30 minutes.

Questions asked in the interview are based on matters of general interest. The candidates are expected to have knowledge not only in their special subject of academic study but also in the events which are happening around them both within and outside their own states and country, as well as in modern currents of thought, and in new discoveries which should arouse curiosity of a well-educated youth. Interview is not a strict cross examination but a natural, though directed and purposive conversation which is intended to ascertain the mental qualities of the candidate.

The oral tests carry 400 marks for the Indian Administrative Service and the Indian Foreign Service, 300 marks for the Indian Police Service and Central Services. Thus, these tests assume at least equal, and perhaps, more decisive importance vis-a-vis the written examination. This is indicated by an analysis of the results of the I.A.S. and the Allied Services examinations conducted for the years 1947-56. Roughly, one out

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1. Estimate Committee (1966-66), op.cit., p. 36.
of every five candidates qualified at the written test was called for interview; and of those called for interview, two in every three candidates were disqualified. Among the disqualified persons some had done extra-ordinarily well at the written examination.

METHODS OF RECRUITMENT OF VARIOUS SERVICES

Recruitment to Higher Services:—A combined Competitive Examination is held every year by the Union Public Service Commission for recruitment to the I.A.S., Allied Services such as—Indian Foreign Services, Indian Police Services, Indian Audit and Accounts Services, Indian Revenue Services and certain other services in Central Class I, and Railway Services. Candidates are just drawn from the combined merit list for the I.A.S. and I.F.S. and then allotted to the I.P.S. in consultation with the States, and to the various Central Services in consultation with the Ministers Concerned.

All appointments to the Central Civil Services, class I and Civil posts class I created outside the established services and which are included in the General Central Services, are made by the President or by an authority empowered by him to make such appointments by a general or special order. According to Rule 10 of the 'Central Civil Services (classification, Control and Appeal) Rules 1957', the President ordered that all
appointments to Central Civil Services and posts, class I under the Himachal Pradesh Administration shall be made by the Lieutenant Governor of Himachal Pradesh and all appointments to Central Civil Services and posts, class I under the Delhi, Manipur, and Tripura Administrations shall be made by the chief Commissioner of Delhi, Manipur and Tripura respectively.

Regarding the surplus posts of class I and class II offices in the Ministry of Rehabilitation to which recruitment is mostly required to be made through the Commission (otherwise than on the results of a competitive examination) the Ministry of Home Affairs issued instructions that all existing and future vacancies in the administrative, executive or other non-technical posts, including those to which recruitment is required to be made through the Commission, should be informed to a special cell in the Directorate General of Employment and Training. The Ministry of Rehabilitation will give a list of employees to the cell who are likely to be retrenched. A Selection Board was set up by the Government headed by a member of the commission and with a representative each of the Ministries concerned administratively with the posts in question. The recommendations of this Board would be approved by the Commission.

1. The Central Civil Services (Classification, Control and Appeal, 1957) Rules, Delhi, however, now also has a Lt. Governor, op.cit., p. 28.
Indian Statistical Service and Indian Economic Service:
The Ministry of Home Affairs is directly responsible for administration and over all control of the Indian Statistical Service and Indian Economic Service. Each of the two services has four grades and cover class I posts. The grades are as follows: Director, Joint Director, Deputy Director and Assistant Directors. In addition to these four grades there will be supertime scale posts in both the services.

Except Grade I in which vacancies are totally filled by promotion, posts in other these grades are filled on the basis of direct recruitment and promotion. Direct recruitment to Grade IV will be made by open competitive examination conducted by the Union Public Service Commission and to other grades by selection. As regards the controlling devices in respect of these services the Government has not felt it necessary to decentralise these services to the same extent as the other Central Services. This is so because the number of personnel is so small that the Ministry or the Department can not run separate cadres.

Indian Administrative Service and Indian Foreign Service:
Suggestion had been given in 1952 that separate examinations should be held for each - All India Services, the Indian Foreign Service, and the Central Services. However, there are very serious practical problems in holding a number of examinations
and obtaining the necessary number of examiners who could prepare the results of these examinations at proper time. Again, it is not in the interest of the graduates of the country who would have to compete for several examinations in order to seek a career during the same year. Therefore, this suggestion was not implemented.

Another alternative method of recruitment suggests that recruitment to I.F.S. should be made from I.A.S. and therefore more candidates should be recruited to the I.A.S. each year to provide for the transfer at a later period of the requisite number of officers to the I.F.S. annually. It is argued that fresh candidates, however, brilliant, can not have sufficient knowledge of internal conditions and the district experience which is necessary for effective representation of India abroad. Secondly, the junior posts in I.F.S. provide little opportunity for the development of powers of observations ability to accept responsibility and take decisions and capacity of doing orderly work.

The above arguments are hardly tenable. The district experience is not so very necessary for the future diplomatic tasks. Further, the junior levels of the Foreign Service are quite suited in themselves to provide opportunities for development of skills and talents and other essential qualities.
Recruitment to Higher Technical Posts:— Certain problems in respect of recruitment of specialised and technically skilled personnel have arisen because of paucity of skills in the labour market. The Administrative Reforms Committee of Andhra Pradesh suggested that the Departments which are in need of technical experts, should recruit candidates by direct correspondence. The Government would make a list of such posts and order that these posts will be filled outside the purview of the Public Service Commission.

The selection of such competent experts is also made through international competition. The Commission holds interviews annually for this purpose at a few selected centres abroad. The candidates are attracted on suitable scales of pay, favourable conditions of work, and distinctly better professional recognition. Similar attitude has also been adopted even by more developed countries like the U.S.A. and the U.K.

The system of interviews abroad left out many overseas candidates who might be considered for various posts arising throughout the year. Therefore, a different approach to the problem was taken into consideration.

A new scheme was prepared in 1964, under which overseas candidates along with candidates in this country could apply

not only for specific posts for which requisitions were made by the Commission at a certain time, but for all the posts which might interest them for recruitment within a period of a year or so.

Under this scheme the posts under the Government of India were divided into 7 broad categories on the basis of the pay scales as indicated below:

<table>
<thead>
<tr>
<th>Category</th>
<th>Rs.</th>
<th>Rs.</th>
<th>Rs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>1,600</td>
<td>1,800</td>
<td>1,800-2,00</td>
</tr>
<tr>
<td>B</td>
<td>1,300</td>
<td>1,600</td>
<td>1,100-1,00</td>
</tr>
<tr>
<td>C1</td>
<td>900</td>
<td>1,400</td>
<td></td>
</tr>
<tr>
<td>C2</td>
<td>700</td>
<td>1,250</td>
<td></td>
</tr>
<tr>
<td>D</td>
<td>400</td>
<td>950</td>
<td></td>
</tr>
<tr>
<td>E</td>
<td>350</td>
<td>900</td>
<td></td>
</tr>
<tr>
<td>F</td>
<td>325</td>
<td>575</td>
<td></td>
</tr>
</tbody>
</table>

The minimum educational qualifications, experience and other requirements relating to age limits etc. were fixed according to posts in each category. A candidate may apply for more than one categories of posts according to his qualifications, specialisation and experience in different fields. Only those candidates who had qualifications in Engineering, Science, Technology and Medicine, and were planning to return to India

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during the following 12 to 14 months could apply under this scheme. If a candidate was not selected for a specific post at the time of interview, he would be assessed for another category of posts on the basis of his qualifications and experience.

**An Alternative Recruitment Method:** A few problems have been discovered in the process of recruitment of particularly higher services through the competitive examination. The examination heavily depends upon the written subjects and requires a long and intensive preparation even by the best students of the universities. This leads to two prominent short comings. The first is that, the best university graduates after four or six years of study in the universities would very much prefer to take job immediately in the teaching line, in research or in any private organisation, or they may like to go abroad for further study on the scholarships rather than to undertake the arduous preparation lasting over several months for the competitive examination with an uncertainty of results. Secondly, the candidates may succeed in the competitive examination after taking repeated chances. These difficulties and an undependable technique of the examination is apt to attract qualitatively inferior personnel. The avenues of employment in the private sector has considerably improved and better conditions of service and emoluments are offered to the really qualified candidates. Hence this decline in the numbers of good candidates being attracted to government jobs of the highest cadre.
An alternative recruitment method which is known as the Method II, presented below for consideration as an alternative.

In the United Kingdom the personnel for the Administrative class is recruited by two methods. The first method is identical to our written competitive examination. Under Method II a short written examination consisting of two papers in English, two general papers and an intelligence test, is held. All these subjects are compulsory and there are no optional subjects. The compulsory examinations are not competitive and the candidates need not to show more than that they have attained a good standard. About half of the candidates are separated out at this stage. The successful candidates are tested and interviewed by the Civil Service Selection Board for 2½ days. About a quarter of the candidates are eliminated after this test and the remaining are further interviewed by the Final Selection Board of the Civil Service Commission. Fifty per cent recruitment to the Administrative class is made by this method.

The Method II seems to be attracting a higher proportion of good entrants. The study Team on 'Recruitment, Selection, U.P.S.C., State Public Service Commissions and Training' recommend this method with some alterations for making the competitive examination more reliable and attractive to the better class.

of the university graduates. The following alterations have been suggested:

(1) Admission to the examination should be restricted to graduates who have obtained at least 55% marks in aggregate at their degree examination.

(2) The examination will include three papers: English Essay, General English paper designed on the lines of the general papers for the Method II examination of the U.K. and a general knowledge paper.

(3) Candidates who get success in written examination would be sent to a Screening Board to undergo a series of tests and interviews. The Screening Board would be headed by a member of the Union Public Service Commission and would consist of three other members one of them being a senior psychologist with specialization and experience in personnel testing techniques.

(4) Successful candidates should then go for an interview before the final Selection Board of the Union Public Service Commission.

In the beginning only 10 per cent of available vacancies in the All India and the Central Class I services should be filled by this method. After some experience the percentage may be increased, modified or even discontinued.

LIMITED COMPETITIVE EXAMINATION

The Second Pay Commission had recommended a scheme of limited competitive examination as a means for acquiring recruits. The aim of this scheme was to recruit good officers already available among the government employees. The scheme has not yet been implemented by the Government. The U.K. and France both have adopted this system. In U.K., 20% of the vacancies in the Administrative class are filled by a competition among the executive class. In France, 50% of the posts in the Grand Corps are recruited through a limited competitive examination among lower categories of staff.

Indian Government should also consider this system. The scheme may be restricted to only those candidates who had secured at least 50% marks at their first Degree Examination. They may be given an option to pass the examination. Between the age of 26-32 years after completing a term of a continuous service of five years under the Central or State Government. The candidates should get only one chance for this limited competitive examination. This examination would depend on the written post of the Method II of examinations, elaborated above.

LATERAL ENTRY

Another method of improving the quality of personnel is to induce highly qualified persons to its higher levels. The critics of this method say that it affects adversely the
prospects of promotion and thus lowers the morale of the employees of the lower categories. But lateral entry at least in the technical services and in posts requiring specialised qualifications or experience would certainly add to the good of the public service.

RECRUITMENT TO HIGHER ADMINISTRATIVE POSITIONS

A great change has taken place in the government's operations after the Independence. The new problems are more difficult and complex and demand presence of professional, scientific and technical skills in the civil servant are tenure posts. Except for the Central Secretariat Services, the Indian Government recruits officers from other Central Services, and from the State Cadres of the Indian Administrative service only for a fixed period of terms. The term of service is 3 years for an Under Secretary, 4 years for a Deputy Secretary and 5 years for posts of Joint Secretary and above. The recruitment is not based on specialisation in any particular branch of service but on the general record of the officer the service to which he belongs, and the experience that he has gained. Though it is not necessary to borrow officers for these posts from the state cadres of the I.A.S., a good proportion of the posts of Deputy Secretary and above in the Central Secretariat are held as would be evident from the following table, by civil servants belonging to the I.C.S./I.A.S. Cadres.
COMPARATIVE STRENGTH OF THE SERVICE CADRES IN HIGHER CENTRAL JOBS ON 1.12.1966

<table>
<thead>
<tr>
<th>Services</th>
<th>Secretaries &amp; Spl Secretaries</th>
<th>Secr.</th>
<th>Joint Secretaries</th>
<th>Deputy Secretaries</th>
</tr>
</thead>
<tbody>
<tr>
<td>I.C.S./I.A.S</td>
<td>47</td>
<td>23</td>
<td>139</td>
<td>161</td>
</tr>
<tr>
<td>I.A. &amp; A.S.</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>21</td>
</tr>
<tr>
<td>I.D.A.S.</td>
<td>-</td>
<td>1</td>
<td>8</td>
<td>6</td>
</tr>
<tr>
<td>I.R.S.</td>
<td>-</td>
<td>2</td>
<td>6</td>
<td>30</td>
</tr>
<tr>
<td>I.P.S.</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>I.R.A.S.</td>
<td>1</td>
<td>-</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>State Civil</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>Services</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>C.S.S.</td>
<td>2</td>
<td>1</td>
<td>18</td>
<td>165</td>
</tr>
<tr>
<td>Others</td>
<td>10</td>
<td>4</td>
<td>19</td>
<td>12</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>61</strong></td>
<td><strong>35</strong></td>
<td><strong>195</strong></td>
<td><strong>396</strong></td>
</tr>
</tbody>
</table>

The reason that is given that for excessive proportion of I.C.S./I.A.S. cadres in such jobs is that the administrators primarily recruited for general administration are more capable of performing a diverse variety of jobs without having specialised in them.

The fact, however, is that the present requirements of administration with its complexities call for a considerable amount of perspective and knowledge of the subject matter on the post of a higher level administrator. This, of course is not a plea to have experts on top like the French system, where expert are themselves in charge of administration. There has never existed in France a class of general administrators without specialized training. This situation in India would bring into existence a parallel and a duplicating hierarchy of technical experts along with the generalist officers. Further, a narrow interpretation of field experience would restrict the field of choice of candidate for higher administrative posts. However, graduate adoption of the French system would be greatly beneficial and cause lesser wastage.

In the Second Five Year Plan (1956) the Planning Commission observed that "In the Context of development, in personnel policies rigid procedures should be replaced. Distinctions, for instance, between administration and technical personnel exercising administrative functions or between officials in different grades and cadres, which are sometimes drawn are already out of place. There is need to tap new sources of recruitment in different fields, and for shorter or longer periods, men with varied experience and background have to be drawn into the administration."

1. Ibid., p. 14.
In 1967 a scheme was drawn up to provide for systematic arrangement for manning the senior administrative posts above the rank of Deputy Secretary at the centre. Under this scheme a Central Establishment Board was organised consisting of the Cabinet Secretary, Home Secretary, the Finance Secretary and three other Secretaries to the Government of India. This Board was to serve as an advisory body to the appointment Committee of the Cabinet. According to this scheme officers for the senior central posts have to be borrowed from a wider field including class I Officers of the State and Central Services and also including the technical personnel and personnel in the public Industrial Undertakings etc.

At the same time proposal was made for the creation of a Central Administrative Pool. This Pool was to be set up in order to build-up a reserve of officers with special training and experience for maintaining continuity of knowledge and experience in the field of general administration. Recruitment to the Pool were to be drawn from the Indian Administrative service and the Central and State Class I services. Persons with specialised qualifications from the open market were also to be recruited to this Pool at higher age limits. The scheme could not be worked on account of the objections from the associations of the I.A.S. officers and from some of the State Governments.

Till now the recruitment to these higher administrative posts continues to be ad hoc. A systematic programme is necessary
for locating talent in the various services, ascertaining their aptitudes and providing them opportunities to gain the necessary knowledge and together gradually widening range of experience of related subjects.

In the conference on Personnel Administration held in 1968, the following suggestions were made:

(1) Staffing of personnel to the higher administrative positions should be made from a wide field as it may be possible so that the specialised requirements of such posts are met by locating persons with required skills in whichever group or services they may be found.

(ii) To obtain good administrators is a rare chance, career development of public servants with ability and talents should be planned where ever they can be found, so that they are enabled to equip themselves with the necessary skills for manning senior administrative positions. This should be done at all stages of their career.

(iii) The selection of personnel should be based purely on the merit principles and real ability and talent of a person should be consider in the appointment.

To execute the above suggestions various alternatives may be considered. Firstly Administrative Class should be drawn from

1. Ibid., p. 25.
diverse sources and trained for holding higher administrative positions. Secondly it would be better to have a unified civil service. Under this system selection of officers could be made on the basis of a unified competitive examination and the recruits, after a period of initial common training, could be divided into different functional pools according to their aptitudes etc. Thirdly it would be preferable to have a separate civil service of India in the shape of the Central Pool for manning the higher administrative positions. Some of very senior posts in the State Government may also be filled by members of this service on reverse deputation from Centre to the States. Fourthly the structure of the machinery of Government should be suitably changed in order to make for a proper staffing of the senior posts. Fifthly positions should be made on the basis of position classification. The position in Government should be divided into a few different grades but not exceeding twenty in number on the basis of comparable difficulties, responsibilities and qualifications requirements, so that one pay scale for each grade may be applied and recruitment be made to these grades specifically.

RECRUITMENT TO OTHER SERVICES AND POSTS

'All appointments to the Central Civil Services except the General Central Services, class II, and IV, shall be made by the authorities specified in this behalf in the schedule.'
All appointments to Central Civil Posts, Class II, III and IV included in the General Central Services shall be made by the authorities specified in this behalf by a general or special order of the President, or where no such order has been made, by the authorities specified in this behalf.

Candidates for the Central Civil Service class II, III and IV are recruited through the Departmental personnel Agencies. The departments inform the local Employment Exchange about their requirements. The posts are then advertised in the newspapers. In respect of the Railway Services, the recruitment is made by the Railway Service Commission, and in the post and Telegraph Departments the P.& T. Board is responsible for it. In other departments this work is carried out by their establishment branch. The departmental agencies are also responsible for verification and scrutinizing of the candidates recommended by the Employment Exchange. However, the Union Public Service Commission makes certain proficiency tests for the employment of class III Typist classes. The test cover those candidates who have directly applied.

CERTIFICATION, APPOINTMENT AND PROBATION

After completion of the various examinations and tests candidates are listed for each of the services or posts in order

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1. The Central Civil Services (Classification, Control and Appeal) Rules, op.cit., p. 28.
of merit and one single list according to marks is prepared. The selected candidates then choose what sections they like to enter according to their place on the merit list. If they do not get a service according to their choice they may go either for the one that is available or try again in the following year within prescribed age limits.

The public service commission have authority to certify for appointment to a job or vacancy only the highest ranking name on the list. As a matter of precaution some more candidates are selected than the exact number of vacancies. The precaution is taken on account of the possibility of drop-outs due to selection to another service or due to refusal to take the job. However, only exact number of the candidates are sent to the ministries. As a convention the ministries accept the names selected by the Commission, though, they can not be forced to do so.

1. Before 1946, there was "rule of three" according to which three names highest in order of merit were transmitted to departments for each vacancy to be filled. It was criticized on the ground that it led to the possibility of selection on party basis. In 1946, by an executive order the "rule of one" was established under which the Commission is required to send only one name for each vacancy indicated by the departments. See Dr. M.A. Kuttalib, Recruitment to Public Services, Conference on Problems of the Public Services (March 1962), I.I.P.A., New Delhi - 1.

2. There have been some cases when the Government did not accept the advice of the Union Public Service Commission. In one case, an officer in the position of Secretary of the Delhi Corporation continued to function over two years although the commission had held that he did not qualify and was, therefore, unsuited to the post. The corporation ignored the commission's view and the officer continued in his position.

Contd......
In the U.S.A. in most of the cases the first three names of the ranking list are certified. The first Hoover Commission recommended a flexibility in the certification process. It suggested that candidates should be placed into such categories as 'Out standing', 'well qualified', 'qualified' and 'unqualified'. Selection of the candidates would be made firstly from the names in the highest category until the names in that group had been finished. But selection from these broad categories should only be for higher level and technical and professional positions. For lower grade and routine jobs the rules of three was considered suitable, because selection of more than three names for these levels would create confusion.

Officers of the All India Services such as I.A.S. and I.P.S. after recruitment, are allotted to the State and in the case of Central Services they are allotted amongst the Central Services. The Ministry of Home Affairs makes appointments to

(Continued from the previous page)

The Rajasthan Public Service Commission in its report for the year 1964-65 has listed 29 cases of irregular appointments by the State Government. The Report expressed that in some cases approval was sought from the Public Service Commission for the appointment of some private Secretaries and Personal Assistants to minister without supplying any details of the incumbents, which was refused by the commission. Apart from this there were seven other cases in which the Commission's recommendations were not accepted by the State Government.

these services and gives consideration to a candidate's preference subject to his ranking in the examination. On the recommendation of the State Reorganisation Commission it has been provided that fifty per cent of the All India Services Officers allotted to the states should belong to States other than those of their birth. Thus this rule limits the choice of the candidates. At the same time it also means less local knowledge and necessitates the learning of new languages. However, taken as a whole, this rule carries more advantages than disadvantages. Such allotment would be valuable contribution to the cause of national unity. Moreover, it ensures an impartial administration. Difficulty has been experienced regarding the departmental candidates who may have been selected only for their own service.

The selected candidates have to go through a probationary period before final appointment. The aim of probation is to

1. In the case of the Mysore State Vr. Mr. S.R. Jayaram, the Supreme Court declared unconstitutional and void the latter part of Rule 9(2) of the Mysore Recruitment of Probationers Rules reserving for the Government the right to appoint the selected candidates to any cadre in the State Service. The respondent had appeared in a competitive examination held by the public Service Commission for recruitment in the Mysore Administrative Service and the Mysore State Accounts Service. He showed his preference for the Administrative Service. But, although he obtained the fourth position and about 20 candidates were selected for the Administrative Service he was appointed in the Accounts Service.

The Supreme Court said that according to the rules for the recruitment of the several cadres in the State Service the successful candidates are entitled to be appointed to the cadre selected by them in order of merit. Rule 9(2) however, enabled the Government to ignore the merit list and the preference of the candidate and to appoint him in any cadre and thus to discriminate unjustly. Therefore, the said rule was declared void. The Statesman, 24th August, 1968.
evaluate candidates achievements during this period. The proba-
tion period is different from service to service. But two years
period is real testing time. In India six months of probation
period is prescribed for clerical posts, three years for I.F.S.
and two years for All India Services which includes both in
service training period and on the job training for one year.

After formal training some probationers' tests are con-
ducted by the departments. In respect of the I.A.S. and I.P.S.
a probationer is ranked on the basis of marks obtained in the
probationer's examination along with the competitive examination.
Very few candidates are discharged after examination. However,
the failures are not eligible for annual increments and service
confirmation until they pass the examination.

Probationary period should rigidly be enforced for all
permanent appointments and officers should be weeded out if it
is not certain that they will become efficient administrators.
Retention of incompetent personnel would not only be opposed to
the interests of the public service but would also be unjust and
unfair to the man who would be deprived of his chance of promo-
tion because of such retention.

It would be in order to conclude this chapter by recording
some observations regarding the process of recruitment in the
All India Services.
The existing recruitment system is not compatible and conducive to the development of the personnel qualities and skills which are so necessary for developmental functions, in India despite certain amount of public and academic criticism, no significant changes have been introduced in the procedures and methods of recruitment and selection. The Criteria by which personnel are recruited by the Public Service Commission are not up to date, and the techniques used in the examinations are far from modern. Further, recruitment is not imaginative or aggressive enough and a large number of vacancies are reserved to the persons already employed.

If the recruitment is based on democratic principles, students must be provided special material and educational facilities and at the same time should be afforded several related careers by means of broad based competitive examinations, held on national scale. This method would reduce narrow selection and thereby shorten the period of pre-service training which is invariably expensive both for the candidate and for the State.

Attention should not only be paid to the dividing of ways to improve the existing mode of recruitment but also to the provision of other suitable means to attract men of talent, character and promising qualities to the civil service. Among other high significant things there is improvement of the general standard of education. The lack of uniformity in the standards of various universities all over the country is alarming. The problem may
be solved by the authorities in charge of higher education. The Public Service Commissions may help in devising an objective standard for assessing the value of education given by different universities and thus help the authorities concerned to bring about some uniformity in this respect. The Public Service Commission should publish annually the examinations results held by them, analysing the works obtained by candidates from the different universities in different subjects.

Posts of lower levels have been kept out side the jurisdiction of the Public Service Commissions. Appointments to these services are made by the Selection Committees. It would be better to bring within the perview of the Public Service Commissions all appointments made by the committees. Though supervisory authority in the direct field of selection would be placed with the Committees, the Commission should have power for conducting periodical checks by calling for papers etc. The object is to ensure that the Selection Committees function properly.

There is need for additional technical personnel on account of expansion and increase in the development programmes.

There are many departments which have no directors or senior officers. This shortage of technical personnel has been one of the most important cause for short falls in expenditure and consequent failure to fulfil the targets set by our Five Year Plans. Several States are not able to recruit personnel of high quality, organise adequate training and provide services of personnel to meet continually expanding needs. It will be in the interest of the State, if recruitment to State cadres is made on the basis of the All India Services or by recruitment to joint development cadres or by recourse to other cooperative arrangements between the centre and the participating States.

CHAPTER V

TRAINING FOR PUBLIC SERVICES

Every year the public service commissions hold several combined competitive examinations for recruitment to the public services. The subjects in which the candidates are examined have no direct relationship with the work which they have to perform after taking the job. The examination is designed only to test the general qualities and capability of the candidates. Such candidates, therefore, require training which might enable them to acquire the necessary knowledge and skill to perform their work more efficiently.

The training of personnel considerably enhances administrative efficiency. Each type of work in the government demands a programme of training suited to it. In general the training of personnel is essential in all branches of administration, at the commencement of the service as well as at appropriate intervals in later years.

"Training is the process of aiding employees to become effective in their present and future work by inculcating appropriate habits of thought and action and by the development of the necessary skills, knowledge and attitudes." According to

a Report published by U.N.E.S.C.O. in 1969, "Training is a general and complex process which includes all the steps taken to make a man able to perform a given social function, in this case to carry out duties or follow a career in the public service. His training should normally be prolonged after entry into the service. In some countries the prevalent opinion is even that it cannot begin earlier. It should moreover, be provided throughout an official's career."

The age old practice of training was to learn by long experience in the job. It was not only a time-consuming process but also unsuited to the present day needs of the developing countries like India where the pace of governmental functions is increasing and the primary aim of public service is no more merely confined to the collection of taxes, maintenance of law and order, and provision of a communications and transport system, with the overall purpose of establishing the foreign power in India and strengthening its hold. The Government has assumed itself various social and developmental functions after Independence. Apart from the traditional tasks, public services, today, perform functions in several new spheres, such as foreign relations, agriculture, commerce, industry, social welfare and a

host of other promotional activities, all directed towards political, stability and rapid economic development. All these functions have received the impact of economic, scientific, social and political changes pervading the world today. The old method of training by experience on the job cannot fulfill the urgent requirements of a "developing situation" and comply with the complexities of a rapidly changing scene. Hence formal and specific training programmes are essential for every public servant to provide knowledge and skills needed for discharging the new functions efficiently.

EVALUATION OF TRAINING POLICY

The importance of a systematic evaluation of a training policy has been widely accepted in recent years, because training curtails costs and improves the performance of public service. Evaluation of training is a safeguard against waste of money, labour and time.

Measurement of training is based on the two things. Firstly, on the basepoint which represents the line of performance before training begins. Without an adequate basepoint subsequent attempts to measure progress will have little meaning. Secondly, on the standard of performance towards which the training is directed. It determines the extent to which the purposes of the training are being attained.
Training policy includes all the essential aspects of the problem of training such as, study of services and posts where organised training programmes are required and desirable, forms of training, scale of the training programmes, how group training can be managed, use of outside facilities, requirements of training in promotion policies, training records and selection of instructors. Besides, it will also be necessary to study the period of training during which the goals and objectives of the programme can be achieved. Such an analysis requires a detailed study of the design of the training programmes and their contents. The process of evaluation should start from the beginning of the course and should continue till its end.

Training is a continuous process. It is not something which can be done at a stretch at a given time. Proper attention should be devoted to the conditions and situations in which training is needed. It may be required on account of low production, slow pace of service, lack of movement of personnel, lower morale, bad supervision, lack of coordination among employees and the like. Besides it is also necessary for new appointees and for implementing promotion policies.

In America a survey was made recently for the systematic planning of training. The U.S. Task Force report deals with the matters of planning, programming, budgeting and operating. Its members were influenced by a system called PPBS or Planning-
programming-budgeting system. This was first started in the American Department of Defence a few years ago, and then adopted just two years ago by all ministries. In this system, U.S. officials are now required to plan comprehensive programmes and financial plans more than one year in advance. It is like our five year plans but actually is much more specific and detailed. The most significant difference is that Planning-Programming-Budgeting System is not centralised and each ministry and department has this system. According to this system the officials must develop:

1. Specific data for top management which are required for broad policy decisions;

2. Concrete statements on objectives of agency programmes;

3. Alternative objectives and alternative programmes to meet them;

4. Evaluations of advantages of programmes and comparisons of their costs;

5. Total estimates of programme costs;

6. Reports covering more than a year on prospective programmes and accomplishments; and

7. Continuing review of programme objectives and results.1

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American experts realise that detailed planning clearly indicates the need for training and procedures and support for funds from senior officials.

To take top-level decisions on recruiting and training plans, Indian officials require data on such things as turnover, rate of promotions in a service, rate of retirements, rate of advancement, and the training needed for new recruits.

The U.S. Task Force adds some points in the context of this manpower forecasting:

1. "Training needed to bring employees to full journeyman performance"

   Estimate amount of skills and knowledge employees have; forecast amount, kind and duration of training needed; estimate adequacy of present training resources and need for additional resources.

2. Training needed to bring employees to master levels of professional and specialist performance.

   Estimate of journeyman who can be advanced; plan for major training and work experience stages in advance to master levels;

   Forecast amount, kind, and duration of training on the job, in service and at universities;

   Make cost benefit studies of the alternative kinds of training and education; and

   Assess adequacy of present training resources and need for additional resources;

3. Training needed for leadership in supervisory managerial and executive parts.1

POST-ENTRY TRAINING

Effective government must always be careful about constantly occurring changes in economic and social conditions. Employees must have the opportunity to keep themselves alert on the progress of events which have relation with the work they perform in conducting the public business. Organised in-service or post-entry training is a promising and a very helpful means of increasing the ability of employees to meet the demands of government for a continuing growth in their competence. Pre-service training has an important place in the services but it can only provide knowledge and not actual job capacity. Further it is limited to those institutions where there is large and continuous personnel demand and at the same time, which are well organised and standardized. Post-entry training is concerned with new recruits at the job for whom no pre-service training has been available. Apart from this it makes older employees more efficient in the performance of their present task and also enables them for advancement in one or the another direction. Thus, in-service training is never completed and always remains in the process. In other words we can say that there are two main occasions for training. First

there is the training on admission into the government service which will give to a man necessary knowledge to perform his duties in the capacity to which he has been recruited. Second there is the training at intervals means, to refresh his knowledge, to bring him in touch with new developments, and to keep his mind active. Both these trainings are furnished under the control of the director of training; the first is imparted mostly in the department itself, and the second through specially organised classes outside.

Post-entry training involves these points—education, training, and development. The Institute of Public Administration in Ireland has defined education as "a system of enlarging intellectual capacity, up to the full needs of the public service, for those destined for higher duties. This may be at two stages formal education when the individual's intellect is at its most receptive, and again later in life when those with the capacity to reflect on experience, and make it yield its riches in some orderly form are in a position to profit from the opportunity to do so."


Training connotes the inculcation of knowledge, procedures, and techniques connected with one's work. It may be of two kinds passive and active, "passive training", according to the brochure of the Institute, "is the conditioning process given by experience so that response to current stimuli because predictable and almost instinctive. This aims to expose each officer to such variety of stimuli as will insure that complex administrative problems will be met with adequate responses and that no part of his intellectual equipment suffers from lack of use." Active training means "imparting knowledge to the trainee through (1) a process of formal teaching, (2) his participation is guided discussions, and (3) experience gained while working under the guidance of immediate superiors."

A third phase of post-entry training is Development. "Development is concerned not with the intelligence of efficiency but with personality, with the normal characteristics of the public servants integrity, responsibility, initiative residence and the like. The higher officer moves up in the public service the greater the call on these qualities. These exist in most officers, but at varying degrees of development, and development means the effort to have those qualities habitually, displayed and used at the highest level of which the officer is capable."
TRAINING DIVISION

Only the allocation of resources for training is not enough. Training needs should be identified for each category or level of employees, training material should be systematically assembled and organised, and new training techniques should be developed. For this purpose, recently, Union Government has established a Training Division to co-ordinate training policies and programmes of the Government of India in the field of administration which will sponsor training programmes for officers at the various training institutions. The Division will also help and advice to the states in their training programmes wherever such help is necessary. Although training of the various functional cadres, would be the responsibility of the individual Departments and Ministries, Training Division should have the overall responsibility for training in headquarters work as well as for preparing personnel for entry to senior management. The most important task of the training Division is to place trained persons in jobs where the best utilization of their training may be possible. The Research/Materials Production wing of this Division should have close contact with institutions like the National Academy of Administration, the Central Secretariat

Training School, and all other institutions where the practical base and research materials are available. This practice will be helpful in developing the new techniques.

Similar arrangements may be made in states and in each Department of Central Government by establishing the Training cells. The cells should not be big and should devote their attention exclusively to coordinating or directly administering all the training activities of civil servants in the states or the Central Departments.

TRAINING PROGRAMMES AND FACILITIES:

After independence much progress has been made in respect of setting up of the training institutions at the Centre and in the States.

TRAINING AT THE LEVELS BELOW CLASS I

The aim of training at these levels is to equip the public servant with the ability to perform the specific tasks expected of him. The quality of his performance will depend on his knowledge and capacity of doing the job. Training is the most promising means of increasing the effectiveness of the public servant and his usefulness to Government. Much attention has been devoted to this fact since Independence. But still
facilities of training are not adequate and sufficiently modern to keep themselves abreast of the fast changing techniques of administration. In India, estimated expenditure on training of public servants is about 0.4 per cent of the wage bill of the public service. The Hoover Commission made the recommendation regarding the American Public Services a decade ago, that training expenditure should not be less than one per cent of the wage bill. In India where the standard of pre-entry education at the Universities and colleges is not so high as in the U.S.A., even one per cent of wage bill would not be adequate. The present outlay, therefore, demands more expansion. There is a need of general awareness and acceptance of the crucial importance of training for public servants. Training is a good resource of development which is needed for better administration. Mr. Y.B. Chavan, the Union Home Minister, in a conference at the Indian Institute of Public Administration stressed the need for providing adequate training to the lowest functionaries of the Government who projected the administration's image before the people.

1. TRAINING OF THE HIGHER SERVICES

The higher public services cover a wide variety of research scientists, and technicians, which fall into two broad categories. Technical or specialist, and non-technical or

These services constitute less than 2% of the whole service, but the efficiency, vitality and morale of Government largely depends on the higher services. Their importance also increases because it is this proportion which provides personnel for staffing of higher administrative services. Therefore, training of the higher services needs more attention. The need of this training has been emphasised by the Ministry of Home Affairs in the following words:

"It is now increasingly realised that such officers also should acquire an understanding of the constitutional, economic, and social frame work within which they have to function, for these largely determine the policies and programme towards the framing and execution of which they have to make their contribution. They should further acquaint themselves with the machinery of government and the principles and distinctive features of public administration. For higher classes of civil servants knowledge and understanding of their own departments is not considered enough. It is essential that they should have an understanding of the whole machinery of Government and the inter-relationship of its different parts. In addition, civil servants should start their career with basic in-doctrination and motivation for the public service. They have to learn that it is essential that public servants should not only be just and efficient but also human in their dealings. They should so conduct themselves that the citizen may fully assured that his
personal feelings as well his rights would receive due consideration at the hands of the public servant. The public is now for more concerned with what the civil servant does or fails to do."

The services of class I and All India Services are given two types of training, one is concerned with the subject matter speciality which they need in the initial years of their career and the other pertains to management or administration. The training plan is based on the qualities and attributes required in the higher administrative services and also on the requirements of immediate job.

**INITIAL TRAINING**

The officers of class I services receive their initial training at the National Academy of Administration at Mussoorie. Some special training institution have also been established to train probationers to the Revenue, Audit and Accounts, Police and Railway Services. Initial training is designed to cater to the requirements of each service as a prelude to actual work on the job.

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The officers of Indian Foreign Service are provided training consisting of a foundational course lasting four months at the Indian School of International studies, New Delhi, six months training in the districts, six months' attachment to the Ministry of External Affairs, rounded by a short attachment to a Military Unit and a Bharat Darshan (All-India Tour), tour followed by posting abroad to a Mission for learning languages as well as other general training for a period not exceeding one year.

It is realised that too detailed and elaborate training, immediately after recruitment, in all the different Departments, and organisations, is self-defeating and that more effective training can be given on the job after a brief course of general familiarisation.

TRAINING TO I.A.S. PROBATIONERS

The probationers selected for Indian Administrative Service are given their initial training at the National Academy of Administration, Mussoorie for a period of about one year. The training consists a foundational course of four months which ends with written examination. Rest of the seven months of the year for further training, cover the syllabus prescribed under the Indian Administrative Service (Probationer's Final Examination) Regulation. 1955.

The syllabus for foundational course includes the study of evolution of the modern Indian State as a democratic, secular and welfare state, India's cultural history, including recent progress in Science, Arts, Literature, the Constitution of India, Public Administration, Indian Economy, State and Social Service, Science and Technology, Law, Chemistry, Psychology, and Hindi.

Foundational course does not give proper emphasis on the understanding of the problems related with industry and commerce which have vital importance for the economy of our developing country. Therefore, initial training should be of such a nature that officers should get some inside knowledge about industry and commerce.

After one year's training at the Academy the I.A.S. probationers appear at the final examination conducted by the Union Public Service Commission. The examination has two parts: written examination and qualifying test. Following subjects are included in the written examination:

**SUBJECTS**

1. Political Theory and the Constitution of India. Marks 75
2. Basic Economic Principles and Five Year Plans. " "
3. Law " "
4. General Administrative Theory " "

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The second part of the examination consists of the following subjects and is conducted by the Director of National Academy on behalf of the Commission (1) riding, (2) one regional language, (3) Hindi, except for those candidates who are examined in Hindi as regional language.

Apart from lectures in class room, tutorial classes, syndicate studies, and groups discussions, officers are encouraged for outdoor activities. Cultural and educational tour are organised to broaden their outlook and familiarise them with the world around them.

The officers should be made aware of current problem relating to agriculture demography, population growth and the measures to check and the rural economics because a majority of the people in this country live in the villages.

Following the recommendation of the late Sri V.T. Krishnamachari in his report on "Indian and State Administrative services and Problems of District Administration," an Advisory Council was set up to "advise on the suitability of courses provided at the National Academy and on other important matters concerning the arrangements for the training of the Higher services."

1. Report on Public Services, Estimate Committee, op.cit., p.84.
After completing the institutional training the I.A.S. probationers receive practical training in the district to which they are allotted. This training given on the job, lasts 10 to 20 months.

There are several technical services consisting of engineers, scientists, doctors, economists, statisticians, and other specialists, which do not receive any kind of institutional training like the one provided at the National Academy. The shortage of trained personnel in the technical services presents one of the most restrictive bottle necks in the successful working of the administration. The Planning Commission constituted the Engineering Personnel Committee to examine the whole question of engineering personnel. The committee recommended that a new class of personnel should be trained on a functional basis to handle specific operations, and apprenticeship, and in-plant training schemes should be organised on a large scale.¹

In this field public sector has provided a good deal of training facilities for its employees. Almost all the public sector undertakings have established training institutions attached to each undertaking and are providing training facilities in regard to space, equipment, library, laboratories and staff.

The main tasks of these institutions is to organise conventional apprenticeship programmes. Other programmes should also be developed for the existing employees to improve their technical knowledge and job performance. The emphasis of these courses is rightly on supplying to the requirements of the workers.

It would be worthwhile to examine and compare our training programmes with two foreign countries: Britain and France. We have some similarity in the structure of higher public services with British Civil Service. French system has also covered some new grounds in this field after World War II.

**THE BRITISH SYSTEM**

Till recently there was no institutional training for the Administrative class in Britain. Selected persons were placed to the different ministries and departments as Assistant Principals, where they functioned for their superior, the principal (a senior member of the same Administrative class) and later took actual charge of a range of duties in the Ministry. After recommendation of Assheton Report in 1944, it was realised that this method was defective. Consequently a Centre of Administrative Studies was established to train Assistant Principals and others of similar rank. The Centre imparts instruction for a few weeks on Economics, Statistics and Management studies.
Besides this it also serves as an induction for the civil services. New emphasis is being given to the needs of training of senior civil servants during mid-career. On the job training is the usual practice in the U.K.

THE FRENCH SYSTEM

The French system of training for the higher civil service is different from all others mainly in two respects. First there is no separate training for the higher civil services. The French have combined recruitment and initial training into a single process. The second important difference is that in France every member of the higher civil service, whatever be his area of activity like law and order, audit, management of social services or foreign affairs, is required to have a basic knowledge of administration of the country. The non-technical services of the higher civil service in France are grouped into five Grands Corps; the Council of State, the Foreign Service, the Court of Accounts, the Inspectorate of Finances, and the Prefectorial Corps. The names indicate the functions of these various Corps. In view of the French system all the higher services have to receive initial training for a period in the field. This initial training is not necessarily related to that section which would later on be called upon to administer the Department

(equivalent to an Indian District) purpose of this training has been laid down by the Ecole National de Administration in the following words:

"To broaden the minds of students by bringing them into contact with life, with concrete problems and with human and social environments which in many cases are quite foreign to them as a result of their origin, their jobs or their previous studies. The primary aim of this extra mural training period is to develop the student's sense of humanity by giving them a feeling for life and reality, particularly social reality."

The school gives further training in the field for two years, which is confined to the requirements of the section to which the recruit will ultimately go. The purpose of the training in field is strenly against the production of officials by mere book-knowledge and opposes the merely formal principle of probation which has become a dead letter in practice. Most of the time at the school is devoted to practice in the various administrative agencies.

NATIONAL ACADEMY OF ADMINISTRATION, MUSSOORIE

Till second World War there was no institutional training for new recruits in India, they were trained in England. During

1. Ibid., p. 15.

the World War a camp school was set up in India which continued till 1943, when recruitment was stopped for the Indian Civil Service due to the British Government's pre-occupation with war. After independence a new Indian Administrative Service, was created and I.A.S. Training School was established in Delhi. At the same time an I.A.S. staff college was also organised. It was established mainly for the purpose of that personnel which was recruited to the I.A.S. by the Second Special Recruitment mainly from the open market, but for some who were promoted from the state service also. In 1959 both the institutions were merged into a National Academy of Administration which was located at Mussoorie.

The National Academy of Administration has two main functions (1) it runs a common foundational course for new recruits to the All India and central class I services (non-technical) and, (2) it gives professional training to the probationers of the I.A.S. After foundational course, except I.A.S., all other services receive their training in their own specialised institutions, or according to other arrangements as in the case of the Foreign Service.

The foundational course continues for about five months. The new recruits are given instructions in the Indian Constitution, Governmental Organisation, Planning, a little Economies, Political Theory, etc. through a course of lectures. The aim of this course is to provide correct attitude and the basic
indoctrination to the public servants, who enter in the services from different fields such as Sciences, Arts, Humanities etc. Further it also gives an initial common training which reduces to some extent service particularism and help to bring about the necessary cooperation between the different services in the process of administration.

There are two deficiencies in the foundational course; a lack of practical orientation, and reliance only on a single method of training; i.e. through lecture. The course is largely an extension of the education which is available in the universities. In order to achieve the desired purpose, the course should be broadened and should include practical tasks and case studies. Some observers have recommended that in this respect the French practice would yield good results.

The National Academy of Administration should not act as a coaching institution for preparing the probationers for the prescribed examinations at the end of the training but should also make them aware of the problems facing the country and enable them to solve these problems with most effective and expeditious means. The Estimates Committee pointed out in its report (1965-66) that, "there should be kindled in them a spirit for quest of knowledge, a sense of patriotism and service, a habit of study and a desire to improve the methods and conditions of work in whatever department or capacity they may be called
upon to serve. Stress should be laid on speedy attention to public grievances and effective disposal of cases as justice delayed is almost justice denied. The main emphasis in training should be to generate in the trainees an outlook of service devoid of any feelings of bossism or bureaucratic mentality."

The Study Team on Recruitment suggested that the N.A.A. should not serve two purposes as it does at present. It should provide only the foundational course, and each class I service and also the Indian Administrative service should have a separate training college of its own on the lines of the Central Police Training College. These institutions will carry out research into the special Administrative or technical problems and training techniques needed for each service.

**CENTRAL POLICE TRAINING COLLEGE, MOUNT ABU**

The College was established to train personnel recruited to the Indian Police Service. The training is given in subjects like physical exercises drill, handling of weapons etc. The trainees have more direct training related to the normal work of a police officer than in the case of the Indian Administrative

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Service. At the end of the year's training at this institution, a final examination is conducted by the U.P.S.C. for these probationers. After completion of this institutional training the new recruits can work only as Assistant Superintendents of Police. This training extends for about a year. During this period the police servant learns his job by doing the work of various subordinate officers under guidance. To give more emphasis on the practical side of police administration, and to inculcate in the young police officers the necessary attitude of public service required in a welfare state, the course of training at the Central Police College was started in the year 1958-59. A refresher course for I.P.S. officers and directly recruited Deputy Superintendents of State Police Services, with 4 to 7 years service was due to be started shortly in the college. The aim of the course being provision of advanced training in police administration and investigation of crime.

The personnel of the Indian Audit and Accounts Service are trained for a year at the department's training school at Simla. The subjects of training are primarily concerned with actual working requirements of the service. Therefore the final examination is based on subjects, an adequate knowledge of which is necessary to enable the incumbent to do his work efficiently.

During the training period the officer is also given practical training by making him watch the work of the various sections. Thus the basic method of training of the Indian Audit and Accounts service is "on-the-job" training.

The recruits to the Income-tax Service spend a period of 18 months at their Training School at Calcutta. The training follows the same pattern as that of the Indian Audit and Accounts Service probationers.

There is a staff college run by the Railway Board. It is not confined only for the training of the recruits to the Traffic, Transportation and Commercial department and the Railway Accounts Service, but several special and refresher courses are also organised for serving officers. Training for officials of the Traffic, Transportation and Commercial department is provided for 3½ months in two instalments, of two and 1½ months, each at the beginning and middle of the two years programme of training, and two months at the beginning in respect of the I.R.A.S. Officers. The whole course of training is based on practical task and is directly related to the work of these officers.

The two ad hoc Technical Committees on training made detailed recommendations regarding the training programmes for the direct recruits to the various grades of the Indian Statistical Service and Indian Economic Service. The committees also gave
suggestions for refresher course, specialisation course and seminars for senior officers. The training programmes for these two services have been approved by the Indian Statistical Service Board and the Indian Economic service Board.

SECRETARIAT TRAINING SCHOOL

With the increasing activities of the Government it was felt that new recruits to the Central Secretariat Service require an organisation to provide pre-entry training to the staff if they were to make themselves fully useful to the Government. Therefore, in 1948 following the recommendations of first Central Pay Commission (1947) for providing planned purposeful and systematic training for all categories of ministerial personnel of the Government of India, a Secretariat Training School was set up on a temporary basis. It was turned into a permanent institution only in 1967. The school has been established under the Control of the Ministry of Home Affairs.

The course of training at this school consists of instructions on office procedure and management functions of the various offices, explanations of the civil and Financial Rules etc.

Theoretical Training is provided to direct recruits to the Selection Officers and Assistants, 'Grade Cadres, at the

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Secretariat Training School. This training is followed by practical training in various Ministries. The Secretariat Training School also imparts training to the lower division clerks.

In the refreshers courses designed for Assistants and Upper Division clerks apart from lectures on various subjects specified in the syllabus, the trainees are enabled to gain practical experience on the subject matter of their work in the Secretariat. Beside training in rules and office procedures the Government should impress upon the young recruits the imperative need for proper husbanding of Government's limited resources by effecting utmost economy with adequate efficiency, and should inculcate in them the idea of service to the public and dedication to the completion of development work in the country. Further the refresher courses for Section Officers and Assistants should also be reviewed in order to equip them to discharge their duties more efficiently. Expenditure incurred on training of services, high or low, is in the nature of capital investment which brings profits in the long run. But this investment should not be haphazard. Periodical assessment and continuous evaluation of training processes should be undertaken in order to make the system realistic and dynamic.

TRAINING IN THE STATES

Since Independence many states have organised systematic training programmes for State Civil Service Officers and for
certain other categories. Bihar, U.P. Rajasthan, Punjab, Orissa and recently Maharashtra have established their own training institutions. Several other states like Jammu and Kashmir and West Bengal have also started their Administrative Training School for training to the State Civil Officers. Shri V.T. Krishnamachari, in his report on 'Indian and State Administrative Services and Problems of District Administration', has suggested establishment of training institutions in all the States. The course of training comprises Criminal and Civil Law Procedures, General Administration, District Administration, Audit and Accounts Service Rules, Development and Planning, History and Culture of the state, Regional Language etc., and follows the pattern of training of the Indian Administrative Service probationers at the National Academy. In some states I.A.S. probationers are attached with these State Training Institutions for a short period in order to familiarize them with the State Laws and institutions and procedures peculiar to the State.

Again to broaden the outlook of officers of the Central Secretariat Services as well as the field officers of the Central Government and to give them an insight into the working of the district and State Administration, a scheme of deputing selected

officers of these services for executive training in the States. has been in operation since 1961. The period of training has been fixed at 16 months.

In most of the States training period extends over a few months followed by in service training on the job. But in some states the probationers are attached to their jobs after one period of institutional training which is followed by another period at the institute.

The state have organised training programmes at village level and extension workers have been engaged in Community Development and National Extension Service. Each state has an Orientation Training Centre such as Institute of Community Development and Panchayati Raj. The Cooperative Training College at Poona and its affiliated institutes give training to the intermediate and Block level personnel. Generally every state has established an institution for training of its Cooperative Department Officials.

**MID-CAREER TRAINING**

Administration is a growingly complex affair. Public servants to the higher administrative positions not only need

1. Report, on Public Services, Estimate Committee, op.cit., p.91.
experience and competence in administration in their own fields but also require re-training to reorient and broaden their perspectives. This approach is accepted in most of the countries. In the U.S.A. the "re-training" is given in the form of "executive development programmes." 'Re-training' gives an opportunity for study in depth of a number of aspects of Government public administration, social administration, and organisation and management problems; and helps the trainees to acquire a knowledge of scientific and technological developments. All these aspects demand a special kind of training.

All civil servants need training for two purposes, improving their performance in their present jobs, and equipping themselves for taking higher responsibilities immediately before or after promotion.

REFRESHER COURSES

Refresher courses for officers of the All India Services and the Central Services are conducted by National Academy. Such courses are provided usually after a period of 10 to 15 years in service. It is recommended to arrange short time courses and seminars of a week to 10 days duration for more senior officers. Short term courses of six to eight week's duration are also being held by the Indian Institute of Public Administration for the officers of the Union and State Governments. These
courses sharpen the professional knowledge of officers and acquaint them with new administrative techniques. The scheme for refresher courses for the officers of the All India Service and Central Services Class I should be more comprehensive and systematically based on definitive courses of study for officers of different backgrounds. Means should be devised to encourage officers of a certain seniority to undergo the courses. Refresher courses should be compulsorily given to an Indian Administrative Service Officer before he is appointed to the Selection Grade.

For Class II and III officers short periods at training institutions, like the Central Secretariat Training School, should be provided for improving their functional skills. These could be done by training teams conducting short term courses in the departments.

It is highly desirable that all serving officers get at least one or two chances in their careers at intervals of about 10 years, to go to an institution which will broaden their thinking, make them aware of recent developments, and also enable them to benefit by exchanging experiences with others.

2. S.K. Datta, New Training Programmes for Central and State Government Employees, op.cit., '..
FUNCTIONAL Training for promotion in the line

All the officers, who found deserving for promotion should be given functional training immediately before or after promotion. This training could be imparted by the Training institution of the service concerned.

staff training - a civil service staff college

At present Officers of the Indian Administrative Service and a few of the non-technical Central Services may be recruited as Under Secretariat to the Central Government, in the early years of their career. It is not a healthy practice. In the first 8 or 10 years of an officers Career they should get experience by doing actual practice of administration in the field to which he is recruited. The study Team on Recruitment and Training recommended that these officers should be placed at the Central Secretariat only at the level of Deputy Secretary and above. The selection of these persons would be made however, after much care and specific training in staff matters.

New recruits to the posts of Deputy Secretary to the Government of India and of comparable staff appointments in the States and Central Departments require different skills from other areas of administration. At these levels the officers contribute to the formulation of policies which requires special training. For this purpose therefore a Civil Service Staff
College should be established on the lines of the Staff College for the Defence Services at Willington. Officers of class I of Non-technical as well as technical services may enter this staff college after experience of nine or not more than twelve years of service. The entrances should be based on a competitive examination conducted by the Union Public Service Commission. The purpose of examination should be to test the officers' clarity of thought, analytical abilities, comprehension of social, economic and political factors and power of expression. Promotees to Class I posts and also Under Secretaries of the Central Secretariat service may enter into this staff college after examination who had at least five years' service in class I. They may appear at the examination between the sixth and eight years of service in class I.

The course of College should cover instructions in personnel management, financial management, project planning and evaluation, decision-making, report-writing, public relations etc. After a period in the secretariat, the trained officers should be attached to the field postings, including appointments in the public sector enterprises, so that they may acquire varied experience and skill to enable them to assume higher staff responsibilities.

**TRAINING IN MANAGEMENT**

Personnel of the rank of a Senior Deputy Secretary or a Junior Joint Secretary and equivalent officers in field organisations should not only be given advanced training in management
skills, but also be provided with opportunity to broaden their outlook by bringing them into contact with managers in non-governmental fields like industry and commerce. The existing facilities in the Administrative Staff College at Hyderabad and the Management Institutes at Calcutta and Ahmadabad may be helpful in providing this opportunity.

OFF-THE-JOB TRAINING

There is another type of training called Off-the-Job training. It has been in vogue in many foreign countries including the U.S.A. and the U.K. Such training is provided to a civil servant at a University or other institution of learning after breaking his routine job for a year or two. Though this sort of training does not directly relate to his work in Government, it nevertheless broaden his perspective. The advantage of such type of training has also been recognized in India; and on the recommendation of the Second Pay Commission in the terms for grant of study leaves were liberalized in 1961. But the conditions under which study leaves may be received, are still not liberal enough. The pay which can be drawn during study leave is limited to half the salary of the employee or of Rs. 750/- whichever is less. He has also to vacate residential accommodation. It would be in the interest of the public service that a large number of civil servants would take study leave to avail the opportunity of improving their skills. The
Study Team on Recruitment and Training suggested that the study leave terms should be further liberalized on the following lines:

a. "The maximum period of study leave should be two years.

b. For the first year full salary should be paid.

c. In addition, earned leave should be given up to a maximum of six months.

d. The balance of the period, if any, may be on half-pay, without present ceiling of Rs. 750/- p.m.

e. The normal housing facilities should be allowed during the period of study leave.

f. If the field of study leads to a degree or Diploma this, by itself, should not be a bar to the grant of leave.

It may further be recommended that the officers should be required to submit periodically their progress report to the Government through the head of the institution inorder to ensure that they did not misuse this facility. Even the recommendations of the Study Team quoted above do not go far enough in liberalising these rules. If the services, after studies, prove to be more efficient and productive than before they should be given full pay and other facilities enjoyed by them while on active service. Why should a civil service officer deprive himself of his emoluments and amenities or allow a deduction of his salary.

simply because he adds to his qualifications partly to improve his own prospects and partly to serve the government better. There may however be a strict application of the rule that only the most deserving be given this facility.

**Fellowships at Indian Universities**

There should be opportunity for research to the civil servants in the social sciences and technical subjects in selected Indian Universities. For this purpose fellowships should be provided to the civil servants. Selection for fellowship should be based on a competition conducted jointly by the Government and the University concerned. The amount of the fellowship should be enough to cover additional expenditure of the officer.

**Training Programmes Abroad**

Now the Indian Administrative Service of the Indian Foreign Services probationers are no longer sent to British Universities for a probation period like the former I.C.S. probationers. However advantage is still being taken of grants from a large number of institutions like Ford, Rockefeller, Nuffield, and Fulbright foundations as well as technical assistance programmes of U.N. and several of foreign nations. Each year a number of officers of Central and State Governments as
well as of public enterprises go to the Universities and Training Institutions in foreign countries to attend courses in Public Administration and allied subjects. Recently, under a project a number of collectors from different states were sent abroad to study local administration after an orientation course at the Indian Institute of Public Administration.

In addition to the training programmes for the civil servants, emphasis has also been given during the last few years to the role of education in Public Administration. The Indian Institute of Public Administration is the best example in this regard. It is required "to promote and provide for the study of public Administration, Economics and Political Science with special reference to public administration and machinery of Government." For this purpose the Institute has already set up a School of Public Administration. The Universities are also devoting more attention to education in Public Administration. Universities of Nagpur and Lucknow have introduced full-fledged M.A. courses in Public Administration while others such as Universities of Aligarh, Patna and Osmania have Diploma Courses in Public Administration. Other Universities have included Public Administration as an optional or compulsory course in the Political Science and for Economics under graduate and post graduate syllabus.


METHODS OF TRAINING

Syndicate Method is widely used in training organisations. Training is imparted through lectures, group discussions and quizzes, conference of the seminar type, demonstrations, laboratory practice, and group field trips. Equal importance is placed on outdoor activities like cultural and educational tours. Group training may be given in two ways - by regular staff meetings, and periodic assemblies of all employees of an organisation. Regular staff meetings are very important and useful conferences for both the supervisor and the staff. But these are not based on democratic principles. They are formal and serve merely as an "order-giving" period for the supervision, there is no free exchange of ideas on the work of the organisation. To avoid this deficiency the training officer should be more careful in conducting staff meetings. Periodic assemblies would have more helpful in this regard. They promote a kind of unity of feeling and purpose which is so essential for an institution. Short talks by the head of the agency on the mode of work of that unit have great effect at such assemblies.

The members of the directing staff and research assistants are attached at the syndicates. About 40 persons attend a course at a time and all have to be in residence. Each course extends for three months, and three courses take place in a year. There is also a Review Course for each group which is attended after a
period of about 15 months. In syndicate method talks are given on selected topics by members of Directing Staff and also by specialist in different subjects.

ON-THE-JOB INSTRUCTION

Individual instructions are given on the job by supervisor. It is particularly true in the case of new employees. A person is assigned to give instruction to other employees at their work banches. In most cases the supervisor gives instruction in the skills needed at the job. In this connection it is essential that the supervisor would organise his plan in a systematic fashion.

The training programmes have emerged in a state of dynamic growth. Therefore the methods of training should be more interesting and effective and should be kept up to date to meet the growing needs of the services.

Many developments have taken place in training programmes of Public Servants since the country assumed its independence. The Five Year Plans in the last 16 - 16 years are the important examples showing the progress in this respect. By and large the programmes are fairly adequate to fulfil the demands of a developing economy, growth of new and specialised services as well as rapid expansion of existing services. But still some improvements are essential.
The first problem before the Government is how to remove the deficiencies of the educational system, from which all the recruits are drawn for the public services. In most of our teaching institutions the method of instruction is to give lectures in the classroom which is very little helpful for developing close contact between the teachers and the taught. It does not develop the habit of systematic daily study among the students. They are required to put in only 3 or 4 months' preparation for the examinations and follow cheap notes and short cut methods just on the eve of the examinations. Recently semester system has been introduced in some of the universities. In this system after every six months examinations are conducted which keep the students busy and engaged in regular study. However, even this system is not expected to be very helpful, as proper training and equipment is not available. Therefore some reforms are necessary. Although under this system the students remain regular in study but at the same time they have little time for independent study and a large part of their time they pass in essay writing which are longer and greater in number. It is tedious job both for students and teachers. If essays are reduced in number and size, they may be more useful and will provide more time for the study. Further, tutorials may be increased. They would bring the students and teachers into close contact and would encourage for free discussions. The new courses require new reading material in the form of books, journals,
periodicals and reports. Without well furnished libraries, more qualified teaching and non-teaching staff, a final decision about the medium of instruction and modes of examination, the Semester system would prove to be nothing more than a propaganda stunt on the part of those who wish to appear modern by simply adopting external trappings of a sophisticated system, unfamiliar 'jargon' and flexible courses which are unintelligible in theory and unworkable in practice in the given Indian conditions.

Further, discipline in most of the universities except a few, is deplorable which adversely effects the morale of students and which is very essential aspect in a successful career in the services. The aim of education should be to inculcate among the students steady discipline including regular attendance in the classes, and should create interest for systematic study and use of the library. It should encourage independent thinking and thus bring about a certain amount of intellectual vigour in our academic life. Those who are brought up in an atmosphere of indiscipline cannot enforce descriptive on other. And Public Administration is nothing but a system of disciplines.

The Indian Administrative Service has assumed an important place in India and succeeded its predecessor the Indian Civil Service. Personnel to this service are required to be competent, forward looking and public spirited. All these
qualities demand more attention towards their training. The annual intake to the Indian Administrative Service is going down. It is partly due to the growing needs of specialization and partly due to increasing number of promotees from the state services.

All over the world, in socialist as well as non-socialist countries, training is becoming more and more an intensive project. A lot of thinking, planning and intellectual effort is being devoted in preparing mature, bold and motivated administrators. In this respect Indian training is not yet as well planned and intensive as it should be. These new recruits come from extremely diverse places and teaching institutions having different standards and two years period of training is not enough time to enable them adopt common outlook and uniform values. One year from outside this period is spent at the National Academy, eight week are spent in a trip around India and holidays and so on. In this way no concerted intensive and comprehensive training is possible within such a short space of time.

In its Report on Personnel Administration the Administrative Reforms Commission has suggested that a separate Indian Administrative Service training school should be set up. But it is not a practical approach for want of the trained staff, libraries, and documentation services. It would, however, be
more practicable if a modernizing and streamlining of the courses in the National Academy is brought about. Some steps are being taken in this direction by introducing in the curriculum subjects like work study, operations research, performance budgeting network analysis, systems analysis and the like.

The staff of the Academy should be strengthened and there should be opportunity for specialized instructions or research. The work of the academy should not be to give foundational training to all the services. It should serve as a school for the generalized I.A.S. and there should be arrangement for refresher courses for people who have passed six, seven or even 10 years in the service. Recently (from 1969) the "Sandwich Course" has been started in which the I.A.S. probationers will spend six months at the Academy, then will go into service for a year and then will again return for six months training to Academy. It is the states which have to be impressed upon to keep training needs and all India perspectives in mind. At present they are not even co-operative in releasing people for the newly started refresher courses embracing such vital topics as cost benefit analysis, project appraisal and so on.

Although some of the states have set up training institutions, the larger number, including some major states still rely on in-service training. Of course on-the-job training is not less important, but we cannot totally depend on in-service training. The success of this training depends to a large
extent on the competence and personality of the senior officer under whom the probationers are kept, and also on the time and interest he can devote to the training of the probationers. Often these facilities are not available due to rapid expansion of the services and quick promotions. Therefore, a training institution is essential in each state to impart training in certain essential subjects and for a basic part of specialised training.

The modern government is a monstrous edifice and needs precise technical and scientific knowledge for its proper maintenance. This is much more important in developing countries where the states have assumed many developing programmes. The various ministries are concerned with this entire development process and are expected to take ad hoc decisions on specialised matters. This poses real difficulty for the administrators who were trained in a period when a mere commonsense was enough. Therefore, the new techniques and methods of training and teaching are required for new administrators. The government should keep pace with the development of training techniques abroad for providing the right attitudes to the civil servants in the context of our welfare state. A working paper, submitted by J.N. Khosla at a seminar in Geneva, held on "Training of Senior Administrators in Developing Countries," examined the various

techniques at present in use specially in East and South Asia. The experience shows that some methods have proved better than others. The classical method of lecturing to the administrators and organizing their participation in various conferences and group discussions are not much help. Visits abroad and expensive study tours may be useful but they do not suit the financial condition of a country like ours. It is, therefore, preferable to resort to the syndicate method and the "case study method" which have produced better results. The syndicate method includes discussions and writing of reports in which trainees are supervised by "watch leaders." This practice is followed by Japan and Australia. The other method is experimented in India which is primarily based on the concept that Public Administration must be oriented towards indigenous culture.

The experiences of various countries indicates that there is no perfect method of training. Canada advocates the method of recording of lectures and the use of visual aids. But even this technique has some disadvantages. The speaker or lecturer plays the role of a "professional weaver and falls in and out of the screen. In Cylon emphasis is given on the "case method."

However the success of the training programmes and techniques depends on their suitability to the conditions and facilities available in the country.

However, the young probationers deserve more facilities than they have at present. The best in audiovisual equipment should be in Mussoorie and the course should be more streamlined. The personnel recruited in new services like the Indian Economic Services often have some years of work behind them and are a little impatient with the teaching in management practices for instance. Modernization of the syllabus would be helpful. However, attention is directed towards changes and the first in-service short course was held in the year, 1968. It is expected that more reforms will follow suit. The recommendations of the Administration.

Training must be a continuous process since it is essential for the workers to keep them conversant with new legislation and recent trends in socio-political thought. The training schools should be organised periodically and have regular meetings for their own workers for lectures and discussions. Thus the training institutions should take their job very seriously and Government should be particular about training of those officers who show promise and are likely to occupy important positions in future. The system of education and training should be vertically integrated and be complementary in nature. Education at primary, secondary and University levels should be completely over-handed so that the multiplying demands of a growing economy
and the newly emerging social order may be adequately met. The cultural standards, intellectual attainments, social ethos and mental attitudes of the trainees for a particular assignment should be given a fresh orientation. The work and value of discipline should be brought home to the trainees so as to make them secular minded, public spirited and duty conscious. These would be no harm, and in certain aspects, tremendous advantage if the higher servant at least are sent abroad for intensified training and for purposes of broadening their outlook. Reforms Commission would give the guidelines in this direction.
CHAPTER VI

PROBLEM OF PROMOTION IN PUBLIC SERVICE

THE SYSTEM OF PROMOTION IN INDIAN PUBLIC SERVICES

Indian personnel system is broadly based on the conception that it should provide a career to an official recruited to a service on a permanent basis at some stage in the hierarchical order of that service. He is promoted from lower, less important and lesser paid, to the higher rungs of the administrative ladder. The promotion system is considered to be a necessity in the growth and development of a career service. The main aim in having a promotion system is to ensure the best possible incumbants for the higher positions. L.D. White is correct when he says that "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." Further it is an important factor in maintaining high morale of the employer and provides satisfaction to the worker in respect of the job he occupies. The prospects of promotion constitute an incentive to effort for assiduous application and intelligent preparation for the assumption of additional responsibilities.

The object of promotion system is not merely to give a public servant more pay but it also means greater responsibilities and more extensive authority. Therefore, the interest should

be maintained both from the view point of the individual concerned and public interest. Promotion is neither any kind of favouritism nor reward for time serving. A person eligible for promotion has to demonstrate his ability to undertake greater responsibilities. Therefore, promotional appointments should be provided to every individual in the service, so that he can utilize, to the fullest extent possible, educational facilities to amplify his knowledge and widen his outlook and thus to enable him to rise to the highest position available on the basis of his merit. Unless such prospects are available and within his reach frustration would be rampant and reduce the value and efficiency of the service. As the incumbent attains seniority his responsibilities in relation to his family and social commitments increase... He would need higher pay to meet his needs and requirements. This is also one of the reasons why his pay should increase with the lapse of time. He should also get a higher wage as he has gained in experience, maturity and therefore his ability to work in more responsible positions and is likely to make greater contribution to the realisation of social purpose which is the main objective of the government.

Article 320 clause (3) of the Indian Constitution states that the U.P.S.C. or the state Public Service Commission as the case may be, shall be consulted as to the principles which are to be followed in making promotion and transfers from one service to another and on the suitability of candidates for such appointments and transfers. However, the Article also lays down that
in respect of All India Services and some other services and posts the President or the Governor may make regulations specifying the matters in which either generally, or in any particular class or circumstances it shall not be necessary to consult the Public Service Commission.

According to the present practice, the promotions from and within in respect of class III and class IV services have been kept outside the purview of the Commission. As far as these services are concerned, they follow their own rules which vary from department to department. It is required that the Departments should have a uniform practice in this regard. The Departmental Promotion Committees should be constituted wherever they do not exist to bring uniformity in promotional procedures.

At the centre a Departmental Promotion Committee is established for recommending persons suitable for promotion to selection posts. Promotion from a class II service to a class I service in the Central Government is made in consultation with the U.P.S.C. A member of the Commission presides over the Departmental Promotion Committee for this purpose. The Commission may also be associated with promotion within class II if it has enough time. Similar procedure of associating a member of the Public Service Commission is followed in the States, not only for class I service but also for the class II and some times for the class III services also. For the class III services at the Central level, the Departmental Promotion Committee includes
representatives of departments also. Further, the promotions, in respect of which there is not much difference in the duties and responsibilities of the services in lower grade and higher grade, are made by the authorities concerned without consulting the Commission, on the basis of seniority.

Promotion from the State Civil Services to the All India Services is made by a Committee constituted for each of the State or for the group of Union Territories. This Committee is attended by Chairman or where the Chairman is unable to attend, by an accredited member of the Union Public Service Commission. Other members of the Committee are drawn from the senior-most officers of the State Cadre of the All India Services. On the recommendation of the Ninety Third Report (1965-66) of the Estimate Committee on Public Services, under the I.A.S./I.P.S. (Appointment by Promotion) Regulations, 1955, a nominee of the Government of India not below the rank of a Joint Secretary is now included in the Selection Committee for the I.A.S./I.P.S. in respect of all the states. In the opinion of the Committee the Central Government as an appointing authority for the All India Services, play an active role and should be directly associated with the working of the Selection Committees in the State.

The higher posts in the State are broadly grouped into 38 services. Apart from this, there are a number of isolated posts. The subordinate services consist of all the posts of lower categories. Each post under the Government has been included into one or other of these services. When promotion is made within the same service, the matter is dealt with by the head of the department or by Departmental Promotion Committee without reference to the Public Service Commission. In all other cases of promotion the Public Service Commission is associated.

There are certain posts which are considered outside the jurisdiction of the Departmental Promotion Committees. The promotions for these posts are handled by the Central Establishment Board and the Central Secretariat Service Selection Board. The Establishment Board is responsible for the promotions to the posts of under Secretary and Deputy Secretary and the Central Secretariat Service Selection Board for promotions to the lower posts in the Central Secretariat Service. The posts under the General Central Services, class I and class II are covered by a number of departments. Promotion to these posts cannot be made centrally by any Departmental Promotion Committee. Therefore these promotions are made on the basis of ad hoc selection by

1. Promotion in The Civil Service Principles and Practice, Ministry of Home Affairs, New Delhi, Institute of Public Administration, United Arab Republic and United Nations, 14, Sharia Ramsis (P.O.Box 1143) Cairo, (1960), p. 32.
a special board within the Departments. The U.P.S.C. is associated with the Board if promotion is to be held from class II to class I. The Central Establishment Board and the Central Secretariat Service Selection Board follow their own rules within their jurisdiction. But the basic approach for the promotion does not change.

Promotion for the highest positions is made by the Appointments Committee of the Cabinet. These positions include all posts above the rank of Deputy Secretary and posts of joint, additional, special and full secretaries or the posts which carry a minimum salary of Rs.2,000 per mensem. The Appointments Committees of the Cabinet includes the Prime Minister, Home Minister and the Minister of the Department in which the vacancies arise. The Secretary of the Cabinet prepares the list of eligible for the promotion. The Secretary of the Cabinet also works as the Secretary of this Committee. These appointments are made on tenure basis generally for a period of three to five years.

In the U.K. centralised promotion is not the aim of the British services. Heads of the departments are wholly responsible for their promotions and follow different procedures of promotion. But Head of the Department is generally guided by a Committee of Senior Officials which makes recommendations after considering the annual reports of the candidates or by interviewing them. However, in order to reduce disparities in promotion
appointments in certain departments, are required to include officers approved by a Treasury Pool Board, for promotion to Executive Officers and higher Executive Officers Cadres.

In actual practice, the Departmental Promotion Committee first looks into the records of all officers in the field of choice which is 8 to 5 times the number of expected vacancies. Then the Committee weeds out those officers who are considered unfit for promotion at a preliminary audit. The remaining officers are graded on the basis of the records as "Outstanding", "Very Good", "Good", and "Average". Without disturbing the seniority within each category. According to the latest instructions of the Government, there are only three gradations — 'fit for promotion', not yet fit for promotion, and 'unfit for promotion.' Further it has to be decided whether the officer has any outstanding qualities which make him for promotion out of turn. Thus there is also a fourth gradation called 'fit for promotion out of turn.' The Administrative Reforms Commission be recommended that there should only three gradations and unfit for promotion' should be removed. Because it means the officer is unfit for promotion forever. No one should be remain with the feeling that he has permanently been branded as unfit for promotion. Therefore the fourth gradation is undesirable.1

The selected list is periodically reviewed and the names of promoted officers are removed from it. The remaining names along with others who may now have qualified for being considered, are then scrutinized for inclusion in the selected list for a limited period. The procedure rests upon the nature of the observations with regard to the personality, ability and suitability of officers in the Confidential Reports and the objectivity and comparability of ranking by different officers. The men of outstanding merit from the lower levels may also be considered in the selection list even if they are outside the field of choice. The recommendations of the Committee are sent to the Commission for ratification, if no member of the Commission has presided over the committee and the existing rules necessitate its consultation.

CAREER PROSPECTS IN DIFFERENT SERVICES

Sound promotion policies depend upon position classification based upon the analysis of the nature of work and the qualification requirements. Hence, the promotion prospects depend on the way the service is structured, the proportion of higher posts to the lower posts and the occurrence of vacancies at the different levels. Opportunities for a career development are widely divergent in different Services and Departments.
In class I Services there are two scales - senior scale and junior scale. Above the senior scale there is administrative grade which is further divided into junior and senior scales. Some services have posts higher than these grades also. The direct recruitment to the class I services is made in the junior scale but after completion of his probation period a person becomes eligible for senior scale. Promotion from the senior scale to the higher grades is made on the occurrence of a vacancy. Approximately 55 per cent of the posts in class I services are filled by direct recruitment and the rest by promotion from the corresponding lower grade. However, the proportion for promotion to the higher services vary from 25 per cent to 33\% per cent. The promotion prospects in the I.A.S. are considerably better than in other services in class I, it is lowest in the Indian Foreign Service where only 10 per cent posts are open to officers of lower grade. The Central Secretariat Service of Class I are entirely filled by promotion. The study Team of Administrative Reforms Commission on Promotion Policies recommended that in all categories of the All India and Class I services, the promotion quota for the lower grades, whenever it is less than 50 per cent should be raised to 50\% of the vacancies in the grades. If there are no suitable candidates for promotion, the unfilled vacancies should be added to

the direct recruitment quota in each year. However, the selection by promotion to departmental quota should be held each year regularly.

The promotion quota's from class II to the relevant Class I services are different from department to department and among the various services. The prospects for promotion to the class I from class II services are very rare. A class II officer has to wait for a long time for promotion to the class I services. It creates frustration among the officers. Further, there are different practices of promotion in different services. In some "Services" promotion is made only to the junior scale in class I services while in certain other services promotion are direct to the senior grade.

In class II (Gazetted) services and posts, there is relatively little direct recruitment. About 66 per cent. of the posts are reserved for promotion to class II staffs. However, more direct recruitment are made to the technical, scientific and specialist services. In the Secretariat Services of class I (Gazetted) only 50% posts are filled by promotion. For non-gazetted posts in class II, the quota for promotion is 78%.

Promotion from class III service to the relevant class II service depends on the requirements and conditions prescribed in the rules for promotion. The promotion quota also varies between the various services and the departments. The non-
technical services in the class II services are generally filled entirely by promotion from the respective class III services. In some class II services, a certain proportion of the vacancies is reserved for direct recruitment and rest of the jobs are filled by promotion. Generally the quota is 50% of the vacancies. The promotion prospects may be different in the various services as also in the various states, as no uniform practice has been adopted so far.

In class III services promotion within the class are of greater significance. The posts in the higher grades are to a very large extent, filled by promotion. The Commission of Enquiry on Emoluments and Conditions of service is of the view that with regard to the posts of upper Division Clerk, there should be no direct recruitment.

The structure of the class III service in the Railways has a special feature. There are 5 to 7 grades, and the posts to be allocated to each grade are expressed as a percentage of the total number of posts in the service.

There is practically no promotion from class IV to class III. Exceptions are the Railways, Posts and Telegraphs services where some age concession is provided to the personnel of class IV for competing in the examinations to take

their chance along with outside candidates. However, class IV services at the centre have at least one level of promotion within that service itself.

Though in all the posts in a particular service there is a provision that they can be filled by promotion from a lower post not only from different services but also from similar services. However, these prospects are very small in the lower services. The President of the Central Secretariat Stenographers Services Association, Mr. A. Ramaswamy, expressed the view that the stenographers case in regard to promotion prospects should be properly examined and their genuine grievances redressed. He pointed out that the avenues of promotion open to them were very limited. There were general stenographers who after 20 years, would retire as stenographers. The reason is that they were considered incompetent and inefficient for purposes of promotion, though they entered into the service after passing a number of examinations conducted by the Union Public Service Commission. He desired the reorganisation scheme of the Central Secretariat Stenographers service implemented immediately so that it could benefit the senior stenographers 'who are on the verge of retirement.' The Second Pay Commission considered the question of providing more promotion opportunities to persons in lower grades, where

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the promotion quota is less than 50%. According to the recommendation of the Commission there should be a selection grade at 10% of the total number of the lower posts in the grades. The duties of these posts should not be changed and they should be filled up on the basis of seniority. Following this recommendation such selection grade posts have been created in several cadres, even in the All India Services. But still there are many services in class I and class II where this system has not been adopted. There is need for the creation of such a selection grade of posts both at the Centre and at the State levels to the extent of 10 per cent for the present class II services and for the other services too.

PERSONNEL BRANCH

A Personnel Branch should be constituted in each department or office which should be responsible for framing the rules for regulating the promotion in accordance with the directions and principles laid down by the Central Personnel Agency. These rules should be made in consultation with the Union Public Service Commission and in the States with the State Public Service Commissions. The promotion policy would include rules concerning the sanction of increment/advance increment;

crossing of efficiency bars; and watching performance after promotion. All selections made by promotion should be on the trial basis first, and should be confirmed afterwards, following the completion of the probation period. This method would be instrumental in ensuring uniformity in the various rules made from time by time by the different Ministeries and different authorities dealing the cadre of various agencies.

In order to ensure that rapid promotions do not dilute efficiency, steps may be taken to regulate the span of promotion in such a manner that equitable stages may be earmarked for purposes of promotion. The minimum period that should intervene between two grades of service should be mentioned so that unnecessary strain on the recruiting agencies may be ruled out.

**SENIORITY AND MERIT**

For the purpose of promotion all posts are divided into "selection" and "non-selection" posts. Promotion to selection posts is based on merit or on seniority-cum-merit. These posts are generally in the higher and middle levels and carry supervisory duties or responsibilities of complex nature. Non-selection posts are concerned with work of a routine and repetitive nature. These posts are of such type as can be easily
filled, by the promotion of senior men of the lower grade, without any serious risk of loss of efficiency. ¹

The question whether the seniority or the merit should be considered for promotion depends mainly on the requirements of the duties and responsibilities of the higher posts for which promotion is to be made. In respect of promotion by seniority the fitness of a candidate for the work is considered or we may say that promotion is on the basis of seniority subject to the provision of the rejection of those who are unfit. The test of fitness should be related to the needs of the posts of next higher grade and not to the present posts. For one who is unfit in one post may be suitable for another post in the same grade, depending upon the nature of work to be performed.

The principle of promotion by seniority is favoured by many Associations and Unions of Government servants. According to them the condition of seniority as the one of the bases of promotion provides a sense of equality. It is a safeguard against the newcomer, "It is automatic and avoids the need for making invidious distinctions between one person and another or placing the young over the old of measuring the responsibility for the result of promotion."² Further, the criterion of

seniority rules out the chances of frustration and the sense of uncertainty in regard to promotion opportunities and this improves the morale of the employees as a whole.

The advocates of the merit system, however, argue that the efficiency in administration can be brought about only by promoting competent men. Mr. K. Hanumanthaiya the Chairman of the Administrative Reforms Commission recommended merit system as the criteria for promotion to higher services. He observed, "In future, promotions to higher posts will be made on merit, efficiency and experience and not just because of seniority. For if seniority were to be the criterion for promotions, then the oldest men should be given the highest posts. But that was ridiculous," he added. Several inappropriate, promotions are made at the selection grade. Automatic promotions or promotions by seniority rely on the length of service only at the cost of efficiency and initiative and thus pay a heavy price which India can not afford. Therefore, promotional opportunities should be given only to the best available persons in the lower grade. Promotion by seniority deprives the taxpayer of the quality of service to which he is entitled and hence, in the last analysis proves to be expensive. A man of talent may become richer in experience

and wisdom more rapidly than others. It is, therefore, necessary that better performance should be the criterion for promotion. However, capricious judgment should be guarded against in the system of selection by merit. Consequently, the desirability of a combination of merit and seniority as the basis for promotion cannot be underestimated. The most useful formula would be that promotion be made on the basis of merit with due regard to seniority. Seniority is a natural and equitable criterion, for age certainly brings experience and maturity of judgment. But, it cannot be made a wholly dependable factor. Beyond a certain level, judgment on the basis of merit is essential. The Central Civil Services (Classification, Control, and Appeal) Rules, 1967 lay down that promotion from one grade to another grade is not to be made only on the basis of seniority but is to be made primarily on the basis of merit and efficiency, and seniority will also constitute a factor in the matter of selection by promotion as it also contributes to the merit differential. In the French system also, promotion is never wholly dependent on seniority, seniority and merit are always combined in varying proportions in the individual cases. However, seniority plays a determining role in all the cases of promotion. Article 15 of the decree states, "the candidates whose merit is equal are divided by seniority," or in other words, other things being

equal or slightly unequal, seniority should be the determining factor.

1. The study Team on Promotion Policies has given suggestions for a sound promotion policy. In case of posts which involve routine and repetitive type of duties and responsibilities, the structure of the cadre should be such that a civil servant at the entering grade can normally expect during his service promotion by seniority-cum-merit to higher grades above the entry grade. At the same time it should be realised that prospects of promotion by seniority cum-merit for new entrants to post which have no routine type of duties should not be assured to the same extent as in the case of the post where the duties are of routine nature. Assurance of promotion in case of such posts, therefore, should be restricted to only one grade above the entry level. All further advancement to higher grades must be based on the performance of the official and his suitability for holding the higher post. Such a promotion system will ensure that one who shows required efficiency, will not remain for long, at the relatively less important positions and at the maximum of the lower grade. But sheer lapse of years should not be considered an additional qualification unless it demonstratively increases the knowledge and capacity of the candidate. This is, however, very delicate issue and causes much more dissatisfaction heartburning and

consequent complaints based on genuine or fake, real or imaginary claims of those who do not get the chance.

METHODS OF ASSESSMENT

Following methods are generally accepted for the assessment of suitability of a candidate for promotion purposes: (a) Competitive examination (b) Competence tests, and (c) efficiency records (ratings).

Competitive Examination:— The purpose of promotional examination is to discover whether a candidate possess, both the knowledge and the qualities needed for the higher place. It tests knowledge, mental alertness and originality in thought. In brief it tests all the basic requirements for the responsible positions. The maintenance of the merit system, to a great extent, depends upon the type of promotional test; whether it is competitive or non-competitive. Freedom of choice of the appointing officer is not the ultimate determinant. Competitive examinations are completely based on a system calculated to test the abilities and qualities of a candidate and thus restrict the element of subjectivity to the minimum.

A qualifying test is usually held for promotion in technical services and a competitive test for non-technical services. The test is generally open to persons from outside
the public Service. Only those candidates are eligible for these tests who fulfil the conditions prescribed thereto, such as the minimum years of service in a particular grade, the upper age limits, the number of chances already available and the suitability on the basis of the annual reports. In certain categories, a personnel interview is also held as a part of the test. The test consists of examination papers designed to ascertain the knowledge of the candidate in the rules and regulations which are necessary in the actual performance of the job.

The competitive examinations are desirable in a very large organisation, where the number of positions to be filled at one time is quite large. Again, they are useful for the bulk of the candidates who are qualified but do not have direct work experience required for the job to be filled. But promotional examinations may not be useful for all the posts. Discussing this aspect of the promotion problem the Varadachariar Commission observed:

"An examination not by itself a safe or conclusive test, and that it would be unfair to subject persons already in service to competitive examinations at all stages of their life. They, however, added that a qualifying examination as distinct from a competitive examination might be a different matter. The difficulty about a written promotion examination
is that it cannot reveal the character of an employee and his
day to day working habits, for instance, his devotion to duty,
industry punctuality, relation with fellow employees and the
public etc.,”

In England, the examinations are considered as an
interference in the ordinary official work of the candidates,
where the original test (Annual Report Form) is already
present, a supplementary test is considered an unnecessary
imposition. In France also, examination is not given impor-
tance because officials must have initiative and tact rather
than an extensive knowledge. Promotions are made on the basis
of seniority. In Germany, examinations are held only for pro-
motion in lower grades. For higher grades informal reports
are used and relied upon. The superior official keeps a
fairly detailed record in a port folio, to be referred to when
the promotion becomes due in ordinary course of time.

The Second Pay Commission recommended that promotion
examinations should not be adopted as a general method. Although
for promotion to the posts which necessitated specialised
knowledge, for example, the post in the Accounts Department
such examination may be useful. But even in such cases, the
examination should not be used as a qualifying test. The final

1. Report, Commission of Enquiry on Emoluments and Conditions
   of Service of Central Government Employees, op.cit., p.506.
promotion of a qualified person should be made on the basis of service records. The examinations should be practical, and use of books at the examinations might be allowed, so that examination may test the competence of the candidates under normal working condition and not their memory only.

However, examinations are widely used as a method of assessment of the qualities and abilities of the candidates. The Study Team on Promotion Policies recommended extension of this method of testing fitness for promotion to as wide an area as possible. Examinations should also be applied for higher levels immediately upto and including those comparable to the posts of Deputy Secretaries to Government to India. The tests should be devised on the basis of the latest advance made in the psychometric methods of testing the supervisory and leadership abilities of the candidates. Pre-examination courses should be held for the eligible candidates by the Departments themselves or at the training institutions. This system should take into account the assessment of the work of the officials concerned on the basis of their annual evaluation reports also.

2. Study Team on Promotion Policies, Conduct Rules, Discipline and Morale, op.cit., Chapter 3, para 4 sub-para 1 and 2 also see Chapter VII.
Psychometric Method:— The tools of the psychometric method are the psychological tests and measurements. These tools identify differences in knowledge, skills, abilities, attitudes, interests and personality traits. Importance is attached to individual scores as they relate to summarized group scores.

Annual Evaluation Reports:— The system of assessment depending on record of service, with the help of a Committee and not by a single individual, is certainly more satisfactory. The comparative merits of civil servants are tested on the basis of their past performance. For this purpose annual evaluation reports are prepared for each employee by his immediate superior and countersigned by the authority immediately superior to the reporting officer.

The report has a general part which includes all general remarks relating to the manner in which the officer takes his duties and responsibilities, critical appreciation of the character, power of supervising staff, zeal, tact and judgment and official conduct. These qualities are described under different headings or in a general paragraph. Importance to these qualities is given according to the requirements of the

different posts, and the suitability of an officer for promotion depends upon the combination of these qualities in his person indicated by such remarks as 'outstanding', 'very good', 'good' 'average', and 'poor'.

The forms of annual reports may be classified into three categories. First category of form is one which generally covers the different aspects of the officer's personality, conduct, character and work. The reporting officer has freedom to write report according to his opinion and preferences. This type of form is used in writing the reports of officers of the I.C.S., I.P.S. and at levels of Deputy Secretary and above in the Secretariat. Some Departments in the Post and Telegraphs Services also use this open reporting form.

The Second type of forms record the qualitative assessment of different candidates, required in a Service. Such forms are used in the Indian Revenue Services which categorizes into 'outstanding', 'very good' or 'below average' - the different capacities such as general intelligence, knowledge of law of Accounts, capacity for investigation, Administrative capacity, judgment, sense of proportion, relations with the public etc.

The third category is the combination of the above two types of forms, and is prevalent in the Indian Audit and Accounts Service, the Indian Foreign Service, the Indian
Railways, and the Atomic Energy Departments. In these forms the specialised requirements for each service are written differently in the first portion by different departments while the concluding and grading part is common in all.

Besides these three categories there is a final grading which is done by the respective reviewing Officers into 'outstanding', 'very good', 'good', 'average' and 'poor' and this is the main and final evaluation.

Promotion Reports should be prepared completely on the basis of direct personal observations. The way of writing the report is unsatisfactory everywhere. The Government has made many suggestions for making these reports objective and fair but none could tackle the problem at its root. The result is that a large number of promotions are made on the basis of seniority instead of merit.

The Reporting Officers have to face many difficulties. They are afraid to give bad remarks to any officer. Sometimes Ministers misuse and misappropriate powers in this regard. They send for the evaluation reports of particular Civil Servants, and even insert their own entries in them. Then there are many officers who do not come into contact with

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senior officers. Hence it is very difficult to write affair
and objective report about them. Further, the reports are
written in a very short period the present practice is to
write them all in the last week or fortnight every year.
Finally difficulty has been encountered in comparing the report
and the grading given to different officers at the same level
by different superiors.

On the basis of a study of forms of a number of offi-
cers in India as well as abroad, and also of business execu-
tives in private sector units - for example, the Tatas, Hindus-
tan Lever etc., some suggestions were made. The form should
be reduced to the graphic type as it is in practice in Canada
and U.S.A. The answers to set questions would ensure a great
deal of uniformity in reporting. At the same time, instead
of giving long answers tick marking or checking in the box type
column provided, would save a lot of time of the reporting
officer, he will only put the and x marks in the relevant
places in the form.

One important suggestion has been made by the Adminis-
trative Reforms Commission for improving the reporting system.
Mr. K.Hanumanthiya the Chairman criticized the procedure of
writing "Confidential reports" of Government Servants. The

1. The Study Team on Promotion Policies, Conduct Rules, Dis-
cipline and Morale, op.cit., Chapter 7, para 12, sub-para
21; for a model Performance Evaluation Report suggested by
the Study Team See Annexure IX, pp. 429-444.
2. The Hindustan Times, April, 19, 1969.
Administrative Reforms Commission has recommended that the "performance report" should be introduced in place of the "Confidential report." Under this system, every Government servant will be given an opportunity to give a resume of his performance during the year and get his merits properly assessed for the purposes of promotion. The officer will fill up two parts (a) and (b) and give his own self-appraisal in the latter one. The report will include the nature of his work, experience, and efforts within or outside the scope of his official duties. This method would enable the officer to bring his claims on record for the consideration of the Reporting and Reviewing Officers. Again it will help the Reviewing Officer in making more positive judgment by comparing the Officer's remarks and remarks of the Reporting officer. The Reporting Officer will be authorised to scrutinize and comment upon the claims made by an officer so that there is no fear for superlative remarks given by an officer.

Trial on the Job: One of the best ways of determining a person's fitness for promotion is to give him an opportunity to act in the new post for temporary period and supervise him in terms of his ability to perform the particular work. No test can be useful in measuring fitness for any position to the same degree as an actual trial on the job.

Although the opportunity for this test is very rare and it cannot be adopted in all the cases, it is possible in most organisations, particularly, in the higher rungs of the service. It helps in making a relatively objective analysis of those candidates who have to work in the more responsible posts. But if the employee is conscious about his promotion/prospects during the assignment, his morale may be adversely affected if such advancement is not forthcoming.

SPECIAL COMPETITIVE EXAMINATION FOR PROMOTION

The Second Pay Commission recommended introduction of a scheme of promotion by special competitive examination, which could provide to the class II and class III services Officers an additional opportunity to enter class I Service to which recruitment is generally held by a competitive examination. This system will be beneficial to those persons who had failed to get into a higher service, and who may have become competent to discharge duties related to that service after developing mental and physical qualities the course of years he had been in service.¹

According to this scheme a proportion, say about 10% of the service vacancies, may be separated out as for being filled by another examination conducted by the Union Public

Service Commission. The age limits for the examination would be between 24 and 30 years and five years experience would be necessary for eligibility. Only those candidates who are nominated by their respective Departments would be allowed to take the examination. Departmental nomination would depend not only upon good work and good conduct but also upon exceptional promise. A University degree would not be essential. The examination will be open to central Government employees as well as to those who are working under the State Governments public corporations, or other undertakings in the public sectors.

The Commission realised that this method will be helpful in attracting talents to class II and class III Services and would also serve as an incentive for better and more devoted work by the employees. The practice was prevalent till 1962 and its revival is necessary. The study Team on Promotion Policies has given suggestion on the same pattern. The suggestion lays down that 10% quota of direct recruitment (which is generally 50% of the entire vacancies) should be allotted to candidates already in service in lower grades, irrespective of the department in which they might be working and the age limit should be upto 35 years. The Candidates can

take only two chances. This special competitive examination may be handled by the U.P.S.C. at the Centre. A somewhat similar practice is followed in the Madras State.

EXCHANGE OF PERSONNEL BETWEEN PRIVATE SECTOR AND QUASI GOVERNMENT INSTITUTIONS AND GOVERNMENT ESTABLISHMENTS.

It is desirable to implement a system of exchange of personnel between the private sector and the Government. Civil Servants should be assigned to posts in private industrial or commercial houses for a temporary period, on a selective basis. This will enable the civil servant to obtain certain managerial skills which cannot be gained in the Departments and Organisation under the Government or even in the public sector units. Similarly, Government should give training to suitable employees from the private sector for short periods in certain departments. The need for this type of exchange of experience was realised during the conflict with China. Further this deputations of employees would bring the Government and the private sector in harmony. During the period of deputation employees should draw their salary etc. from the parent organisation.

On the same pattern officers should be drawn into Government service from the Universities or Private or research bodies.

etc., for temporary period in order to involve the best available talents and thus widen the horizon of middle management and top-level personnel.

In reality, however, generally posts are not filled on the basis of deputation except in the Secretariat. Even in the Secretariat in respect of the posts upto the level of Under Secretary in the Central Government and of Deputy Secretary in the State Governments it is not necessary to fill these posts by deputation except for training purposes and for periods ranging from six to twelve months. Exceptional posts are those for which technical or specialised knowledge is needed and the persons available from within the department are not so qualified. Posts in purely temporary organisations, however, may be filled on the basis of deputation.

There are no fixed rules and regulations for deputation policy. Departments follow their own rules. Even in the same department deputation policy may change with the change in the personnel at the helm of affairs. Percentage for the selection by deputation is not fixed and generally deputation posts carry higher pay.

There is need for a uniform deputation policy, applicable to all Services and grades. This policy will include specifications relating to percentage, quotas, periods, areas etc. The Central personnel agency may take initiative in this
matter and lay down principles which the State Government should also follow. Under this policy all the services should be provided equal deputation opportunities.

TRAINING

It is necessary to devise training programmes for those who are promoted to new positions. The training should be given on-the-job or off-the-job in a separate class relating to the nature of work. To meet the changing conditions of work, refresher course are also necessary for those who are in service.

CENTRAL PERSONNEL BOARD FOR A PLANNED SYSTEM OF CAREER DEVELOPMENT AND TRAINING

It is desirable that there should be a Central Personnel Board to coordinate the developments of different Services. The Board will be assigned the work of reviewing the Annual Assessment Reports of officers at the level of Deputy Secretary or Junior Administrative Grade and above. It will also take charge of locating talent in the various services and will plan for further education and training of these and other officers. The Board will enable the Government to discover and appoint the persons most suitable for different posts and to give them wider experience.
TRANSFER AND REASSIGNMENT FOR EMPLOYEE'S DEVELOPMENT

Promotion means "an increase in compensation and new duties involving increased responsibilities." A transfer on the other hand, involves the movement of the employee to another position of the same class in another organisation unit. It does not effect the duties, but it is a change from the jurisdiction of one executive to that of another. In short, assignment or reassignment implies a change of work and not increasing responsibilities in the same office.

In India transfers take place in two ways - firstly within the Central Government and secondly between the Centre and the States. Transfers in All India Services occur between Centre and the State. Twenty per cent of the State Officers are brought to the Centre on a tenure basis which is generally three to five years. Officers of the All India Service are placed at Central Secretariat or equivalent posts in the context of their previous posts. These promotions fall under the jurisdiction of Central Establishment Officer or Cabinet's Promotion Committee.

The other form of transfers take place within the Central Government such transfers are across the departmental

lines and are more prevalent in the non-technical services. Members of the Central services are transferred to the Central Secretariat on a tenure basis. The purpose of these transfers is to provide varied administrative experience to the Central Civil Servants and to make better use of their talents by employing them wherever they are needed most.¹

Transfers may occur either due to organisational demands or individual misplacements. In the first instance transfer is a reassignment of duties on account of better adjustment of personnel to work load. Another type of transfer is related with adjustment placement for original placement are not always right. Sometimes workers attitudes undergo change and they do not find themselves well adjusted to given work. Efficiency of the administration therefore, requires placement as a continuous process.

There is distinction between intra-departmental and interdepartmental transfers. Former type of transfers may be made with the approval of two divisional heads and do not require Central Personnel Agency's Consultation while interdepartmental transfer may take place only after approval from the heads of the departments and the Personnel Agency. A

¹. Ibid., p. 136.
person may not be transferred until he has been in the service for a fixed period.

Periodic shifts in jobs ensure better perspective and understanding of the job and governmental operations. It reduces the number of lay-offs and dismissals. Further the transfer works as a tool to foster the training and development of employees.

Unfortunately in India adequate attention is not paid to the attitudes of individuals for a group of allied functions and transfers are made too frequently. The result is waste of training and experience. The specialist and technical services need considerable background, knowledge, and familiarity with the job but often the different officers who men these jobs for brief durations because of frequent transfers take opposing attitudes towards specific programmes and thus waste the resources and programme effort. More over, quick transfers may be feasible only if the nature of the administrative work is of the nature that requires generalist type of personnel. If the jobs are of specialised nature such frequent transfers would become difficult.

The requirements of good placement presume that more attention is paid to the process of transfer. A special transfer file should be maintained in each department regarding transfer possibilities. The whims and caprices of the heads
and their personal likes or dislikes should not be the basis of transfers as is generally reported to be the case in a backward administrative system where the back log of colonial or feudal traditions linger on even after independence.

Recruitment in an organisation from the present staff is a crucial and important problem of personnel administration. In this area no system can be successful without goodwill of and cooperation among all selecting officers. It is essential to provide promotion opportunity and fair chance to all current employees and to assure that the positions would be filled only by the best available persons.

Service associations are interested in stressing the small issues, rather than taking a long-turn view of the situation. They give more attention to small increments and promotions without looking forward to better prospects like selection to higher posts etc.

Promotion needs to be made by some appropriately designed competitive process which would test the candidates managerial and development potentiality as well as take note of his past experience on the job. In India, as in other countries, reliance is laid on the efficiency records or annual report form. There is no suitable process which can measure certain requisite skills and qualities of a person. Therefore promotions are
generally made on the basis of seniority instead of purely merit considerations. Further, the principle of promotion by seniority also avoids friction and competition among the employees and to some extent secures goodwill. Hence seniority in actual practice constitutes the determining factor in promotion which to a considerable extent, is the cause of lower standard of performance in our administration.

Therefore, a desirable personnel system should provide for competitiveness throughout a civil servant's career. The value of this for managing higher administrative positions is even greater. Promotions should not solely depend on ascribed status or seniority or belonging to a particular service but should be primarily depend on professional status acquired as a result of proven competence, supplemented by performance during training programmes aimed at talent development. The system of annual reports on performance should be examined thoroughly in order to facilities assessment of performance, appraisal of abilities and identification of potential for promotion. The objective annual reports prepared on this basis will provide a strong management tool for promotions, for designing programmes for training and further education, and for career development.

The personnel needs are not determined in advance. Transfers take place in the midst of a programme in process which surely affects its implementation. To enable the promotion system to ensure a continuous supply of expert manpower a planned career development system should be built up as quickly as possible. Further there is complaint that Departmental Promotions Committees often delay the disposal of cases. It is due to the lack of duly drawn up recruitment rules. The Committees could function much more efficiently and swiftly if recruitment rules exist for all services and posts.

The promotional area should be extended to all those within the service who carry at least the prescribed minimum qualifications for the position to be filled. The adoption of such a policy would help in eliminating blind alley jobs, strengthening the morale and producing that fluidity of personnel which is essential for a career service. But as far as possible, the system of promotion should be based on merit and semi-automatic processes rather than on the subjective assessment or the whims and caprices of the authority vested with this power. There is always a tendency in the power-obsessed persons to misuse the authority or to favour or disfavour certain persons due his proximity or remoteness to the promoting agency. If the personal element is the determinant factor and
even it functions equitably there would always be the tendency to criticise the promoting authority on grounds of personal likes and dislikes. It is an often quoted dictum of jurisprudence that justice should not only be done but also appear to have been done.

Allegations of dishonesty, corruption and favouritism in India are too numerous to be quoted here. It is mainly because promotions in a large number of services, particularly working in field establishments, are so much dependent upon the free discretion and sweet will of the superior officers that the scope of illegal gratification is quite substantial. An automatic or semi automatic process of promotion will minimise both the chances of injustice and the possibilities of false allegations. This will lead to a sort of confidence and contentment among the service. It will tend to provide increased incentive to the services and make the administrator more efficient. The recruitment policy should, on the whole be conditioned in such a way that promotions which amount to recruitment from within, at least for the purposes of managerial and policy formulating levels. 'Recruitment from within' is as important as 'recruitment from without.' This vertical mobility of the incumbents should be well guarded against unguided action. The whole system of personnel depends largely on the proper tackling of these processes, otherwise general discontentment would prevail and vitiate the sound functioning of the administration as a whole. Orientation courses may be related to the promotion
system so that any shortcomings or lucunae left over may be
eliminated by proper and requisite 'on the job' training or
refreshers' courses.
CONCLUSION

It has been observed in the foregoing pages that the most important part of administration is that which deals with the human element. That part of the administration is related to the people and their behaviour personnel and its organisation working at various levels of administration, has been characterised as personnel administration. Personnel administration has a pivotal and important place in both the science as well as the art of Public Administration. It deals with the problems of education, mental equipment, recruitment system of the employees, classification and organisation of positions (including promotions and transfers from one service to another, i.e. the vertical and horizontal mobility; of the separation of employees from the organisation by retirement, dismissals or resignation; the training of employees, their salaries and wages and the problems of their health and welfare. Without proper development and study of these problems no administrative structure can be based on firm foundations. Blueprints and organisation charts are meaningless unless they are infused with life by trained and skilled administrators, equipped with the knowledge and efficiency, to translate programmes and policies into activities, with a view to realising them speedily.

The problem of personnel administration is the most ticklish and complicated problems of administration. It is
a problem of Problems. It is important mainly from three view points. Firstly, the standpoint of the government which is the recruiting agency and whose sole purpose is to have the most suitable and efficient persons on its services. It has to keep an eye on its own interest so far as the recruitment of services is concerned (which is the last analysis the interest of the people) and that can be secured only by procuring the best possible talents with the least possible expense. Secondly, from the view point of the persons to be recruited. If there is free choice everyone should think in terms of getting the best possible service on the most agreeable terms. Justice in recruitment and giving every man his due is the most desirable and democratic practice from the employees point of view. Since the government is the largest employer, a big section of the vocal and sensitive people are affected by the process of employment. Thirdly, from the point of view of citizens in general, who are the ultimate beneficiaries, if the personnel is competent, and immediate losers if it is not of the requisite standard. Moreover it is the people in general who constitute the recruitment base and if the system is judicious and equitable they remain confident and satisfied.

The problem of personnel administration is considerably different in the under-developed and poor countries in comparison to those which are considered, economically, socially and
technologically advanced countries. Limitations of the means of improvements in backward countries makes problem more acute and complex. As a result of it, the role of public officials who function in these countries, leaves much to be desired. It constitutes a vicious circle where the latent, many-sided and all pervading backwardness retards the growth of a good personnel system and the absence of a good personnel system causes delay in the development of the country. This backwardness is the accumulated effect of habits, customs, traditions, culture and the failure to distinguish the demands of the ancient world from the urges and challenges of a modern life. Sociological and moral factors go a long way in shaping the future of personnel operation in this country.

The countries of Asia and Africa which have recently won independence are facing special complications whose origins can be traced to the colonial rule. The type of services that the colonial rule required were of a different type. Their main function was the maintenance of law and order and collection of revenues and taxes. This could not fit in a developmental administration. Moreover the withdrawal of a large number of experienced administrators due to partition and independence depleted positions in the administration. The new recruits could not fill the gap as most of them were hastily trained and appointed in a hurried manner through spoils and patronage. The morale and efficiency of the public services
were sharply deteriorating at a time when the country was facing new problems and on account of newly won independence, huge exodus of refugees to India and developmental activities adopted in the wake of independence. The philosophy of government had changed. The compulsions of a democratic society with a new socio-economic outlook demanded a completely re-oriented personnel. Patriotism and not bossism, responsiveness and not authoritarianism, efficiency and not paternalism were the new demands. It was difficult to change the service traditions, in which our old bureaucracy was steeped overnight. This was a long and hazardous journey but our policy-makers and statesman ushered in the era of change. It was the beginning of a collossal task, and with all the limitations of our social life it was very difficult to attain in a couple of decades. The progress has been slow, even slower than expected.

Some of newly independent nations solved this problem by retaining expatriate administrators at the highest posts. But even they interposed barriers to progress in development administration. The Indian civil servants were able, experienced and patriotic but they were trained for a particular type of functions like law and order and revenue collection. They were very efficient executors of the imperialistic policies. They could not adjust themselves with development perspective so quickly at the fag end of their careers and were
not conscious about the specialised skills essential for development. At the same time they grew the feeling of aloofness, superiority and paternalism which characterized the 
1 Indian Civil Service under the British Raj. Such tradition-rooted bureaucracies had to undergo a change in order to meet the new duties and responsibilities, and inspite of the will to change the capacity to change was limited.

When the East India Company came to India, the administrators were mostly military men who had no responsibility towards society and who consolidated the vast territory that came under their rule through the might of arms. Although some administrators like Col. Munro in Madras and Andhra and the Lawrence Brothers in Punjab can be quoted as examples of outstanding administrators, there was no feeling of social responsibility, but only a minor conviction to do what they thought was right.2

With the Mutiny of 1857 and when the crown came in power with the administrative authority in India, the gulf between rulers and ruled became more pronounced. There was hardly any

sense of responsibility. The maintenance of passive peace was the main function of the British officials because in it lay the prospects of prosperity in their homeland since it insured the continuous and undisturbed flow of cheap raw material and cheap labour to keep their factories running.

With the increasing Indianization of Indian Civil Service the Indian members could not remain aloof as their British counterparts did. They were influenced by the attitudes and modes of thoughts of the society to which they belonged. There was a greater sense of involvement. The appointment of ministers to welfare departments brought a new consciousness of the needs of the public at the highest level. This created a new awareness of social responsibility at the decision-making levels of state administration. As the country progressed towards an idea of a welfare state, the functions of the administration increased. Now it was not merely confined to welfare, cooperation community development, economic development and panchayati raj. In such vital fields as industries or agriculture also administration played an important role in the processes and programmes of countries progress. The increasing activities of the administration have posed a completely new set of problems. The objectives are not always clear now (because they are complex) as they used to be before 1920. The maintenance of law and order and collection of
revenue were also not easy tasks but they had clear cut administrative perspective. The present day administrative seems to have been so much devoted to other activities that they appear to have ignored law and order altogether.

Inspite of the fast changing circumstances our personnel or public service system is working somewhat on the lines of the British Civil Service. After Independence no major changes came in the personnel structure and procedures and methods of recruitment, promotion, training etc. In the context of new tasks which government has created, many far-reaching-changes are necessary in the personnel structure and procedures. There is need of scientific and quantitative methods of administration. Mrs. Indira Gandhi once said, "What India needed was revolution in the administrative system, without which no enduring change could be brought about in field."

The present system of classification is causing considerable confusion. Various grades of services create a large number of pay scales and consequently causing a great deal of overlapping in the personnel administration. Although on the recommendations of the Second Pay Commission a single standard

of scale for class II is now accepted, the services in class
III and IV of public employment have not received proper atten-
tion. Lower services are mistakenly considered less important
and therefore all attention is monopolised by the higher ser-
vices.

The Administrative Reforms Commission has suggested in
respect of Class I posts that all the class I posts should be
assigned to hpm common pay scales. These were grades or pay
scales may be divided into three levels as junior, middle and
senior. Further class III personnel may have 9 or 13 grades and
class IV may have one common grade for all types of personnel.
As far as class IV employees are concerned the commission does
not seem to have examined this problem with the care it deserved.
There are nearly 50 per cent of the government employees who
constitute the class IV services. The Commission's suggestion,
i.e. one grade for all, is not practicable because the personnel,
performing different kinds of jobs such as technical, non-techni-
cal and field works, can not be placed on equal footing otherwise
there will be dissatisfaction and heartburning.

Some have criticised the classification system as it
creates of casteism among public servants. The Second Pay
Commission had similar attitudes about it. In fact classifica-
tion system is essential for programmatic values of any adminis-
tration. It is one of the bases of recruitment, promotion, pay

1. Public Services, Estimate Committee (1965-66) Ninety Third
Report, (Third Lok Sabha), Ministry of Home Affairs, Lok
Sabha Secretariat, New Delhi.
2. Report on Personnel Administration, Administrative Reforms
Commission, op.cit., p. 36.
policy etc. However, it should be a comprehensive position classification and should not be so proliferated and numerous as to be become uncontrollable.

The Union Public Service Commission is the Central Recruiting Agency. For the State Public Services there are state Public Service Commissions in each state separately or for two or more states jointly. The Public Service Commissions cover only two per cent of the highest services, rest are filled by Departmental Recruiting Agencies through the help of employment exchanges. No uniform policy can therefore be devised for their recruitment.

The Commissions have firmly established theoretically at lease, the merit system for recruitment and selection of personnel. The system, with its limitation is working properly. However there are reportedly several complaints about delays intervening between placing of the requisitions and the final appointment. This is mainly due to inadequate advance planning of recruitment. The Central Personnel Agency should initiate in advance studies to analyse job contents at all levels of public employment with a view to determine their qualification, responsibilities, predominantly functional or administrative character, and the need for allocating them to service struc-

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Further the Departmental Recruiting Agencies have not been kept under the supervision of the Public Service Commission in their duties of recruitment. It is required that the Public Service Commission should have local branches for recruiting these subordinate posts in order to ensure centralisation and integration in the recruitment of the personnel.  

Recruitment is the basic problem of personnel administration. In India recruitment and selection are made through the combined competitive examination conducted by the Public Service Commissions. The criteria of recruitment is based mainly upon merit and ensures impartiality. Thus the system is capable to draw first rate talents in the services compared not only to other developing nations but also with the advanced nations of the west. [The complement that Appleby paid when he commended the Indian Government apparatus as being one of the six best in the world was not totally unmerited. But to compare ourselves to the most backward of the systems and have a sense of pride born of superiority complex creates a feeling of self-complacency which is not a good symptom and is likely to keep us stagnant and pedantic. This happens to be our chief drawback in many walks of life Public and private.


It has already been suggested that the main problem with the staffing is lack of adequate advance personnel planning and lack of close and centralised check on the creation of new posts and services and their continuance thereafter. This can be done by introducing a research section in each of the departments whose findings should be considered by the government periodically. The suggestions of these research sections would help in knowing the weaknesses, and devising ways and means of removing them. Pleading for adequate personnel planning the Administrative Reforms Commission says that, in its absence there will be violent fluctuations in the rate of recruitment, with adverse effects on the quality of recruits and cadre management. There was a 19 per cent growth in Central Government's Class I services between 1960 and 1965. It was "unwarranted" and could have been avoided. Regarding other services also, no longer-term reviews have at all been made and recruitment seems to have proceeded in an unplanned manner. With the result that there is "appoplexy at the Centre and anemia at the peripheries."

Another main problem is the lack of sufficient support personnel or middle level personnel. India has a low level literacy but even then higher positions are filled from among

the ablest of the University graduates. They have all facilities to advance their skills by going abroad and mid-career education and periodical training. On the other hand, most of the support personnel have no such well-founded background. It is the root of many weaknesses in the administrative process. High level officials have to carry out those functions which should be done by their subordinates and thus create excessive centralisation of authority and control.\footnote{1} The excessive burden on the higher services and the assignment of routine work middling links makes some sectors of government cluttered up with unbearable load of work while others are wasting away their time in putting up routine notes or picking procedural holes. A note written at a lower level assumes added sanctity as it travels upwards and the higher official feels contented and relieved if the law regarding procedure has been scrupulously and religiously followed by his subordinates.

The contents of the examination for the higher services have remained practically unchanged for the last 20 years. The examining procedures give emphasis on assessment of academic knowledge in most of the cases and do not pay enough attention to the human and personal qualities which have been greater importance for government service such as honesty, spirit of

\footnote{1} Jay B. Westcott, Governmental Organisation and Methods in Developing Countries, \textit{op.cit.}, pp. 45-47.
service, character and leadership, traits, emotional involvement and a sense of commitment and dedication.\(^7\) Paul H. Appleby pointed out in his report on 'Public Administration in India', that "examining and appraising techniques are far from modern. Selection tends to be by one type of person, which naturally perpetuates its own type. Selection is too much in terms of academic records and appraisals by experienced and academic examiners, too little on terms of many other considerations highly important in public administration." In this matter the personality tests of latest type can play an important role in the selection for public services.

The modern technical and scientific revolution and the social urges for freedom and equality have increased and changed the working of government into a highly intricate and specialised affair. Today a civil servant requires to be more adaptive, more professional and more specialised in his ability and knowledge. It demands a systematic process of recruitment and location of talents in the various services. The Administrative Reforms Commission suggested that higher positions should not be reserved for generalist only, they should be thrown open to scientists, engineers, economists, and men with specialised experience in business and industry.\(^2\)


The Fulton Committee which was constituted for reforms in the British Civil Services under the Chairmanship of Lord Fulton, also recognised this fact and indicated that greater professionalism necessarily calls for a higher degree of career specialisation. But at the same time, the Administration Reforms Commission says, that the 'generalist' is not wholly redundant or superfluous. The 'generalist' has also his place and his talent should be used in the larger interests of the common good. 

This remark of the Administrative Reforms Commission leads us as neither here nor there. It is in the form of an advice which our elders traditionally do in order to make us realise our mistakes but which is devoid of all purpose and content. The Commission should have pointed out the specific categories where the 'generalist' is preferable to the 'specialist' and vice-versa. This suggestion suffers from vagueness and ambiguity. "What is happening now in India, at any rate, is the reverse process of the general administrator moving into specialised fields of different types, whether it is the management of an industrial plant or of an agricultural department or of a multi-purpose hydro-electric project without having to acquire any knowledge of their special problems or needs."

2. The Times of India, 7th Feb., 1969.
The need of the hour is, therefore, to provide equal status and opportunity to generalist and specialist in the higher echelons of service and place them in proper jobs. The public service demands wider range of skills at all levels of the administration for which generalist and specialist both are essential. If specialists are involved in the services, they should be given opportunity of rising to the highest ranks. Some doctors, teachers and engineers have risen to the top administrative posts in the past, but it must be a rule, not an exception.

Difficulties also arise due to non-utilisation and mismanagement of manpower resources. Most of the manpower planners pay little attention to the manpower requirements and availabilities and depend upon poor data. Some other developing countries have made efforts to utilise unused labour and some of its surplus for the rural population. A better redistribution of manpower resources is necessary for improvement in selection and recruitment. Much of the problem arises due to mismanagement of personnel which ..... leads to marked idleness and dilution of efficiency, ..... since a table piled with files may well seem to be the best insurance against loss of employment. 1

The fault for lower standard of administrative talents does not always lie with recruitment procedures. Some other considerations are there in its background. One of them is that the posts are reserved for backward communities. The system has several disadvantages. Firstly, there is no satisfactory basis of assessment of their backwardness. Consequently often non-deserving persons take advantages of being backward. Secondly it creates caste and communal consciousness amongst all the communities. Therefore the Administrative Reforms Committee suggested that the benefit of the reservation for backward classes should be given only to those individuals who fall below a prescribed economic level. But economic level differs from individual to individual and from community to community. Moreover, it may also happen that those who are economically advanced may be academically and socially backward. If this criterion is made the basis, Muslims as a community will be entitled to preferential treatment owing to their economic and academic backwardness. If in case reservations are made community wise, a lack of national outlook would result in fissiparous and centrifugal tendencies. Efficiency will be the ultimate sufferer making the administration sluggish and reactionary.

As regards promotional system there are insufficient promotion prospects for the lower-level employees. As far as higher-level officers are concerned, they are carefully offered promotional opportunities throughout their careers, but in the classes II and III, promotions are rare and based more on seniority than on merit and nature of performance. It is therefore necessary to provide more opportunities of promotion to the lower employees so they are encouraged to work hard and distinguish themselves in various fields in the hope of climbing higher and higher as opportunities offer themselves.

All jobs, whether they are of higher or lower grades, demand an element of skill and if they are to be performed with maximum efficiency, such skills have to be methodically and systematically cultivated. In this connection training has great importance. The need of a specialist at higher level makes training more important. It is training which will equip the personnel with skill, technical as well as managerial, required to meet the demands of changing patterns of society. Since independence many training programmes have been organised for all types of jobs. These programmes are being strengthened in a number of States and now include the rural developmental work. But keeping in view the urgency of the problem, diversity of interests, vastness and variety of the country and the need of the hour, the training programmes are inadequate both in quantity and quality. There is need to pay greater attention
to the methods of training for which continuous exchange of information between States and the Centre as well as between states *inter se* is necessary.

The function of the training institutions is to provide a broad general background but the training courses are more in favour of the classics and humanities. Since the administrator has to solve many of the problems which are basically technological, more thorough grounding in sciences and scientific methodology is necessary. Further one cannot develop competence by just receiving training at the commencement of career. It must continue by participation in discussion, seminar, refresher courses etc. Again one necessitates a great deal of reading in and around one's field of "specialisation." Even the generalists require to be the specialists in public administration with a greater knowledge of 'generalism' as they move up the ladder of responsibilities into the field of management. An awareness of the fast changing situations and the know-how to tackle them is of utmost importance. It would be much more useful if inter-disciplinary courses are devised and the services are given adequate knowledge pertaining to these courses.

Although training is provided in all the services, there is more need to make training practical and job oriented and need based. Civil servants should be kept in touch with new
techniques of administration and planning. For this purpose the number and variety of refresher courses should be increased. Proper attention should be paid to remove the deficiency of individual candidate arising out of their ignorance about the subjects that he did not study in the universities and colleges. A research centre for case study should be created in every state and department. In the event of the failure of the government machinery in respect of law and order or their failure to achieve the objectives which the developmental requirements have earmarked for them, the issue should be studied administratively and not only politically. Such studies will enable us to find out the real factors responsible for mistakes or inadequacy of our administrative machinery, and give us guide-lines for the future. The practice is so far is to start a process of political mud-flinging and fault finding instead of cool and judicious fact-finding to serve as guide for future.

Pay scales and satisfactory service conditions effect recruitment system and public service productivity in several ways. These matters assist in attracting the suitable candidates towards services. The pay-scales have posed serious problems in India. There is wide gap between lower and higher salaries of government servants. Moreover the sky rocketting prices have made the pay scale unrealistic and are causing
Mr. Hanumanthaiya, Chairman of the Administrative Reforms Commission, said that this differences is much wider in India than the other countries. He observed that "in the case of white-collar central Government servants, the ratio of remuneration of the lowest to the highest paid employees to day is 1:15. On the other hand this ratio is 1:7 in the Federal Civil Service in the U.S.A. and 1:11 in the United Kingdom."

Further there are variations in pay scales for jobs of similar and comparable duties and responsibilities both at the Centre and in the states. This is one of the major factors which encourages dissatisfaction agitation, inter-service tension, indifferent attitude towards service's unsatisfactory performance, frustration and low morale of the employees. There is need to rationalise the pay-structure and to provide equal pay for equal work for both the central and state Governments' employees, and there should be some kind of relationship between the lowest and highest paid services. The increasing activities of the Central Government demand a large number of personnel belonging to the Central Government and to the state Governments to work side by side. Therefore it has no meaning whether the job is under the Central Government or the State

Government, the same salary must be given to both the jobs. Under the scheme the Administrative Reforms Commission recommended that there should be no cadre system and each efficient and suitable person should be given the opportunity to rise to the position of a Chief Secretary. This suggestion is, perhaps, made in haste, without considering the pros and cons of such a change. It will discourage the infusion of fresh blood and lay a premium on length of service, the disadvantages of which have already been discussed in detail. Moreover the expectations will rise to an unrealisable extent and make services more dissatisfied even if these expectations are not fulfilled due to their own deficiencies.

At present the shortage of efficient personnel technical as well as non-technical, at all levels, is becoming chronic. There is a shift towards the private sectors. Unattractive and unsuitable payscale is one of its reasons. In this connection two suggestions have been made:

1. A national pay policy should be evolved on the lines of the recommendations of the Patil Study Team which brings down the emoluments in the private sector to comparable levels with public employment.

2. The pay scales in Government may be raised to the extent to continue to draw talents in a highly competitive
market.

Both these suggestions are impractical. In a free service market no such restrictions can be imposed on the private sector. It is undemocratic and incentive-killing. Moreover, how can the salaries be fixed without fixing the prices. Reducing the pay scales in the Private Sector or increasing the pay scales in the public sector depend on the overall financial position of the government and the economic condition of the country. Such an action would be arbitrary and unpopular. It should also be noted that agreeability of the job does not always depend upon mere monetary remuneration. There are other compensatory factors, which the incumbent takes into account before joining the service.

Service conditions such as safety, health and activities, proper working hours and leaves, retirement benefits and residential facilities are showing encouraging signs, but even in this regard, private sectors have devoted more attention and offer a better deal. This is due to inadequate legislation. However, working hours and leaves are more favourable in public services in comparison to private employment. As far as retirement system is concerned there should be no hard and fast rule about retirement age, if there is any complaint of corruption.

or dereliction of duty against an officer and if it is proved after judicial investigation, the officer must be immediately punished by prematurely retiring him from service and should not wait until he has completed 20 years of service. The Public Service benefits increase morale, worker's enthusiasm and thus exercise a positive influence on work motivation. These benefits should therefore be paid adequate attention.

One thing that attracted the talented youngman to the service was the power and prestige that it carried. The inception of democracy and the much too frequent and mostly uncalled for interference by petty minded and self seeking politicians has damaged that prestige and therefore the attractiveness of these jobs. That prestige should be rehabilitated through legislation or political convention. No authority worth the name can evoke awe and respect if its prestige is not scrupulously guarded. Too much bossism should be discouraged but too much demigration of the civil authorities is also not conducive to efficient administration.

Both in relationships outside the service and within administration the role of the modern government servant is of basic importance. Hence, conduct and morality related with them are of vital concern to the nation. Morality and behaviour of the administration effect various problems like recruitment, training, promotion retirement etc. The Government has established many rules and regulations regarding civil service
conduct so that the efficiency and effectiveness of the management can be maintained. These rules are quite satisfactory and cover almost every aspect of civil servants conduct. Under these regulations several restrictions have been imposed on political activities of employees. These regulations, however, should be imposed only on those activities which directly or indirectly affect the administration. Further more, high morale of the civil servants is also necessary for good performance, so that they may have confidence discipline and adventurous spirit. This can be restored by ending uncertainty created by the unmerited and much too frequent and frivolous criticism of party bosses.

No doubt some improvements are necessary in the public service structure and procedures but public servants enthusiasm and loyalty for work are also an important factor. Administrator still somewhat inclined to remain adhering to the traditional ways when aloofness and social irresponsibility were the characteristic features of the service. It has become difficult to day for an ordinary citizen to reach a responsible official with any request. Even if one becomes successful in it, he is not dealt with generally in a courteous manner. Discourtesy and rudeness still prevail in services. This is, perhaps, because of the false sense of power which leads to arrogance. Some form of positive check is required to prevent the exercise
of this power from becoming arbitrary. This problem has to receive greater attention. The Mathur Committee has suggested to appoint an Ombudsman for Rajasthan and Santhnam Committee recommended a Central Vigilance Commission for citizens grievances. Recently the Administrative Reforms Commission recommended to appoint Lokpal or Lokayukta. The Government has accepted its advice with a change that his field of control would in the first instance be limited to central government employees only. The aim of these changes is the democratization of public administration and to bring about improvements in administrative operations, which are sullied and tarnished due to widespread corruption. It is a common experience that the machinery of the administration moves faster if it is greased by illegal gratification which is rampant at every level.

One important factor that should actively and urgently engage the attention of the reformers in the field of personnel administration is the unhealthy role of the politicians vis-a-vis public administration. Too much and too frequent political interference on the slightest pretext keeps the personnel in a state of diffidence. This lack of self-confidence generated in the public personnel by the propaganda let loose by the press and platform creates confusion, and it becomes impossible to locate the guilt on the relevant sector of administration or the persons involved in it. If there is any charge against an
official, he must be called upon to explain by his superior officer and not by the politicians. The public and the politician both should learn to distinguish between these two separate fields i.e. politics and administration as one is motivated by efficiency and the other by ideology. But what happens actually/is that when an official is suspected of any misdeemeanour the public, the press and the politician all immediately turn against him and thus, a large number of issues are thrown up by controversy and get mixed up and confused. No administrative system is 'fool proof' and if there are economic shortfalls due to the incompetence, indifference or dishonesty of administration, responsibility should be located, and the guilty should be brought to book. This public criticism raise so much dust and smoke that the real issues are lost in the fog and the administration remain as defective as before. Moreover, the politicians are in no way less corrupt. Sometimes they are in league with corrupt administrators and are prone to criticize and denigrate the honest administrator if he does not dance to their tune, and help them in achieving their vested interest.

The officials have to work under the influence and pressures of the legislators and political workers. When there are serious problems of law and order and the official responsibilities are to be fixed, the whole vision is blurred by the conflicting explanations offered by protagonists and antagonists
of administration. Genuine factors responsible for administrative shortcomings are not discovered and the issue is lost in allegations and counter allegations, charges counter-charges etc. The groundless allegations and unjustified defence on the part of self seeking politicians hankering after votes and keen to protect the image of their own parties, is from the administrative point of view, most dangerous. Pure incompetence and genuine extenuating factors are so mixed up that any attempt to introduce reform or suggest improvement is rendered impossible, keeping the administration as static and irresponsible as ever.

A sound working relationship between political head of a department and the public servants is, of course, essential. But it does not mean that they are courtiers to their political masters. It is the duty of the public servant to give advice freely and frankly on the questions raised by the political head of the department. But once decision making process is over, it is equally his duty to implement decisions honestly and faithfully and the political leaders heading the ministry should not interfere in the day-to-day administration.

India requires many sided institutional, procedural and functional reforms and even though it may not be a permanent reform because reforms can never reach a stage of finality. In this connection Dean Landis remarked, "No single mind and no
groups of minds can in any short period of time grapple with all the complexities of administrative procedure and bring forth a reasonably definitive code. This is a problem which has to be tackled piece by piece and year by year by men who have continuing concern with its ever changing phases."

Loyalty and morality come from higher levels. This is the key area where the sense of social responsibility of the administrator needs to be much realised. Further, for maintaining administrative efficiency some responsibility lies on society also. It can help by desisting from putting undue pressure on them for patronage and nepotism. This would enable them to feel free and perform their duty in a much better way.

However improvements in the effectiveness of development administration ultimately depend on the quality and training of public officials who carry it out and in a social and political environment which influences their performance. "Development takes place where skill is supported by commitment and the human material resources exist to translate dreams into actualities."


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