PREFACE

In a bid to standardize higher education in the country, the University Grants Commission (UGC) has introduced Choice Based Credit System (CBCS) based on five types of courses *viz. core, discipline specific, generic elective, ability and skill enhancement* for graduate students of all programmes at Honours level. This brings in the semester pattern, which finds efficacy in sync with credit system, credit transfer, comprehensive continuous assessments and a graded pattern of evaluation. The objective is to offer learners ample flexibility to choose from a wide gamut of courses, as also to provide them lateral mobility between various educational institutions in the country where they can carry their acquired credits. I am happy to note that the University has been recently accredited by National Assessment and Accreditation Council of India (NAAC) with grade ''A''.

UGC (Open and Distance Learning Programmes and Online Programmes) Regulations, 2020 have mandated compliance with CBCS for UG programmes for all the HEIs in this mode. Welcoming this paradigm shift in higher education, Netaji Subhas Open University (NSOU) has resolved to adopt CBCS from the academic session 2021-22 at the Under Graduate Degree Programme level. The present syllabus, framed in the spirit of syllabi recommended by UGC, lays due stress on all aspects envisaged in the curricular framework of the apex body on higher education. It will be imparted to learners over the six semesters of the Programme.

Self Learning Materials (SLMs) are the mainstay of Student Support Services (SSS) of an Open University. From a logistic point of view, NSOU has embarked upon CBCS presently with SLMs in English / Bengali. Eventually, the English version SLMs will be translated into Bengali too, for the benefit of learners. As always, all of our teaching faculties contributed in this process. In addition to this we have also requisitioned the services of best academics in each domain in preparation of the new SLMs. I am sure they will be of commendable academic support. We look forward to proactive feedback from all stakeholders who will participate in the teaching-learning based on these study materials. It has been a very challenging task well executed, and I congratulate all concerned in the preparation of these SLMs.

I wish the venture a grand success.

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Vice-Chancellor

Netaji Subhas Open University
Under Graduate Degree Programme
Choice Based Credit System (CBCS)
Subject : Honours in Public Administration (HPA)
Personnel Administration
Course Code : CC-PA-09

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Block-I

Introduction

Unit –I: Nature and Scope of Personnel Administration

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1.1 Objective

After going through this unit learners will be able -

- To obtain these objectives, personnel administration is concerned with planning, organizing, directing, coordinating, and controlling the cooperative efforts of individuals within an organization.
- To understand the several features of public personnel administration.
- To discuss the several functions of personnel administration viz. Manpower; planning, recruitment, training, promotion, salary structuring, and employees' welfare;
- To discuss the meaning and importance of public services; scope and functions of public services;
- Explain the concept of personnel administration, and discuss the scope of personnel administration.

1.2 Introduction

It is a fact that 'Personnel Administration' is one of the integral parts of the whole administrative system of a country. The process of personnel administration, therefore, is influenced by the collection of social, economic as well as political forces. It is not a fact denying that administration is a dynamic and continuous process that takes nature according to the demand of time. As a part of general administration, personnel administration also cannot be viewed without considering the changing situation of human society. Personnel administration of a country is one of the most crucial and complex problems of the whole administrative process. It is such an area where the frontier of private or business administration and what is properly known as public administration is. Both are an integral part of society and must reflect its compulsions and aspirations. In other words, personnel administration is the keystone of public administration, mainly concerned with managing and developing resources. It is not an isolated system. It is ultimately connected with the political culture and constitutional system.

Be it public or private, as already mentioned personnel administration is the foundation of any administrative organization. It is the keystone in the sense that the administration is done by the personnel. Ruthnaswamy says – "However necessary and useful organization and machinery may be in administration, the importance of the manning of the administration is greater, for it is the men that work the machine. From the top to the bottom, from the centre to the circumference and in between, it is men that make the machinery of administration work". It constitutes one of the most important elements of 'good administration'. Walter R. Sharp observes - "Good administration is a composite of effective organization, adequate material facilities, and qualified personnel".The effective and efficient functioning of any administrative organization depends upon the quality of personnel carrying out its administration. The policies and programmes of the organization are formulated and implemented by them. The success and the failure of an organization, therefore, rest on the personnel it employed. So, it has been pertinently remarked that the personnel is the ultimate source of administrative competence. Of course, it has to be also remembered that, "a theoretically perfect administrative structure and sound methods of work may be devised, but they will be of little or no avail if those who man the administration are unequal to their work".Because of this aspect, Walter R. Sharp says – "even poorly devised machinery may be made to work if it is manned with well - trained, intelligent, imaginative and devoted staff. On the other hand, the best-planned organization may produce unsatisfactory results if it is operated by mediocre or, disgruntled

people". Despite this fact, it must be conceded that the well-ordered personnel system is the only instrument through which an administrative organization can accomplish the defined and desired goal.

According to H. Finer, "Personnel is the sovereign factor in public administration". In a sense, the importance of personnel in administration cannot be questioned; because it constitutes the 'nervous system' of an organization. Personnel constitutes an important part of the organization. With the necessary skills, aptitude, integrity, and organizing capacity the personnel can build the image of their organizations as effective institutions in the nation-building process. In other words, human beings are a resource to an organization. Like any other material on economic resources, they represent an investment whose development and utilization require managing (i.e., planning, organization, leadership, and evaluation). There is a fundamental truth in the line that people are an organization's most important asset. In every organization, human resources are a pivotal variable without which the unresponsive assets are worthless. Therefore, human resources need to be understood in their proper perspective and utilized effectively to achieve the goals of an organization. This requires that human resources must be administered and administration implies that work should be effectively completed with and through other people. The process of administration is made up of four steps embracing the personnel dimension - getting them, preparing them, activating them, and keeping them. So, today personnel administration is becoming a very complicated and challenging task for those who are entrusted with the successful running of an organization.

Beyond a doubt, personnel administration extremely helps in the nation's building process. Perhaps, considering this aspect of the personnel administration, Dr.Rajendra Prasad said at the ultimate session of the Constituent Assembly: "Whatever the constitution may or may not provide, the welfare of the country will depend upon how the country is administered. That will depend upon the men who administer it …. It requires men of strong character, men of vision, men who will not; sacrifice the interests of the country at large, for the sake of smaller groups, and areas and who rise above the prejudices which are born of these differences".

Despite all this fact, it is observed today that there is a general trend in the organization to emphasize material and financial management to the utter neglect of personnel. The consequence of this is that the process of development takes longer, and sometimes even fails. The main reason for this is that the organizations concerned are not so attentive to the personnel who are the real agents of development and ultimately the beneficiaries of the process of development. Personnel, properly selected and given the job of their choice, produce excellent results otherwise they are a liability to the organization.

1.3 Definition of Personnel Administration:

Popularly a question arises - what is 'Personnel Administration'? Before going to answer this relevant question, one must first have a clear-cut understanding of, the .term 'personnel'. The Oxford Advanced Learner's Dictionary of Current English lays down the meaning of 'personnel' as "staff; persons employed in any work, especially public undertakings and the armed forces". It is defined as "the body of persons employed - both managers as well as who are managed". In a sense, the term personnel means all the members working in an organization.

Therefore the concept of Personnel Administration means the administration of human resources of an organization. It relates to the administration of persons employed in an organization. It is that branch of public administration that can help an organization in the management of personnel resources with the use of well - thought out principles, practices, and rationalized techniques in selecting, retaining, and developing personnel for the fulfillment of organizational objectives systematically and scientifically. It is both the art and science of planning, organizing, implementing, and evaluating the personnel resources in any organization to ensure their best use for the achievement of the objectives, goals, and targets of an organization. To be more specific, let us quote some definitions of authentic writers in this field: According to Glenn Stahl, personnel administration is the totality of concern with the human resources of an organization. It is one of the organization's major linkages with its environment. It applies to the values, ethics, the philosophy of that environment, and it in turn influences the environment. To whatever extent it is true in public service - simply because of its size and its relationship to the whole people.F. A. Nigro also defines personnel administration as "the art of selecting new employees and making use of old ones in such manner that the maximum quality and quantity of output and service are obtained from the working force". According to Ordway Tead, "Personnel Administration is the utilization of its best scientific knowledge of all kinds to the end that an organization as a whole and the corporate purpose and the individual purposes are being reconciled to the fullest possible extent, while the working together of these purposes realises also a genuine social benefit".

Andrew F. Sikula defines "Personnel Administration is concerned basically with manpower on 'people', organizational resource of output". Defining Personnel Administration, Jucious says that it is "That field of management which has to do with planning, organizing, directing and controlling the functions of procuring, developing, maintaining and utilizing a labour force such that :(i) The objectives for which the Company is established are attained economically and effectively;(ii) The objectives of all levels of personnel are served to the highest possible degree;(iii) The objectives of the Community are duly considered and served". According to this definition, the administration is concerned with the

managerial (planning, organizing, directing, and controlling) and operative (procurement, development, maintenance, and utilisations) functions, to attain the organization's goals economically and effectively and meet the individual and social goals".

Prof. Thomas G. Spates has given the following definition: "personnel administration is a code of the way of organizing and treating individuals at work so that they will each get the greatest possible realization of their intrinsic abilities, thus attaining maximum efficiency for themselves and their group, and thereby giving to the enterprise of which they are a part of its optimum results". In this definition, personnel administration has been regarded as a code that deals with the ways of organizing human resources in such a way that their potentialities are best utilized bringing them satisfaction and efficiency in their work and helping the organization in attaining its objectives, with a minimum of cost, in a competitive market.

"It is that branch of management", says Scott and others, "which is responsible, on staff for concentrating on those aspects of operations which are primarily concerned with the relationship of management to employees and employees to employees and with the development of the individual and group. The objectives are to attain maximum individual development, desirable working relationship between employers and employees and employers and employees, and effective moulding of human resources as contrasted with physical resources". This definition puts importance on the staff group personnel activities and on assisting the operational personnel in performing the personnel duties such as maintenance of personal records; selection, transfer, and promotion of employees; and the responsibility of seeing that the company's policies relating to personnel practices and procedures are carried out.

Pigors and Myers define personnel administration thus: "It is a method of developing potentialities of employees so that they get maximum satisfaction out of their work and give their best efforts to the organization".

From the above definitions, it is clear that personnel administration is the art and science of policymaking, planning, decision-making, organizing, directing, controlling, and motivating human resources for securing, maintaining, developing integrating, involving, compensating as well as enriching human environment for the blooming of human skills and capacities in an organization, to secure organization and social objectives as well as employees satisfaction.

Nature of Personnel Administration

Personnel function is crucial in any administrative organization. The organization cannot afford to ignore it. Hence it becomes a basic responsibility of the management, be it in the government or semi or

non-government organizations. The changes in the socio-economic environment affect management. The management environment keeps changing due to the changes that occur in the total socio-economic environment. The political environment also affects the work environment in an organization. Such changes get reflected in personnel administration. These changes can be:

i)   changing mix of the personnel entering government service organization

ii)   changing values of personnel

iii)   increasing expectations of the government from their employees, and

iv)   increasing expectations of the people from the government at different levels.

Thus management is affected by the changes in the social, economic, and political scenario. It has to keep up with these changes. A higher number from schedule castes, tribes, and other economically backward classes are joining the government service. A greater number of people with higher education, more women, and more technically skilled workers are also joining the government service. This has changed the ratios of the working force. With the proliferation of activities under 'development' and 'welfare' programmes, the employees are now expected to be more competent and efficient. People at large expect the administration to be efficient, effective, and sympathetic. People's involvement in administrative activities is increasing. Due to the constant demands on administration, the importance of personnel administration is also changing.

Personnel is required to perform 'line and staff' functions. Activities directly related to the primary objective of an organization are called 'line' functions. The 'staff' functions are those which facilitate and assist the performance of line work. They are like secondary activities and enhance the effectiveness of the line agencies. For example, assistance in processing and supplying the required number of personnel and training and development of personnel are essentially staff functions. An organization cannot function without the assistance of line and staff personnel. At the same time, personnel functions cannot be isolated from the rest of the administrative functions. Personnel functions include both line and staff activities in an organization.

Personnel administration does not always function in a formal organization. No organization can solely run based on formal rules and regulations, it comprises human beings who are structured in an authority and responsibility network to carry out the tasks and activities for the fulfillment of organizational objectives. This formal structure is supplemented, supported, or sometimes obstructed and on occasion taken over by the informal organization. An informal organization grows within the formal organization. It is a natural phenomenon and is based on social and cultural relations among the personnel

of formal groups. Political, economic, and psychological factors also contribute to the growth of the informal organization.

The functions of personnel administration are becoming more complicated day by day. The problems of personnel administration differ from one organization to the other. Big organizations have more tasks to perform, employ more people, and serve varied objectives. The task of personnel administration in such organizations becomes more intricate. As personnel administration deals with human beings all the time, the crucial functions of motivation and morale of employees have to be performed by it. It has to meet the growing needs of the people as well as satisfy the increasing expectations of its employees.

1.4 Scope of personnel Administration:

Personnel administration incorporates all characteristics of the management of persons in an organization. The primary objective of personnel administration is to ensure the effective utilization of human possessions in pursuit of organizational goals. The personnel administration departments should design and establish an effective working relationship in the middle of all the members of an organization through the division of organizational tasks into jobs, defining clearly the responsibility and authority for each job and its relation with other jobs in the organization. Personnel administration necessity tries to stimulate in the middle of the employee's feelings of dedication, attachment, and devotion to the organization. The aim is to establish amiable relations in the middle between the employees and do absent with frictional situations arising out of personal jealousies, rivalries, and prejudices. Personnel administration also has to curb unfavorable practices like favoritism and nepotism in an organization.

Personnel administration has to give attention to several characteristics of management like recruitment, training, promotion, circumstances of service, employee welfare, employer-employee relations, and processes of morale and motivation. It has to develop links with the instant, intermediate, and external environments to create effective and efficient. As the tasks of the organization increase, the responsibilities of personnel administration also augment accordingly. It is not possible to solve the troubles with a one-time and one-stroke decision. The larger the system more is the more complexities. Take, for instance, the Government of India, it is divided into ministries, departments, divisions, units, etc. It is spread over the whole length and breadth of the country. Millions of people work in it; they operate at dissimilar hierarchical stages and carry out a large diversity of functions. Many services and their division into groups constitute the whole workforce of the Central government. Approximately

similar is the situation in each state. Personnel administration has to accommodate all these characteristics. It requires continuous managerial input.

Planning and providing for the regular supply of the needed manpower for unlike positions and in unlike numbers is a significant task of the government. The procedure of recruitment and utilization of each micro-unit of human resources calls for effective personnel administration, likewise, creating and maintaining desirable working relationships also calls for a series of continuous efforts on the part of the personnel. Those responsible for personnel administration have to work for it constantly. The attainment of these two objectives becomes easier if the organization gives appropriate opportunities for individual development. These opportunities can be in the form of training, internal, and external mobility, promotion, recognition, and reward. They act as strong motivators and satisfiers. Besides, salary structuring of millions of employees is a wholesome task because each category has to be adequately and equitably compensated for the contribution it is expected to create towards the organization's objectives. This is also a work of personnel administration. The working force also has to be subjected to sure disciplines to regulate the proper performance of duty. Framing of conduct rules, laying down procedures of disciplinary action, enforcement of those rules, and adoption of appropriate procedures are also a part of personnel administration.

Employer-employee relations, provision for Joint Consultative Machinery, the establishment of public service tribunals for adjudication, adoption of welfare measures, and payment of retirement benefits, etc. to the employees are the added responsibilities of personnel administration. Trade unionism in the middle of government employees has increased throughout the past few decades. Both employer and employee unions have come up. There is now a dire need for expert skills to foresee personnel needs and troubles and to plan for their satisfaction and rectification. All this requires systematic personnel administration. Therefore the scope of personnel administration is wide and varied; moreover, it is continuously expanding with the changes in the environment.

The scope of personnel administration is very wide. It is becoming diversified as the number of personnel is increasing in degree and complexity. It may be classified as under –

- o Personnel Functions: Personnel administration has to deal with various aspects like recruitment, training, promotion, conditions of service, employees welfare, and employee-employer relations. Today, more and more interest has been laid on the processes of morale and motivation to enhance the efficiency of personnel.

- o Environmental Linkage: Personnel Administration has to develop links with the immediate, intermediate, and external environment to make itself effective and efficient. Particularly it has to develop a link with the political elite without whose direction, the personnel administration cannot function.

- o Constitutional Provisions and Executive Orders: Personnel administration has to function according to the constitutional provisions and executive orders. So, there is a need to understand the provisions of the constitution for understanding the scope and liquidation of authorities to deal with personnel issues and problems. Since there is an independent judiciary to deal with various personnel issues, there is also a need to understand the role of the judiciary in this context.

- o Personnel Associations or Unions: The employees unite in the form of associations or unions to get their genuine grievances redressed. Many of these associations or unions are legally recognized. So, there is a need to understand their role in personnel administration.

- o Responsibility to Legislature through the executive: For a clear understanding of the scope of personnel administration, one has to understand the role of parliamentary institutions like the Ombudsman, ParliamentaryCommissioners, Lokpal in the Centre, Lokayukta in States, etc., because, these are public beneficiaries at large. In addition, we must study the responsibilities of personnel administration to the legislature through the ministers or the legislative committees.

1.5 Changing Scope of Personnel Administration

Now a day the scope of personnel administration has changed somewhat over the last few decades. But this change has been relatively slow in comparison to the changes in other areas of business, management, and administration. Many of these changes depend on the size of an organization in which the personnel function occurs, the managerial personnel philosophies, the growing importance of the functions, the changing managerial demands, employee needs, and societal concerns. Managerial and organizational planning are incoming areas, i.e., they are now going to receive substantially more attention; they did not have any prominence in the past. Training and managerial development and personnel research have become increasingly important today; while the importance of personnel appraisal, wage, and salary administration, has somewhat declined in terms of relative emphasis. Employee benefits and services, and workers' health and safety have always been important personnel concerns. Labour relations, public relations, and plant security are 'Outgoing'personnel sub-areas that

have been taken always from the personnel department because of their increased organizational importance.

1.6 Conclusion

We can say personnel administration covers proper planning for work, selection, placement, and training of employees so selected distribution and assignment of work among them. It includes supervision, conduct and discipline, motivation, communication and welfare grievance settlement terms of employment, etc. It also deals with all other auxiliary functions starting from recruitment and ending with retirement. Personnel administration functions are comprehensive and cover the entire work career of the employment in respect of the organization. This function is universal and is useful for all organizations whether government, industry, hospital, or universities.

1.7 Summing Up

Every organization has to keep its personnel satisfied irrespective of its nature. Personnel is the means through which organizations develop. In this unit, we familiarized ourselves with the concept, meaning, and nature of personnel administration.

1.8 Probable Questions

Essay type questions

  i.   Discuss the nature of Personnel Administration.
  ii.   What are the basic characteristics of personnel administration?
  iii. Analyze the scope of Personnel Administration.

Short questions

  i.   What is meant by Personnel Administration?
  ii.   What are the functions of personnel administration?
  iii. What do you mean by 'Line and Staff'?

1.9 Further Reading

  a) Ruthnaswamy M., *Principles and Practice of Public Administration*, Central Book Depot Allahabad, Fifth Revised Edition, 1974.
  b) Sharp, Walter R, *Field Administration in the United Nations System*, London, 1961.
  c) Naidu, S.P., Apparao, T., Mallikarjunayya, *Elements of Modern Public Administration*, S.Chand& Company (Pvt.) Ltd., 1986.
  d) Sikula, Andrew F., Personnel Administration, and Human Resource Management, John Wiley and Sons, Inc., New York, 1976.

Unit-II: Evolution of Personnel Administration

Structure

2.1 Objective

2.2 Introduction

2.3 Evolution of Personnel Administration

2.4 Conclusion

2.5 Summing Up

2.6 Glossary/ Key Words

2.7 Probable Questions

2.8 Further Reading

2.1 Objective

After going through this unit, learners will be able -

- To explain the concept of personnel administration
- To highlight its evolution and development

2.2 Introduction

Personnel management began its development at the beginning of the 20th century. The leaders of large factories realized that the organization can achieve tremendous savings if the employee-related processes are centralized and managed using the same procedures and principles for all. They are also required to unify and upgrade voluntary social care programs and initiatives. Personnel administration developed into a healthy personnel management function. However, in the late 70s of the 20th century,

modern Human Resources Management has begun to evolve as the strategic response to the increased competition in the market.

2.3 Evolution of Personnel Administration

The development of personnel administration in the U.K. and U.S.A. was largely voluntary, in India, the growth of personnel administration can be attributed to the efforts made by the government. While in the West, the revolutionary work in the field of personnel management was motivated by the managerial concern with the concept of welfare, in India, disorganized recruitment practices, rising labour unrest, loss of production, etc., initiated some interest in personnel management. In the U.K., personnel administration had its origin in the concept of welfare as propounded and practiced by some enlightened entrepreneurs, who sought the establishment of modern personnel administration. The term 'personnel management' actually originated in the U.S.A.

F.W. Taylor's scientific management theory laid the foundation for the development of personnel administration. Taylor emphasized scientific selection and systematic training and development of the individual worker. H.L. Gantt, a secure associate of Taylor, in scientific management movements, foresaw the need for obtaining the willing cooperation of the worker. He maintained that it was not enough to tell the worker how to do a job, but it was also necessary to promote the skill and willingness to do a job. Mary Parker Follet also laid stress on training and development characteristics of management. The pioneers of scientific management, separately from rising efficiency, aimed at fighting fatigue and monotony in the middle of the workers.

Elton Mayo's Hawthorne experiments and the human relations movement were a significant breakthroughs for personnel administration. These experiments paved the way for using the disciplines of sociology, psychology, industrial psychology, social psychology, etc., intending to understand employees and organizational behaviour and influence them through a motivational approach. All this led to the gradual development and development of a theory and practice of personnel management. There were also other events and influences which led to the growth of personnel management. Several revolutionary concepts like mass production, mass sharing, and mass financing evolved through industrial and business empires. The labour shortages throughout the world wars and several labour troubles posed a management challenge. With the Great Depression in 1929, big businesses suffered a severe setback. The State, the public, and the trade unions, aimed at efficient professional management. Their demands were the elimination of waste and maximum utilization of possessions, particularly human possessions. All these

growths in America emphasized the fact that management of people or personnel management is just as significant as the management of production.

The history of the development and growth of personnel management in our country is not very old. It was the Royal Commission on Labour that recommended in 1931 the appointment of Labour Officers to deal with the recruitment of labour to settle their grievances. The industrial disputes of the 1920s forced the government and businessmen to think in conditions of labour troubles and promotion of personnel management. The recognition of trade unions in India gave a new perspective on the employer and employee relationship. Entrepreneurs like the Tatas, Calico Mills, British India Corporation, etc. had appointed WelfareOfficers as early as 1920. These Labour Welfare Officers performed the functions of redresses of employee grievances and promoting industrial harmony.

On the suggestion of the Government, the Indian Jute Mills Owners' Association appointed a Labour Officer to bring about a settlement of employee grievances in 1937 in Bengal with the mills, and through 1939 five more Labour Officers were appointed. Other Employers' Associations like the Indian Engineering Association, Indian Tea Association, the Engineering Association of India, etc., also followed the instance of the Indian Jute Owners' Association in appointing labour officers. In 1941, the Government of India initiated the Tripartite Labour Conference with the representatives of the Government, labour, and employees to promote uniform labour legislation determine a procedure to settle industrial disputes, and promote consultations on industrial matters affecting the country. Now they have become permanent and regular characteristics of labour policy. In 1948, the Factories Act Rules laid down the appointment, duties, and qualifications of a new statutory officer in the industry described as the Welfare Officer. The following years saw the emergence of yet another officer described as the Personnel Officer. The Personnel Officer deals with labour welfare, industrial relations, and personnel administration. Several companies in India now have specialized personnel departments and a full-time personnel officer in charge.

2.4 Conclusion

Due to developmental tendencies, the number of personnel is rising at a very fast rate, and expenditure on personnel is also correspondingly rising. There has also been a trend concerning the diversification in the personnel as more and more specialists, experts, and technicians are being appointed in government departments, and public, and private organizations. Modern personnel do not just deal with the welfare of employees but also aim at achieving profits for the organization. The motive is to earn profits as well as benefits for the organization and its employees.

2.5 Summing Up

Personnel administration is a description of how they were treated and managed will be relevant for a proper understanding of personnel administration from a historical perspective.

2.6 Probable Questions

Essay type questions

a) Discuss the evolution of personnel administration.

b) Discuss the development of personnel administration in India.

Short questions

a) Analyze the Scientific management theory in the development of personnel administration.

b) Write a short note on Elton Mayo's Hawthorne experiment.

2.7 Further Reading

a) Mukherjee, B.C., *Administration in Changing India*, Blaze Publishers, Delhi, 1994.

b) Ghosh, P., *Personnel Administration in India*, Sudha Publications (P) Ltd., New Delhi, 1969.

c) Avasthi and S.R. Maheshwari, *Public Administration*, Lakshini Narain Agarwal, Agra, 1978.

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Unit-III: Function and Significance of Personnel Administration

Structure

3.1 Objective

3.2 Introduction

3.3 Significance of Personnel Administration

3.4 Functions of Personnel Administration

3.5 How to Develop an Efficient Public Personnel System

3.6 Conclusion

3.7 Summing Up

3.8 Probable Questions

3.9 Further Reading

3.1 Objective

After going through this unit learners will be able -

- To utilize human resources effectively; and achieve effective utilization of human resources (besides material resources) for the attainment of organizational goals.
- To establish and maintain a productive and self-respecting relationship among all the members of the organization.
- To enable each person to make his maximum personal contribution to the effective working of the organization.

3.2 Introduction

Personnel administration is that part of an administration that is concerned with people at work and with their relationships within an organization. It refers to the entire spectrum of an organization's interaction with its human resources from recruitment activity to the retirement process.

3.3 Significance of Personnel Administration

The quality of an organization is dependent on the quality of its employees, that is, the personnel it employs. With the development of science and technology and the growth of welfare functions to meet the demands of expanding population organizations whether public or private, have to perform a large number of tasks varied and complex. It is only possible if the personnel engaged in the attainment of objectives are efficient and sincere.

In the middle of the three components required for developmental tasks, personnel, money, and material, it is the personnel or the human element which determines the quality and quantity of the performance and output. Even the contribution of money and material to performance depends considerably upon their manipulation through the human beings in an organization. Walter R. Sharp has aptly remarked, "Good administration is a composite of effective organization, adequate material facilities, and qualified personnel... Even poorly devised machinery may be made to work if it is manned with a well-trained, intelligent, imaginative, and devoted staff. On the other hand, the best-planned organization may produce unsatisfactory results if it is operated through mediocre or disgruntled people".

For that reason, we can say that without efficient personnel, organizational tasks can never be fulfilled. Without efficient bureaucracy, the government can never create its plans and policies a success. The performance of the organization and the growth of its personnel is connected with the competence of

the personnel constituting the organization. No country should neglect the development of human possessions. We also witness a complete wastage of human possessions due to unemployment, underemployment, and male employment. Positive steps have to be taken to remove these troubles. The augment in labour force necessity entails an augment in an economically active population. The greatest natural resource of a nation is its people. Investments in developing human possessions through training, career development, planning, counseling, selection, job-oriented programmes, and designing appropriate performance appraisal and reward systems can go a long way in maintaining the morale and motivation of people high. These programmes accordingly influence organizational effectiveness. The most significant problem in public personnel administration is to ensure that vast manpower resource employed in the state sector yields the best possible return. The efficiency of public employees or the effectiveness of the personnel system depends on many factors, such as the quality of talent attracted to and retained in the public service, the nature of training that the employees receive, values and motivation of employees, standards, and norms set up through formal and informal work groups, effectiveness in interpersonal relationships, styles of supervision and leadership, nature and adequacy of work tools and procedures for decision-creation and the character of interrelationships with the political procedure and social environment.

The Administrative Reforms Committee of India (ARC) had observed that "the present personnel system does not create for a rational and optimum utilization of human possessions within the civil service to the best advantage of administration as well as the community." Throughout the last 40 years, the country has taken up past developmental responsibilities. This calls for an effective personnel system to formulate and carry out organizational functions. Public, as well as private organizations, are rising day by day, they both have an important role to play in the pursuit of developmental goals and it is only through the help of the right personnel and management of human possessions that these objectives can be realized.

3.4 Functions of Personnel Administration

Over the decades the personnel administrative system in the country has developed various functionalities. To create the public personnel system effectively, the ineffectiveness has to be properly recognized and removed. The Conference on Personnel Administration held in 1968 under the auspices of the Indian Institute of Public Administration(IIPA), New Delhi, lay that the existing personnel system did not meet the necessities of a desirable personnel administrative system. The existing system leaned too heavily on personnel. Our choice is more "status-oriented" rather than"attainment-oriented". The personnel systems' sanction is based on the criterion of an outdated selection system through means of a

purely academic examination. The necessities i.e. the desirable ingredients of a good and sound personnel system were recognized as follows, namely:

- The best man for the job
- Rising professionalization
- Competitiveness in selection for higher administrative positions
- Placement to be job-oriented and not status trapped
- Motivation for better performance
- Equal pay for equal work
- Objective evaluation of performance
- Rational promotion and personnel development system
- Appropriate organization of functions of government and
- Appropriate policies and practices to enable optimum personnel performance.

In a Seminar on "Public Services and Social Responsibility", organized through the Indian Institute of Advanced Revised in Shimla (October 1973), some of the feature inadequacies and weaknesses of the public service system in India were recognized and debated. They were:

- o Bureaucracy, especially its higher echelons, has acquired a class character. In operation, its instrumental role is often subordinated, and it emerges as an end in itself.
- o The gap flanked by the administration and the citizen is widening.
- o Though inedible, it is, nevertheless, true that bureaucracy has been rather insensitive to the needs of the latter and has lost reliability.
- o Nowadays bureaucracy has become a slow-moving and dull-witted giant. There are contradictions and incompatibilities at dissimilar stages of bureaucracy.
- o The public services have become a prisoner of their procedures and precedents. Negative thinking appears to prevail. This leads to action rationalized in several ways...
- o Public services are becoming increasingly inadequate in taking up new tasks and challenges. Even in the maintenance of law and order, bureaucracy often finds itself ineffective. In the economic field, its performance has usually been poor. It has rarely been able to take a dynamic view of emerging troubles. It tries to cure today's ill with yesterday's remedies, but quite often these do not work.

Manpower planning creates long-range estimates of the general and specific manpower needs of the organization for dissimilar activities. By anticipating the need for several kinds of ability necessities and

stages of personnel, well in advance, a manpower plan can provide an adequate lead time for recruitment, selection, and training of such personnel. It controls delays and is a very effective device to develop the required sources from which needed personnel can be made accessible. The objectives of manpower planning are:

- o To ensure the optimum use of human possessions currently employed
- o To assess or forecast future skills necessities if the organization's overall objectives are to be achieved
- o To give control measures to ensure that necessary possessions are accessible as and when required
- o To determine the recruitment stage
- o To anticipate the weaknesses of organizational procedures and avoid unnecessary dismissals.
- o To determine the training stages
- o To give a basis for management
- o To assess future accommodation necessities.

At the stage of manpower planning, planners have to take into consideration several things. The planner necessity takes into account all such variables which are beyond his/her control, these are wavering variables that always affect the functioning of an organization, for instance, the strength of an organization, investment, union rules, etc. The planners also have to identify those variables which are manipulative, for instance, productivity, incentives, training, etc. the planner's necessity determine in advance the time horizons of their plans since they affect the changeability of structures and functions within the system.

Manpower planning can only be effective if goals are explicitly laid down. Manpower planning has to determine the quality and quantity of personnel needed for a specific job. The methods used for this purpose are job analysis, job account, job specification, workload analysis, and work force analysis. Without effective manpower planning, the other functions of personnel administration viz. recruitment, placement, training, promotion, the welfare of employees, etc. cannot be performed properly.

In the general area of policy creation, the public services have not given a convincing account of themselves; they act through hunches and intuition rather than trained insights. In its Report on Personnel Administration, the Administrative ReformsCommission (ARC) (1968) while emphasizing the need for a new personnel system dealt with several characteristics of the personnel system in Central Government and highlighted its shortcomings. The **first** of these shortcomings, according to ARC, relates to the professional inadequacy of the system to face the great diversification of the functions which calls

for a diversity of skills in the higher administration. **Secondly**, ARC diagnosed that the "tenure system" through which non-professional and non-committed "birds of passage" is brought temporarily, impeded "structure up new expertise in personnel". **Thirdly**, it laid that "generalist" which has been the hallmark of the Indian personnel system has lost "its validity in many fields and is declining in importance" as an inevitable consequence of rapidly "rising technological sophistication" in administration. **Fourthly**, it would be in the public interest to cast the net wide and choose the best material to match jobs with the persons possessing the needed qualification. In the prevalent system, man job match is not ideal, nor is it consciously practiced, because of the application of the "cadre" concept. **Fifthly**, in the policy advice and managerial decisions where specialist—professionals are not expected "to involve themselves directly" the whole procedure is amateurish, frustrating, and time-consuming. **Sixthly**, there is irrationality in the "remuneration pattern of the dissimilar services" which does not "give for recognition of merit, adequate opportunities for promotion and continuous incentive for good performance". Eighthly, "adherence to seniority has proved damaging to quality". **Finally** "the present personnel system does not create for a rational and optimum utilization of human possessions".

3.5 How to Develop an Efficient Public Personnel System

The public personnel system has to perform several vital tasks, the human element is the mainly crucial part of any system, and it has to be adequately utilized. Several dysfunctionalities that have developed in public services over the decades are posing a lot of hurdles in the pursuance of administrative objectives. The troubles like the rising gap flanked by the administration and citizens, the immobility of public services, red-tapist, obsolete methods of operation, etc. have to be tackled properly. To evolve an efficient public personnel system a much closer interaction is described flanked by the public servants and the citizens. The concept of isolation of civil servants from the public has to be absent. Constant interaction flanked by the public personnel and government can also solve the difficulties to a great extent, a positive and cordial relationship flanked by the minister and the public servant is needed. According to H. Finer, "Though adequately organized the political side of the government, though wise the political philosophy, high leadership, and command, these will be of no effect without the body of officials who are experts in applying power and wisdom to the scrupulous cases and are permanently and specially employed to do so."

There is a need for citizens' participation in administrative processes. Citizens should not just be the recipients of the fruits of the implemented programmes, they necessity actively take part in the formulation, implementation, and monitoring of plans as well. The role of voluntary agencies, planning bodies at the grassroots stage, and panchayat bodies have become very significant. These bodies'

necessities aim at the optimal utilization of human possessions. Media can also play an effective role in removing the dysfunctionalities of public personnel administration. It can highlight the methods adopted through administration in the removal of citizens' grievances. It can draw the attention of people to the difficulties faced by citizens in their interaction with the administrative personnel and the ways or methods through which they can voice them. Media can highlight the role of nongovernmental organizations and cooperatives in rising peoples' participation in administration.

3.5.1 Recruitment, Training, and Promotion of Personnel

An organization has to create an assessment of its necessities in conditions of the number of personnel needed for a job, the definition of a job, the skills, and specialization it entails the duration for which personnel is required, the nature of work, etc. Manpower planning is engaged with these kinds of activities. Organizations whether large or small, whether public or private, are in constant need of manpower. They require men and women for dissimilar stages of positions for performing dissimilar types of jobs at dissimilar places and intervals. The number of personnel with defined skills and specializations needed at dissimilar periodic intervals has to be forecasted. Manpower planning predicts the number of personnel an organization will have to hire, train, or promote in a given period.

Recruitment

Once the determination of manpower needs has been made, the recruitment and selection processes can begin. Recruitment is the procedure of searching for prospective workers and stimulating them to apply for jobs in the organization. It is a positive function that aims at raising the selection ratio which is the number of applicants per job. In contrast, the selection procedure is a 'negative' function because it attempts to eliminate applicants leaving only the best to be absorbed into the organization. Recruitment determines the tone and caliber of the services whether public or private. A faulty recruitment policy inflicts a permanent weakness upon the administration. Not even an effective training policy can create faultily recruited persons bright and efficient. The vital elements of a sound recruitment policy contain:

- o Discovery and cultivation of the employment market for posts in the organization
- o Use of attractive recruitment literature and publicity
- o Use of scientific tests for determining the abilities of the candidates
- o Tapping capable candidates from within the organization
- o Placement programme which assigns the right man to the right job; and
- o A follow-up probationary programme as an integral part of the recruitment Procedure.

Recruitment implies matching the personnel features of potential employees with the job necessities. The sources of recruitment can be broadly classified into two: internal and external. Internal sources refer to the present working force of an organization. In the event of a vacancy, someone already on the payroll is promoted, transferred, or sometimes demoted. Filling a vacancy from an internal source has the advantages of raising the general stage of morale of existing employees and of providing the organization with more reliable information about the candidate's suitability. The major weakness of this source is that it may deprive the organization of a fresh outlook, originality, and initiative. External sources refer to the methods adopted by the organization to attract people from outside the organization through a thorough assessment of their qualifications, skills, and potential. Some of the methods of determining qualifications are the personal judgment of the appointing officer, certificates of skill, character, and education, a record of previous experience (educational and professional), and examinations. Employment agencies, advertisements, field trips, educational institutions, professional meetings, employee referrals, unsolicited applicants, etc. are some examples of external sources of recruitment.

An organization cannot fill its vacancies from one single source only. Itis necessary cautiously combine some of these services, weighing their cost and flexibility, the quality of personnel they supply, and their effect on the present work- force. A planned recruitment programme gives the organization with job applicants from whom a required number of selections are made. There is no standard selection procedure for recruitment. Usually, the selection is made through a written test or an interview, or both. The final step in the selection procedure is that of inducting the new employee into the new social setting of his/her work. This is done by familiarizing the employee with the new surroundings and the rules and regulations of the organization. Several training methods are used to upgrade the skills of the recruits and integrate their goals with the organizational goals; we will now discuss some of these methods.

Training

Training is a well-articulated effort to give for increased competence in the service, through imparting professional knowledge, broader vision, and correct patterns of behaviour, habits, and aptitudes. It should be a continuous procedure in response to a continuously felt need. Training helps the entrant by inculcating occupational ability and knowledge, through the creation of him/her familiarity with the objectives of the organization and his/her potential contribution to the furtherance of the department's or organization's goals.

Training adjusts the employees with the constant changes in the goals and techniques of organizations. The deficiencies of the new appointees may be corrected by imparting them necessary training. Training helps broaden the vision and outlook of the appointees. It equips those already in the service for higher

positions and greater responsibilities, enhances the efficiency of the employees, and helps build the integrity and morale of the employees. The conditions of training and education are closely related. Training is the art of rising the knowledge and ability of an employee for doing a scrupulous job. It is concerned with imparting specific skills for a scrupulous purpose. On the other hand, education is a broader term; it is concerned with rising general knowledge and understanding of the employee's total environment. The need for training is universal. Everybody needs training to effectively discharge the obligations of his/her office. It is a continuous procedure. Training can be informal or formal. Informal training is training through doing work and learning from mistakes. The ultimate success of informal training depends upon the experience and seniority of the senior officer and his/her interest in the new entrant. Formal training aims to inculcate administrative skills in the personnel through well-defined courses. Formal training improves the quality of administration. Pre-entry training, orientation training, in-service training, vocational training, post-entry training, etc. are some examples of formal training. Dissimilar methods of imparting training can be lecture method, case revise method, syndicate method, etc. Whatever the methods, the vital aims of training are always:

- o inculcating fresh knowledge in the middle of the employees
- o upgrading their skills
- o familiarizing the inducts with the organization, its environment, work circumstances, rules, norms, and goals
- o attuning the employees to the new needs of the organization
- o broadening the views and outlook of employees
- o maintaining the morale of the employees
- o development of novel attitudes and reducing waste, accidents, turnover, and absenteeism.

Every administrative system necessity pays adequate attention to its training necessities. A well-trained, well-aware, and properly skilled personnel system is the very heart of an organization.

Promotion

Another vital function of personnel administration is promotion. The word 'promote' is derived from the Latin expression 'promoter', which means 'to move forward'. Promotion means the advancement of an employee to a job better than the present one in conditions of greater responsibilities, more prestige or status, greater ability and augment in pay. The need for promotion arises from a diversity of factors. An organization can retain the services of its personnel through the device of promotion. Lower positions in the organization can attract competent persons if it creates provisions for its personnel to move higher. A sound policy of promotion fosters a feeling of belongingness in the personnel, contributes towards the

stability of policies and practices, and leads to the structure of traditions and conventions in the organization.

According to W.F. Willoughby, a sound promotion system should fulfill the following circumstances:

- o Adoption of standard specifications setting forth duties and qualifications required for promotions in the government service.
- o The classification of these positions into separate classes, series, grades, and services
- o The inclusion within this classification of all the higher administrative positions except those having a political character
- o The adoption, as far as possible of the principle of recruitment from within for filling up higher posts
- o The adoption of the principle of merit in determining the relative merits of employees eligible for advancement.

The employees should be made aware not just of the opportunities for promotion open to them but also of the definite lines beside which such promotion is to be expected and the circumstances that necessity is fulfilled through them in getting it. This means that there should be a definite goal before them towards which they can work. Two principles are used in the system of promotion:

- o Principle of seniority
- o Principle of merit.

The principle of seniority is an age-old principle. Employees attach great importance to the length of service. According to H. Finer, "it is automatic and avoids the need for creation individual distinctions flanked by one person and another, of placing the young over the old, of measuring the responsibility for the result of promotion." But, this gives rise to two vital questions. Is the employee with the longest service necessarily the mainly competent? If employees automatically qualify for higher jobs through being senior, will new employees be motivated to provide good performance? Yet, seniority cannot be rejected altogether through using the internal method of promotion; the administration can keep the morale of employees high and also encourage a competitive spirit for better performance. The use of external methods does give the competitive spirit to grow but the procedure affects the morale of the employees adversely. Using the principle of merit in promotion requires fair practices.

To determine the merit of employees, a scientific system of 'performance appraisal' needs to be developed. It should be made as objective as possible. The appraisal should be of regular and continuous nature and should evaluate the quality, quantity, and styles of performance. It should contain also an

appraisal of the growth potential of an employee. Taking into consideration the weak and strong points of both principles, a mix of the two is adopted in the organizations while selecting candidates for promotion; both seniority and merit are given due weight to age. Each organization necessity has a sound promotion policy. Therefore promotion has to be based on just and fair norms as it is a powerful means in the hands of the organization to reward its faithful workers. It is a powerful means to lead the employees toward the desired goals.

Salary structuring

The development of a sound salary system is a significant function of personnel administration. Salary has to be structured in such a way that the employees of the organization feel adequately rewarded and possessions accessible to the organization are optimally utilized. The following are the necessities for the development of a sound pay system:

o The pay structure should be simple and rational the pay of a post should be related to the duties and responsibilities attached to that post and it should take into consideration the qualifications and experience prescribed it should be comprehensive and adequate to enable the employee to have a feeling of the total emoluments and to maintain a sure standard of living and it should take into account the comparable salaries paid in alternative occupations.

Clarity and adequacy are the standard tasks of a sound pay structure. Good compensation plans, are well-administered and have a salutary effect on the whole organization. Employees are happier in their work, cooperation, and loyalty are higher, the productive output is up and quality is better. In the absence of such plans, compensations are determined subjectively based on haphazard and arbitrary decisions. This makes many inequities which are in the middle of the main dangerous sources of friction and low morale in an organization. Although there can be both monetary and non-monetary forms of compensation prevalent in an organization, it is the former which is the main vital element through which individuals are attracted to an organization, persuaded to remain there, and induced to engage in a behavior that is beneficial to the organization. Each organization should structure the salaries of its employees in such a way that no employee feels inadequately rewarded. Separately from vital salary, additional allowances such as house rent allowance, conveyance allowance, recreation allowance, leave encashment; festival loan, etc. can be given to the employees. Moreover, the salary scales have to be constantly revised because of price rises or augment in profits for the organization

Employees' Welfare

The welfare of employees is one of the mainly significant functions of personnel administration, a good personnel system always gives top priority to the well- being of employees. A sound personnel

policy, proper recruitment and promotion techniques, conducive training methods, etc. make sure the physical and mental condition of the employees so necessary for good performance. These circumstances need to be maintained as well. The motivation of employees and the structure of their morale at dissimilar stages helps in maintaining these circumstances. All kinds of welfare programmes in an organization are to help in the maintenance of these-circumstances only.

Employees' benefit programmes make and stimulate morale which contributes to the creation and maintenance of favorable attitudes toward work and the work environment. These programmes contain fringe benefits such as holidays, dissimilar kinds of leave entitlement education facilities, canteen facilities, leave travel fare concession, etc. Employees'physical condition is maintained through safety and health programmes, group health insurance plans, regular medical examinations, proper working circumstances like proper lighting, ventilation, space, and equipment, etc. These are all employee welfare measures. Maintenance of discipline and following a code of conduct in the organization also helps in creating a conducive work environment in the organization which is significant for employees' welfare.

Penalties for violation of rules, under-performance, or non-performance vary widely in severity. The more usual forms of disciplinary action are warning or reprimand, reassignment to other duties, suspension from duty fora sure period, demotion to a position of lower rank or grade, and dismissal or removal from the service. Strict disciplinary actions are very essential as they augment the efficiency of work, raise the morale of the employees, and keep inefficient out of the organization.

As a model employer, an organization gives several social welfare and security services to its employees. These can be in the form of sure tangible benefits. Some of these benefits supply financial protection against sure risks such as illness accidents, unemployment, and loss of income due to retirement. Some other benefits give extra leisure, extra income, and a better work environment. These programmes fulfill the physical, mental, financial, and recreational as well as the social needs of the employees.

A proper retirement scheme is also very essential for employees' welfare. The organization needs to assure its employees have an easy and carefree life in their old age. The age of retirement can be anywhere flanked by 50 and 65. Proper retirement benefits attract talented persons to the organization; they help the system of promotion, and through these benefits efficiency of employees increases. Besides pensions, some other benefits such as allowances to take care of inflation, medical facilities, provident fund, family pension, and travel concessions are also provided to retired employees. The primary aim of all these benefits is to give necessary means of livelihood and freedom from sure worries to the employees in their old age. Efforts necessary are made to give counseling to help the retired personnel utilize their time and money effectively. All possible information should be passed on to employees who are seeking

retirement, external expertise can also be used through the organization in conditions of financial planning, planning for a second career, etc. A cautiously devised retirement plan necessity always forms a part of the planning package of an organization.

Redressal of employees' grievances is yet another very significant characteristic of employee welfare programmes. The interests of the employees and the employers should not be in disagreement. Over the decades there has been a rising consciousness about the common needs and interests of the employees. There are several ways and channels to solve the troubles of the employees. Redressal cells in the organization should try to remove the grievances of the personnel quickly and systematically. The organization has to give its employees effective leadership. It has to generate the will to work in the middle of the employees. Inculcation of morale, of that spirit, that state of mind, which expresses itself in loyalty, enthusiasm, cooperation, pride in the service, and devotion to duty, is the end of the whole personnel system. Employees' necessity has a sense of security, attainment, and belongingness in the organization. Through attitude surveys and proper recruitment, selection, promotion, training, and salary structuring policies, an organization can formulate appropriate welfare schemes and develop a workable work environment for its employees.

3.6 Conclusion

The success of any administrative system depends on how effectively it handles its personnel functions. Men are the most important factor that determines the quantity and quality of the performance and output. With their requisite skills, aptitude, integrity, and organizing capacity, they can build the image of their organizations or effective institutions in the nation-building process. Personnel administration reduces the chasm between organizational objectives and the individual to the desirable extent by treating individuals at work in such a way that they will realize their maximum possible intrinsic abilities, to create an effective organization.

3.7 Summing Up

Now organizations perform a large number of varied and complex tasks which require efficient, effective, able, and, competent personnel with the right aptitude and attitude. Investment in developing human resources through training, career development, planning, counseling, selection, job enrichment programs, and designing suitable performance appraisals and reward systems can go a long way in maintaining the morale and motivation of people at a high level. The role of personnel administration is witnessed in the form of various policies and programs adopted for these purposes.

3.8 Probable Questions

Essay type questions

1. Discuss the functions of personnel administration.

2. How to develop an efficient public personnel system?

3. Discuss the significance of personnel administration.

Short questions

1. Why training is necessary for newly appointed employees?

2. What are the standard methods for recruiting personnel for an organization?

3. Discuss the grievance redressal system of an organization.

3.9 Further Reading

a) Maheshwari, S. R. *Public Administration*, Lakshini Narain Agarwal, Agra, 1988.

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c) Mukherjee, B.C.*, Administration in Changing India*, Blaze Publishers, Delhi, 1994.

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Unit- IV: Public Services and their Role in Administrative System

Structure

4.1 Objective

4.2 Introduction

4.3 Meaning

4.4 Relationship Flanked by the Government and Public Services

4.5 Scope of Public Services

4.6 Transition from Traditional' to 'Contemporary' State

4.7 Growth in the Functions of Public Services

4.8 Role of Civil Services

4.8.1   The Changing Role of Public Services

4.9 Conclusion

4.10   Summing Up

4.11   Probable Questions

4.12   Further Reading

4.1 Objective

After going through this unit learners will be able -

- To ensure maximum individual development of the personnel.
- To establish and maintain an adequate organizational structure and a desirable working relationship among all the members of the organization by dividing.
- Organizational tasks into functions, positions jobs, authority, and responsibility.
- To generate maximum group and individual development within the organization by offering opportunities for advancement to employees or by training and job education; by effecting transfers or by offering retraining facilities.

4.2 Introduction

The executive segment of the government needs the support of an organization (Public Administration) for the proper formulation and implementation of its programmes. One of the important aspects of public administration is the 'public services', which are instruments of regulation, development, and change in administration. They are the most essential part of the administrative system. The role and functions of public services within the administrative system constitute an important focus of study. This Unit highlights the role and importance of public services in the administrative system. It explains the meaning of public services and their essence in the context of the modern State.

4.3 Meaning

"Public Services" are usually defined to mean the civil services constituted through the government to translate all its plans and programmes into implement able action. In common usage, civil service means that branch of governmental machinery that is concerned not with law creation but with law enforcing functions. In the executive branch of the government, there are two parts, the ministers, and civil servants. The civil servants carry out the orders of the ministers and advise them in policy formulation. According to E.N. Gladden, "Civil Service is the name of a significant government institution comprising the staffs of the central administration of the state. It s more for it stands for a spirit essential to the success of modem democracy, an ideal of vocation in public officials who devote their lives to the service of the community". In administrative phraseology, public services have a slightly wider connotation in the sense

that they are taken to cover, besides civil servants, an extended group of employees who may be working in public sector undertakings, nationalized banks, and other quasi-governmental organizations funded wholly or partly through the government. While the civil servants are the holders of civil posts, whose remuneration in India is paid out of the Consolidated Fund of India, others are not so paid. In Britain, they are also accepted as "those servants of the crown other than holders of the political and judicial offices, who are employed in civil capability and of course, remunerated through budget passed through Parliament".In brief, as H. Finer stated "Civil Service is a professional body of officials, permanent, paid and skilled" and further, classified British Civil Service into three categories, administrative (policy formulation and execution); technical (scientific and specialized categories like doctors, engineers, etc.) and manipulative (executing orders of the first two classes). Public services are a significant instrument of political modernization in developing societies. A Well-knit and well-organized public bureaucratic structure precedes electoral democracy. It gives stability and stability to the system of government. Public services are a blend of sure characteristics viz. expertise, vitality, and leadership. This blend enables public services to function independently and efficiently.

4.4 Relationship Flanked by the Government and Public Services

The art of governance and administration has been an integral characteristic of human society. For governance, there has always been a government, whatever its form, and for carrying out the objectives of the government, there have always been public services. Public services have always been a significant arm of the government for the formulation, implementation, monitoring, and evaluation of its programmes. Therefore, the type and the character of the public services would, no doubt, depend on the kind of government and the nature and scale of the tasks to be performed through it. As a consequence, whenever and wherever there is a change in the government, public services also experience a change to some extent.

Bureaucrats have more knowledge, experience, intergovernmental ties, and time than politicians. Both are dependent on each other. The relationship flanked by the government and public services has provided that the dichotomy flanked by policy formulation and implementation can never be strictly maintained in practice. Experience has shown that this kind of departmentalization flanked by governmental and administrative activities is partly, but not wholly true. It is very hard for the government to be only concerned with policy formulation whereas for the services to only deal with the administration of these formulated policies. Both in theory and practice, there is the frequent crossing of boundaries, as a result, a relationship of complementarily, mutuality, and inter-reliability has developed flanked by the

two. The government sets the goals for public services; hence it is instrumental as an instrument to achieve these goals.

4.5 Scope of Public Services

The role of public services is changing with time. Status-quo-bound public services can never solve the new and rising administrative troubles. Public services have to change in a way that is conducive to the development of innovative administrative programmes and systematic progress of the country. Its scope is widening and one cannot think of all-round development without effective public services.

4.6 Transition from Traditional' to 'Contemporary' State

With the growth in the functions of the State, the rising expectations of people, and the development of science and technology, the role of the government has undergone a substantial change. Government has to undertake the primary responsibility of governance of its people. This governance involves multifaceted functions in the political, social, and economic areas. Law and order, internal security, and defense against external aggression are some of the sovereign functions of the state. As no government can exist or acquire legitimacy in a political vacuum, the appropriate political systems necessity necessarily is devised for the survival and growth of the government. Likewise, since people can't live on politics alone, their socio-economic needs will also have to be catered to. Therefore social, political, and economic characteristics of governance become critical areas of concern for the administration.

As the government grows and undertakes newer tasks and responsibilities, the administration also has to respond suitably and effectively. This administrative response is possible only with a proper and rational organization of the public services, for, the administration will be reduced to nothing if there are no competent public services to assist it. When the state changes its ideological philosophy from the traditional to the modern, the administration also undergoes a fundamental change. Therefore, when the state transcends itself from "warfare" to "welfare", the administration undergoes a transition from a 'law and order' orientation to a 'developmental' orientation.

Development becomes the focus and planning becomes essential, for it is only through systematic and scientific planning that resource mobilization and input utilization within the shortest time is possible to attain optimal output. The administration, therefore, has to pay attention to policy formulation, programme design, project management, and programme evaluation. For all this, efficient and effective public services are required since efficiency in the conduct of government business depends primarily on

the skill of personnel employed through the state. Government cannot afford to have the personnel, within the services, who are not fit. When the country adopts development-oriented goals and objectives, the governmental duties become not only socio-economically compulsive but also acquire new dimensions. This calls for efficient and qualified personnel. Plans for administrative reforms can only be successful if they are accompanied by a heightened attitude and motivated skill on the part of the public personnel. Competent personnel is, therefore the sinequanon of effective public services, and the qualities that are sought in public personnel are integrity, skill, dedication, devotion to duty, intelligence, and diligence.

4.7 Growth in the Functions of Public Services

Public officials are required to perform all the tasks and duties arising out of the obligations of the government in rendering service to its people. Some of these tasks are, advising ministers on policy issues, supervising all characteristics of administrative, technical, and scientific programmes, economic and financial activities, social welfare, and services. They are also engaged with delegated legislation, administrative adjudication, and public relations.

With the augment in the welfare functions the purpose and the scope of the administration have been reoriented. The U.N. Handbook noted that the State is expected today to be the accelerator of economic and social change and no longer the preserver of the status quo. And in its new role as the prime mover and stimulator of national development, it is expected to spread the benefits of economic and social progress to everyone. No longer dare a government indefinitely limit the enjoyment of the fruits of the earth and of man's labour and ingenuity to a small privileged class. Moreover, the modern state is expected to achieve these purposes within the general framework of the consent of the people, and with due regard to the rule of law and individual human rights. It is hard today to find a State, whatever the present power structure that does not call itself a democracy, a government of the people.

A modern State may act as the director, entrepreneur, or stimulator of private initiative, or indeed in all three capacities. In a socialist economy, practically all organized effort is placed in the public sector and its whole management becomes the concern of the public services. Several countries because of their prevailing social and economic circumstances and availability of possessions are committed to preserving the largest possible sphere of activity for private enterprise and local initiative. But even in these countries vast rising functions and activities concerning national stage opinion are undertaken through the government. Capitalist economies have witnessed an expansion of their public services. In these countries, several such areas have come up which are solely under the public sector, which the private sector is not able to enter. Public Services have become today one of the main essential parts of the government. Civil servants perform many functions. The major functions are:

Determination of Policy: Civil servants are actively involved in the formulation and determination of the policy of the country. Although the policy is the sphere of the legislature, the technical demands of the government's role call for the intervention of public servants in matters of policy formulation. The civil servants recommend policies to the ministers. The ministers being amateurs cannot understand the complexities of public policy and consequently act on the advice of the civil servants. So, civil servants greatly influence the formulation of national policy. The civil servants suggest alternatives to a policy that is practically enforceable as they know how the policy works in practice.

Implementation of Legislation and Policies: The civil servants execute the policies passed through the legislature. Civil servants exercise a large sphere of discretion in the execution of laws and policies. He/she weighs cautiously all the factors that may affect implementation before taking action. They have to see whether the law or policy is favorable and enforceable, they necessity act impartially and honestly according to legislative standards and the rule of law.

Delegated Legislation: The civil servants also frame departmental legislation. The legislature gives a broad outline of the legislation and delegates to the civil servants the power to create details of that legislation. Delegated legislation has become very useful because the legislature has no time to frame detailed rules and regulations and is not familiar with the complexities of modern legislation. The civil servants frame rules and regulations and issue orders per the legislation passed through the legislature. These rules are therefore scrutinized by the legislature again and then enforced through the civil servants.

Administrative Adjudication: Civil servants today exercise quasi-judicial powers also. They determine the cases on issues involving the rights and obligations of private citizens or parties. Some judicial powers have to be in the hands of civil servants to secure the public interest and protect the poor from use.

The growth of administrative adjudication is the result of the need to have reasonable and speedy justice in cases under social enactments and cases involving technical complexities. The civil servants enforce policies and so can provide judgment according to the necessities of the policies. Besides these, the routine functions of civil services are licensing and inspection, regulation of government policies, collection of taxes, taking note of working circumstances, etc. Therefore, in brief, civil servants perform the functions of:

- o Advising the government concerning the programmes.
- o Providing the ministers with necessary information and statistics.
- o Implementing the plans, policies, and programmes formulated through the Government.
- o Monitoring and evaluating the programmes of the Government.

- o Carrying out the tasks delegated to them through the Government.
- o Determining cases on issues involving the rights and obligations of private citizens and parties.

4.8 Role of Civil Services

Instrumentality Role

There is a general agreement that civil services should play an instrumental role in its operation, in as much as it is not the master but agent of policy formulation and execution. It is, so, approximately universally expected, and considerably accepted, that the services should be so intended and structured as to respond systematically and willingly to the political leadership and policy parameters this essentially represents a philosophy of primacy of political control over the administrative system.

Despite their participative and pervasive attendance in the policy programmes of the state, the public services are not supposed to stray too much from their instrumental role to become the prime mover behind policy creation. Fritz Morstein Marx credits "merit bureaucracies even in modern nation-states of the West as having contributed considerably to the viability of the policy" through "professional outlook to every conduct of governmental activities"." It is not the same thing to say that the public services cannot, should not, and need not, under any circumstances, involve themselves in policy creation procedure, but through and large, the civil servants should not involve themselves in policy creation full-fledged

Neutrality Role

The neutral role of the civil services aligns with its instrumentality role. It is therefore clear that if civil services have to perform, in the right spirit of their structural functional framework, they have to be"neutral" in their approach, outlook, and activities. No way should their political values affect their conduct and behaviour. Civil servants are the objective, dispassionate and non-partisan band of professionals who should do a job entrusted to them with clinical proficiency, efficiency, and dedication. Once a policy has been decided and a decision taken to implement the programme, all that civil servants should do is try to use all the accessible possessions in an optimum manner for the execution of the programme. In other words, the civil services necessity not is allowed to take political sides.

The individual value system may certainly come into play while rendering advice to the ministers or at the time of strategizing for policy but not thereafter. The civil servants are not the political mediators but the servants of the state. Political neutrality is the sinequanon of civil servants, the civil service and party politics should be kept poles separate. Therefore civil servants are expected to implement the policies

decided upon by the government. It is neither responsible for the political content of programmes nor to defend them in public.

Commitment Role

Should the civil servants be committed to the cause of a party, the ruling party, or a person of the party? Intellectually? Emotionally? Ideologically? Where should their commitment lie? Such questions are very common and significant for understanding the commitment role of civil services. Dissimilar views have been expressed on the subject. The first and common view holds that commitment means that civil servants should be in accord with the policy objectives of the government. Secondly, it has been held that such a commitment should be to a new social and economic order and has to be consciously built and nurtured through the careers of civil servants. The third view is a corollary to the second view, it says that commitment should be related to the developmental philosophy of the state, societal, economic, and political, besides all the other modernizing and nation structure programmes Fourth view holds that commitment should, ideally, be to the ideals of the Constitution of the country which represents the communal wisdom of the people concerning the governance of the policy. And, ultimately, commitment has to be to the conscience of the civil servants, their beliefs, cultural and ethical values, and sense of justice and righteousness.

Civil servants have often displayed their personal alignment, identification, and belongingness to political parties; they often display personal loyalty to "the boss". This type of personalized commitment helps civil servants in better career progression and more accelerated delegation. But the term committed bureaucracy does not mean a bureaucracy loyal to a scrupulous political party; it does not even connote civil servants owing loyalty to a scrupulous individual, political person, or leader. It means that bureaucracy should be committed to the objectives, ideals, institutions, and modalities contained in the Constitution.

Impersonality Role

Civil services should, by and large, adopt an „impersonality" profile while dealing with matters concerning policies, programmes, and issues. Civil servants cannot afford to take or twist a decision based on the persons involved with it or the persons who can be affected by it, but should strictly conform to the principles, rules, guidelines, etc. They should govern the matters before the government, irrespective of the status, standing, and position of the affected individuals. Civil servants have to take a dispassionate approach to troubles.

Anonymity Role

The role of anonymity requires that the minister has to answer for the actions of civil servants in the Parliament. The civil servants, therefore, are protected from criticism of Parliament. A minister has to protect the civil servant who has executed his/her definite order. Minister is also responsible to the Parliament for the wrong action of the civil servant. Therefore the principle of anonymity goes hand in hand with the principle of ministerial responsibility. It means that civil servants work behind the curtain; they cannot openly come out and play a predominant role in politics. They have to function in an environment of anonymity; this helps them in taking honest and objective decisions.

Professional Role

Civil servants are employed for their knowledge, ability, expertise, experience, competence, and merit. They necessarily utilize all their skills to implement the development programmes with full zeal and enthusiasm. Civil servants' necessity is trained to use all the mental, physical, and technical skills at hand in a mainly effective and efficient manner. The aim should be to train civil servants in such a way that maximum results can be achieved with minimum inputs at the least cost within the shortest time frame. Professional excellence, result motivation, and intellectual integrity should be their motives. Learning and continuing education should be built into the system itself, for that is the foundation for structuring a professional superstructure. The professional role of civil servants is the genesis of their subsistence.

4.8.1- The Changing Role of Public Services

Because of the rising complexities of governmental tasks, future administrators necessity acquire knowledge in the fields of science and technology, social and behavioral sciences, modern tools of management, human relations in management, and administrative research and development.
The Administrative Reforms Commission observed that the "role of generalists" in administration is losing its validity in many fields. This is an inevitable consequence of the rising application of science and technology in solving administrative troubles.

In the context of the new challenges of change that public services have to face, the latter cannot escape two compulsions, one of version and the other of professionalization. Several factors like changing political scenarios, rising aspirations of people, expanding the scale of administrative operations, rising size of administrative structure, and developing science and technology are forcing public services to adapt to the dissimilar changes and professionalize them. According to Gabriel A. Almond, public services have to attend to sure functions either in combination with political authorities, confidentially, independently, or single-handedly and openly. He recognizes even such functions and categorized them into input and output functions. Input functions are political socialization, interest articulation and aggregation, and

political communication. The output functions comprise rule creation, rule application, and rule adjudication. For discharging these functions properly, the public services necessities address themselves to two kinds of relationships, one of mutual compliance, referring to the "internality" relationship, and the other of version, relating to the 'externality' relationship. Both influence the performance of public services and necessity, therefore, be integrated. To cope with these colossal functions, public services are necessary to acquire and develop appropriate and adequate capacities. Unless they are fully equipped, they cannot help in the attainment of the goals of the programmes and policies and can lead to a wide gap flanked by declared objectives and their realization. The public servants necessary undertake capability generation programmes (such programmes necessarily aim at rising the capability of public servants to perform administrative tasks properly) within the framework of specific needs, particularistic environment, local culture, and ethos. With the rising involvement of public services in the public sector enterprises and other quasi-government undertakings, they have to become more flexible and adaptable.

4.9 Conclusion

The concept of a Welfare State has brought the government and public services closer to the people. There is, thus, a need to establish a cordial relationship between the public services, government, and people. Till now, civil servants have adhered to the models of morality, anonymity, commitment, and impersonality.

4.10   Summing Up

The twentieth century, therefore, is witnessing an extension of governmental functions beyond all limits. The concept of welfare Stat and service e has been approximately universally accepted. Governments have taken up the responsibility of utilization of manpower, natural possessions, and technology to make an environment conducive to all-around economic development and social well-being. This further strengthens the role of public services. The demands of the people upon their government have become insistent, the government is measured to be an agency to meet these urgent demands and devise ways to overcome social and economic deficiencies in the administrative system.

4.11   Probable Questions

Essay type questions

   i.   Discuss the transition from the Traditional to Contemporary State.

   ii.   Discuss the role of civil services in a modern state.

Short questions

i. Mention the functions of public services.

ii. Discuss the scope of public services.

4.12   Further Reading

a) Wilter Dill, Scott. Clothier, Robert C., and Spriegel, William R., *Personnel Management: Principles, Practices, and Point of View*, Tata McGraw-Hill Publishing Company Ltd. New Delhi Sixth Edition, 1977.

b) Paul, Pigors and Myre's Charles A., *Personnel Administration: A Point of View and Method*, McGraw-Hill Book Co. Kagakusha Ltd., Tokyo, 1961, Second Edition.

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Unit-V: Features of Public Personnel Administration in India

Structure

5.1 Objective

5.2 Introduction

5.3 Role of Public Service Commission in Public Personnel AdministrationConclusion

5.4 Summing Up

5.5 Probable Questions

5.6 Further Reading

5.1 Objective

After going through this unit learners will be able:

✓ To reduce resistance amongst the employees by securing the integration of individuals and groups in such a manner that the employees feel a sense of involvement, commitment, and loyalty to the organization. In the absence of such integration, friction may develop which will produce inefficiency and lead to failure.

✓ To reorganize and satisfy individual needs and group goals by offering adequate and equitable remuneration, and economic and social security so that the employees feel secure and work willingly and cooperate to achieve the organization's goals.

✓ To maintain high morale and better human relations inside the organization by sustaining and improving the conditions that have been established so that the employees may stick to their jobs.

5.2 Introduction

Public personnel administration in India comprises the public services of the country. Through now you necessity is familiar with the meaning and scope of public services in India, and their role in the administrative system necessity has also become clear. The public personnel administration has sure features which are dissimilar from the private administration in several ways. Public personnel administration has to cater to the needs of a larger number of people and is engaged with the supply of varied services. Public personnel administration does not exist in a vacuum. It is the product of vital public policy, it operates under public scrutiny, it mirrors general social and economic circumstances, and it has a continuous impact on the general welfare. The government is dependent on the public personnel system for the implementation of its programmes, without proper utilization of human services, no policy, programme, or rule can be made successful.

Present Public Personnel Administration is a Legacy of the Past

The bureaucracy in India, especially the top bureaucracy is a spillover of British rule. The East India Company promoted a service structure for meeting their commercial and trading interests. In 1858 when the British Government took over the reins of administration in India, the political consolidation of the country and use of the country's possessions to serve its interests became its aims. This described minimum economic, social, and developmental activities but maximum administrative stranglehold. The superior civil services that are higher civil services were manned by either British or Indians recruited from higher economic and feudal strata of society. The lower subordinate stages comprised only the Indians. The whole system was an excellent instance of high and low, top and bottom, master and servant. The preponderant features of the public personnel system were:

o It was 'elitist', exclusive in outlook and approach,
o It displayed despotism in action and behavior,
o It maintained safe and wide aloofness from the people,

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- It developed structural rigidity and functional frigidity,
- It was too hierarchic and precedent adherent,
- It had no human relations orientation,
- It had feudalist, and separatist attitudes and tempers,
- It had no welfare or development motivation.

India became independent in 1947, but could not develop or structure a novel public personnel system. Our Independence was accompanied by a painful partition of the country, communal riots, massive migration of displaced persons, and the influx of refugees. Moreover, we had to tackle the complicated troubles of integration of states, depletion of administrative personnel due to the voluntary retirement of British ICS officers, and transfer of Muslim ICS officers to Pakistan. If the health of the economy was bad on account of the after-effects of the Second World War and partition, the condition of administration, particularly personnel administration was worse.

The vital administrative structure remained the same. There were gaps in the cadre; experienced senior stage officers were very few and competent personnel were just not accessible.

With the adoption of the Constitution in 1950 and the commencement of the first Five-Year Plan, a lot of pressure came to be laid on the personnel system. The elitist hierarchic authoritarian and rigid administration now had to be revamped to meet the Constitutional objectives of liberty, equality, fraternity, and justice. Our plan objectives viz. economic development, industrialization, modernization, and social justice put the administration under considerable strain, the administration had to be converted into a development, and welfare-oriented administration. We can say that after independence, two vital changes took place which greatly affected the role of civil service. **First**, with the adoption of the system of parliamentary democracy, the civil service became accountable to the political executive. **Secondly**, civil service became an instrument of development.

Personnel system, for that matter any system necessity have a purpose which has to be related to the objectives of the organization. In the case of public personnel administration in India, its vital aim is the facilitation and fulfillment of the goals of the government. This is the rationale for creating government services; this is the justification for their subsistence. Once the goals have been formulated, the public personnel system necessity rises to implement the programmes and achieve the qualitative and quantitative targets through judiciously harnessing the accessible possessions, keeping two dimensions in view, time, and cost. For this purpose, the public personnel system is involved with the functions of recruitment, selection, placement, training, health, safety, performance rating, promotions, and the general welfare of the employees.

Augment in Development Functions

The extension of social security benefits and an enlarged public aid to education have become very significant functions of the government. The government has assumed the larger responsibility of achieving the security and well-being of all citizens. Implementation of these changes is not an easy task.

The skills and experience of public service are required for this purpose. Public service is an essential social instrument, it bridges the gaps flanked by legislative content and its fulfillment. Public service can help to establish and strengthen the minimum circumstances required for economic development. It is responsible for laying down circumstances for the maintenance of law and order, development of infrastructural facilities, and favorable administrative structure. The public services through fixing sure general or specific output objectives play a significant role in modifying the resource structure of the country. The public services have now taken control of government undertakings or semi-government bodies.

Rising Number of Public Personnel

Due to the augment in the social and economic functions of the government, the number of public personnel is rising at a very fast rate. As the tasks of the government are rising, the need for personnel to perform these tasks is also rising. A large number of new departments, corporations, commissions, and boards are now being set up. The Second Pay Commission had estimated that on April 1, 1948, there were 14,45,050 employees in the Central Government. On June 30, 1957, this figure had increased to 17,73,570. On January 1, 1965, it increased to 22,64,795. On January 1, 1981, it further increased to 32,27,539. This shows that with every new activity of government that aims at providing new services for the welfare of people, the number of government employees is constantly rising.

Rising Number of Specialists in Public Services

The concept of a Welfare State, augmented by the aspirations of people and the growth of science and technology has brought forth the demand for the rising role of specialists in administration. New specialism, new techniques, and new methods are now being expected from civil servants. The role of specialists in public services has therefore become very crucial and their number in the services is constantly rising.

Low Rate of Turnover of Employees in Government Service

The rate of turnover of government employees is quite low in India. According to O Glenn Stahl, employees leave their jobs for a diversity of reasons like voluntary resignation, optional retirement, and

instances of death or frequent transfers. In India, people accept government service as a career and do not resign on their own due to permanency and moderately good circumstances of service. Reasonable hours of work, good leave entitlements, provident fund and retirement benefits, and housing and health facilities attract people to public services and are even able to retain them. Sound promotion policy is another factor that encourages public personnel and fosters a feeling of belongingness in them. In addition, an adequate retirement and pension system also encourages personnel to continue in service till their retirement. Therefore the turnover of public personnel is quite low. Mainlyreferences of turnover are confined to the vacancies occurring due to death, removal, dismissal, and retirement Classification of governmental position is a necessity for a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing dissimilar kinds of jobs, and establishes an alike basis for giving equal status and equal pay for equal work. There are two well-recognized systems of classification, one is Rank Classification, and the other is Duties or Position Classification. India follows the system of rank classification. In India, public personnel is classified into "classes" as well as "services". We have four classes of service, class 1, class 2, class 3, and class 4, these are now described as Group A, B, C, and D services, corresponding to differences in the responsibility of the work performed and the qualifications required.

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

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

The rank classification system is very easy to understand and administer, it promotes mobility through facilitating transfers within the services, it is flexible in operation, and it opens more career opportunities for individuals. But this kind of system violates the principle of "equal pay for equal work", it does not describe the contents of any job in detail, and it does not explain what is expected of a post. This system is not conducive to the formulation of scientific standards on which the selection of personnel, training, posting, transfer, career development, promotion, etc. may be organized. The position classification

system prevalent in the USA, Canada, and the Philippines, etc. has several advantages over the rank classification system prevalent in our country.

Limited Political Rights of Civil Servants

Very limited political rights of civil servants have been regarded as one of the essential circumstances to maintain the discipline, integrity, and political neutrality of the services. To ensure the political neutrality of public services, civil servants are denied direct participation in political activities.

Therefore we can conclude that the political rights of civil servants are very limited. The higher civil servant's necessity is above politics, as they have to serve the changing governments drawn from dissimilar political parties with the same vigor and honesty. According to Masterman Committee Report, "the public interest demands the maintenance of political impartiality in the Civil Service and confidence in that impartiality is an essential part of the structure of Government". So, the political rights of civil servants must be limited.

5.3 Role of Public Service Commission in Public Personnel Administration

The Public Service Commission is an independent statutory body. In India, the Public Service Commission has been so intended to function only as an advisory body. All rights concerning the appointments of personnel are vested in the Government. The Constitution does not envisage a vital role for the Commission in personnel administration. The Constitution of India gives for aUnion Public Service Commission and for State Public Service Commissions beside a Joint Public Service Commission on the request of two or more state governments. The functions of the Union and State Public Service Commission may be summarized as follows:

o   To advise the Government on matters concerning the method of recruitment and principles to be followed in creating appointments to the civil services either directly or through promotion.
o   To conduct examinations, written as well as personality tests, for appointments to the civil services of the respective governments.
o   To advise the government on matters relating to the suitability of candidates for promotion and transfer. Recommendations for such promotions are made through the concerned departments and Commission is requested to ratify them.
o   The Commission is consulted on matters relating to temporary appointments for periods flanked by one to three years, grant of extension of services, and re-employment of sure retired civil servants.

- The Commission is also consulted on matters relating to regularization of appointments, claims for the award of pension, claims for reimbursement of legal expenses incurred through the Government servants in defending legal proceedings instituted against them relating to acts done in the execution of their official duties, claims for pension, or compensation in respect of injuries sustained on duty.
- The Commission is also consulted while creating order in any disciplinary case in circumstances like (i) censure; (ii) withholding of increments or promotions; (iii) reduction to a lower service, grade, or post; (iv) compulsory retirement; and (v) removal or dismissal from service.
- The Commission has to present to the President or the Governor, as the case may be, its annual report, with its recommendations.

There is a provision that the Parliament and the State legislatures, as the case may be, may confer additional functions on their respective Public Service Commissions. Therefore the Public Service Commission is a recruiting agency with purely advisory roles, consulted also in sure disciplinary and other matters. There are some statutory restrictions on the powers of the Public Service Commission. According to an amendment in Article, 320, which was effected in 1961, the President doesn't need to consult the UPSC in a case where he proposes to create an order for the removal, dismissal, or reduction in rank of a civil servant after he is satisfied that such action is necessary for the interest of the security of the State.

Conclusion

Therefore we can say that it is the personnel that more than anything determines the quantity and quality of the performance and output of an organization. Even the contribution of money and material to the performance of an organization depends substantially upon their manipulation by the human beings in an organization. In a dynamic domestic and international situation, personnel that fails to keep in step in which changing times may well prove to be a great hindrance to socio-political development. Personnel constitutes an integral part of the organization. It is with their requisite skills, aptitude, integrity, and organizing capacity that they can build the image of their organizations as effective institutions in nation-building. Personnel administration with its ever-increasing responsibilities has become an indispensable part of management. There is a need for making personnel administration responsible for bringing about innovative changes in the structure of an organization, undertaking personnel research, and conducting attitude surveys with modified tendencies along with time. There is also a need for making personnel administration accountable for formulating cost-effective policies and programmes and establishing a positive relationship between the organization and the environment.

5.4 Summing Up

Personnel administration is concerned with people at work and their relationships within an organization. It refers to the entire spectrum of an organization's interaction with its human resources from recruitment activity to the retirement process. It involves personnel training and forecasting, appraising human performance, selection and staffing, training and development, and maintenance and improvement of performance and productivity. It is closely related to an organization's overall effectiveness. Personnel administration is systematized, specialized knowledge and technique, which can help organizations in administering their personnel for achieving their optimum performance. To obtain these objectives, personnel administration is concerned with planning, organizing, directing, coordinating, and controlling the cooperative efforts of individuals within an organization

5.5 Probable Questions

Essay type questions

a) Discuss the role of the Public Service Commission in Public Personnel Administration
b) Discuss the features of the public personnel system.
c) Write a short note on the scope of public personnel administration.

Short Questions

a) Mention the classification of civil servants.
b) Analyse critically the role of personnel in a third-world country like India

5.6 Further Reading

a) Mukherjee, B.C., *Administration in Changing India*, Blaze Publishers, Delhi, 1994.

b) Ghosh, P., *Personnel Administration in India*, Sudha Publications (P) Ltd., New Delhi, 1969.

c) Avasthi and S.R. Maheshwari, *Public Administration*, Lakshini Narain Agarwal, Agra, 1978.

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Unit I

Development of Civil Service in India

Structure

1.1   Objectives

1.2   Introduction

1.3   Civil Service in Pre-Independent India

1.4   Civil Service in British India

1.5   Constitutional Provisions of Civil Services

1.6   Conclusion

1.7   Summing UP

1.8   Glossary

1.9   Model Questions

1.10   Further Readings and References

1.1   Objectives

The unit seeks -

- To know the historical background of the civil service in India.

- To comprehend the origins of public administration in India.

- To acquiring an understanding of the procedures essential to India's administrative reforms.

- To contextualize the changes in administration in India.

- To evaluate the recommendations of different Commissions on Indian Civil service.

1.2   Introduction

The numerous permanent employees needed to run the government's operations are referred to as "civil services." It is the State's executive agency or action arm, responsible for carrying out its policies and decisions. In addition, based on professionalism the civil service provides guidance on policy-making. Policy formulation in today's complex environment needs the detailed and specialised knowledge which is made available by the civil service.

1.3   Civil Service in Pre-Independent India

The Indian state has had some type of civil service since ancient times. Its beginnings can be traced back to the Mauryan era. For effective administration in the growing Mauryan Empire, meritorious public personnel were needed. The Mauryan government employed governmental officials in the name of Adhyakshas and Rajukas,. According to Kautilya's Arthasastra, the administrative apparatus is made up of seven fundamental components: the ruler Swamin, the bureaucracy Amatya, the territory Janapada, the fortified capital Durga, the treasury Kosa, the army Danda, and the Mitra (the ally). Mantrins and amatyas made up the senior bureaucracy. The King's top advisers were the mantrins, and his personal staffs were the amatyas. The Arthashastra of Kautilya outlines the criteria for recruiting civil servants, the terms of their loyalty, the procedures for evaluating their performance, as well as the civil servants' code of conduct. The Arthashastra also mentions some checks and balances on their appointments and caution, and it also suggests a continuous watch on the operation of the civil service, including regularly updating the monarch on their performance. A similar type of governing machinery also existed under the Gupta period.

During the Mughal Empire in medieval India, the mansabdari system was employed to manage the bureaucracy. The mansabdari system was essentially a pool of government servants who could be used for either civil or military purposes. Akbar began land reforms and established the land revenue system, which ultimately became a major component of the Indian taxation system. His view of service was regulated and welfare-oriented.

1.4   Civil Service in British India

The British Empire's success in India was primarily due to its effective administrative structure, which was led by the Indian Civil Service, also known as the Imperial Civil Service. The East India Company, established in 1600 AD, also had its own civil service, which was responsible for carrying out commercial functions. Lord Cornwallis introduced the civil service in India during British rule, so that the British territories in India could be administered better in 1715, Lord Robert Clive came to India, and undertook the task of purifying the services. He forced the servants of the company to sign 'covenants' with the company binding them not to accept presents or engage in private trade. It was for this reason that the services were classified as 'covenanted' and 'uncovenanted'. The covenanted civil service consisted of only Europeans (i.e., British personnel) occupying the higher posts in the government. The Uncovenanted services were the inferior posts created in the normal course of administration. Lord Cornwallis laid the foundation of a professional civil service in India with attractive salaries and certain rule based appointments, trainings, postings and promotions. He also made important administrative improvements, such as reserving all higher positions for European employees and enhancing their salary. The Charter Act of 1793 reaffirmed the notion of Europeans holding all positions of responsibility and authority. As a result, Indians held essentially no positions in the government during the first part of the 19th century. A select committee of the British Parliament sat in 1831–1832, to investigate the East India Company's affairs and the Indian administration. The committee wanted Indians to be admitted to higher civil services, which would strengthen their attachment to British dominion and lead to considerable savings in the expenses of the Indian Government.

The Charter Act of 1833 is arguably the most important legislative intervention in India's public administration of all the statutes passed by the British Parliament to control the East India Company in India. The Charter Act of 1833 provided that 'No native of the said territories shall be, by reason only of his religion, place of birth, descent, colour or any of them be disabled from holding any place, office or employment under the Company.' In 1837, an amendment bill allowed the company board to adopt limited competition as the basis for selection which was abolished by the recommendation of The Macaulay Committee in the year 1854. This committee proposed that the patronage-based structure of the East India Company be replaced with a high-quality permanent civil service that would be selected through competitive examinations. After 1855, the Indian Civil Service (ICS) began to recruit individuals strictly on the basis of their merit through open competition. It further suggested that applicants be between the ages of 18 and 23. The exams were scheduled to take place in London. As a result, in 1855, the first test under the new system for recruitment to the Indian public service was held.

Following the Indian War of Independence in 1857, the East India Company's dominion was abolished by the Government of India Act, which was passed by the British Parliament on August 2, 1858. By abolishing the Court of Directors and the Board of Control, the act transferred the government, territories, and revenues from the company to the Crown. In the same year, the Crown issued a proclamation giving the secretary of state-in-council the authority to control appointments to the Indian civil service. He was to operate with the assistance and counsel of Her Majesty's civil service commissioners. In 1860, the maximum age for admission to the open competition was lowered to 22 years from 23 years; it was again reduced to 21 years in 1864 and in 1878 it was further reduced to 19 years; making it practically difficult for Indians to appear in the said examination at such a lower age in London. In the same year (1878), the secretary of state ordered that each member of the Covenanted Civil Service would be bound to serve anywhere in India. In this way, these services became all-India services.

Between 1862 and 1875, 40 Indians completed (57 if those sitting more than once are included). Ten of these were successful. The number of Indian entrants dropped sharply after the introduction of the upper age limit of 19. From 1879-86 four out of 25 Indian entrants were successful, compared with five out of 46 between 1871 and 1874. This fall is not entirely explicable by the lower age limit; the exceptional years of 1873 and 1874 partly account for the high total of the last eight years under the 21 age limit: it seems that the less serious candidates stopped entering; it is possible that the statutory service creamed off a few who might otherwise have entered for the competition. The 1870 Act of India gave powers to the government to elevate Indians to the Covenanted Service from the Un-covenanted Service without examination, on the grounds of their performance and exceptional ability. This gave an opportunity to Indian officers to compete with European officers and secure promotion into the Indian Civil Service.

However, to increase the association of Indians in administration, a commission under the leadership of Sir Charles Aitchison, the then lieutenant governor of Punjab, was appointed in 1986. The commission recommended that the services should be divided into three categories: imperial services, provincial services, and subordinate services. Each of them is organized into different units on the basis of duties such as Civil Service, Police Service, and Educational Service and so on. Recruitment to the first category was to continue, as before, in England; however, recruitment to the other two categories was to be made by the provincial governments, partly on a competitive basis and partly through promotion from the subordinate services. Besides, this commission recommended that the age limit be raised to 23 years.

On the Indian side, there was an increasing demand for a greater share of superior civil services. Additionally, there was opposition to the separation of the services into imperial and provincial. With the outbreak of the First World War, a change in the attitude of the British government was visible, which was largely 'strategic' to solicit the support of the Indians in its war effort. The result was the adoption of the 1919 Montagu-Chelmsford Reform scheme which was guided by the committed goal of the government 'to increase the association of the Indians in every branch of the administration and the gradual development of self-governing institutions in India. In 1918, Mont-Fort report on Indian Constitutional Reforms suggested increasing the association of Indians with every department of administration and that examination should be held simultaneously in England and India for recruitment to the Superior Civil Service. In addition, it stipulated that Indians must make up 33% of higher level civil service positions in India, and this percentage should be increased by one and a half per cent annually.

The Government of India Act of 1919, often known as "diarchy," decentralised government by assigning some responsibilities to the provinces and placing them under popular control. According to the rules framed under Section 96(B)-2 of the Act of 1919, the all-India services were mixed. These included the Indian Civil Service, the Indian Police Service, the Indian Forest Service, the Indian Civil Veterinary Service, the Indian Educational Service, the Indian Agriculture Service, the Indian Forest Engineering Service, the Indian Medical Service (Civil) and the Indian Service of Engineers. The appointments to these services were made by the secretary of state. The all-India services were ultimately responsible to the government of India and to the secretary of state. Besides, in accordance with the Government of India Act of 1919, the Public Service Commission was established to hold examinations in India for the purpose of recruiting candidates for the All-India Services. This provision was, however, criticised due to the transfer of power to the provinces Members of the higher services began to agitate over their salaries and emoluments. The issue of further Indianisation of the services was being raised again and again. Against this background, the Royal Commission on Superior Services in India was appointed in 1923 to examine the issues relating to All-India Services, including the question of their Indianisation.

The Lee Commission submitted its report in 1924 and made the following main recommendations:

(1) The all-India services, including the Indian Civil Service, Indian Police Service, Indian Medical Services, and Indian Forest Service (save for Mumbai), to which appointments were being made and regulated by the secretary of state.

(2) No further recruitment should be made for provincial governments, particularly in transferred fields, namely, the Indian Education Service, the Indian Agriculture Service (Civil), the Indian Veterinary Service, the Roads and Building Branch of the Indian Service of Engineers and Forest Service in Bombay. The personnel for these services were, further, to be recruited by the provincial governments.

(3) It is recommended that promotions from the provincial services fill 20% of the superior posts. Indians and Europeans should both have an equal amount of direct hiring in order to develop a 50 : 50 cadre in around 15 years. The ratio of direct hiring for the Indian Police Service was to be 5:3 for Europeans and Indians, respectively, with the remaining 20% coming from promotions within the provincial service. It was decided that the ratios for the Indian Forest Service and irrigation would be 75 and 25 percent, respectively, with the remaining 20 percent to be filled by promotion from the provincial service.

(4) The British officers should have the freedom of retirement on proportionate pensions if at any time the department in which they had been employed should be placed under the control of the concerned ministers.

The Lee Commission was chastised for being pro-centre and anti-provincial, as well as for maintaining the All-India Services' exceptional advantages. Additionally, the retention of All-India Services became a hotly contested topic since nationalist leaders believed it to be incompatible with provincial autonomy. With the growing demand by Indians for a more responsible government, the British government constituted the joint committee on Indian Constitutional Reform (1933–1934) to frame a new constitution for India. However, this committee did not accept the view of the Indian nationalists that the all-India services were incompatible with the concept of provincial autonomy and, therefore, should be abolished. The committee felt that it was necessary to ensure the supply of British and Indian officers of high quality for running the administration of the central as well as the provincial governments. The Government of India Act, of 1935 while granting provincial autonomy, accepted in full the recommendations of the Joint Committee. In 1946, the issue of resuming all-India services was brought to light. The issue became critical since the secretary of state for India had suspended ICS and IPS recruitment throughout the war. Due to the changes happening at the time, recruitment was unable to begin even after the war was over.

On October 20 and 21, 1946, Sardar Vallabh Bhai Patel, the home minister at the time, called a conference of provincial premiers to decide on the administrative structure. He said that having services available throughout the entire country would make it easier for the centre and the provinces to communicate, enforce uniform administrative standards, and keep the central government informed of current events. He further said that the provincial administration would also benefit from the wider outlook and experience of the officers of the All India services. The conference accepted the necessity of the All-India Services, which was incorporated in the Constitution prepared by the constituent assembly.

1.5   Constitutional Provisions of Civil Services

The creation of all-India services did not initially have a constitutional foundation provided by the Indian Constituent Assembly's drafting committee. It was believed that laws passed by the relevant legislatures should govern them rather than constitutional clauses. Sardar Patel, however, insisted on a constitutional provision to provide a solid and enduring foundation for civil services. Although legislative acts are easily amendable, Constitution might be difficult to change. Article 308-314 in part XIV of the constitution contains provisions with regard to all India services, Central Services and State Services. Article 309 empowers Parliament and the state legislatures to regulate the recruitment and conditions of service of persons appointed, to public services and posts in connection with the affairs of the Union or of any state. According to Article 3010, every person who is a member of a defence service or of a civil service of the Union or of an all-India service or holds any post connected with defence or any civil post under the Union holds office during the pleasure of the President, and every person who is a member of a civil service of a state or holds any civil post under a State holds office during the pleasure of the Governor of the state. This means that any Government employee may be dismissed at any time and on any ground, without giving rise to any cause of action for wrongful dismissal except where the dismissal is in contravention of the Constitutional safeguards (Art 311). Article 312 provides that the Parliament can create new all India services (including an all-India judicial service) if the Council of States has declared by resolution supported by not less than two-thirds of the members present and voting that it is necessary or expedient in the national interest to do so.

1.6   Conclusion

Although the civil service system existed in India from ancient times, the British introduced a well-organized civil service system in India. The British separated the military and politics in order to establish a rule of law rather than a rule of force. The notion that the country was not the ruler's personal estate was applied to British officials' presence in India. It altered the power culture of the Indian Subcontinent. The high standard of educational testing and competitive examinations, efficient training, and impersonal nature of public affairs distinguished the British Empire in India.

1.7 Summing UP

- Since ancient times, the Indian state has had some form of civil service.
- The origins of civil service can be traced back to the Mauryan era.
- During British rule, Lord Cornwallis created the Indian civil service to improve the management of the British colonies in India.
- In the first phase the British Civil Service was divided into two parts-covenanted and uncovenanted.
- Only Europeans (i.e., British personnel) occupied the highest positions in the covenanted public service. The uncovenanted services were the lower-level positions produced during the usual process of administration.
- The Indians had no place in the public services up to the first quarter of the 19th century.
- The Charter Act of 1833 granted Indians the right to higher civil service.
- After 1855, the Indian Civil Service (ICS) began to recruit individuals strictly on the basis of their merit through open competition.
- In 1918, Mont-Fort report on Indian Constitutional Reforms suggested increasing association of Indians with every department of administration and examination should be held simultaneously in England and India to recruitment to the Superior Civil Service.
- The Public Service Commission was established to hold examinations in India for the purpose of recruiting candidates for the All-India Services in accordance with Government of India Act 1919.
- After Independence, article 308-314 in part XIV of the constitution of India contains provisions with regard to all India services, Central Services and State Services.

1.8　Glossary

- **Developmen**t- The process in which someone or something grows or changes and becomes more advanced.
- **Civil Service**: The body of government officials who are employed in civil occupations that is neither political nor judicial. In most countries the term refers to employees selected and promoted on the basis of a merit and seniority system, which may include examinations.

1.9　Model Questions

Essay Type Questions:

1. Discuss the historical Background of the civil service in India.
2. Write an essay on the Civil Service in Pre-independent India.
3. Write a note on the Civil Service in British India.

Long Questions:

1. Briefly describe the concept of bureaucracy as enumerated in the Arthashastra of Koutilya.
2. Discuss the changes that took place in the civil service system after the British government took over the rule of India in 1858.
3. Evaluate the recommendations of the Lee Commission Report in 1924.

Short Questions:

1. What do you mean by Civil Service?
2. Give a brief outline on the bureaucracy in Medieval India.
3. What were the recommendations of the Macaulay Committee?

1.10　Further Readings and References

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<u>Unit II</u>

Classification of Civil Services

Structure

2.1 Objectives

2.2 Introduction

2.3 All- India Services

2.3.1   Recruitment to IAS and IPS

2.3.2   Need for All- India services

2.4 Central Service
2.5 State Public Services

2.6 Conclusion

2.7 Summing UP

2.8 Glossary

2.9 Model Questions

2.10   Further Readings and References

2.1. Objectives

After studying the unit the learners would be able to

- ➢ Understand meaning, importance and bases of the classification of services in India
- ➢ explain the system of classification of services in India during the pre-Independence period
- ➢ Know the recruitment process of IAS and IPS
- ➢ Describe the present system of classification of civil services in India

2.2. Introduction

A categorization in personnel administration refers to a grouping of distinct jobs according to their tasks and obligations. Classification gives the system some order and ensures that everyone who is classified together based on specific criteria is treated equally. Both civil and military activities are carried out by some officials. Therefore, civilian employment differs from military employment. Of course, both civil and military officers are a part of the state government. However, the two groups' roles are diverse, and as a result, a distinction has been made between the two kinds of officers. The Indian Constitution's Part XIV specifies various categories or types of services for India. The types and categories of services are not covered in detail in the Constitution. Civil services, after independence, have been categorised into three types- All India Services (IAS), Central Services and State Services.

2.3. All- India Services

All-India services are those that both the federal and state governments share. Members of these services are recruited and trained by the central government but are assigned to different states for work. They work for the central government on deputation, and after their predetermined term is up, they return to their assigned state. The Central and state governments jointly control the All-India services. Despite the fact that state governments have immediate control, the central government has final say. Any disciplinary action taken against these officers can only be taken by the central government.

There are three all-India services available right now. They are the Indian Forest Services (IFS), Indian Police Services (IPS), and Indian Administrative Services (IAS). The Indian Civil Services (ICS) and

Indian Police (IPS) were replaced in 1947 and declared by the Constitution to be all-India services. The third all-India service, the Indian Forest Service, was founded in 1966. The All-India Services Act, LXII of 1951, gave the Indian government legal authority to establish regulations after consulting the State Governments appointed to All-India services.

2.3.1 Recruitment to IAS and IPS

Article 312 of the Constitution of India has constitutionalised the formation of Indian Administrative Services (IAS) and Indian Police Services (IPS) but the details of their recruitment, condition of service, etc. were to be laid down by a parliamentary legislation. So, on October 15, 1951, the Parliament approved the All-India Services Act, 1951. This Act, as revised from time to time, governs the hiring practices and working conditions for all-Indian service workers. In order to fulfil the Act's objectives, this gives the federal government the authority to create regulations after consulting with the state governments. However, a number of methods are used to recruit candidates for the IAS and IPS, including: a) Direct recruitment through the UPSC's open competitive examination; b) Promotion from among the state civil service members; c) Selection from among the Emergency Commissioned and Short Service Commissioned Officers; and d) Special Selection. But the bulk of the IAS and IPS officers are recruited by UPSC through open competitive examination. It is to be noted here that the IAS and IPS officers are recruited through a combined examination, and a separate examination conducted for the recruitment of the officers of the Indian Forest Service. But from 2013 the Preliminary Examination will be common for the candidates applying for civil services Examination and Indian Forest Service Examination, and will act as a screening mechanism for selection of candidates for civil Services (main) Examination and Indian Forest Services (main) Examination.

2.3.2 Need for All- India services

The All-India services were established during British rule to provide the steel frame of colonial administration, but they were continued after independence to serve a different purpose. The following arguments for the continuation of these services under the new arrangement may be summed up: The All-India services promote the unity and solidarity of the country by combating parochial attitudes of the

states. Because the officers of these services are generally posted in states other than their own, they are less susceptible to local and regional influences than officers from within the state would be.

1. By rotating the officials of this agency between the federal government and the states, communication between the two is made easier.

2. These services attract a wide range of applicants and are highly compensated in terms of reputation and respect. As a result, they are able to recruit better individuals than governmental services can.

3. The officers of the state services would be hesitant to provide independent advise to the state ministers, whereas the members of the All India services hold the important positions in the states.

4. In some states, there is a shortage of qualified candidates for high-level positions, and the All India Service fills the need.

5. There is inadequacy of the necessary man-power for the high bracket positions in some of the states, and All India service supplies the deficiency in such cases.

6. When there is failure of the constitutional machinery in a state, the president's rule has to be declared. In such cases it is a great help to have men of All India services under the direct control of the centre to carry out the president's policies.

The All India Services have been criticised for the following reasons in addition to the merits that they have been given credit for.

1. The All India services contravene our constitution's federal principles. They work against state autonomy. As a result of the Lee Commission's 1924 recommendations, the dissolution of the majority of the Imperial services was taken into consideration. Although the centre is currently a democratically run organisation, serious issues could develop if other political parties control both the federal government and the states.

2. Since the central government, which establishes the state cadre of such services and has authority over them, recruits and trains the members of the All India Services stationed in the states, the concept of ministerial responsibility is broken when services are not under the minister's authority.

3. Opposition to All India services is also motivated by regional loyalties. While some states receive more than their fair share of All India services, others receive less. The setting of regional or state quotas based on population for the All India services was demanded as a result of this head.

4. It is also said that officers from outside the state find it difficult to understand the issues facing the people they work with and get their cooperation because they are unfamiliar with their languages and environments. Therefore, it is required that the recruits assigned to a state be its residents.

2.4. Central Service:

The central civil services, which are entirely controlled by the central government, are chosen to manage the responsibilities given to the Union government by the Indian Constitution. According to the varying responsibilities of the work done and the necessary qualifications, the central civil service is divided into four classes or groups. In general, such classification is based on the pay scales associated with these positions. The names of these four groupings are Group-A, Group-B, Group-C, and Group-D. At present there are 60 group-A Central services. Some of them are Archaeological Science, Botanical Survey of India; Central Engineering Service; Central Information Service; Central Electrical Engineering Service; Central Health Service; Central Legal Service; Central Revenues Chemical Service; Central Water Engineering Service; Central Secretariat Service; General Central Service; Geological Survey of India; Indian Statistical Service; Indian Economic Service Indian Audit and Accounts Service; Indian Defence Accounts Service; Indian Foreign Service; Indian Inspection Service; Indian Meteorological Service; Indian Postal Service; Indian Posts and Telegraphs Traffic Service; Indian Revenue Service; Indian State Service; Indian Supply Service; Mercantile Marine Training Ship Service; Mines Department; Overseas Communication Service; Survey of India; Telegraph Engineering Service; Zoological Survey of India; Railway Inspectorate Service; ; Telegraph Traffic Service and Railway Personnel Service.

Most of the above cadres of Group-A Central Services have also corresponding group-B services. The group-C Central Services consist of clerical personnel while group-D consists of manual personnel. Thus group A and group B comprises gazette officers while group C and group-D are non-gazette.

2.5. State Public Services

In India, each state has its own public services, which are chosen by State Public Service Commissions or other authorities. The employees of state agencies are solely subject to the control of the state government which is concerned with the administration of state subjects such as agriculture, education, forest, health, planning, police, etc. The number of services differs from state to state. Services like the civil service, police service, forest service, judicial service, educational service, and sales tax services are provided to all states. The Indian Administrative Service and Indian Police Service as well as the state services occupy the higher posts in the state administration.

Similar to the central services, the state services are divided into four categories: Class I (group A), Class II (group B), Class III (group C), and Class IV (group D) based on work and qualifications. Furthermore, state services are divided into two categories: gazetted and non-gazetted. The majority of the time, Class I (group A) and Class II (group B) services are gazette classes but Class III (group C) and Class IV (group D) services are not. For purposes of appointment, transfer, promotion, and recruiting, the Government Gazette publishes the names of members of the gazetted class; non-gazetted class members' names are not published. Furthermore, members of the gazetted class have various advantages that members of the non-gazetted class do not have. Also the members of gazetted class are called officers while those of non-gazetted class are called employees.

According to the all-India services Act of 1951, promotions of officers working for the state services are required to fill senior positions in the Indian Administrative Services (IAS), Indian Police Services (IPS), and Indian Forest Service that do not exceed 33.3%. Such promotions are carried out on the advice of a UPSC member or the selection committee established in each state for this purpose.

2.6. Conclusion

A proper and systematic classification of personnel in government is very essential for the management of civil service in modern India. The USA, Japan, Canada etc. have adopted the system of position classification, while UK, India Pakistan etc. have adopted the system of rank classification. The basis of the rank classification system is the rank and the personal status of the incumbent. Each employee is placed in a particular class. The present classification system is criticised mainly on the ground that it promotes class consciousness which is not conducive to the efficient, smooth and harmonious functioning of the civil service.

2.7. Summing UP

➢ Classification gives the system some order and ensures that everyone who is classified together based on specific criteria is treated equally.

➢ Civil services, after independence, have been categorized into three types- All India Services (IAS), Central Services and State Services.

➢ All-India services are those that both the federal and state governments share.

➢ There are three all-India services available right now. They are the Indian Forest Services (IFS), Indian Police Services (IPS), and Indian Administrative Services (IAS).

➢ The All- India services promote the unity and solidarity of the country by combating parochial attitudes of the states.

➢ The central civil services, which are entirely controlled by the central government.

➢ The employees of state agencies are solely subject to the control of the state government which is concerned with the administration of state subjects.

2.8. Glossary

Classification: In personnel administration classification means a grouping of various positions on the basis of their duties and responsibilities. Classification brings some orderliness into the system and makes for uniform treatment of all the people who are grouped together on certain criteria.

All-India Service Act 1951: This Act was enacted on 29th October, 1951 to regulate the recruitment, and the conditions of service of persons appointed, to the All-India Services common to the Union and the States. According to this law the Central Government may, after consultation with the Governments of the States concerned, [including the State of Jammu and Kashmir [and by notification in the Official Gazette]] make rules for the regulation of recruitment, and the conditions of service of persons appointed to an All-India Service.

UPSC: The Union Public Service Commission, commonly abbreviated as UPSC, is India's premier central recruitment agency for recruitment of the entire Group 'A' officers under Government of India.

2.9. Model Questions

Essay Type Questions:

1. Critically evaluate the present system of classification of civil service in India.
2. Point out the arguments for the continuation of the Indian Civil Service after Independence.
3. What are the types of the classification of services? Discuss their features.

Long Questions:

1. Write a short note on All India Civil Services in India.
2. Give an outline of Central Services in India.
3. Write a brief remark about State Civil Services in India.

Short Questions:

1. What do you understand by classification?
2. Discuss the criticism against the All-India services in India
3. Write about how an IAS recruits.

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Generalists and Specialists

Structure

3.1 Objectives

3.2 Introduction

3.3 Meaning of Generalists and Specialists

3.4 Relation between Generalists and Specialists Administrators in India

3.4.1   Areas of controversy
3.4.2   Arguments in favour of Specialists and Generalists

3.5 Attitude of Political Leaders on the Position of Generalists and Specialists

3.6 Recommendations of Administrative Reforms Commission

3.7 Conclusion

3.8 Summing UP

3.9 Glossary

3.10   Model Questions

3.11   Further Readings and References

1.11   3.1 Objectives

The present unit will help the learners:

- To understand the meaning of generalists and specialists.

- To distinguish between general administration and functional administration in the public service.

- To describe the role of generalists and specialists in public service.

- To explain the controversy between the generalists and specialists.

3.2 Introduction

In the government, there are two major functional categories: generalists and specialists. They are essential in the formulation of policies, their implementation, and in providing advise to political leaders. The nature of modern administration has become more specialised, necessitating the use of various kinds of staff with the requisite abilities, expertise, and characteristics. Although both of these types of functionaries are required in modern organisations, the debate between them has existed for ages and is today one of the most hotly debated topics in public administration.

1.12   3.3 Meaning of Generalists and Specialists

A general civil servant does not possess any specialist or technical education. Recruitment of a general administrator is done on the basis of general educational qualifications and is open to all candidates who possess the minimum required educational qualification irrespective of the subject studied in the university. In its common usage, the term "generalist" refers to an all-around individual who takes pride in his versatility rather than having a particular speciality. He is also a versatile individual who is required to perform each task equally well as a specialist. According to L.D. White, "general administration is understood to mean those duties which are concerned with the formulation of policy; with the coordination and improvement of government machinery, and with the general management and control of the departments.' It assumes that a generalist administrator is concerned with all types of administrative processes performs the POSDCORB functions which are planning, organizing, staffing, directing, coordinating, reporting, and budgeting. Presthus, considers 'a generalist is an amateur administrator who has received an education in linguistics, poise and leadership, good intuitive judgment, the proper feelings, and a broad background rather than in highly specialised knowledge and skills.

In India services of generalists includes Indian Administrative Service, Indian Revenue Service, Indian Police Service, Indian Foreign Service, Indian Portal Service, Indian Audit and Account Service, Central Secretariat Services and so on. The generalist services again fall into two groups- the first group consisting of functional services and the second consisting of the generalist administrative service. Each one of the functional services like Police, Income Tax, Central Excise, Audit and Accounts has a well defined functional area. On the other hand the administrative service which has been primarily organized for district administration, does not have well defined functional areas beyond the district level.

On the other hand, a specialist is an expert who has devoted time and study to a special branch of learning and has acquired specialised expertise in tackling problems in particular subjects or areas. As a result, he is not an all-rounder like a generalist. Specialists in government are those who are recruited to posts for which specialist, technical and other professional qualifications are essential. In India, specialists services include the Centre Health Service, Indian Meteorological Service, Indian Economic Service, Indian Statistical Service, Indian Forest Service, and Centre Engineering Service, and so on.

1.13   3.4 Relation between Generalists and Specialists Administrators in India

In rendering advice to the political executives, policy-making and in implementation of policies the generalists and specialists servants play complementary roles. But for a long time, a controversy has been raging among administrators and scholars alike regarding the position and the role of the general administrators and functional specialists in the public service. In his article 'Generalists versus Specialist' A D Pandit pointed out that 'the generalist-specialist controversy has raised its head from time to time in Britain and countries which were formerly governed by the British and have retained either intact or with modifications, institutions and procedures of British origin, such as parliamentary democracy and a civil service recruited on merit'. Conflicts arise either from the perceptions of each about the role of the other or from differences in their occupational backgrounds. The thorny issue in the controversy is whether, in a democratic set up, the policy formulation should be done by the generalist-administrator or the specialists.

The controversy between these two groups of functionaries is however age-old and still one of the fiery fought out issues of Public Administration. The heritage of the generalist being always at the top of administration can be traced back to the administrative philosophy of 19th century England. In 1854, the British Northcote-Trivelyan Committee Report recommended a superior position for the members of the British administrative class (generalists) and a subordinate position for the members of the technical (specialists) services. Influenced by the British Northcote- Trivelyan Committee Report on the Indian Civil Service in 1854 also recommended the same position in India too. But in 1968, the Fulton Committee Report looked into this issue in light of the new circumstances and suggested giving professionals a better standing, a bigger responsibility, and professionalising higher civil services in Britain. However, despite a slight improvement in the standing of specialists, generalist domination continued to exist in this country.

Inspired by the British administrative philosophy, similar recommendations were made for corrective action in India by the Administrative Reforms Commission from 1966- 1970, the Estimates Committee of Parliament, and the Second Pay Commission from 1957 -1959. The current Indian administrative system is mostly dominated by generalists, in which policy-making and top administrative posts are occupied by generalist administrators belonging to the IAS of the government. He is the boss of many specialists working in those departments. The IAS has established itself as the elite corps in charge of filling important positions close to the President and Prime Minister, as well as other higher-level positions in charge of coordinating cabinet policies, managing hiring, training, and disciplinary procedures for the upper levels of the civil service. For instance, the IAS is the boss in the home ministry even though the Director General of Police hails from the IPS. A collector is an IAS who, in addition to the DSP or City Police Commissioner, performs magisterial duties of maintaining law and order. Similarly, the Director of Medical Education, the director of Technical Education, the Director of Higher Education, the Conservator of Archives, etc. are all technical and specialist officers who are answerable to the generalist IAS Secretaries in their respective ministries. The technical departments like Mines, Coal, Steel, Labour, Communications, Electricity, Information & Broadcasting, Defense, etc. are headed by IÁS officers, sidelining the specialists in those areas. This pattern of IAS paramountcy is also found in state and local governments. John J. Hebal considers that, 'problems between generalists and specialists began to arise as soon as specialisation developed in Indian administration, certainly by the late Nineteenth Century.' However, this predominance of generalists in administration led to discontent which has gained momentum in recent years. In several states of India, this controversy has been carried to the streets in such a severe manner that it has led to a complete breakdown of communication between the members of the IAS representing the generalist and the electrical engineers, representing the specialist.

1.14   3.4.1 Areas of controversy

In the administrative system, the following issues are at the centre of the journalistic and expert disagreement.

1. The majority of top posts for policy formulation and consideration levels in the union and State governments are reversed for the members of IAS. In the other words, entry into these top posts is usually denied to the specialists. At the district level, the District Collector who is the head of the district administration is a generalist civil servant per excellence. Not only that, the key posts at the regional level like Divisional Commissioner, Command Area Development Commissioner, and others, are manned by generalists..
2. The pay and service conditions, including promotions, are more appealing and advantageous than those of the specialist. Generalists have a better and faster chance of changing into promotion than specialists.

3. Generalists have a larger range of inter-organizational mobility than specialists do. The IAS officers switch across departments, going from one to a municipal or public enterprise and vice versa. The specialists only move within their specific administrative divisions or departments.

4. The IAS officers who regarded the specialists as their subordinates do not give much consideration to the advice, proposals, and ideas of the professionals.

5. Generalist IAS officials evaluate and appraise the specialist's performance.

1.15   3.4.2 Arguments in favour of Specialists and Generalists

Specialists argue that generalists are unsuitable for all policy-making positions due to a lack of professionalism and adequate knowledge. A developing country like India requires a scientific perspective, not an administrative one; specialists regard IAS generalists as rule-followers who lack the scientific temper that planned development requires. The policies that the generalists have formulated are unrealistic because they are not fully aware of the challenges that the specialists face in the effective implementation of policies. Administration in the future is going to be characterized by new developments in the fields of science and technology, social and behavioural sciences, decision-making, human relations in administration etc. Each of these areas requires professional intervention. On the other hand, the generalists believe that, while the technical soundness of a scheme can only be determined by specialists, mere technical soundness is insufficient. It is argued that a scheme should be examined from a variety of perspectives, including its financial and legal implications, administrative feasibility, political justifiability, and whether it is acceptable to Parliament and the public. The generalist contends that they are in a better position than specialists to perform higher management level jobs because they have broader and richer experience, ability, and caliber. Generalists are also influential in the problem-solving arena. Because the majority of important techno-professional work in government has become interdisciplinary, a single arbiter in the form of a generalist administrator is required to articulate a rational, cost-effective, and most beneficial alternative solution. Furthermore, they serve as a bridge between an amateur minister and a specialist, between pressure groups and the public interest, and between citizens and the government.

3.5 Attitude of Political Leaders on the Position of Generalists and Specialists

India's political leadership was opposed to the IAS being placed in a pivotal position in comparison to technical personnel. In 1956, the President of India observed, "I see no reason why technical personnel should not be treated at par with administrative personnel and technical services should not be given the same emoluments

and advantages as the country's administrative services. In 1960, Jawaharlal Nehru stressed the importance of technocrats and scientists in the development of modern India, saying, "While our administrative services are generally good, it is wrong to think that people in the administrative services belong to some upper strata of society where others cannot reach. An engineer can work as an administrator, but an administrator cannot work without engineers because he does not know the job at all'. In 1967, the then Prime Minister, Mrs. Indira Gandhi, on the eve of a convocation address at the university of Roorkee emphatically asserted, "It is odd that the greatest doctors and engineers in the country who could be rated as the leaders of the profession and who save lives and add permanent assets to the nation can rarely hope to receive the pay or status of secretaries of minister. The brightest of our young men and women choose engineering and medicine. If they happen to go into government, they are very soon overtaken by the general administrator. This must change, and I am trying to change it. The administrative system must reflect the individual's contribution to human welfare and economic gain'.

In our country, certain measures have been taken to reduce the controversy between generalists and specialists. In 1948, the Central Secretariat Service was created, which gave rise to a separate cadre of permanent secretariat officers. The Indian Economic Service, Indian Forest Service, and India Statistical Service have been created exclusively for specialists. The Planning Commission, the UGC, the Department of Atomic Energy, the Department of Space and Electronics, and the Department of Science and Technology are all led by scientists as secretaries or chairmen, as the case may be. Giving experts the ex-officio rank of Joint/Additional Secretary to the Government is another experiment that has been tried to give them their due respect in the areas of policy-making and administration. The majority of posts on the planning commission have been filled by specialists.

1.16   3.6 Recommendations of Administrative Reforms Commission

Specialists were rarely promoted to the positions of secretary in the central or state governments prior to the release of the Administrative Reforms Commission's report on Personnel Administration (April 1969). In addition, IAS members are also appointed as heads of departments in state government, with the exception of police and engineering, including technical ones like agriculture, animal husbandry, sales tax, etc. There are wage disparities between the IAS and other services, which exacerbates the resentment among employees of specialised departments like Indian Audit and Accounts, the Railways, etc. at the federal level and agricultural, engineering, and other services at the state level.

In relation to the Generalists-Specialists debate, the Administrative Reforms Commission in 1969 made some recommendations, such as –i) All current services in the Government of India should be regrouped into eight functional categories so that the IAS shall no longer be a generalist but shall have a purely functional role of revenue administration. ii) Senior management posts may be selected from all relevant sources, the generalists and the specialists' iii) A rational pay structure should be adopted. iv)The practise of appointing generalist secretaries as part-time or full-time Chairmen or managing directors of public enterprises should be discontinued.

1.17   3.7 Conclusion

Since India's independence, there has been conflicting between professionals and generalists in the civil service, and this rivalry has prevented the effective administration necessary to provide the infrastructure for social, economic, and political progress The sooner we allow experts to perform their legitimate functions, the more professionally public administration will function. The generalist nature of bureaucratic recruiting in India needs to end as soon as possible. The French approach should be adopted here. In France, top bureaucrats are chosen based on their specialised understanding of the subjects they would be tasked with handling. They are assigned to departments based on their areas of expertise. On the basis of their knowledge, they make a positive contribution to that department, and in the process, they amass enough expertise and experience there to warrant promotion. They are being appointed to the top policy-making roles or generalist positions when they reach seniority, accumulate sufficient experience, and have a mature and broad outlook to appropriately position their department's work within the entirety of governmental operations.

1.18   3.8 Summing UP

- In the government, there are two major functional categories: generalists and specialists.
- Like Britain in India there are controversies between them.
- Reservation of top posts for generalists, unequal service conditions, treating specialists as their subordinates by generalists are the main issues of the controversy.
- The specialists argue that a developing country like India requires a scientific perspective, not an administrative one. While generalists pointed out that technical soundness is not enough for formulation of any government scheme. It is crucial to examine a plan from a number of angles, including its financial and legal ramifications, administrative viability, political justifiability, and whether it is supported by Parliament and the general public.

- A number of political leaders consider that there would be equal hierarchy between generalist and specialist.
- Administrative Reforms Commission (1969) tries to reduce the gap through its recommendations.

1.19   3.9 Glossary

Generalists: a person whose knowledge, aptitudes, and skills are applied to a field as a whole or to a variety of different fields.

Specialists: A specialist is a person who has a particular skill or knows a lot about a particular subject.

Controversy: *Controversy* is a lot of discussion and argument about something, often involving strong feelings of anger or disapproval.

1.20   3.10 Model Questions

Essay Type Questions:

1. Describe the issues that have caused conflict between administrative generalists and experts.
2. Describe the function of specialists in the administrative field.
3. What justifications do the generalists offer for their privileged position in administration?

Long Questions:

1. What are the Administrative Reforms Commission's suggestions about generalists vs. specialists?
2. What are the Administrative Reforms Commission's recommendations for specialised services?
3. Briefly discuss the relation between generalists and specialists.

Short Questions:

1. What do you mean by generalists?
2. What do you mean by specialists?
3. What are the specialists' arguments in support of their administration position?

1.21   3.11 Further Readings and References

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Unit IV

Concept of Representative Bureaucracy

Structure

4.1 Objectives

4.2 Introduction

4.3 Meaning of Representative Bureaucracy

4.4 Conditions for Representative Bureaucracy

4.5 Democracy and Representative Bureaucracy

4.6 Type of Representative Bureaucracy

4.7 India and Representative Bureaucracy

4.8 Criticism against Representative Bureaucracy

4.9 Conclusion

4.10   Summing up

4.11   Glossary

4.12   Model Questions

4.13   Further Readings and References

1.22   Objective

The present unit helps us:

- To explain the meaning of representative bureaucracy
- To know the necessary conditions for representative bureaucracy
- To evaluate the role of representative bureaucracy in democracy
- To point out various criticism against representative bureaucracy

1.23   Introduction

The modern state cannot function without bureaucracy. It has a long history because it can be traced back to ancient writings from the Chinese, Greek, Roman, Egyptian, and Indian civilizations. The modern form of bureaucracy is the development of the 20th century. After World War II, bureaucracy firmly established

itself in every state. Representative bureaucracy is concerned with both the structure of the bureaucracy and the effects that representation has on the formulation and execution of policy.

1.24   Meaning of Representative Bureaucracy

Representative bureaucracy is a form of representation that captures most or all aspects of a society's population in the governing body of the state. The term "representative bureaucracy" is widely given to J. Donald Kingsley's 1944 book Representative Bureaucracy, and since then it has gained popularity through the discussions of a few American scientists and British sociologists. Kingsley argues in his book that the English bureaucracy needed to "liberalise social class selection" because of the "dominance of social, political, and economic elites inside the British bureaucracy," which he says led to policies and programmes that did not serve the needs or interests of all social classes. In order to address this problem, Kingsley claims that "representative bureaucracy is important since there must be at least some administrators sympathetic to the programmatic objectives of the prevailing political party."

Literally, representative bureaucracy means a civil service in which every economic class, caste, region or religion in a country is represented in exact proportion to its numbers in the population. In practice, its American proponents interpret it less literally to mean a bureaucracy drawn 'from all social, racial and religious groups on the basis of ability' -but not necessarily in exact numerical proportion to produce 'a copy of the total society. According to the widely accepted notion of representative bureaucracy, diversity in the public workforce, particularly in terms of traits like colour and ethnicity, will aid in ensuring that varied groups' interests are represented in the processes of policy formulation and implementation. The idea holds that a bureaucrat's social and demographic background shapes their socialisation experiences and the formation of attitudes, beliefs, and opinions that ultimately influence their decisions on policy matters. As a result, the idea contends that when the bureaucracy reflects the populace, policy choices will generally reflect the populace's interests.

A central theme of representative bureaucracy is the assumption that passive representation will lead to active representation, whereby bureaucrats act purposely on behalf of their counterparts in the general population. Therefore, a representative bureaucracy serves to make bureaucracy accountable by acting in accordance with the values of the general public and generating policy outcomes that are comparable to those generated if the entire population participated.

1.25   Conditions for Representative Bureaucracy

Meier and Stewart (1992) propose three necessary conditions for representative bureaucracy: First, public administrators must have discretion in the decision-making and policy implementation process. Second, these bureaucrats must exercise this discretion in a policy area that has important implications for the group they represent. Finally, in order to ascertain a connection between the demographic backgrounds of bureaucrats and policy outcomes, these administrators must be directly associated with the decisions they make.

Van Riper makes it clear that a representative bureaucracy must "(1) consist of a reasonable cross-section of the body politic in terms of occupation, class, geography, and the like, and (2) must be in general in tune with the ethos and attitudes of the society of which it is part.

1.26   Democracy and Representative Bureaucracy

The notion of representation is central to both democratic principles and Weberian bureaucracy. According to Weber (1968), a stable, democratic government requires legitimacy and the representation of the governed. Legitimate representation entails the values of speaking up for and taking action on behalf of others. Scholars of representative bureaucracy have long argued that the decisions made by bureaucrats influence their own values and attitudes. According to representative bureaucracy theory, a demographically representative bureaucracy will develop policies that substantively represent the attitudes and wants of the public. Representative bureaucracies can promote democracy in various ways. As a number of scholars have pointed out, representation makes bureaucracies more responsive to the body politic, and can also increase government accountability.

1.27   Type of Representative Bureaucracy

Various types of representation have been identified in studies of representative bureaucracy, such as passive, active, and symbolic representation. Passive representation happens when the demographics of bureaucratic agencies reflect those of the broader population. Several studies have shown that passive representation can be an indicator of diversity gains as well as a measure of the enfranchisement of diverse

communities. For an agency to be regarded as really representative, this variety must reflect the racial and ethnic diversity of the general population. Passive representation can help governmental entities appear more genuine by demonstrating a commitment to access to power and equal opportunity. Communities with different demographics may even feel "enfranchised" when a glaringly diverse bureaucracy works for them. As a result, passive representation serves a symbolic function. Passive representation examines if the bureaucracy's demographics are representative of the general public or whether women and minorities are underrepresented in governmental organisations.

The idea of active representation, which allows bureaucrats to advocate for the needs and interests of their counterparts in the general population, was developed by Mosher in 1968. Almost solely, active representation concentrates on how representation influences the formulation and application of policy. Active representation, in particular, implies that bureaucrats would transform ideals resulting from comparable demographic origins into programmes, policies, and judgments that benefit clients with similar demographic origins. According to Meier (1975), there are three conditions which underpin active representation: (1) bureaucracies formulate and implement policy; (2) bureaucrats are able to exercise discretion within the parameters of political control and legal constraints, and (3) bureaucracies confront wider issues of responsibility and legitimacy in democracies.

A gendered policy is one that adversely impacts women as a class or group, according to Keiser et al. (2002). Additionally, a female bureaucrat will act in the interests of women, so the gender of the bureaucrat is significant in the connection between citizen and bureaucrat. Numerous studies have shown that female bureaucrats actively represent women as a class in policy issues involving gender.

Until about a century and a half ago, the highest positions in government and administration in all countries were held by people from a numerically limited upper class, regardless of whether the social organisation was feudal, mercantile, or semi-industrial, and the type of government was parliamentary, monarchic, or aristocratic. This was made acceptable by the notion that those in the upper class have certain skills. In the 18th and 19th centuries, it was replaced by a performance-oriented style of reference for two reasons. The first was the general growth of rationalism in Europe from the Renaissance onwards and its increasing influence in the late 18th century. In such a climate, it appears rather indefensible to ascribe abilities where they could be tested for by performance. The second reason was the patent failure of 'ascribed' groups in some European countries to deliver the goods. The most important historical feature, from our point of view, of this replacement of ascription by performance testing was that it coincided in time with the spread of democratic institutions.

1.28 India and Representative Bureaucracy

There are several different ways in which the Indian public service system displays representative quality. There is no barrier for people of diverse regions, castes, and creeds to enter government services. Gender discrimination does not exist. There is no preference for those with a specific educational background that would ease their entry into civil services. However, the minimum and maximum age requirements to join the Indian civil service are 21 and 28 respectively. No more than three attempts may be made. Indian society is composed of different castes, some of which are scheduled in the Indian Constitution. The rich and powerful sections of Indian society deprived them of their due for a very long period in the past. India is inhabited by a large number of tribal people who have yet to join the mainstream of society. Modern culture has not made inroads among the tribes. These have also been given a privilege in terms of the reservation of seats for entry into the civil services.

Then there are people known as OBCs or other backward castes, a part of society that has not shared the advantages of growth for one reason or another, and in order to bring them on equal footing, they have been granted the privilege of reservations in admittance to civil services. Reservations are also available for people with disabilities and migrants from nearby nations who are struggling economically and socially. These groups are given a total of 50% of the seats available for recruitment to the IAS and central services. This reservation ranges from 50 to 69% for the various provinces of the Indian Union.

It was stated that Indian society was more rigidly divided into caste and religious groupings than economic classes, but these divisions were based on birth and had a greater impact on their members than class. The rationale for equal and proportionate representation of each caste and religious group was based on the possibility of recruits' sectional sympathies or even sectional loyalty causing harm to underrepresented groups.

The danger was perceived as being much more real in late 19th and early 20th century India than elsewhere for two reasons: (1) India had a purely bureaucratic form of government with little democratic control, and (2) being a civil servant meant having more power than other people, power that could be used and was frequently claimed to be used by the administrator in favour of one's community. There was a compelling argument made in favour of distributing the two rare commodities of power and security in a more equitable—that is, proportionate—manner.

1.29   Criticism against Representative Bureaucracy

Despite being well-designed, the representative bureaucracy hypothesis has four serious shortcomings. Firstly, all theorists start with the premise that traditional safeguards against administrative abuse—including judicial review, executive hierarchy, legislative budgeting, and oversight—are ineffectual. In view of Van Riper's claim that the federal bureaucracy is remarkably responsive, this assumption is particularly interesting. The claim that political controls are insufficient is typically refuted by pointing out that they are inefficient at stopping a determined administrator from misusing his authority since they are burdensome, rarely employed, and infrequently deployed. However, the efficiency of conventional political restrictions is an empirical issue that has never been thoroughly investigated. When external controls are ineffective, representative bureaucracy is offered as a method of democratic control. The requirement for a representative bureaucracy is reduced if such restrictions are sufficient.

Secondly, the careful theorist rejects a bureaucracy representative in terms of current occupation and education because he demands expertise in government. Rigidly interpreted, the theory requires representativeness in terms of values, but failing that, the father's occupation, social class, region, and place of birth are substituted. But, as Mosher admits, we know very little about the relationship between a man's background and the values he presently holds. In short, instead of measuring representativeness directly, we are forced to use secondary variables with unknown linkages.

The third critical point is the contention that socioeconomic characteristics determine values. Assuming that this is indeed true creates two additional complications arise. First of all, socialisation is a process of learning, and as such, it does not end when a bureaucrat joins the civil service at age 21. Orville Brim asserts that socialisation in childhood cannot adequately prepare a person for all the duties that would be demanded of him in later life. The process of socialisation is ongoing and "developmental in nature," building on past attitudes and skills to serve as a foundation for later, more difficult learning. Post-childhood socialisation differs from early childhood socialisation in that it places more emphasis on overt conduct than on motivation, on skills and knowledge, on the synthesis of prior knowledge rather than on the acquisition of new knowledge, and on realism, conflict resolution, and specificity. Second, compared to a randomly chosen group of people with the same familial social traits, government officials, especially upper-level civil servants, differ dramatically because they have a high rate of upward mobility. Over 90% of higher-level civil officers are professionals, and many of them are descended from farmers and other low-skilled workers.

The final criticism of the representative bureaucracy theory is the claim that the bureaucracy as a whole must be broadly representative of the American people. This is a misconception because the bureaucracy as a whole does not make any decisions; the individual agencies and bureaus and their dominant coalitions are the key elements. Every bureau, department, and agency, then, must be representative of the people for the theory to hold, or decisions made at this level must be appealable to a bureaucracy that is representative. It is not sufficient to be able to appeal to a political arm of the government such as Congress, a congressional committee, or the President because, as Long has argued, they are highly unrepresentative. In addition, it is not necessary for the entire bureau to be representative of the American people because the important decisions are centred at the top of the bureau.

1.30   Conclusion

Thus, the core argument-stated differently in different contexts-is that bureaucrats take their class attitudes and prejudices into their official life, and that only when all classes (or castes) are properly represented in the civil service can their various demands and interests be given full attention.

1.31   Summing UP

- Representative bureaucracy is a form of representation that captures most or all aspects of a society's population in the governing body of the state.
- Representative bureaucracy serves to make bureaucracy accountable by acting in accordance with the values of the general public and generating policy outcomes that are comparable to those generated if the entire population participated.
- Representative bureaucracy is classified mainly into two types- passive representation and active representation.
- The Indian civil service has ensured representative bureaucracy as there is no barrier for people of diverse regions, castes, and creeds to enter the government services.

1.32   Glossary

- **Representative:** a system of administration based upon organization into bureaus, division of labour, a hierarchy of authority, etc: designed to dispose of a large body of work in a routine manner.

- **Representative Bureaucracy**: Representative bureaucracy is one in which the ratio of each minority group in a particular government agency equals that group's percentage in the population in the area served by that office.

- **Passive**: used to describe someone who allows things to happen or who accepts what other people do or decide without trying to change anything.

- **Active:** very involved in the work of an organization or with a particular activity

1.33   Model Questions

Essay Type Questions:

1.   Write a note on the various types of representative bureaucracy.

2.   Discuss the nature of representative bureaucracy in India.

3.   Point out various criticisms against representative bureaucracy.

Long Questions:

1.   Explain the significance of representative bureaucracy in democracy.

2.   Discuss the necessary conditions for representative bureaucracy.

3.   Evaluate the role of representative bureaucracy in democracy.

Short Questions:

1.   Define representative bureaucracy.

2.   Mention the various conditions for representative bureaucracy.

3.   Discuss the relation between democracy and representative bureaucracy.

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Unit V

Changing Role of Civil Service in India

Structure

5.1 Objectives

• The study provides a clear understanding of the importance of civil service in democracies.

• The study aids in understanding the primary duties of civil servants in British India.

• The study assists in analysing the key functions of civil servants in India.

• The study contributes to a better understanding of the various obstacles to India's civil service's performance.

5.2 Introduction

All governments need some sort of administrative infrastructure to carry out their objectives. Hence, the civil service is the basis of a government. Theoretical studies have established that a well-operating civil service promotes sound policymaking, efficient service delivery, accountability, and responsibility in the use of public resources—all of which are key components of good governance. The primary goal of the civil service is to improve the administrative ability to carry out crucial governmental tasks. In the modern administrative state, public administration has become so significant that our development, upliftment, and progress depend mainly upon the efficient functioning of civil services. Lord Cornwallis is renowned as the "Father of Civil Services" in India for reforming and organising the civil services. In India, a civil service official is a servant of Indian society who is appointed on the basis of merit in the Civil Service Examination conducted by the Union Public Service Commission.

5.3 Major Responsibilities of Civil Servants in British India

Maintaining law and order and fostering the growth of the colonial economy were the primary goals of the Indian administration in the years before independence. Our government was largely a police and judicial system for the protection of life and property, as well as a simple transportation and communication infrastructure for the export of raw resources to England. Additionally, it implied some form of industrial and trade control to safeguard British trade. It adopted a non-interventionist approach to social issues. The Indian Civil Service, which was a centralised and well-integrated hierarchy of permanent officials, served as the primary agency for carrying out these tasks. Its primary duties were regulatory, which did not require any technical expertise or creative or entrepreneurial thought. A government servant had no choice but to obey the rules and precedents in making decisions regarding all matters that came before him because all of its activities were bound by predetermined rules and regulations.

5.4 Major Responsibilities of Civil Servants in Independent India

 However, independence has; brought about political changes of such a far-reaching character that they have completely transformed the character and role of our civil service. The state is now responsible not only for fulfilling the needs of the citizens but also for owning a large portion of the national resources. It

owns our vital mineral and oil resources, manufactures steel and heavy machinery, generates and distributes electricity, owns and operates all modes of transportation, plans new towns and industries, and has significant influence over agricultural growth. In fact, our state now has quite broad powers of direction and control over our entire economic existence. In such a dynamic environment, the function of the civil servant has become more creative than a sedative and more positive than destructive. It performs the following functions in independent India:

5.4.1 Policy Making and Implementation

Due to their administrative expertise, they are the "think tank" of the government. The civil servants, by virtue of their knowledge, experience, and understanding of public affairs assist the ministers in formulating policies and are responsible for implementing these policies. They collect data and information related to core issues. They assist in identifying major policy areas such as preparing major policy proposals, analysing various alternatives and solutions to societal problems requiring urgent attention, dividing the major policies into sub-policies, determining programmes of action; and suggesting modifications to the existing policy on the basis of its experience on the implementation front. It is also the responsibility of the civil servants to check the feasibility of the proposals in relation to the constitutional provisions. The civil service investigates the topic under consideration for policy development; it develops and reframes policy recommendations while keeping in mind viability, future prospects, available resources, acceptability, and so on. The civil services are also responsible for analysing policy recommendations in accordance with the requirements of the Constitution, the laws enacted by Parliament, and other existing rules and regulations. In this approach, the civil services contribute to the development of solid and effective policies.

5.4.2 Serving the government

Serving the government that has been chosen by society is the main duty of civil service executives. No matter whether a political party is in control, civil services must provide the same standard of free, frank, impartial, and responsive advice as well as the same degree of professionalism in the administration and implementation of services, policies, and programmes.

5.4.3 Providing Welfare and Protective Services to the People

As a welfare state, governments must carry out significant functions, including distributing social services, supplying necessities, and performing as managers of important industries, a controlling and regulating of private economic businesses and pursuits. Naturally, this has raised the significance of civic service. The survival and progress of human beings depend on the proper enforcement of laws against lawbreakers. Civil servants protect the lives and property of the people by maintaining law and order. People's welfare services including social security, old-age pensions, welfare of the weaker parts, poverty reduction, and so on, are being appreciated in the management in India by civil servants.

5.4.4 Connecting Bridge between State and the Society

As one of the foremost agents of governance, the Civil Services form the connecting bridge between the state and society. The majority of government initiatives are overseen and carried out solely by civil officials, who work diligently to address citizens' problems as soon as possible and build trusting relationships with them. Hence, they assume importance, particularly in terms of eliminating the gulf between the expectations of the electorate and the outcomes of government initiatives.

5.4.5 Developmental Function

Civil servants establish appropriate development goals and priorities in areas such as education, health, communications, and others in order to achieve economic development and welfare state goals. They also develop and carry out appropriate development strategies and programmes for the advancement of the nation. Additionally, the civil services perform a variety of developmental duties, such as closing the digital divide and promoting commerce, industry, and innovative agricultural methods. The civil service manages government-owned businesses, industrial enterprises, and public utility services.

5.4.6 Administrative Adjudication:

The civil services also perform quasi-judicial services by settling disputes between the state and the citizens. For this purpose, the Administrative Tribunals with civil servants as judges are established. The Income Tax Appellate Tribunal, Industrial Tribunals, and Railway Rates Tribunals are some of the examples of such tribunals in India. These tribunals function outside the ordinary court system.

The proper discharge of this duty on the part of the civil servant requires qualities of a highly moral order, such as, presentation of integrity, fearlessness, and independence of thought and utterance.

5.5 Major Criticisms of Indian Civil Services

The Indian bureaucracy has been the subject of adverse criticism by both Englishmen and Indians. Lord Curzon, the Viceroy of India (1899-1905), once compared the government of India to an elephant- very stately, very dignified, but very slow in its movements. Soon after becoming Prime Minister in the Interim Central Government in 1946, Jawaharlal Nehru observed at the Meerut session of the Indian National Congress '… the (civil) services were fossilised in their mental outlook. They were wedded to bygone and absolute methods and refused to move with the times…' Our civil service has not yet been able to play its role adequately. Since the mid-1970s, the public image of civil servants in India began to change, particularly in terms of their adherence to the ideals of civil service, such as impartiality, ntrality, and integrity. Citizens have grown increasingly dissatisfied with civil servants as they have failed to improve service delivery. It seriously lacks vitality, initiative, and imagination. It is so tied down to precedents and routines that it is unable and unwilling to think ahead and take responsibility. The following are the criticisms against the civil service today in India:

- The successful performance of government officials' duties is hampered by numerous outdated rules and procedures.
- There is the issue of tenure insecurity. In addition, random transfers are common.
- The effectiveness of civil officials is hampered by extensive political influence. Besides, Sundaram (1997) added that the credibility of the civil service among the public has been eroding due to the growing unholy nexus between politicians, civil servants, and criminals. Besides, there has been a low level of honesty, transparency, and accessibility in administration.
- Another flaw contributing to their poor performance is the fact that they reward dishonest and dishonourable employees while underpaying loyal ones. Rao cited that rewards for high performance are not available to civil servants, which de-motivates honest, hard-working and meritorious officers.
- Irregular promotion and empanelment weaken their ethics, self-esteem, and public service principles.
- There is a lack of proper openness and accountability mechanisms.

- They are alienated from the public, and they have poor knowledge of what people desire. Singh explains that the changing needs of citizens are not served due to traditional work culture. According to Paranjape, despite the changes that occurred in most industries and professions, civil servants generally continue to be the same: hierarchical, insensitive, slow, and monopolistic. They failed to succeed in becoming a force for change in the shifting socio-economic environment.

However, in this context, the various governments have made several attempts to address these issues. A number of committees have been established to investigate the civil service issues and make recommendations. The creation of the First Administrative Reforms Commission (ARC) in 1966 was one of their major attempts. The Fifth Central Pay Commission (1994-97) recommended a 30% reduction in existing central government staff. BN Yugandhar committee (2003) made an important observation that the training imparted to the officers was inadequate. The United Progress Alliance (UPA-I) administration appointed the Second Administrative Reforms Commission in 2005. It was charged with identifying the necessary improvements in civil service. The second ARC proposed reforms that would focus on replacing hierarchy with teamwork and adopting Key Performance Targets. It also advocated holding government officials accountable for the production of outputs, which implied a transition from an output-to-outcome style.

5.6 Conclusion

Since British administration civil services in India have been updated and made operational. In contemporary India, the civil service plays a critical role in enforcing norms and policies. Rapid economic growth has resulted in a rise in the amount of available work. The mindset of civil servants must shift from one of the controllers to one of the facilitators and from one of the providers to one of enablers. To take on these new challenges, they must arm themselves with the skills and talents required.

5.7 Summing up

➢ The civil service is the foundation of a government because all governments require some type of administrative infrastructure in order to accomplish their goals.

- The basic purpose of civil service is to increase administrative capability in order to carry out critical governmental activities.
- Prior to independence, the Indian administration's main objectives were to uphold peace and order and promote the expansion of the colonial economy.
- After independence, the function of civil servants has become more creative than sedative, and more positive than destructive.
- Some important functions of civil servants are: policymaking and implementation, providing welfare and protective services to the people, connecting bridges between the state and society, performing quasi-judicial services etc.
- A number of committees have been established to investigate the civil service issues and make recommendations, such as the First Administrative Reforms Commission in 1966, the BN Yugandhar Committee (2003), Second Administrative Reforms Commission in 2005 etc.
- However, despite the formation of many committees and the implementation of reforms, civil servants have yet to go far to reach our expectation.
- Old rules and practises, job insecurity, haphazard political influence transfers, ties between politicians and civil servants, irregular promotions, a lack of adequate openness and accountability mechanisms, and the monopolistic, slow-moving, hierarchical, and insensitive mindsets of the civil servants are just a few of the challenges facing the Indian civil service.

5.8 Glossary

Accountability: principle according to which a person or institution is responsible for a set of duties and can be required to give an account of their fulfilment to an authority that is in a position to issue rewards or punishment.

Good Governance: It refers to the welfare in governance and improving the quality of governance. It enables the government to provide equal opportunities and fair delivery of goods and services to the people who are most marginal in society. Good Governance is, among other things, participatory, transparent and accountable. It is also effective and equitable. And it promotes the rule of law. Good governance ensures that political, social, and economic priorities are based on broad consensus in society and that the voices of the poorest and the most vulnerable are heard in decision making over the allocation of development resources.

Policy: A set of ideas or a plan of what to do in particular situations that has been agreed to officially by a group of people, a business organization, a government, or a political party.

5.9 Model Questions

Essay Type Questions:

1. Discuss the main duties of civil servants in British India.
2. Write an essay on the key functions of civil officials in India.
3. Critically evaluate the various obstacles to India's civil service's performance.

Long Questions:

1. Evaluate the importance of civil service in democracies.
2. Discuss the various criticisms of civil service in India.
3. Discuss the recommendations of the Second Reforms Commission.

Short Questions:

1. How can the civil service ensure good governance?
2. Briefly discuss the role of civil servants as a policy maker.
3. Point out the development function of civil service in India.

5.10   Further Readings and References

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Unit I

Block: III   Personnel Management and Practices

Unit: I   Personnel Agencies: UPSC AND SPSC

Structure

1.1 Objectives
1.2 Introduction
1.3 Personnel Agencies in India
1.3.1   Department of Personnel & Training
1.3.2   Recruitment Agencies
1.3.3   National Recruitment Agency (NRA)
1.4 Evolution of Public Service Commission
1.5 Recruitment rules
1.6 Constitutional Provisions for Union and State Public Service Commissions
1.6.1   Composition of UPSC
1.6.2   Removal of the members of UPSC
1.6.3   Public Service Commission (Union & State – UPSC): Functions
1.6.4   Independence of UPSC
1.7 Conclusion
1.8 Probable questions

1.9 Further Readings

1.1 Objectives

After reading this unit, the learner would be able to:

Understand about the personnel agencies in India

Know the evolution of the Personnel Agencies in Indian context.

Understand the role of Department of Personnel & Training

Discuss about the composition and functions of National Recruitment Agency (NRA)

Explain the structure and functions of Union/State Public Service commissions.

1.2 Introduction

To meet the goal of the public service delivery system and the objectives of the Government personnel management system played the utmost important role. For the effective functioning of administration, the role of 'Personnel' is very significant. Thus 'Personnel Administration' is the key element of public administration. However, there is still a debate that the administration is the instrument at the hands of political executives, then who are responsible for the governance of the democratic country. The personnel play the pivot role in this regard. The comprehensive objectives of public administration or the government to a large extent depend upon the personnel in the public organizations. Functions of the government, implementation of its policies and programmes, to reach the goal of public service delivery system can only be done through the personnel. Thus, the tone and quality of public administration mostly determined by the personnel working in public institutions. In India Union Public Service Commission (UPSC) for the central government and State Public Service Commission (SPSC), in the state level, as the advisory bodies assigned for the task of recruitment and selection of personnel to civil service. All these activities in relation to personnel are the responsibility of the Department of Personnel which is the Central Personnel Agency (CPA). In this module the role, evolution and functions of Personnel Agencies, i.e. UPSC-SPSC will be discussed.

1.3 Personnel Agencies in India

1.3.1 Department of Personnel & Training

The role of the Department of Personnel & Training can be conceptually divided into two parts, In its large nodal role, it acts as the formulator of policy and the watch-dog of the Government ensuring that certain accepted standards and norms, as laid down by it, are followed by all Ministries/Departments, in the recruitment, regulation of service conditions, posting/transfers, deputation of personnel as well as other related issues. Towards this end, guidelines are issued by it for the benefit of all Ministries/Departments and it monitors the implementation of these guidelines. It also advises all organizations of the Central Government on issues of personnel Management. At a more immediate level, the Department has the

direct responsibility of being the cadre controlling authority for the IAS and the three Secretariat Services in the Central Secretariat. The Department also operates the Central Staffing Scheme under which suitable officers from All India Services and Group 'A' Central Services are selected and then placed in posts at the level of Deputy Secretary/Director and Joint Secretary, on the basis of tenure deputation. The Department also deal with cases of appointment to posts of Chairman, Managing Director, full-time functional Director/Member of the Board of Management of various Public Sector Undertakings/ Enterprises, Corporations, Banks and financial institutions. It also deals with the assignment of Indian experts to various developing countries. It is also responsible for formulation and coordination of training policies for the All India and Central Services and providing support for the capacity building of State Government officials.

1.3.2 Recruitment Agencies (UPSC, SPSC)

The two organizations through which the Department ensures recruitment of personnel for the Government are the Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC). The former is constituted under a provision of the Constitution and is responsible for conducting examinations for appointment to the higher civil services and civil posts under the Union Government; including recruitment to the All India Services. There is a mandatory provision for consulting the Commission on all matters relating to methods of recruitment, principles to be followed in making promotions and transfers from one service to another and on all disciplinary matters. The SSC is responsible for making recruitment to subordinate staff such as Assistants, Stenographers etc.

In the state level State Public Service Commission (SPSC) manages the recruitment of the personnel of the states. The structure and functions of the UPSC and SPSC will be discussed in the letter part of the unit.

The role and functioning of the Union Public Service Commission are like that of a watch-dog of the merit system in India. It recruits and appoints all groups A, B, C, and D of all India services. It is also known as the central recruiting agency because its appointment is related to central governance.

In the present time, with the rising competition in India, the working of the Union Public Service Commission has become quite challenging. It is an arduous task to filter merit for the smooth governance of the country, but the commission regularly picks a right hand for it.

1.3.3 National Recruitment Agency (NRA)

The Union Cabinet chaired by the Prime Minister in 2020 has decided to set up a National Recruitment Agency (NRA). The proposed NRA will conduct a common preliminary examination for various recruitments in the central government.

At present, candidates seeking government jobs have to appear for separate examinations conducted by multiple recruiting agencies for various posts. After the advent of the NRA, the whole process would be unified and will make the cumbersome process easy for students and the agencies.

NRA is a testing agency which would conduct the Common Eligibility Examination (CET) for non-gazetted Group B and C posts.

Initially it will conduct the recruitment examinations for Railway Recruitment Boards (RRBs), Institute of Banking Personnel Selection (IBPS) and Staff Selection Commission (SSC) and would gradually expand its operations.

National Recruitment Agency will be a Society registered under the Societies Registration Act,1860.

The NRA will be a specialist body bringing the state-of-the-art technology and best practices to the field of Central Government recruitment.

However, the present recruitment agencies i.e, IBPS, RRB and SSC will remain in place.

Based on the screening done at the CET score level, final selection for recruitment shall be made through separate specialised Tiers (II, III, etc.) of examination which shall be conducted by these respective recruitment agencies.

Composition

It will be headed by a Chairman of the rank of the Secretary to the Government of India.

The NRA will have representatives from the Ministry of Railways, Ministry of Finance/Department of Financial Services, Staff Selection Commission (SSC), Railway Recruitment Boards (RRBs) and Institute of Banking Personnel Selection (IBPS).

1.4 Public Service Commission: Evolution

Act 1919, which for the first time recognized the need for the establishment of a Public Service Commission in India. It was of the view that an expert body, free from political interference should be set up, entrusted with the task of recruitment of civil servants and regulation of their service matters. In 1924, the Lee Commission again recommended that the Statutory Public Service Commission contemplated by the Government of India Act 1919, should be set up without delay with the following functions: i. Recruitment of personnel for the public services and the establishment of proper standards of qualification for admission to these services. ii. Quasi-judicial functions connected with the disciplinary control and protection of the service. It was not until 1926 that the Public Service Commission was set up for the first time consisting of four members in addition to the Chairman. The functions of the Commission were advisory in nature. The first Round Table Conference held in London in 1930, the British Government in its Constitutional proposals of 1933 and the Joint Committee on Indian Constitution Reforms (1933-34) emphasised the establishment of Public Service Commission in provinces in addition to the Federal Public Service Commission. These suggestions found a concrete shape in the Government of India Act 1935 which envisaged a Public Service Commission for the Federation and a Provincial Public Service Commission for each province or group of provinces. They were entrusted with the functions of conducting examinations for appointment to the public services and the government was under the obligation to consult the commission on major matters concerning their conditions of service. With effect from 1stApril, 1937, the then Public Service Commission at the Centre became the Federal Public Service

Commission (FPSC). With the promulgation of the Constitution of India on January 26, 1950, the Federal Public Service Commission came to be known as Union Public Service Commission (UPSC). The objectives of the UPSC, in broad terms are to:

• Conduct written examination and interview for the purpose of appointment to a specified group of civil services and posts of the Government of India.

• Advise the Government in matters of framing rules in regard to methods of recruitment, principles of promotion, disciplinary aspects, certain conditions of services such as disability pension etc.

1.5 Recruitment rules

In accordance with the provisions contained in Article 320 of the Constitution read with the provisions of Union Public Service Commission (Exemption from Consultation) Regulations 1958, Recruitment Rules of all Group 'A' and Group 'B" posts in various Ministries/Departments of Government of India are required to be framed in Consultation with the Commission. Consultation with the Commission is also necessary for framing/amending Recruitment Rules for certain categories of posts under the Employees State Insurance Corporation, The Delhi Municipal Corporation, The New Delhi Municipal Council, Employees Provident Fund Organisation etc. under the relevant Acts made by Parliament in pursuance of the provisions of Article 321.

All proposals for framing/amending Recruitment Rules are examined keeping in view the cadre structure of the organisation and the circulars issued by the Govt. from time to time. After approval, the Commissions' advice in the matter is communicated to the Ministry/Department concerned. More than 14000 Recruitment Rules have been framed/amended so far.

1.6 Constitutional Provisions for Union and State Public Service Commissions

As per Article 315 of the Indian Constitution (In Part XIV - Chapter II), it has mentioned that, there shall be a Public Service Commission for the Union and a Public Service Commission for each State. The Parliament may by law provide for the appointment of Joint Public Service Commission if two or more states agree that there be one Public Service Commission for that group of States, and if a resolution to that effect is passed by the House or where there are two Houses, by each House of the Legislature of each of those States.

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

1.6.1 Composition of UPSC

The Constitution does not specifically provide or mention the strength of the Union Public Service Commission. But generally, it consists of nine to eleven members. The conditions are as follows:

1. A chairman who is appointed by the President of India. He holds office for a tenure of six years until he attains the age of 65 years, whichever is earlier would be considered.

2. The President of India also appoints other members of the commission. But half of the members of the commission must be those who have been a central government or state government servant or employee for at least ten years.

3. There is no specific qualification prescribed in the Constitution of India for constituting the Union Public Service Commission.

4. If the present chairman of the commission is unable to perform his functions or the office of the chairman is vacant, then the President may appoint any member of the commission as acting chairman of the commission.

1.6.2 Removal of Members of UPSC

The President has powers to remove any member or chairman of the commission on the following grounds:

1. If the member of the commission has become insolvent or bankrupt.

2. If any member of the commission is engaged in paid employment other than his office.

3. If the President feels that the member is unfit to continue his office due to the reason of infirmity of mind or body.

4. The President may also remove any member of the commission, including the chairman, on the grounds of misbehaviour.

Note: But in case of misbehaviour the President has to consult the matter with the Supreme Court for its advice and opinion. Any advice rendered by the Supreme Court shall be binding on the President. And the President is bound to consider the advice.

5. The chairman of the commission enjoys special privileges that he can be removed only by the President in the manner prescribed in the Constitution and not otherwise.

State Public Service Commission: Process of appointment and Eligibility of members

The Chairman and other members of the SPSC are appointed by the Governor of the State.

The Governor of State are empowered by the Constitution of India to determine the conditions of service of the Chairman and other members of the State Public Service Commission

A member of the SPSC shall hold office for a term of six years or till the age of 62 years, whichever is earlier

Any person who has once held the office as a member of a Public Service Commission is ineligible for reappointment to that office.

The person to be appointed as the members of the and State Public Service Commissions should not hold any office of profit under the central or the state government.

1.6.3 Public Service Commission (Union & State – UPSC): Functions

The Union Public Service Commission performs various functions as stipulated in Article 320 of the Indian Constitution. The functions of the Public Service Commission are as follows

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

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

• It shall be the duty of the Union Public Service Commission or the State Public Service Commission, as the case may be, to advise on the following matters (on which a Public Service Commission shall have to be consulted) namely on:

a) All matters relating to methods of recruitment to civil services and for civil services and for civil posts;

b) The principles to be followed in making appointments to civil services and posts and in making promotions and transfers from one service to another and on the suitability of candidates for such appointments, promotion and transfers;

c) All disciplinary matters affecting a person serving under the Government of India or the Government of a State in a civil capacity, including memorials or petitions relating to such matters;

d) Any claim by or in respect of a person who is serving or has served under the Government of India or the Government of a State, in a civil capacity, that any costs incurred by him in defending legal proceedings instituted against rum in respect of acts done or purporting to be done in the execution of his duty should be paid out of the Consolidated Fund of the State.

A Public Service Commission shall also advice on any other matter which the President, or the case may be, the Governor of the State, may refer to them.

It has further been provided that the President, in respect of the All-India services and also in respect of other services and posts in connection with the affairs of the Union (and the Governor in respect to other services and posts in connection with the affairs of states if necessary) a Public Service Commission to be consulted.

It is pertinent to note that a Public Service Commission need not be consulted in respect of appointment or posts in the services in favour of any citizen belonging to the backward class or the manner in which claims of the members of the scheduled castes or tribes will be taken into consideration for appointment under Union or a State (in terms of Art. 335).

Through an Act of the Parliament (or Legislature of a State), additional functions may also be extended to a Public Service Commission. The Public Service Commissions are required to present annually to the President (or Governor as the case may be), a report as to the work done by the Commission and such a

report shall be caused to be laid before each House of Parliament (or the Legislature of the State), together with a memorandum explaining the cases of non-acceptance by the Government of the advice of the Commission and the reasons thereof.

1.6.4 Independence of UPSC

The members of the Union Public Service Commission enjoy security of tenure. They cannot be removed from the office on any other ground than specified in the Constitution. The salaries and allowances of the members are charged on the consolidated fund of India.

The chairman of commission after removal or retirement is not eligible for any other government job. Whereas other members of the commission are also not eligible to hold any central or state government office but can become chairman of the Union Public Service Commission or State Public Service Commission.

1.7 Conclusion

This is to note that the Commission have a duty, under Article 323 of the Constitution to present annually to the President a Report as to the work done by the Commission and on receipt of such report, the president shall cause a copy there of together with the Memorandum explaining, as respect the cases, if any, where the advice of the Commission was not accepted, the reasons for such non-acceptance to be laid before each House of the Parliament.

The constitution provides for the establishment of a Joint State Public Service Commission for multiple states. Whereas the Union Public Service Commission and SPSC are created underneath the Indian constitution, the JSPSC could be constituted by a parliamentary act in responding to requests from state governments. Hence, the JSPSC is more of a statutory than just a constitutional entity.

The Public Service Commissions are the fundamental framework that guarantees and defends the meritocracy of Indian government services. However, various modifications and reforms may be implemented to improve the efficiency of these commissions. Several improvements that can be implemented are as follows: 1, The Commission must act as a think-tank on matters pertaining. 2, The necessity of Decentralization. 3, Stay up to date with the times. 4, Participation of universities and research institutes in the operations of the State Public Service Commission and UPSC.

The Public Service Commissions have indisputably done their duties with maximum effectiveness and would proceed to do so at a far greater level of competency if such changes are implemented.

1.8 Probable questions

1. Discuss the evolution of Publisc Service Commission in India.

2. Write a note on Personnel Agencies in India.

3. Analyse the Constitutional Provisions for Union and State Public Service Commissions

4. Evaluate the Composition and Functions of UPSC

5. Do you consider UPSC is an independent body? Argue your case.

6. Write a note on composition and functions of State Public Service Commission.

1.9 Further Readings

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https://www.upsc.gov.in/recruitment-1

Unit II

Block: III   Personnel Management and Practices

Unit: II   Recruitment in All India Services

Structure

1.1 Objectives

1.2 Introduction

1.3 Evolution of Recruitment System (Reforms)

1.4 Recruitment System

1.1 Objectives

This unit will help the learners to understand –

The major reforms on recruitment system

The Recruitment rules

The basic features of the recruitment system

Project SAMPERA

1.2 Introduction

The All-India Services as provided in the Constitution are the Indian Administrative Service and Indian Police Service, the successor services to the ICS and IPS of the British days. Recently, a few more All-India Services had been added in the technical fields, viz., Indian Medical Service, Indian Statistical Service, Indian Engineering Service.

The All – India Services are common to the Union and the States and are composed of officers who are in the exclusive employ of neither and may at any time be at the disposal of either.

In a Federation usually, the Central Government and the Governments of constituent States have separate services for the administration of subjects falling within their respective spheres of jurisdiction. The creation of All-India Services in our country is, therefore, something peculiar.

Dr. Ambedkar, while explaining reasons for making this extraordinary provision for the creation of All-India Services had remarked, "The Indian administration, though, a dual polity, will have dual Service, but with one exception. It is recognized that in every country there are certain posts in its administrative set-up which might be called strategic from the point of view of maintaining the standard of administration. There can be no doubt that the standard of administration depends upon the calibre of the civil servants who are appointed to these strategic posts. The Constitution provides that without depriving the States of their right to form their own Civil Services there shall be an All-India Service recruited on All-India basis with common qualifications, with uniform scale of pay and members of which alone could be appointed to these strategic posts throughout the Union."

1.3 Evolution of Recruitment System (Reforms)

The recruitment system of the civil servants in India has evolved over the years. The recruitment process has undergone many changes, especially post-independence to reflect the administration's requirements from time to time. Several commissions and committees were created to make recommendations on different aspects of recruitment.

These recommendations are included in the Report on Public Administration by A.D. Gorwala, 1951; Report on the Public Services (Qualifications for Recruitment) Committee, 1956 – alternatively called Dr A. Ramaswami Mudaliar Committee Report; Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari, 1962; ARC's Report on Personnel Administration,1969; Report of the Committee on Recruitment Policy and Selection Methods, 1976 –

a.k.a the D.S. Kothari Committee Report; Report of the Committee to Review the Scheme of the Civil Services Examination, 1989 – also known as the Satish Chandra Committee Report; Report of the Civil Services Examination Review Committee, 2001, also known as Professor Yoginder K. Alagh Committee Report; Report of the Committee on Civil Service Reforms also known as the Hota Committee Report, 2004.

A.D.Gorwala's Report (Report on Public Administration, 1951) recommended that recruitment to any government-grade must be done in such a fashion that there is no scope for patronage; it also proposed that this principle should hold good for the temporary staff as well. Dr A. Ramaswami Mudaliar Committee Report, 1956, on Public Services (Qualifications for Recruitment) proposed that a University degree should be the minimum educational qualification for recruitment into the higher services and ministerial & secretarial services, a University degree need not be mandatory. This Committee also recommended that the upper age bar for the highest administrative and executive services ought to be between the years of 21 and 23.

The Krishnamachari Committee Report (Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari, 1962) assessed the recruitment processes to Class I and Class II services in the State Governments and recommended that recruitments should be conducted yearly. The first ARC stressed on the importance of proper personnel planning and also management of cadre. It suggested that recruitment to the IAS/IFS and other non-technical Class I services should be made only through one competitive examination. It also recommended that the upper age bar for taking the civil services competitive examinations should be raised to 26 years.

The First ARC further recommended that direct recruitment to Class II posts of Section Officers should be stopped and these posts may be filled by promotion of Assistants. The Commission also recommended that recruitment to clerical and other secretarial posts should be through simple objective tests. The Commission recommended the establishment of Recruitment Boards for the appointment of Class III & IV personnel.

The D.S. Kothari Committee Report on Recruitment Policy and Selection Methods, 1976, inter-alia recommended a drastic change in the system of examination. They recommended a two-stage examination process – a preliminary examination followed by a main examination. This Committee also proposed changes in the training process for the civil services. The Fifth Central Pay Commission suggested that employment on contract basis should be encouraged and Government employees should have the right to

retain their lien for 2 years if they wish to move to the private sector. The Civil Services Examination Review Committee, 2001 (chaired by Professor Y. K. Alagh) recommended many changes in the structure of the examination system for recruitment to the civil services. It favoured assessing the candidates in a common subject rather than on optional subjects.

The Committee on Civil Service Reforms (Hota Committee Report, 2004) made recommendations, among other things on recruitment and recommended that the age for entrants to the higher civil services should be between 21-24 years with a relaxation of 5 years for SC/STs and 3 years for OBCs. The Hota Committee also suggested that aptitude and leadership tests may be introduced for selection and that probationers may be allowed one month after commencement of training to exercise their option for Services.

1.4 Recruitment System

Under Article 320 of the Constitution of India, the Commission are, inter-alia, required to be consulted on all matters relating to recruitment to civil services and posts.

Recruitment is made by one of the following three methods:

1. Direct Recruitment;
2. Promotion; and
3. Transfer

Direct Recruitment is conducted broadly under the following two methods: a) Recruitment by competitive examination. b) Recruitment by selection through interview.

Recruitment by Competitive Examination -Under the Constitution one of the functions of the Commission is to conduct examinations for appointment to Civil Services/Posts of the Union. In addition, competitive examinations are also held by the Commission under arrangements with the Ministry of Defence for entry to certain Defence Services, through the National Defence Academy, Indian Military Academy, Naval Academy, Air Force Academy and the Officers Training Academy.

The Commission usually conducts over a dozen examinations every year on an all India basis. These include Examinations for recruitment to services/posts in various fields, such as Civil Services, Engineering, Medical and Forest Service, etc.

For an overview of examinations regularly held by the Commission. See "Overview of Examination" under this Chapter.

At present the Union Public Service Commission conduct their examinations at numerous venues spread over 42 regular centers throughout the country.

Recruitment by Selection is made by the following methods:

1. By Interview Only - Where the number of applicants is very large, it is not practicable to call for Interview all the applicants who fulfill the minimum eligibility conditions prescribed. The Commission, therefore, shortlist the candidates to be called for the interview on the basis of certain pre-determined criteria related to the job. A large number of recruitment cases is handled by the Commission by the method (1) above.

2. By Recruitment Test Followed By Interview -In this category, there are two types of procedure followed: a) An objective-type written and/or practical test to test the skill of the candidates followed by Interview, the final selection being decided by Interview, aided by the performance of the candidates in the written test and/or practical test. b) An objective-type written and/or practical test to screen candidates to be called for interview, the final selection being decided by Interview only.

11.1.1 1.5 All India Services

The All India Services Act, 1951 and Rules and Regulations framed thereunder regulate the recruitment and conditions of service in respect of the All India Services viz. Indian Administrative Service, Indian Police Service and Indian Forest Service.

As far as direct recruitment to the Indian Administrative Service and Indian Police Service Examination are concerned, it is done through the Civil Services Examination and for the Indian Forest Service through the Indian Forest Service Examination held by the Commission.

The relevant Rules and Regulations provide that 33% of the vacancies in the IAS/IPS/IFS should be filled by promotion from amongst the officers of the State Service in consultation with the Commission. The Selection Committee presided over by Chairman/Member of the Commission consists of senior Government representatives of the Central Government and the State.

11.1.1 1.6 Mechanisation - Project **SAMPERA**

The Commission have recently undertaken a project called "SAMPERA" (Screening and Mechanised Processing of Examination and Recruitment Applications). A simplified single sheet common application form for all the examinations has been devised which will be scanned by using OMR/ICR technology. The implementation of this project will mainly help in high speed scanning of data from forms eliminating manual entry. Other benefits will be accurate and faster generation of Admit Cards, Attendance lists with photo replica and signature facsimile of each candidate, and Error-free list of doubtful cases. The main aim of this project is to cope with the increasing volume of applications through innovations and mechanised handling so as to reduce the processing time and send communications faster to minimised errors. The cases of impersonation/malpractices will also be eliminated and wasteful expenditure will be reduced.

11.1.1 1.7 Recruitment Rules

In accordance with the provisions contained in Article 320 of the Constitution read with the provisions of Union Public Service Commission (Exemption from Consultation) Regulations 1958, Recruitment Rules of all Group 'A' and Group 'B" posts in various Ministries/Departments of Government of India are required to be framed in Consultation with the Commission. Consultation with the Commission is also necessary for framing/amending Recruitment Rules for certain categories of posts under the Employees State Insurance Corporation, The Delhi Municipal Corporation, The New Delhi Municipal Council, Employees Provident Fund Organisation etc. under the relevant Acts made by Parliament in pursuance of the provisions of Article 321.

All proposals for framing/amending Recruitment Rules are examined keeping in view the cadre structure of the organisation and the circulars issued by the Govt. from time to time. After approval, the Commissions' advice in the matter is communicated to the Ministry/Department concerned. More than 14000 Recruitment Rules have been framed/amended so far.

The recruitment to All India Services and Central Services Group A & B is made through the Union Public Service Commission on the basis of the annual Civil Services Examination, a competitive civil service exam. The Combined Competitive Examination for the Civil Services is conducted in different centers spread all over the country. However, recruitment to the Indian Forest Service is through a different

procedure. Entry into the State Civil Services is through a competitive examination conducted by every state public service commission.

1.8 Main Features of the System of Recruitment

The main features of the system of recruitment to all India services and central services may be summarized as under the following heads:

1. Eligibility or Qualification: The Candidates applying for the examination should ensure that they fulfill all eligibility condition for admission to examination. The recruiting agency take up verification of eligibility conditions with reference to original documents only after the candidate has qualified for interview/Personality Test. The eligibility of candidates includes age limit and educational qualifications. As such a candidate must have attained the age of 21 years and not more than 30 years of age. The upper age limit prescribed above will be relaxable up to a maximum of five years if a candidate belongs to a Scheduled Caste or a Scheduled Tribe or Other Backward Classes; up to a maximum of five years if a candidate had ordinarily been domiciled in the State of Jammu & Kashmir during a particular period and up to a maximum of three years in the case of Defence Services personnel disabled in operations during hostilities with any foreign country or in a disturbed area and released as a consequence thereof. Relaxation for upper age limit is also granted upto a maximum of 10 years in the case of blind, deaf-mute and Orthopedically handicapped persons.

A candidate must hold a graduate degree from a recognized university. Candidates having professional and technical qualifications recognized by the government are also eligible.

2. Preliminary Examination: The Preliminary Examination is held in May/June. Preliminary Examination will consist of two papers of Objective type (multiple choice questions). Paper I is of general studies (150marks) and paper II (300marks) is from a selected list of optional subjects for preliminary examinations. The question papers are set in Hindi as well as in English. The course content for the optional subjects will be of the degree level. Each paper is of two hours duration. Blind candidates are allowed an extra time of 20 minutes for each paper. Preliminary Examination is meant to serve as a screening test only; the marks obtained by the candidates who are declared qualified for admission to the Main Examination will not be counted for determining their final order of merit. As many as 23 subjects are listed for optional subject for preliminary examination.

Only those candidates who are declared by the Commission to have qualified in the Preliminary Examination in a year will be eligible for admission to the Main Examination of that year.

3. Main Examination: Main Examination is intended to assess the overall intellectual traits and depth of understanding of candidates rather than merely the range of their information and memory. It consists of a written examination and an interview test. The written examination will consist of 9 papers of conventional essay type in the selected subjects for main examination. Each paper is of 3 hours duration. Blind candidates will, however be allowed an extra time of thirty minutes at each paper.

Papers for Main Examination	Subjects	Marks
Paper I	One of the Indian languages to be selected by the candidate from the Languages included in the Eighth Schedule of the Constitution.	300
Paper II	English	300
Paper III	Essay	200
Paper IV and V	General Studies	300 each
Paper VI, VII, VIII, & IX	Any two subjects to be selected from the list of the optional subjects. Each subject will have two papers.	300 each

The paper on Indian Language and English is of Matriculation or equivalent standard and is of qualifying nature. The marks obtained in these papers are not counted for ranking. The candidates from North-East India are exempted from this paper. Further, there are certain restrictions on combination of various papers. The question papers other than the Language papers are set both in Hindi and English.

4. Interview Test : Candidates who obtain minimum qualifying marks in the written part of the Main Examination shall be called for an interview. It is usually conducted in the month of April/May every year. The interview carries 300 marks with no minimum qualifying marks. Thus, the total marks come to 2300 (2000 written and 300 interview). The interview is intended to judge the mental calibre of a

candidate. In broad terms this is really an assessment of not only his intellectual qualities but also social traits and his interest in current affairs etc.

Marks thus obtained by the candidates in the Main Examination (written part as well as interview) would determine their final ranking. Candidates will be allotted to the various Services keeping in view their ranks in the examination and the preferences expressed by them for the various Services and posts. There is also a medical test, especially rigid for IPS. Out of the final candidates selected top rankers are appointed as IAS officers. Once appointed, all probationary officers of the All India and Central Services will have to undergo compulsory foundation training.

Note :

Candidates will not be allowed to offer the following combinations of subjects :

Political Science & International Relations and Public Administration

Commerce & Accountancy and Management

Anthropology and Sociology

Mathematics and Statistics

Agriculture and Animal Husbandry & Veterinary Science

Management and Public Administration

Of the Engineering subjects, viz., Civil Engineering, Electrical Engineering and Mechanical Engineering– not more than one subject.

Animal Husbandry & Veterinary Science and Medical Science.

1.9 Conclusion

In order to attract the best talent a detailed procedure of examination followed by interview is followed. Union Public Service Commission, which conducts the examination all over India, derives its powers from the Constitution of India which has taken care to ensure its effective and impartial functioning free

from any pressure and influence. The system and its pattern have been reviewed and revised many a time after Independence.

Every effort is done to make the examination and the recruitment system as perfect as possible so that most promising youth gets attracted to the challenging career and the services can move in tandem with the changing times.

Generally, the Civil Services examination consists of two rounds of written examination and interview. On the basis of performance in the preliminary round of written examination candidates get entry into the main examination. The numbers of candidates who are permitted to appear in the main examination are twelve to thirteen times of the number of vacancies in the year. After main examination the last stage of recruitment process takes place.

The Government of India's All-India Services are a part of the Civil Services, which make up the country's permanent bureaucracy. The All India Services, which include the IAS (Indian Administrative Service), IPS (Indian Police Service), and IFoS (Indian Forest Service), are often regarded as the backbone of the Indian administrative establishment.

As the name implies, all-India level services are provided at the national level, with personnel appointed by the central government after passing the UPSC examination. However, distinct state level cadres can apportion their jobs at both the central and state government levels.

1.10 Probable Questions

1. Write a brief note on the major reforms of the Recruitment System of All India Services.

2. Discuss briefly the basic features of Recruitment System.

3. Evaluate the Recruitment system after 2004.

4. Write a short not on project SAMPERA

1.11 Further Readings

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Unit III

1.35   BLOCK : III Personal Management and Practices

1.36   Unit : III Training of IAS and IPS

Structure

1.1 Objectives

1.2 Introduction

1.3 Training in India: A Historical perspective

1.4 Training Policy

1.5 Creation of National and State Training Commission

1.1 Objectives

The objective of this topic is to discuss –

The Historical background of training

The training policy

About the National and State Training Commission

How IAS and IPS officers are trained

Institutional and professional training in various fields

1.40

1.41   1.2 Introduction

The administrative change in most common feature of the developing countries. In fact, the whole process of development administration, which has as its dominant premise a directed, planned and goal - oriented change in the society, assumes that enhancing the capability and capacity of the administrators is a requisite, if not a prerequisite, of any worthwhile attempt at modernization. The present Indian civil service structure, which evolved and matured during the British rule, plays considerable stress on preparing civil servants for the jobs that they have to perform in varied segments of national life. The present chapter examines a few important issue - areas of civil service and against that background, discusses the pattern of training for two all India Services - The Indian Administrative Service and the Indian Police Service.

1.42   1.3 Training in India: A historical perspective

Under the East India Company, the services were categorised on a rudimentary basis under covenanted and uncovenanted services. The controlling authorities of the East India Company were the Board of

Control and the Court of Directors. The latter body was the decision - making authority and each Director had the power to nominate one candidate to the covenanted civil service. This category consisted of all superior posts and was meant only for the Britishers. The uncovenanted category consisted of Indians, selected on the basis of competitive examinations in India or in England. However, a scrutiny of the available literature on this subject Before 1800, there was no systematic provision for training the civil servants, either reveals that a working knowledge of accounts was considered essential.

Warren Hastings (1772-1785) had also proposed that the Company started training its servants in Persian , the official language . On 1 January, civil servants be taught languages and European studies before leaving for India. In 1790, a proposal was approved and a notification issued that each civil servant would in Council and the several languages which were necessary for the discharge of office have to be acquainted with the laws and regulations enacted by the Governor - General work.

Marquis Wellesley (1760-1842) foreshadowed a new epoch in the history of training. He was of the opinion that the functions of the Company were increasing and the civil servants were not competent to handle the new chores. He put forth his opinion quite categorically when he said that the superior officers in the districts would rather keep these untrained personnel unemployed rather than having the work mismanaged and bungled. He made hasty arrangements for their training and his efforts materialised when the Court of Directors sanctioned the setting up of the Fort William College. Explaining the need for setting up the college, he said on 10 July 1800. The Fort William College was set up on 10 August 1800 in Calcutta.

The Company decided that the next institute be set up in London so that it could be closely monitored. Hence in 1809, the East India College moved to Haileybury and established The Haileybury College It was abolished on 31 January 1858. Besides, the defects in the working of the college, the Act of 1853 and the Macaulay Report of 1854 led to its termination.

The Charter Act of 1853 The trainees deputed to the college were mostly nominees of the Court of Directors . The Act of 1853 abolished the system of patronage and introduced the system of competitive examination as the basis of recruitment . For this purpose , a Civil Service Commission was set up in 1854 in London and competitive examinations were started in 1855. Hence, the college seemed an anomaly in the changed circumstances.

Training for the civil servants recruited in UK was of two years - one year in England and one year's district training in India. For those recruited in India, the training spell in UK was of two years. Training in England was imparted in the four British universities of Oxford, Cambridge, Dublin and London. The

subjects that were taught were classical and provincial languages, Indian law, history, economics, British history and constitutional law. At the end, there was an examination and the probationer were sent to India for Geld training, District training of one year gave the trainee a thorough grounding in the practical aspects of administrative work and village life. He was attached to the district Collector and given a thorough grounding in magisterial work, administration of revenue laws and survey and settlement. After this spell, the trainee received his first posting. The Royal Commission (Islington Commission) 1912, recommended that the training British universities be increased to three years, with emphasis on legal training. The commission also recommended the holding of an interprovincial conference of trainers. For the first time, it talked of interchange of ideas among trainers " by letting the men see on the spot, each other's training methods. From World War I to 1940, this was the pattern of training. In 1940, training in was stopped. A camp training school at Dehradun was set up in 1941 to train England recruits between 1941 and 1944.

The rich legacy of administrative training during the British rule was substantially backed up and buttressed by the systematic efforts made after independence. Significant support to civil service training came with the commencement of planned development programmes in the country in 1951 when the First Five Year Plan was launched. Soon at was realized that the process of socio - economic development required the building up of cadres of trained administrators in all branches of the administrative system so that they could handle the new challenging tasks with increased competence and with an attitudinal orientation which would be more positively disposed to the process of development in the context of broader political , social and economic goals . A number of training institutes were set up at the national level . The foremost effort was the reorganization of the National Academy of Administration , now christened Lal Bahadur Shastri National Academy of Administration , at Mussoorie . Efforts were also made by the states to set up training institutions . The Home Ministry in the early 1950s addressed the states asking them to set up their own training institutes . The States Reorganisation Act of 1956 also made the state governments responsible for training ter civil servants . At that time , only two states had their own training institutions , UP (at Allahabad) and Bihar (at Ranchi) . Rajasthan was the third state to set up its training institute in 1957 , which is now called the Harish Chandra Mathur Rajasthan State Institute of Public Administration . Soon after , state after state set up their own training institutes .

1.4 Training Policy

Most developing countries have failed to formulate a " systemic " policy that would promote integration of training with the rest of the public administrative system . There is conspicuous absence of clarity of

priorities , strategies and foci in the training enterprise . As a result , the training system in these countries has been characterized by ad hocism . India's position is somewhat better than the one prevailing in most other emergent nations but , even here , no attempt has been made to integrate training with the macro level planning effort . Whatever references one finds in the various plan documents are , at best , " indicative " in character , and these broad guidelines have not been adequately operationalized at the middle - range and micro levels .

There was a clear need , therefore , for a holistic national training policy in India , which could spell out in detail , the objectives , long - term and short - term priorities , foci , strategies , content , methods , organization , evaluation and utilization of training and the synthesis of training with the broader socio - cultural , economic , technological and administrative environment of the country .

The National Training Policy was formulated in 1996. It stipulates that training programmes should focus on evolving the attributes of commitment , responsiveness , awareness and accountability . For the purpose of imparting appropriate training , the civil services are divided into the following three levels :

(a) The lower level functionaries of Group ' D ' and the lower stages of Group ' C services .

(b) The supervisory and the middle management / administrative level (Group B ; lower stage of Group ' A ' , and higher stage of Group ' C ') . (c) Group ' A ' services and the All - India Services comprising the administrative and managerial levels .

The National Training Policy envisages that each department should spend 1.5 percent of its annual budget on training .

1.43   1.5 Creation of National and State Training Commissions

As already pointed out , in India , the Training Division at the central level keeps a continuous liaison with a large number of national and state level training institutions It also funds and sponsors several training programmes. Nevertheless , the Training Division's impact on the total training structure of the country is at best marginal . This is bound to be the case in a federal set - up where the major initiative for administrative training at regional and local levels rests with the state governments . As a result , state governments do not feel obliged to follow the guidelines of the central government in matters of training , unless these are backed by financial assistance . To canalize the training efforts being made at the central and the state leve a suggestion may be made here for the creation of new coordinating institutional form of a permanent National Training Commission headed by the Prime Minister who is the Minister for

Personnel , with the Joint Secretary , Training , as its Member Secretary Of course , continuing leadership will be provided by the State Minister for

The commission should have permanent representatives from the Ministries Planning , Finance , Education , Agriculture , Industries and other major departments . Representatives of the Union Public Service Commission , public enterprises and state governments could also be made members of the commission . The commission should ir monitoring them in an effective manner . Although its character will be " advisory " , at as the apex organization for the formulation of national training policy and plans , and be commission's advice , in matters of allocation of financial resources , functional specialization of national and state level training institutions , setting up of new training istitutions and expansion of the existing ones , should be accorded utmost respect by de government , while making decisions in the realm of training systems . The linking of inancial assistance with programmatic development will enable the National Training Commission to influence the direction of development of the various training institutions the national and state levels . Needless to mention , such an effort at coordination will have to be supported by a massive investment in training . The present status of training coordination at the state level is even less effective than that prevailing at the central level . There is a manifest lack of integration in policy , planning , administration , foci , strategies , content and methodology of training at the sate , district and local levels . This problem can be overcome only when a State Training Board in each state is created by the respective state governments . These boards will be mutatis mutandis (with necessary charges) on the suggested pattern of the National Training Commission and would maintain continuous interaction and liaison with it . A State Training Board would be responsible for effecting horizontal , as well as vertical , -ordination in the training structure and would also facilitate the integration of the training functions with the personnel system as well as with the broader administrative system .

1.44   1.6 Training - Indian Administrative Service Officers (IAS)

The candidates who are recommended by the commission (UPSC) to join the Lal Bahadur Shashtri National Academy of Administration (LBSNAA), Mussorie, Uttrakhand where they meet their colleagues for the first time. The total duration of the training period of IAS officers is 2 years which is divided into:

Foundation Course: All the candidates who are recommended for Grade A posts including IAS, IPS and IFS are invited to join a 3-month-foundation course at LBSNAA. Thereafter, candidates of different services join their respective academies for training. While IFS join Foreign Services Institute in New Delhi, IRS officers join the National Academy of Direct Taxes, Nagpur and IAS officers have to stay back at LBSNAA.

Phase 1: Starting with a 15-week training program at LBSNAA, Phase 1 training also includes Bharat Darshan which is an all India tour program for IAS officers. The academic module includes Policymaking, land management, soft skills, project management, national security, e-gov, etc. They start their day at 6 AM in the morning with exercise drills and then attend lectures followed by cultural activities in the evening.

Bharat Darshan: In phase 1 training, the IAS probationers are divided into small groups and are taken on a tour of India. This is part of the training program for them to experience the rich cultural diversity and heritage of India.

District Training: It is a year-long training at the district level where the officers study the administrative set up in a particular district by being a part of it.

Phase 2: The phase 2 starts with sharing their experiences of the Phase 1 training program with their colleagues. Discussion sessions where the officers articulate their thoughts on various developmental challenges and issues and the ways to resolve them are held during this period. Special sessions by distinguished subject matter experts are also held for them as a part of the learning exercise.

Assistant Secretaryship: After completing the induction training session, the officers join their respective deputation. They work under the joint secretary in the ministries for a few months.

Apart from the induction training for direct recruits, LBSNAA also holds induction training for the officers promoted from the State Civil Services to the IAS. Also, mid-career training programs are held for upskilling bureaucrats.

The Kiran Aggarwal Committee constituted by the Department of Personnel and Training (DoPT) has recommended that the total training period for IAS officers be brought down from two years to one-and-a-half years. The step was suggested in view of the strong feedback received from recent batches of IAS officers about the relative sub-optimal effectiveness of attachments in the district and the relatively higher utility of independent charges for on-the-job learning.

1.45   1.7 Mid-Career/In-service training for IAS officers

The Mid Career Training Programme was initiated in 2007 with the aim of imparting structured in-service training to IAS officers to prepare them for higher levels of responsibilities. Spanning three phases, viz. Phase-III, Phase-IV and Phase-V training programmes. The programme was initially outsourced to various national/ international institutions for a period of three years. Since 2010, the Academy (LBSNAA) has been mandated the responsibility of designing and delivering each of these courses.

Under the present system, one week in-service training programme is open to AIS officers (IAS, IPS & IFoS), officers working under the Central Staffing Scheme and officers of CSS/CSSS of the level of DS/Sr. PPS and above level officer. Training is imparted on a wide range of subjects and the topics of training may differ from year to year. All officers who are posted abroad are exempted from the in-service training programmes only for the period of their posting abroad. All the eligible officers are required to attend training programmes in accordance with the slots given to them unless they are specifically exempted or slotted for mid career training. Officers eligible for training are slotted by the Training Division, Department of Personnel and Training, Government of India, to programmes in accordance with their options (if any).

The aim Phase-III mid-service training is - To equip officers who have completed seven to nine years of service for effective transition to strategy formulation and its implementation. The Objective of the Course is to make the officer able: To appreciate contemporary developments in political economy at the national and global level To equip officers with tools, skills and knowledge that will help them achieve 'excellence in implementation' of programs. To design and implement BPR in Government and leveraging IT to improve public service delivery To strengthen communication, inter-personal and team-building skills and appreciate the centrality of values in governance.

The aim Phase-III mid-service training is - To equip officers who have completed fifteen to sixteen years of service for effective transition to policy formulation and better implementation. The Objective of the Course is to make the officer able to: Appreciate contemporary developments in political economy at the global and national level, Understand the process of public policy formulation, analysis and evaluation, Enhance domain knowledge in the context of public policy, Strengthen leadership and negotiation skills, and, Appreciate the centrality of values in governance.

The aim Phase-III mid-service training is - To equip officers who have completed twenty-six to twenty-eight years of service for effective transition to strategy formulation and its implementation. The Objective of the Course is to make the officer able to: Develop a wider global and national perspective in order to formulate strategies to meet future challenges Understand the importance of inter-sectoral policy design and implementation Provide effective leadership in her work environment Reinforce service networks essential for policy formulation and implementation

1.46   1.8 Training-Indian police service (IPS)

The Ministry of Home Affairs of the Government of India , which is the cadre - controlling authority of the Indian Police Service (IPS) , is responsible for the training of the IPS . Training for the IPS is divided into categories similar to those for the IAS , viz . induction training and in - service training .

Induction training for the IPS is divided into the following three phases :

1. Foundational ,

2. Institutional or Professional Training , and

3. District or Field Training.

4. Phase II training (1 month): Sardar Vallabhbhai Patel National Police Academy (SVPNPA), Hyderabad

The foundation course is held at the LSBNAA together with all the other civil services recruits. Then they move on to the phase I part of the training. This is also called the Basic Course. This is conducted at the Sardar Vallabhbhai Patel National Police Academy (SVPNPA or just NPA) at Hyderabad.

The chief aim of the basic course is to build capacity for the probationers to meet the unique challenges in the field. The objectives of the basic course are:

- Build capacity through the matrix of sensitization, orientation and competency.

- Impart professional knowledge and understanding.

- Develop professional, organizational and community skills.

- Nurture human values, right attitudes and appropriate behaviour in professional and personal life and to inculcate sensitivity.

- Develop overall personality (character, self-discipline, habits, soft skills, norms, etiquette, values, etc.).

- Transform the probationers into leaders of police stations and police districts.

The second phase was about enhancing knowledge about the state cadres they are allocated to including learning the state language. This training takes place at State Police Academies which lasts for a period of three weeks.

This phase also includes a practical training component where trainees are given the responsibility of handling police stations. They are also attached to district police headquarters to observe and learn on the go about policing. This phase lasts for a period of six months.

The main objectives of this training programme will be:

• To prepare the IPS Officers for the next level competency that is mainly concerned with public interaction.

• To enable them to possess the necessary skills and attitudes to discharge their responsibilities effectively.

The subjects included in the basic course are as follows:

11.1.1 Compulsory Indoor Subjects for IPS:

1. Police in Modern India

2. Indian Evidence Act, 1872

3. Indian Penal Code, 1860

4. Code of Criminal Procedure, 1973

5. Special Laws

6. Crime Prevention & Criminology

7. Investigation

8. Forensic Medicine

9. Forensic Science (Theory and Practicals)

10. Maintenance of Public Peace and Order

11. Internal Security

12. Police Leadership and Management

13. Ethics and Human Rights

14. Information & Communication Technology

      1.   Compulsory Indoor Subjects:

1. Physical Fitness (PT, athletics, gymnasium, sports, cross country races up to 20 km)

2. Drill

3. Yoga

4. Unarmed combat

5. Swimming

6. Field Craft & Tactics and Map Reading (ambush setting, counter-ambush maneuvers, use of terrain for tactical movement, setting up counter-insurgency camps, map-reading, movement with and without the aid of GPS, Route marches up to 40 km with full battle load, handling explosives, etc.)

7. Equitation (horse riding)

8. First Aid and Ambulance Drill

The lessons also include rock climbing, assault training and weapons training (assembling/disassembling, handling and firing of revolvers, pistols, machine guns, rifles, mortars, grenades, etc.)

a)   Optional subjects for IPS training:

1. Police Telecommunications and Control Room Operations

2. Hindi

3. Regional language (depending on the cadre)

4. Motor Mechanism and Driving

1.47   1.9 Conclusion

Indian training structure, though one of the most elaborate in the developing world, needs to be strengthened and moulded into a more effective instrument of intervention in the process of socio - economic and administrative development. Some major steps which might prove useful in this sphere are : preparation of perspective and long - term training plans , setting up of a National Training Commission and state - level Training Boards for effecting coordination among training institutions , integration of training with the total public administrative and particularly personnel administrative system , laying stress on a sounder system of evaluating the impact of civil service training , developing professional training faculty and rectifying the imbalance in the training system by giving due importance to the training of lower level bureaucrats . These key points highlight the more fundamental issues involved in redesigning civil service training for sounder public management development, both in India and in other developing countries.

The need of improvement in IPS training process has been felt for many years to ensure effective policing as IPS officers are becoming a manager rather than a leader. Their main objective is to focus on the

management of politicians to carry out political results and therefore are left to ease the day-to-day functioning, while common people are rarely focused upon.

Although the Indian Police is the principal guardian of law and order in our country, it continues to be governed by the colonial and outdated police laws that were passed in 1861. The Indian Constitution has made it a state subject to give responsibility to the state governments for their communities along with police services but several committees on police reforms have recommended major reforms in the police system with systematic accountability.

1.10 Probable Questions:

1. Write a note evolution training of civil servants in India.

2. Discuss the training policy in India.

3. Analyse the role of the National and State Training Commission.

4. Examine how IAS officers are being trained.

5. Write a note on the training method for IPS officers.

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Unit IV

Unit: Promotion of IAS and IPS

Structure

1.1 Objectives

1.2 Introduction

1.3 Promotions for Indian Administrative Service (IAS)

11.1.1 1.4 IAS Promotion List and IAS Promotion Rules

1.5 Ranks of IAS officers

1.6 Recent 'Modi'fications

1.7 Promotion for Indian Police Service (IPS)

1.1 Objectives

Through this unit the learners will be able to –

Understand the basic rules of Promotion of IAS and IPS

Examine the ranks of IAS and IPS officers

Know the methods, procedures of promotion

Analyse the recent modifications in relation to promotion of IAS officers

1.2 Introduction

The Indian Administrative Service and Indian Police Service are of the All India Services with the Indian Forest Service.

Candidates who are selected as IAS Officers are trained to manage Government affairs. Every civil servant is allotted to a particular office with policy framing and implementing as the major responsibility in that particular area.

The policy issues are framed, modified, and interpreted in this post under the direct supervision of the Administrative Office with the consent of the Minister. On the advice of the officer, the implementation of the policies is also done. The policy-making matters of the government mechanism depend on the civil servant rank.

The process of implementation includes supervision as well as visiting/touring. The allotment of huge funds to and by the field officers mandates supervision and the concerned officials are answerable to queries made in the Parliament.

The Indian Police Service (IPS) being one of the All India Services is accountable for public safety, internal security, and law and order.

After independence (1948), the Imperial Police (IP) was replaced by the Indian Police Service. The Indian Police Service in itself is not a law enforcement agency but it is the body to which all the senior police officers belong to irrespective for whichever agency they work.

An IPS officer faces several life-threatening and is imperilled to harsh conditions. The Director-General of Police of the Indian Police Service is entrusted with the overall law and order of the entire State, while the Superintendent of Police for the entire District and the Deputy Commissioner or the Commissioner of Police for Metropolitan Cities or the entire city respectively. An IPS officer as the Commissioner of Police enjoys magisterial powers.

The Indian Police Service (IPS) though not equal to the Indian Administrative Service (IAS) is the only service in the country that comes close to the IAS considering the Power, Authority, and Speed in promotion whether at the State or in the Government of India.

1.3 Promotions for Indian Administrative Service (IAS)

The Department of Personnel and Training of Government of India prescribed the following rules of current promotion system –

The formal channel of promotions for all the All India Services and other Group 'A' Services is their respective state/departmental cadre. In respect of the All India Services, guidelines for such promotions are issued by the respective administrative ministries of the Government of India, namely the DoPT for the IAS, the Home Ministry for the IPS and the Ministry of Environment & Forests for the IFoS. Though the guidelines are distinct, they are broadly similar in content. They cover issues such as minimum requirements for promotion, as well as the composition of the Screening Committee. The guidelines for promotion to the super-time and higher levels are as follows:

- For promotion to Super Time Scale, a member of the service should be working in the selection grade and should have completed 16 years of service. The Screening Committee should consist of the Chief Secretary as Chairman and two other officers working in the grade of Principal Secretary in the State Government concerned as Members.
- For promotion to the post of Principal Secretary to the State Government, the zone of consideration consists of officers in the super time scale who have completed 25 years of service. The Screening Committee will be chaired by the Chief Secretary and will have two other members, the senior most officer working in the grade of Chief Secretary, and the senior most officer working in the grade of Principal Secretary.
- For promotion to the grade of Chief Secretary, the Screening Committee shall consist of Chief Secretary, one officer working in this grade in the cadre, and another officer of the cadre serving in the Government of India in the same grade.

In respect of the All India Services, the requirement of consultation with the UPSC has been dispensed with, under the provisions of Union Public Service Commission (Consultation) Regulation, 1958. However, in case of other Group A Services (except for the Indian Foreign Service), the Departmental Promotion Committees are chaired by the UPSC.

As per the notification no. 20011/4/92-AIS-II of Ministry of Personnel, P.G. & Pensions; Department of Personnel & Training, Government of India, dated 28th March, 2000 the Principles Regarding Promotion of Members of The Indian Administrative Service are as follows;

I. Appointment to Senior Time Scale- An officer is eligible for appointment to the Senior Time Scale on completion of 4 years' service, subject to the provisions of rule 6A of the IAS (Rectt.) Rules, 1954. A Committee consisting of the Chief Secretary and two officers of atleast Supertime Scale level of the State

Government concerned shall evaluate the performance of the eligible officers for deciding their suitability for promotion to posts in the Senior Time Scale. Subject to availability of posts, this scale can be allowed from or after 1st January during the relevant year in which officers become eligible for this scale.

II. Appointment to the Junior Administrative Grade- An officer is eligible for appointment in the Junior Administrative Grade on completing 9 years of service. This grade is non-functional and shall be admissible without any screening, as a matter of course, to all the officers of the Senior Time Scale from Ist January of the relevant year, except in cases where any disciplinary/criminal proceedings are pending against the officer.

III. Appointment to The Selection Grade - An officer of the Junior Administrative Grade shall be eligible for appointment to the Selection Grade on completion of 13 years of service as per the proviso to rule 3(2A) of the IAS (Pay) Rules, 1954. A Committee consisting of the Chief Secretary and two officers of the concerned State Government, in the Supertime Scale or above, shall screen the eligible members of the Service for promotion in this grade. This grade will be available from or after 1st January of the relevant year subject to availability of vacancies in this grade.

IV. Promotion in The Supertime Scale- The members of the Service who are working in the Selection Grade and have completed 16 years of service2 shall be eligible for appointment in the Supertime Scale at any time during the year of their eligibility, subject to availability of vacancies in this grade. The Screening Committee to consider officers for promotion in this scale would consist of the Chief Secretary as Chairman and 2 officers working in the grade of Principal Secretary within the State Government concerned, as members. If, however, there is only one officer working in the grade of Principal Secretary to the Government available in the cadre, the senior-most Supertime Scale officer available in the cadre may be included in the in the Committee.

V. Promotion in The First Above Supertime Scale i.e. Principal Secretary to The State Government- The zone of consideration for promotion in this grade may consist of the Supertime Scale level officers who have completed 25 years' service. Promotion of officers thus cleared could be made at any time during the relevant year, provided vacancies in this grade are available. The Screening Committee to consider officers for promotion in this scale will consist of the Chief Secretary as Chairman and one senior-most officer each working in the grades of Chief Secretary to the Government and Principal Secretary to the Govt. respectively in the cadre, as members. If an officer of the grade of Principal Secretary to the

Government is not available in the cadre, the senior-most officer of the same level of the cadre working in the government of India may be taken as a member.

VI. Promotion in The Grade of Chief Secretary The zone of consideration for promotion in this grade would consist of all the members of the Service who have completed 30 years of service. Appointment in this grade would be made from amongst the officers thus cleared, at any time during the relevant year and subject to the provisions of rule 9(7) of the I.A.S. (Pay) Rules, 1954. The Screening Committee for this purpose shall consist of the Chief Secretary concerned, one officer working in this grade in the cadre and another officer of the cadre serving in Government of India in the same grade.

11.1.1 1.4 IAS Promotion List and IAS Promotion Rules

The IAS promotion list is based upon their years of service, and certain guidelines are set up by the government regarding promotion.

These guidelines are also called IAS promotion rules and few major rules or guidelines are:

- Screening committees are set up for each post, and they have to ensure that the suitability of the candidate is considered while choosing for promotion in an just and objective manner.
- The committee has to fill in vacancies every year, and thus the committee should meet frequently on a fixed date every year. There should be a time schedule laid down in advance and the state government must ensure the proper functioning of the committee
- The number of vacancies must be predetermined and accurate. Vacancies due to death or retirement should be taken into account whereas short-term vacancies for personal leaves or holiday should not be taken into account

1.5 Ranks of IAS officers

Below given are the ranks that an IAS officer will hold during his tenure.

Years of Service	Post
1-4	ASP/SDM/ Assistant Commissioner

5-8	ADM/Deputy Secretary/Undersecretary
9-12	DM/Joint Secretary/Deputy Secretary
13-16	DM/ Special Secretary cum Director/ Director
16-24	Divisional Commissioner/ Secretary Cum Commissioner/ Joint Secretary
25-30	Divisional Commissioner/ Principal Secretary/ Additional Secretary
30-33	Additional Chief Secretary
34-36	Chief Secretary
37+	Cabinet Secretary of India

The ranks are given to the civil servant based on their seniority in the civil services.

1.6 Recent 'Modi'fications

Until recently, a typical file in a department would move from the undersecretary to the deputy secretary or the director. Here, it should be pointed out that functionally, there was no difference between a deputy secretary and a director. After a certain number of years, the deputy secretary was promoted 'in situ' as the director. Under the new dispensation, the distinction between the undersecretary and deputy secretary has also been removed. Thus, even though the undersecretary will be promoted to a deputy secretary and then to a director, the function will remain the same and the frills and pay scales will improve at each level. The technical name given for such in situ promotions is 'Non-Functional scale'.

In the case of the Indian Administrative Service (IAS), an officer reaches the director's position in the usual course — in the 12th year of service. In terms of their pay scale, they move from the Junior Administrative Grade to the Selection Grade, and this changes their entitlements with regard to housing and travel perquisites – directors are entitled to travel Executive class /AC I in trains and the daily allowance on tour is higher.

A batch usually gets empanelled as a Joint Secretary (JS) in the 16th year. Officers move into what is called the 'Super Time' scale. Here, they are entitled to business class for both domestic and international travel. State governments usually follow the Government of India norms with regard to travel entitlements, though, technically, the state governments can issue their own orders with regard to these perquisites. Typically, a JS has a tenure of five years, and they constitute the 'cutting edge' of the government.

Although in smaller departments, files moved straight from the JS to the Secretary, in large departments like education, health, agriculture, commerce, and finance, the JS would normally submit the files to the Additional Secretary (AS). For decision levels in which the JS was the final authority, an endorsement at the level of AS was the norm, but in most cases, the file would go up to the Secretary.

As per the revised norms, on completion of three decades of service, a JS will be designated as an AS in situ, provided, of course, they are empanelled as AS or AS equivalent. However, both the JS and the AS will submit the files directly to the Secretary, and so, the Additional Secretary is now akin to a non-functional scale!

One may well ask, what then are the charms of being an AS? Well, the AS is the first to get invited to the Rashtrapati Bhawan for the 'at home' on Independence Day and Republic Day. They also get to witness the Independence Day parade from the ramparts of the Red Fort. To the outsider, the nuances of these fine distinctions may appear frivolous, but these do make a lot of difference to the officers (and their spouses!). The tenure of the AS is not very long, and the current government is trying to empanel officers to the rank of Secretary soon thereafter to ensure that they get a longer tenure in that position. This is also necessitated by the fact that after 1995, the average entry-level age increased from 25 to 28 years.

Finally, when an officer becomes a Secretary to the Union government, they move to the apex scale in terms of pay and receive the status and treatment of a 'state guest' on an official visit to a state government, with all the attendant protocols besides an entitlement to use the reserved lounge at the airport.

The moot question for consideration is: Does the reduction of two layers of decision-making in the government make a difference? It certainly does, for under the revised norms, each of the three levels will have a specific mandate.

In the first instance, the undersecretary or deputy secretary or director will initiate the note with basic information about the scheme/programme/issue in question. It will list the budgetary provisions, past

precedents, references to related decisions as well as parliamentary assurances, if any, on the subject and recommend a course of action. At the level of the JS and AS inputs from other divisions within the ministry, autonomous bodies, SPVs (Special Purpose Vehicles), PSUs (Public Sector Undertakings) and/or industry chambers will be factored. In case the issue concerns more than one state, inputs from the state government are also taken on board. The file will now be put up to the Secretary who will take a 360-degree view and also look at the implications for the related ministries. Thus, any view on the procurement of cereal by the Food Corporation of India (FCI) or pulses by NAFED (National Agricultural Cooperative Marketing Federation of India) would certainly involve the ministries of agriculture, food, consumer affairs, and commerce.

1.7 Promotion for Indian Police Service (IPS)

The officers are thus appointed by the Indian Union and States both. The lowest rank at which an IPS officer is selected or he/she enters the services is of Deputy Superintendent of Police (DSP) which is then promoted to Additional Superintendent of Police (ASP). The pay scale of both these services has very few differences. DSP is pay level 10 and ASP is 'pay level 11'. When an IPS is appointed in Delhi, he/she may get the rank of Assistant Commissioner of Police or Additional Deputy Commissioner of Police.

The highest rank an IPS officer would get in a state would be of the Director General of Police (DGP). The DGP is the head of the State Police Forces. On a similar pay scale, the promotion of any IPS as compared to other services in the Government of India would be of the Director of Intelligence Bureau or Secretary in the Cabinet. The equivalence would be the same. The pay scale is of level 17 at this position and the pay would be almost INR 225000.

Everyone knows that an IPS is selected through UPSC CSE conducted every year. Then you will have to undergo a one year training course at Sardar Vallabhbhai Patel National Police Academy (SVPNPA) in Hyderabad.

Probation- After training ,officers will be sent to their state cadres. In states,they will get the designation of Assistant Superintendent of Police with Grade Pay of 5400 and pay band 3 (Rs 15,600–39,100). ASP is a probation period post in which the officer will learn from seniors about how the police mechanisms work in the grass root level.

Senior Time Scale- After probation officer will get the Senior Time Scale at the 5th year of his service now he is promoted as the Additional Superintendent ff Police in the districts and If he serves in any city commissionerate then the post will be of Additional Deputy Commissioner of Police where grade pay becomes 6600.

Junior Administrative Grade- After having some experiences about policing for 9 years the officer gets promoted to the Junior Administrative Grade (JAG). At this period, he or she does mainly managerial jobs. They seldom go to the spot of crime or trouble.

JAG officers get the post of Superintendent of Police (SP) in districts and in city police they get the post of Deputy Commissioner of Police (DCP) . At the time of JAG , grade pay becomes 7600. It is the highest grade pay in scale 3 (15,600–39,100)

Selection Grade- An IPS gets promoted to the Selection Grade after a continuous service of 13 years. in this grade the officer gets the post of Senior Superintendent of Police (SSP) in district level. In the cities , the selection grade officer becomes Additional Commissioner of Police. In SG payband changes from PB3 to PB4(37,400–67,000). Grade pay of 8700.

Super Time Scale- After serving the police dept for a period of 14 years, the IPS is upgraded to Super Time Scale. In the states the officers of this scale occupy post of a Deputy Inspector General of Police (DIG) and can be the Commissioner in the small city police organizations. The grade pay is 8900 in PB4.

Senior Administrative Grade- An IPS gets the SAG after 18 years of service. At this stage he/she becomes an Inspector General of Police (IG). In SAG they are entitled to have the grade pay of 10000 in PB4.

Higher Administrative Grade- An IPS officer becomes eligible for HAG after 25 years of satisfactory service. The officer gets the rank of Additional Director General of Police (ADG). These officers enjoy PB5(67,000–79,000) with grade pay of 12000.

Apex Scale- Officers with brilliant career record and 30 years experience can reach the Apex Scale with pay scale 80,000(Fixed). Director General of Police (DG) gets this scale . The COMMISSIONER of megacity police forces also gets the Apex Scale.

Deputation in Central Paramilitary Forces- The higher ranks of the Paramilitary Forces are generally occupied by the IPS officers. They are often deputed to command the forces like CRPF, BSF, ITBP, CISF. IPS Officers take the posts of DIG, IG, ADG, Special DG or DG.

Deputation in Other Central Security Agencies- They are also deputed to Central Security Agencies like CBI, NIA, IB, NCRB , etc

Sometimes, a few IPS officers got selected in *Central Ministries* as Joint Secretaries or similar capacities. Especially, Ministry of Home in Centre and States recruits some IPS officers in their secretariats.

Another deputation pots exists for IPS officers in various *Public Sector Undertaking* companies. They are given the posts of Vigilance Commissioners.

1.8 Ranks of the Indian Police Service (IPS)

The following are the ranks that an IPS officer takes charge as during her/his tenure in the service.

- Assistant Superintendent of Police (Sub-division for 2 years' probation)
- Superintendent of Police or Deputy Commissioner of Police (After 4 years in service)
- Junior Administrative Grade (After 9 years in service)
- Selection Grade (After 13 years in service)
- Deputy Inspector General of Police or Additional Commissioner of Police (After 14 years in service)
- Inspector-General of Police (After 18 years in service)
- Additional Director General of Police (After 25 years in service)
- Finally, the Director-General of Police (after 30 years in service)

The Director-General of Police and Commissioner of Police is the head of the entire police force of the State or Metropolitan City like Chennai, Delhi, Kolkata, Mumbai, etc., and below him/her comes the Additional DGP or Special Police Commissioner. While the inspector General or Joint Commissioner of Police is the head of specialized police force like the Criminal Investigation Department, Special Branch etc. It is to mentioned here that promotions in initial stages is based on seniority subject to rejection of the unfit, however, post selection grade it is based on merit and seniority. Some scholars raised question in this context, as they believe that this method puts political leaders over the top of the IPS officers.

1.9 Conclusion

Promotion is related to effectiveness of the Government that depends upon IAS and IPS officers efficiency and credibility. Recently the Government has taken a step to modify the promotion pattern to accelerate the public service delivery system. While this is a positive step in reducing hierarchy and making the government more functional, there is a new irritant called 'equivalent', which has been institutionalised over the last few years. At the level of AS and Secretaries, an officer is now being empanelled as AS or AS equivalent, or Secretary and Secretary equivalent. More often than not, after a gap of six months to a year, those in the equivalent category are upgraded to the full status of AS or Secretary. A Secretary equivalent is not supposed to become the Secretary in charge, but in terms of 'frills', they are equal to the Secretary and get to be a state guest on their travel. However, there are multiple instances when officers who have been empanelled as Secretary-equivalents have been made Secretaries and those who are empanelled as Secretaries given positions that are 'Secretary equivalent'.

1.10 Probable Questions:

1. Discuss the basic rules of Promotion of IAS officers.

2. Evaluate the basic rules of Promotion of IPS officers.

3. Write a note on the ranks of IAS officers.

4. Discuss the ranks of IPS officers

5. Analyse the recent modifications in relation to promotion of IAS officers.

1.11 Further readings:

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Notification no. 20011/4/92-AIS-II of Ministry of Personnel, P.G. & Pensions; Department of Personnel & Training, Government of India, dated 28th March, 2000

Unit V

Unit: V Performance Appraisal

Structure

1.1 Objectives

1.2 Introduction

1.3 Objectives of Performance Appraisal

1.4 Annual Performance Appraisal System – APR

1.5 360 degree Appraisal

1.6 Recommendations for Good Performance appraisal

1.7 Conclusion

1.8 Probable Questions

1.9 Further reading

1.1 Objectives

From this unit learners will be able to -

Understand the Personnel Appraisal Report (PAR) System in India

Evaluate the need for PAR

Analyse the changing nature of PAR

Understand 360 degree model of PAR

Point out the problems or challenges associated with the PAR system

Examine the probable recommendations to curb the challenges

1.2 Introduction

Based on the recommendations of the Surinder Nath Committee constituted to review the system of Performance Appraisal, Promotion, Empanelment and Placement for the All India Services and other Group 'A' Services through the All India Service (PAR) Rules, 2007 which was amended on 31st March, 2008 and then on 2019. The Performance Appraisal Report is an important document. It provides the basic and vital inputs for further development of an officer.

Currently the performance of civil servants is assessed through *Annual Confidential Report* (ACR) prepared by superior authority. If the 360 degree performance appraisal report supplements the ACR, it will lead to a hazy conclusion on the performance of the employees evaluated. The questionnaire meant for evaluation must be based on relevant aspects the employees are associated with. In the corporate world the system of 360 degree performance appraisal fits well assessment is done on specific metrics such as sales growth, targets, customer satisfaction etc. However, *bureaucracy in India cannot be evaluated on such metrics as it involves intricacies of public service*. Further, bureaucracy in India is said to be infatuated with unfounded apathy to the existing work culture and suffer from lack of values and ethics. The second Administrative Reform Commission highlighted this deficiency in the existing performance appraisal system. As such bureaucracy in India suffers from sense of closely-knit fraternity, where assessment of the subordinates by the superior authorities' remains always biased. Moreover, the 360 degree performance appraisal system is less an instrument to facilitate promotion than to enhance performance and efficiency. The validity of the system in bureaucratic performance evaluation in India cannot be fully assessed unless it is implemented properly.

One-time annual reviews, single-source feedback, appraisals conducted purely for evaluative purposes, and simple quantitative metrics are inadequate for employee growth. The transition towards a more holistic, developmental appraisal process is identified as a shift from 'annual confidential report' to 'performance appraisal' which underpins the reforms in the Indian higher Civil Services. For the Civil Services, this change is most obvious in two specific reform ideas.

The first is the shift from the Annual Confidential Report (ACR) to the Annual Performance Appraisal Report (APAR) system in 2007. The aim of this transition was to solve two problems: to improve the quality of appraisals so they aid in employee development, and to bring in more transparency in the appraisal process. Specific changes such as new rating scales, domain assignment and target setting were recommended to achieve these goals.

The second shift is the introduction of the 360-degree review or Multi Source Feedback (MSF) process, a supplement to the APAR, which aims to broaden the scope of those who evaluate the civil servants. While getting feedback from sources outside the immediate seniors and colleagues of an employee have certain benefits, the 360-degree process has also been criticised for increasing bias and subjectivity in the appraisal process.

1.3 Objectives of Performance Appraisal

Following are the objectives of PAR -

- Training and Placement

- Feedback and Counselling

- Planning of work

- Promotion

- Recognition

- Strengthening Good Governance

In line with these objectives, the APAR (in a definite format) incorporated components to measure areas for skill upgradation through training and to recognise exceptional contributions in service. One should follow the mandatory time schedule. PAR to be recorded by 31st December, failing which assessment to be on the basis of overall record and self-assessment. PAR would be one reporting, reviewing and accepting authority for a given period of time only.

1.4 Annual Performance Appraisal System - APR

In Performance Appraisal, assessment of performance of employees is undertaken periodically for determining their output and their abilities. Performance appraisal is carried out to serve many purposes such as promotion / demotion, compensation, training and so on. It also helps the higher authorities to determine the effectiveness of selection procedure of the employees.

In exercise of the powers conferred by sub-section (1) of section 3 of the All India Services Act, 1951, (61 of 1951), and in supersession of the All India Services (Confidential Rolls) Rules, 1970, except as respect things done or omitted to be done before such supersession, the Central Government, after consultation with the Governments of the States concerned, hereby makes the following rules, called the All India Services (Performance Appraisal Report - PAR) Rules, 2007.

As per the rule -

(1) A performance appraisal report assessing the performance, character, conduct and qualities of every member of the Service shall be written for each financial year or as may be specified by the Government in the Schedule 2: Provided that a performance appraisal report may not be written in such cases as may be specified by the Central Government, by general or special order: Provided further that if a performance appraisal report for a financial year is not recorded by 31st of December of the year in which the financial year ended, no remarks may be recorded thereafter and the officer may be assessed on the basis of the overall record and self assessment for the year, if he has submitted his self-assessment on time.

(2) Subject to the provisions of sub-rule (4), a performance appraisal report shall also be written when either the reporting or reviewing authority or the member of the Service reported upon relinquishes charge of the post, and, in such a case, it shall be written at the time of the relinquishment or ordinarily within one month of such relinquishment.

(3) Where more than one performance appraisal reports are written on a member of the Service during the course of a financial year each such report shall indicate the period to which it pertains: Provided that only one report shall be written on a member of the Service for a particular period during the course of the financial year and there shall be a single reporting, reviewing and accepting authority at each level of assessment which shall be specified in the channel for writing performance appraisal reports by the concerned Ministries and State Governments and in no circumstances more than one person shall write the performance appraisal reports in the capacity of reporting, reviewing or accepting authority for a given period of time: Provided further that if more than one person of the same superior level supervises the performance of the member of Service, the Government shall identify the person to report or review well in advance of the relevant assessment year.

(4) Where the reporting authority has not seen, but the reviewing authority has seen the performance of a member of the Service for at least three months during the period for which the performance appraisal report is to be written the reviewing authority shall write the performance appraisal report of any such member for any such period.

(5) Where, both the reporting authority and the reviewing authority have not seen and the accepting authority has seen, as referred to in sub-rule (4), the performance of any such member, the accepting authority shall write the performance appraisal of any such member during such period.

(6) Where the reporting authority, the reviewing authority and the accepting authority have not seen the performance of a member of the Service for at least three months during the period for which

the report is to be written, the Government shall make an entry to that effect in the performance appraisal report for any such period.

(7) Notwithstanding anything contained in sub-rules (1), (2), (4) and (5), it shall not be competent for the reporting authority, the reviewing authority or the accepting authority to write a performance appraisal report after he demits office where the authority writing the performance appraisal report is not a Government servant. Explanation. - For the purposes of this rule, "a Minister" shall not be construed as having demitted the office if he continues to be a Minister in the Council of Ministers with a different portfolio or in the Council of Ministers immediately reconstituted after the previous Council of Ministers of which he was a Minister with the same or a different portfolio provided the Prime Minister or the Chief Minister, as the case may be, continues in office.'

It is to be noted here that an amendment has been made through All India Services (Performance Appraisal Report) (Amendment) Rules, 2019 in context of form 1 of rule 4 of the 2007 rules.

1.5 360 degree Appraisal

Originated in 1940s, this system of assessment of employees is considered a best practice in the corporate and business world. Under this process feedback of the employee is received from all those who are a part of his/her professional life. It is a holistic approach for obtaining information from peers, subordinates, and internal and external customers, about the employee's performance. It is based on the assessment of an individual's management styles, competencies and behaviour by colleagues horizontally and vertically by involving his boss, peers and direct reports in the organization.

Empanelment is the process by which civil servants are chosen for top positions in the government, like that of the Joint Secretary and above. Until 2016, empanelment at senior levels of administration was done solely based on performance appraisal reports. The APAR system, which replaced the ACR system in 2007, required full disclosure of evaluation and ratings to the officer concerned (Department of Personnel and Training, 2007; Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, 2017). According to the DoPT's submission to the Standing Committee Report on Appraisals, this shift made it increasingly difficult to identify the best officers, as all ratings were 'outstanding'. This led to a revision in empanelment guidelines in 2016 to provide for the collection of Multi Source Feedback (MSF), termed the '360-degree review'. The new mechanism was introduced as a supplement to the APAR system, which would use feedback from important stakeholders to identify candidates for further evaluation. An expert panel would take feedback on seven attributes including leadership, ownership, and honesty from a minimum of five stakeholders—seniors, juniors, peers, external

stakeholders and serving secretaries (Department Related Parliamentary Standing Committee on Personnel, Public Grievances, Law and Justice, 2017). The adoption of MSF in 2016 as a reform measure was distinct from the adoption of the APAR system in 2007 and it was conceived of as a supplement to, and not part of the APAR. For this reason, this paper treats MSF, or 360-degree reviews, as a standalone reform theme separate from the APAR.

The SNC (2003) mooted the idea of 360-degree reporting to "supplement the formal APAR regime with an institutionalised means of ascertaining the reputations of civil servants, consistent with our culture and ethos" (Surinder Nath Committee, 2003, section 5.12.2). The committee justified this suggestion by citing the use of similar mechanisms by international organisations and foreign governments as a supplement to the performance appraisal system. The rationale behind MSF was that the reputation of civil servants within their professional circles would provide an accurate assessment of their capabilities (Surinder Nath Committee, 2003). While acknowledging the potential and utility of this system, the Second ARC argued that "in the context of India where strong hierarchical structures exist and for historical and social reasons it may not be possible to introduce this system unless concerns of integrity and transparency are addressed" (2008, p. 228). Most recently in 2018, the NITI Aayog recommended the complete replacement of appraisal reports with MSF (NITI Aayog, 2018). It is, therefore, important to revisit the concerns and criticism levied against the MSF system.

1.6 Recommendations for Good Performance appraisal

A good performance appraisal must consist all of the following characteristics: 1. Setting appropriate work standards for employees. The standards set must be rigorous and achievable. 2. The performance appraisal should be done by assessing the employee's actual performance to the relative standards set. 3. Each supervisor responsible to provide feedback to employees with the aim of motivating him or her and to eliminate performance deficiencies or to continue to perform above par. Some of the traditional methods discuss earlier fails to incorporate the above stated features because PA is assessed based on "knowledge, initiative, loyalty, leadership and judgment". Hence, there is a keen need for Indian organisation to transform and adopt the modern techniques of appraisal such as MBO, 360 degree, 720 degree, BARS, Human Resource Accounting, Balance Score Card, Electronic Performance Monitoring, Assessment Centers and etc.

The Seventh Pay Commission recommended changes in the APAR system before linking it to the Results Framework Documents (RFD). First, there needed to be an alignment of department and individual performance. The department, which should derive its objectives from the concerned ministry's vision,

should make these clear to its personnel. Second, it pointed out that the APAR system needs to take into consideration the prioritisation of tasks while ranking officers. It suggested that this be done by prioritising tasks and using Key Performance Indicators (KPIs) to assign weights to each task. Third, it suggested that APAR should focus on assessing performance rather than the individual's personality. In this line, it recommended that there should be a 60 per cent weight on work output, and 40 per cent weight on personal attributes (instead of 60 per cent for personal and 40 per cent for work outputs that exist in the APAR system). Fourth, it recommended synchronised timelines between APAR and RFDs. Last, the Commission recommended the introduction of online APAR systems for all central government officers and employees. This recommendation was made after noting the success of the SPARROW (Smart performance appraisal report recording online window), which was introduced for IAS officers, and allowed for adherence to the prescribed timelines in filling up the APARs.

1.7 Conclusion

Performance evaluation holds a great importance in every organization i.e. corporate, business and also government organization. It is an essential medium through which the organization concerned prepares blueprint for future development and growth. The performance of every government servant is evaluated on an annual basis through his/her Annual Confidential Report (ACR). ACR is an important document providing the basic and vital inputs for assessing the performance of the Government servant and his/her suitability personal advancement, promotion, deputation, foreign or any other important assignments purported to be undertaken by him/her. The system of confidential reports about the performance of government servants is a means to an end, and not an end in itself.

It is not a fault-finding process, but a development one. The main performance measure is the amount of money spent and the success of the schemes, programmes and projects is generally evaluated in terms of the inputs consumed. Its primary objective is to realize successful utilization of government policies and programmes. As the appraisal process is solely conducted by the superior authorities, chances for biased opinions are many in the final report. If the evaluated employee is not found in the good book of the evaluator, the report may be antithetical to the fact. If the true intent of personnel performance evaluation is meant to increase efficiency and boost morale of the employees, ACR practised in government sector does not fit the bill. A greater weightage is given to subjective factors than objective in the performance appraisal, from which promotions and postings flow. The current system assigns 60% weightage to personal attributes and functional competency (a subjective assessment) and just 40% to work output (an objective assessment).

The need of the hour is to infuse corporate blood into the bureaucracy by giving more weightage to results than to the personalities of the employees. The performance appraisal system should be tuned with the demands of changing time when competency of the employees matters a lot for improving the quality of bureaucracy. It should aim at enhancing core competencies of the civil servants in order to make them essential for carrying out good governance in India.

Recent reform literature has rightly identified that moving towards this more holistic and constructive approach to performance can resolve structural problems in the current system. As alluded to by the Second Administrative Reform Commission, real change in organisational culture emerges only in an environment where employees feel valued and experience a sense of progress and organisational concern.

1.8 Probable Questions

1. Write a brief note on the Personnel Appraisal Report (PAR) System in India.

2. Evaluate the need for Personnel Appraisal Report.

3. Analyse the changing nature of Personnel Appraisal Report (PAR) System in India.

4. Discuss the 360 degree model of Personnel Appraisal Report (PAR) System in India.

5. Point out the problems or challenges associated with the Personnel Appraisal Report (PAR) System.

6. What measures can be adopted to curb the challenges associated with the Personnel Appraisal Report (PAR) System? Discuss.

1.9 Further reading

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Block IV: Employer-Employee Relations

Unit-I: Employees Union

<u>Structure:</u>

<u>1.1: Objective-</u>

<u>1.2: Introduction</u>

<u>1.3: Definition and Function of Employees Union</u>

<u>1.4: Evolution of Employees Union in India</u>

<u>1.5: Nature and Scope of Employees Union</u>

<u>1.6: Summary</u>

<u>1.7: Sample Questions</u>

<u>1.8: Suggested Readings</u>

<u>1.1: Objective-</u>

After reading this present unit students will be able
(a) to understand the definition, functions, evolution, nature and scope of employees union.
(b) to appreciate that Employees unions contribute negatively and positively to both workers and employers. However, it turns out that it better the employer-to-employee relationship due to the formality and advantages brought about by trade unions to both parties, but it should be noted that it equally stresses this relationship since it profits more to the workers.
(c) to realise that Unions represent individual members in grievances and disciplinary hearings. They also provide certain financial and legal benefits to members, including assistance with claims to employment tribunals and personal injury claims.

<u>1.2: Introduction</u>

Trade unions are voluntary organisations formed to represent workers' interests, which working people are free to join or not. The principal purpose of a trade union is to regulate employee relations with an employer through: (i)collective bargaining (negotiation about pay and other conditions of employment) (ii)consultation (discussions about business and workplace issues that affect levels of employment and terms and conditions of employment). A collective agreement is a joint agreement made by the employer and the union to which both are committed. Unless it is in writing and contains a provision to the contrary, a collective agreement does not constitute a legally enforceable contract. Consultation is a process where the employer discusses issues with the union. Where it is "genuine" consultation, the employer will respond in detail to the points made by union representatives. However, the outcome of consultation is

usually a managerial decision rather than an agreement, although that managerial decision may be influenced by the representations made by the trade union representatives. Unions represent individual members in grievances and disciplinary hearings. They also provide certain financial and legal benefits to members, including assistance with claims to employment tribunals and personal injury claims. Many unions also have political funds (separate from their general funds) which enable them to engage in political lobbying and, in some cases, affiliation to a political party. Members of a trade union cannot lawfully be required to contribute to the union's political fund.

1.3: Definition and Functions of Employees Union:

Independent employees union can be seen as one which is not to be under the control or domination of an employer. Statutory rights on consultation and recognition for collective bargaining which are given to trade unions only apply to unions that are independent. The extent of Employer-Employee relations in public service depends vastly on the nature of Civil Service unionism. The harmony and hostility of relations rests with the strengths and weakness and the philosophy of unionism among the government employees. Public-Employee relations are also governed by the changing nature of the public employer and its dictatorial or democratic attitude in solving the mutual problems. In this Unit, we propose to study the objectives of Civil Service unionism, the origin and growth of employees unions and also the important functions and activities of the employees' union.

The Employees Unions regarded themselves as a part of the administration. They are yearning for opportunities for full participation in the development of the country. The employees unions are positive assets to sound and progressive administration.
The following may be said to be the objectives behind the establishment of organisations:
1) To acquaint the government with the point of view of the employees as there might be many problems where the management and the employees might be having differing point of views.
2) The organisation provide an opportunity to the government to know the opinion of the employees on any given issue. No government can possibly contact all its employees individually. They could be easily contacted through the medium of the organisation. The opinion of the organisation is the collective opinion of the employees.
3) The organisation belongs to the employees. It stands with them through thick and thin. There is a feeling of oneness between the employees and the organisation.
4) The associations meet the social expectations of the members. It satisfies the ego of the office bearer. They feel that they are doing something useful and beneficial for their members. The unions make it possible for employees to express their point of view to the government as a whole, while developing a feeling of oneness between the employees and the administration. Thus, they help in developing harmonious relations between government and employees. The employees unions provide a feeling of identification with the securing of certain personal objectives. They want to do something for themselves. They provide an outlet for natural social aspirations of employees. The unions want to promote efficiency, protect merit systems and improve the quality of administration.
5) according to Walters and Mishel (2003), compensation of workers members of trade union and those who are not a member of the trade union have been greatly impacted by these trade unions, whereby they clearly state that "Unions raise wages of unionized workers by roughly 20% and raise compensation, including both wages and benefits, by about 28%.

6) In addition to that, Walters and Mishel (2003) emphasize the advantages that trade unions have brought to workers such as reduction in wage inequality between the blue-collar and white-collar workers, setting

of ubiquitous payment standards followed by the member and non-member employers, benefiting of job advantages such as paid leaves, where they precise that 8% to 28% of worker are more likely to profit from health insurance from employers as well as other advantages. Based on their assertions, it is clear that trade-union greatly empower workers hence affecting the employer-to-employee relationship positively. "Unions play a pivotal role both in securing legislated labour protections and rights such as safety and health, overtime, and family/medical leave and in enforcing those rights on the job" Walters and Mishel (2003). Everything comes at a cost, so the cost of empowering workers and giving them more advantages at the workplace is clear that in the financial perspective, it is not of great advantage to employers since it means that employers need to spend more money in following regulations put in place by these trade-unions. The fact workers have these advantages does not mean that trade unions have no disadvantages to workers, especially for non-members. Some of these disadvantages according to Unions and Pettinger (2019) are unemployment due to high labour competitive market (high pays, mean employers should get the best workers for the pay too in order to balance the expenses), inflation due to high wages pushed up by powerful unions, productivity loss due to strikes, confrontations and difficulty to have an impact due to lack of organization.

Important functions of employees union are:
(a)Protecting the rights of employees including ventilation of grievances and negotiation with the government.
(b)Undertaking measures for social, economic, and cultural advancement of the employees.
(c)Promoting academic matters including publication of journals and other literature.
(d)Settlement of disputes through joint consultation/collective bargaining.
(e)Achieving free trade union rights including full citizenship with right to contest elections.
(f)To ensure the framing of labour legislation to guarantee the growth of free trade unionism without discrimination between government and non-government labour.

1.4: Evolution of Employees Union in India:

During the early British rule, there was little or no consciousness of common needs and interests among civil servants because of the greater inheritance and partnership in the administration by the English rulers. Indians who were largely employed at the pleasure of the Britishers, had little or no interest in the formation of an association and whatever urge there was, got submerged in the movement of the people for realisation of the goal of India's independence. Of course, before World War I there were associations of government employees such as the Amalgamated Society of Railway Servants of India and Burma (1897), the Indian Civil Service Association (1918), etc. but they were mostly manned by Britishers and the Anglo-Indians. Hence, their existence carried not much significance in the development of unions except as a matter of historical interest. During the British rule of centralised administration, the general mass of lower and middle level civil servants did not find an opportunity to get organised. By the beginning of the 20th century, however, modern association had secured for itself a place in the economic and political life of the country. Employees organised themselves to press their demands but, by and large, it was only in those cases where they could evoke public sympathy that they succeeded, and such sympathy was hard to come by. After World War I, political and economic conditions in the country caused, partly by the freedom struggle led by Mahatma Gandhi and his followers and partly by the drain theory advocated by Dadabhai Naoroji as the cause of poverty of India, roused new aspirations in the minds of civil servants to form associations. Further the establishment of the International Labour Organisation (1919) had its impact on the growth of trade unions and staff associations in the country. Lower grade employees working in the Railways and the Post and Telegraph Department began to organise themselves into unions. While some unions chose to operate independently others felt the need for coordination of their activities

at the national level. The formation in 1920 of the All India Trade Union Congress (AITUC) was a manifestation of these urges. Further, the enactment of the Trade Union Act, 1926, facilitated the formation and growth of trade/staff unions in India. The setting up of the popular governments in the provinces in the late thirties under the Government of India Act, 1935, quickened the pace of the growth of unions and staff associations in the provinces. The Act vested in the governors the responsibility to "safeguard the interests and rights of civil servants. During World War II (1939-45) the relations between the government and its employees further deteriorated. Economic conditions began to worsen and the cost of living rose very high and this made the life of employees, especially the low paid, difficult. As a result, of an intense agitation resorted to by the unions of the Railways and the Postal employees for the amelioration of their condition of service, the government appointed a "Pay Commission" to go into the whole question of scale of wages, pensions and other conditions of service and also the question of setting up some machinery for negotiations between the government and the United Kingdom. The Commission was pained to find that there was "an absolute distrust on the part of many grades of public servants as to their ever receiving a fair response from the government to their representations". It strongly recommended that the administration should encourage and foster the growth of unions of civil servants. This recommendation gave a further impetus to the development and organisation of civil service associations.

After the attainment of Independence, employees in the civil service felt pride in the formation of association. Slowly and gradually, all classes of civil servants began to organise themselves into associations. The Government of India felt the importance of associations and consequently an article to this end was incorporated in the draft constitution now the Indian Constitution in force from 26 January, 1950, which provides for the right to 'form associations and unions' subject to 'public order or morality'. Civil servants enjoy this fundamental right as much as any other group of citizens and their right to form unions or associations is no different from workers outside the government. This article is a milestone in the development of staff associations and unions in India as a whole. The civil servants outside the Railways and the P&T largely remained unorganised. There were loose organisations among the Income Tax, Audit and Accounts, Customs, Civil Aviations and Public Works Departments. The All India Federation of Income Tax Employees, though formed in 1949, was not recognised by the government as its President Asoka Mehta was not an employee of the Income Tax Department. It was only recognised in 1954 after its re-birth in 1953. It is now one of the strong federations with about 40 affiliated associations/unions. The All India Non-Gazetted Audit and Accounts Association was only recognised in 1956, though the employees started organising since 1923. It was de-recognised in 1959 and it took long time to get re-recognition. The All India Ordinance Employees Federation was set up in 1947 with heterogeneous Defence workers organisations. In May 1953, they united and formed All India Defence Employees Federation (AIDEF). In 1959, forty unions affiliated to the AIDEF left it and formed the Indian National Defence Workers Federation (INDWF) with the support of Indian National Trade Union Congress (INTUC). Both the Federations have been recognised by the government. The employees unions in the Defence Ministry are large in number and strong in their representative capabilities.

In 1947, there were 27 unions in P & T recognised by the government. The government initiated a Realignment scheme, proposing all the unions to come under one Federation. Accordingly, all the Non-Gazetted employees of P & T were realigned into nine All India Trade Unions and National Federation of P & T Employees (NFPTE) came into existence in 1954. Since then till 1968, the NFPTE enjoyed exclusive recognition. In 1969, the P & T Department recognised rival unions and the Federation of National P & T Organisation (FNPTO). In spite of rivalry, the employees unions in P & T are very strong. The All India Railwaymen's Federation (AIRF) was formed in 1924. It has been one of the powerful trade unions in India under the eminent leadership of V.V. Giri, Jaya Prakash Narayan, N.M. Joshi, Peter

Alvares and George Fernandes. Till 1948, AIRF had the privilege of the exclusive recognition of the government. In 1949, the government also recognised a new organisation, namely the Indian National Railway Workers' Federation (INRWF). In 1953, a merger of the AIRF and INRWF took place and a new Federation in the name of National Federation of Indian Railwaymen (NFIR) came into existence. However, despite the unity efforts in 1957, the AIRF was revived. The former INRWF retained the name of NFIR. In 1974, a third Federation, viz., the Indian Railway Workers Federation was formed with the support of AITUC. There are also category-wise All India Associations, for Station Masters, Locomen Running Staff, Guards, Signals and Telecommunication Staff, Commercial Clerks, Ministerial Staff. The recognition of category-wise unions also became strong.

1.5: Nature and Scope of Employees Union

The organisation of employees was confronted with a number of problems during their growth and stabilisation. The most crucial problem was the struggle to achieve the right to form Unions/Associations. The Right of Association is central to the concept of constitutional democracy. It is difficult for anybody to function without freedom to associate with others. People find much of their identity in some form of group activity in economic, social, political and professional terms. It must be the obligation of the government to protect the right of Association from invasion and to refrain from making inroads into the right by its own activities. The Constitution of India under Article 19(1)(c) guarantees the right to form associations and unions to its citizens. It is natural that government employees also resort to take up association type of activity for protecting their service conditions.

It is pertinent to note that the grant and continuance of recognition provides a legal status to the Union/Association to represent the grievances of employees, negotiate and bargain with the employer. Recognition encourages legitimate union activity. The Indian Trade Union Act, 1926 did not extend its provisions to the civil servants. The Trade Union Law has made no provision for compulsory recognition of unions by the employers. In spite of the limitations and restrictions the employees organisations focussed their grievances from time to time since the 1920s. To curb the mounting unrest and the threat of direct action, the government issued the Central Civil Services (Conduct) Rules, 1955 and they were amended in 1964. In 1959, a new set of Rules known as the Central Civil Service (Recognition of Service Associations) Rules, 1959 were made under Article 309 and clause 5 of Article 148 of the Constitution of India. The provisions of the Rules laid certain conditions for purposes of recognition:
a) No person, who is not a government servant, is connected with the affairs of the Association.

b) The executive of the Association is elected from amongst the members only.

c) The Association shall not respond to support the cause of individual government servants.

d) It shall not maintain any political fund or lend itself to the propagation of the views of any political party or politician.

The Ministry of Labour issued separate rules for recognition of unions of workers who are industrial employees. According to these rules:

a) The membership of the union must be confined to workmen employed in the same industry or industries closely allied or connected with each other.

b) The union must be a representative of all workmen employed in that industry. No class of workmen must be excluded from membership.

c) The union must be registered under the Trade Union Law.

d) The union must make a suitable provision in their constitution regarding the procedure for declaring strikes.

The Railway Ministry also issued another set of rules for the recognition of associations of Non-Gazetted Railway servants. However, they are not very different from the Rules of the Labour Ministry. The grant and continuance of recognition under the Labour and Railway Ministry's Rules rests with the discretion of the government and the Rules of Ministry of Home Affairs (Rules of Recognition, 1959) also provide recognition only when specified conditions are fulfilled.

Except in the case of civil servants who are governed by the Recognition Rules of 1959, both Labour Ministry's rules and the Railway Ministry's rules permit the association of outsiders as the executive of the unions. However, the former employees and retired employees are allowed in civil service associations. The Recognition Rules of 1959 restricted the free movement of trade unions. According to the rules every association which seeks recognition has to submit a list of members and office bearers and must have at least 15 per cent of a distinct category of government servants as members. The rules were stringent and demanded liberal application of the rules. For a long time the government had not followed any clear policy in regard to recognition. The unions had to fight and struggle to get the recognition as different ministries had followed different recognition rules. The Recognition Rules of 1959, have undergone a further change in the form of Central Civil Services (Recognition of Service Association) Rules, 1993. These Rules have been notified in part (II), Section 3, Sub-Section (I) of the Gazette of India dated 5th November 1993. These Rules apply to all Service Association of Central Government employees including civilian employees in the defence services, but not to industrial employees of Ministry of Railways and workers employed in Defence installation of Ministry of Defence for whom separate Rules for Recognition exist. The Service Association which fulfils the following conditions may be recognised by the government, namely,
a) An application for recognition of Service Association has been made to the
Government containing Memorandum of Association, Constitution Bye-Laws of the Association, Names of the Office-Bearers, total membership and any other information as may be required by the Government;
b) The Service Association has been formed primarily with the object of promoting the common service interest of its members;
c) Membership of the Service Association has been restricted to a distinct category of Government Servants having common interest, all such Government Servants'
being eligible for membership of the Service Association;
d) (i) the Association represents minimum 35 per cent of total number of a category of employees provided that where there is only one Association which commands more than 35 per cent membership, another Association with second highest membership, although less than 35 per cent may be recognised if it commands at least 15 per cent membership;
(ii) The membership of the Government Servant shall be automatically discontinued on his ceasing to belong to such a category;
e) Government employees who are in service shall be members or office bearers of the Service Association;

f) The Service Association shall not be formed to represent the interests, or on the basis, of any caste, tribe or religious denomination or of any group within or section of such caste, tribe or religious denomination;
g) The Executive of the Service Association has been appointed from amongst the members only;
h) The funds of the Service Association consist inclusively of subscriptions from members and grants, if any made by the Government, are applied for the furtherance of the objects of the Service Association.

1.6: Summary

Public employees have in many countries demanded the right to form Employees Unions. There is a high degree of variation among the public employee organisations and in the nature of formal relations between the unions and their governments. Their fundamental objectives are to get redressed of the grievances of the employees pertaining to the service conditions through joint consultation, collective bargaining and by direct action if felt necessary. Ultimately they have aimed at maintenance of harmonious relations between the government and employees by settling their problems through negotiations in a peaceful manner in order to promote efficiency protect merit system and improve the effectiveness of the administration. Contrary to what it might seem, trade unions are not only profitable to workers but are also beneficial to employers because they permit an employer to negotiate wages with greater simplicity, greater employee satisfaction resulting in higher productivity, reduction in employee turnover and better competitiveness due to ease in the change process.

1.7: Sample Questions

Essay Type:

1. Discuss the evolution of employees union in India.
2. Analyse the changing nature and scope of employees union.

Long Type:

1. Describe the functions of employees union.
2. Explain the various rules of recognition of employees union.

Short Type:

1. Write a short note on definition of employees union.
2. Identify the importance of Indian Constitutional provisions for strengthening employees union.

1.8: Suggested Readings

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Unit-2: Joint Consultative Machinery

Structure:

2.1: Objective-

2.2: Introduction

2.3: Definition and Functions of Joint Consultative Machinery

2.4: Evolution of Joint Consultative Machinery

2.5: Changing Nature and Scope of Joint Consultative Machinery

2.1: Objective-

After reading this unit, students should be able:
(a) to understand the significance of the joint consultation in civil service staff relations
(b) to explain the evolution of joint consultative machinery
(c)to provide an outline the functions of the Joint Consultative Councils and the Board of Arbitration
(d) to evaluate the functioning of the Joint Consultative Machinery, and
(f) to discuss suggestions for the improvement.

2.2: Introduction

The history of the civil service staff relations is characterised by the recognition of the fact that employees at work like to be treated as human beings. The recognition of the human dignity was one of the cardinal factors that lead to the resolutions of the grievances of the employees in a peaceful manner, in democratic method and at regular periods. The early employer-employee relations in the government service followed the traditional pattern, where the government employees were expected to owe unquestionable loyalty to the State. Therefore, the conditions of service of the employees were determined unilaterally by the government without consulting the employees. The labour in the private sector secured benefits in matters of wages and working conditions as a result of effective labour organisation and militant actions. This led to the conviction among government employees' organisations that through joint and united efforts and concerted action only they could ensure improvement in their service conditions. Accordingly, the government employees resorted to strikes and brought pressure on the government to negotiate in good faith with its employees. They demanded the State 'to be a model employer for promoting sound employer-employee relations. Modern democratic governments with large-scale administrative organisations committed to the all-round development of the society cannot carry out their policies and programmes without the active cooperation and participation of the employees. Therefore, harmonious staff relations are absolutely necessary for ad3ministrativeefficiency and it is not possible for the governments to maintain cordial relations without an effective form of consultation and negotiation. For this reason, the civil service staff relations policies and programmes must be consistently blasted on the principles of democratic government. Strikes by the government employees, it was realised, cannot be prohibited without Joint Commutative providing suitable framework of joint consultation, collective negotiation procedures and methods of dispute settlement by compulsory arbitration. As such, establishment of a grievance redressed and disputes solving machinery was considered the "essential half-way house" between the unilateral imposition of conditions of service in the public employment by the state as employer on the one hand, and deadlocks and strikes on the other. It was felt that all matters relating to pay, hours of work and conditions of service may be negotiated by the representatives of the employees and the employer. Thus, the discussions in joint consultative bodies generally relate to the exchange of information and consideration of the suggestions for improving safety, security, health and welfare and increase of productive efficiency. The results of such mutual discussions usually take the shape of recommendations framing the final decision to the government. The emphasis in joint consultation is

mainly on informal method and cooperation based on common interests and good faith to improve the working conditions of employees and to increase the efficiency of administration. The simple aim of such relationship is to facilitate and promote peaceful resolution of conflicting interests.

2.3: Definition and Functions of Joint Consultative Machinery

After discussions between the government and the employees organisation, the Government of India decided in 1963 to introduce a scheme for joint consultative machinery and compulsory arbitration. On many aspects of the scheme the employees organisations expressed doubts and opposed certain proposals of the government. The government wanted to bring all the employees (including inpustrial employees) under one umbrella. Therefore, there were discussions on many occasions at all levels for three years and all the doubts were clarified and there was a general consensus that a fair'trial be given to the scheme. Thus, the Joint Consultative Machinery and Compulsory Arbitration Scheme for Central Government Employees was inaugurated on October 28,1966. The inauguration of the Scheme of J.C.M. was considered "opening of a new chapter" and hoped that the relationship of Governments with its employees would enter a new era of more fruitful cooperation.

The Scheme was designed "with the object of promoting harmonious relations and securing the greatest measure of cooperation between the government and its employees in matters of common concern, and with the further object of increasing the efficiency of the public service combined with the well-being of those employed" The Scheme is a voluntary one. The government and the employees unions and associations who participate in the scheme are required to subscribe to a Declaration of Joint Intent. Accordingly, both the sides (the government and the staff associations and unions) agreed to a full and frank discussions on all matters in the Joint Councils to reach agreements. The unique feature of the Scheme is its coverage of both industrial and non-industrial of the government. In this regard it differs from the Whitley System which is concerned with only non-industrial civil service. Another difference is that the J.C.M. Scheme does not cover "the class I, class I1 services, employees of industrial establishment and the union territories and police personnel" Yet another difference is that the fundamental objective of Whitley System viz., to provide machinery for dealing with grievances and to bring together experience and points of view of representatives of different classes and grades of civil service is not stated in the J.C.M. Scheme.\ The J.C.M. provides for a three-tier structure and Joint Councils at the National, I ~departmental, regional and office levels. The J.C.M. Scheme is a bi-partite body consisting of the representatives of the government (official side) and the representations of the recognised employees organisations (staff side). The official side is nominated by the government and the staff side seats allocated to different associations/unions/federations recognised by the government. The Scheme broadly covers about 3 million regular class I11 and IV civil employees of the Central Government including industrial employees working in the departmentally run undertakings like the Railways and workshops and production units of various ministries. Though the Indian J.C.M. Scheme was modelled after the Whitley System in U.K., the Indian Scheme could not inculcate in its scheme, the spirit and the long experience of the Whitley system. It is more a joint consultative machinery than a bi-partite participative agency.

The Joint Councils deal with all matters concerning the conditions of work, standards of work, efficiency and staff welfare. However, in matters of recruitment, promotion and discipline, consultation is limited only to matters of general principles and individual cases are not considered. The Councils may appoint Committees to study and report on any matter falling within t5eir scope. All the agreements reached between the official and staff sides of a council will become operative subject to the final authority of the Cabinet. If the matter is arbitral and a final disagreement were to be recorded it may be referred to

arbitration, if either side desires so. However, compulsory arbitration is not available at regional office council level.

Compulsory arbitration is a part of the scheme for Joint Consultation Machinery and Compulsory Arbitration for Central Government Employees. The government is required to appoint a Board of Arbitration under clause 19 of the scheme. The Board consists of three members. one is drawn from a panel of five names submitted by the official side, second from a similar panel submitted by the staff side of the National Council, and the third a Chairman, who is an independent. The Chairman and the members are selected by the Ministry of Labour. The first Board of Arbitration was established in July 1968. The jurisdiction of the arbitration matters is limited to: a) pay and allowance b) weekly hours of work and c) leave of 'a class or grade of employees'. Individual cases are not subject to compulsory arbitration. Guidelines are laid down for the Board of Arbitration to arrive at decisions and its jurisdiction in certain matters is barred. Further, matters determined by the government in accordance with the recommendations of a commission are not arbitrable for a period of five years from the date of the recommendations and orders issued by the Government in pursuance of the recommendations of the Board of Arbitration remain in operation for three years. The recommendations of the Board of Arbitration are binding on both the sides but the Parliament may modify or reject them on grounds of national economy or social justice. In the very first and second meetings of the National Council the government rejected to refer to the compulsory arbitration the major demands of the staff side like the 'need' based minimum wage, and merger of D. A. with basic pay. On this issue the employees went on a day's token strike on 16th September 1968 much against the Declaration of Joint Intent. During 1968-88, a total number of about 200 references were made to the Board of Arbitration and it gave 175 awards. In more than 150 cases the staff side either fully or partially benefited. The number of employees benefited due to the awards of the Board of Arbitration runs into millions. Most of the cases referred were pertained to pay scales and allowances. The arbitration awards clearly favoured the claims of the staff side. In a way, compulsory, arbitration in India contributed to development of harmonious staff relations in the Government of India.

2.4: Evolution of Joint Consultative Machinery

It was the introduction of 'Whitleyism' in 1919 in the British Civil Service Staff relations hailed by several countries as the novel method in the area of human relations. The Whitley system which involves formal as well as informal consultations and negotiations leading to agreement or arbitration has been an example followed in a large number of countries of the British Commonwealth with certain modifications. The staff relations in the British Civil Service are maintained through Whitley councils method. The Civil Service National Whitley Council is responsible for joint consultation on conditions of service affecting civil servants in general irrespective of the department to which they belong. The Departmental Whitley Councils are responsible for staff matters within their departments. Local Whitley Committees discuss matters affecting the local working conditions and day-to-day problems. The Government of India and the organisations of employees struggled nearly for three decades to have staff relations on the pattern of Whitley Councils in the U.K. The issue was first raised in 1928 anti again in 1942. The Royal Commission on Labour in 1931 recommended the establishment of a joint standing machinery for Railways. However, the Home Department did not accept the proposals, in spite of the favourable attitude of the Labour Department. The government referred the matter to thc Central (First) Pay Commission in 1946 to enquire on "The machinery for negotiating and setting the questions relating to conditions of service which may arise out of differences between government and its employees".

With a concept to maintain a healthy employees- employer environment, the Union Govt started the Scheme for Joint Consultative Machinery and Compulsory Arbitration in the year 1964 to settle the

matters related to the Central Govt employees through negotiations in a time bound manner. The scheme says that it has been introduced with the object of promoting harmonious relations and of securing the greatest measure of cooperation between the Government, in its capacity as employer, and the general body of its employees in matters of common concern, and with the object, further, of increasing the efficiency of the public service. Applicability 3. The Scheme covers all regular civil employees of the Central Government, except: a. the Class I services; b. the Class II services, other than the Central Secretariat Services and the other comparable services in the headquarters organization of the Government; c. persons in industrial establishments employed mainly in managerial or administrative capacity, and those who being employed in supervisory capacity draw salary in scales going beyond Rs. 2900/- per mensem; d. employees of the Union Territories; and e. police personnel. Scope of Joint Councils The scope of the Joint Councils includes all matters relating to conditions of service and work, welfare of employees and improvement of efficiency and standards of work, provided, however, that (i) in regard to matters of recruitment, promotion and discipline, consultation is limited to matters of general principles only, and (ii) individual cases are not considered. While the National Council deals only with matters affecting Central Government employees generally, such as pay of common categories of staff, allowances, etc., the Departmental Council deals with matters affecting only the employees in the Ministries/Departments concerned. The Office/Regional Councils deal with regional or local issues only. Structure of Joint Councils The Scheme provides for setting up Joint Councils at the National, Departmental and Regional/Office levels. The National Council is the apex body. Its Constitution is given in Appendix III. The detailed rules governing the Conduct of Business of the National Council are given in Appendix IV. Departmental Councils under the Scheme are set up in the Ministries/Departments. A Model Constitution of the Departmental Council is added at Appendix V. There will normally be one Departmental Council for each Department. For two or more small Departments under a Ministry, there may, however, be a single Council, especially if the nature of duties in the departments are similar. The instructions governing the Conduct of Business of the Departmental Councils are at Appendix VI. There will also be Regional/Office Councils where the structure of a department permits the setting up of such a Council. The Model Constitution of the Office Council is at Appendix VII. Composition of various Joint Councils is as follows: Maximum number of representatives Official Side Staff Side National Council 25 60 Departmental Council 10 20 to 30 Office Council 5 8 The Chairman may, in addition, nominate any temporary member to the Official Side in connection with any particular item to be discussed at the meeting of the Council. Distribution of staff side seats Where there are two or more Unions/Associations representing different categories of staff the Chairman shall distribute the total permissible representation on the Council on the basis of the respective numerical strengths of the categories concerned. Where there are two or more Associations/Unions representing the same categories of staff the total permissible representation shall be distributed by the Chairman on the basis of the respective membership of each Union/Association. If there has been change in the membership of the Association/Union proportional representation given could only be changed after verification of membership to be done in the manner advised by the Chief Labour Commissioner. Distribution of seats may also be done by the Chairman in consultation with the Associations/Unions in any other manner acceptable to Associations/Unions. It further says that: Conduct of business in the Joint Councils: Frequency of Meetings The ordinary meetings of the Council shall be held as often as necessary, and not less than once in four months. A notice of an ordinary meeting shall be sent to all members not less than fifteen days before the date of the meeting. As far as may be possible, the date of the next ordinary meeting shall be fixed at each meeting of the Council. Meetings of the Joint Council at Office level shall be held at least once in two months. A special meeting of the Council may be called by the Chairman on his own or on a request from either the Official Side or from the Leader of the Staff Side. A notice of such a meeting shall be sent to all members not less than then days before the date of meeting. GOI decision The meetings of the Departmental councils should be held regularly in accordance with the relevant provisions in the rules for conduct of business of the various

Departmental Councils. (O.M. No. 4/1/67-JCA, dated 5-3-1968). Nomination of representatives on the Staff Side by recognized Employees' Organisations (1) At the commencement of the constitution and thereafter when occasions arise each recognized employees' organisation, which term shall include a Federation, a Confederation, an Association and a Union eligible for representation on the Council, shall be intimated in form 'A' the number of members it may nominate on the Council. (2) On receipt of intimation as in clause (1), a recognized employees' organization may intimate in form 'B' the names of its representatives nominated by its Executive Committee. (3) In the event of retirement, resignation, death etc. of a representative of an employees' organization such organization may nominate or, in the case or retirement re-nominate its representative in form 'C'. (4) On receipt of intimation under clause (2) and (3) above, as the case may be, the Chairman of the Council shall consider whether the nomination is in accordance with the provisions of the scheme and inform the employees' organization concerned.

2.5: Changing Nature and Scope of Joint Consultative Machinery

As per the decisions of the Cabinet sub-committee the Staff Committees were renamed as Staff Councils without any change in their constitution, objects and the rules of procedure. A Coordinating Committee consisting of representatives of the Ministry of Home Affairs, Finance, Works, Housing and Supply and the concerned ministry was constituted to decide matters which remained unresolved in the Staff Councils. The Ministry administratively concerned with Staff Councils decide what matters should be brought before the Coordinating Committee. The Staff Councils during their existence (1954-59) made many recommendations. Most of them were accepted and implemented by different Ministries. But they were unimportant items like water coolers, transport facilities, grant of leave, office uniforms, canteen facilities, dispensaries and first aid boxes etc. Neither the machinery **t** of administration was improved nor the important grievances of the employees were redressed. The Second Pay Commission report observed "due to lack of will on the part of the Government to accept the principles of joint consultation failed as an effective instrument for prevention of the disputes." Therefore, the Second Pay Commission proposed that "the situation required the 'establishment of machinery which fully in spirit and largely in form followed the Whitley Machinery in the United Kingdom". Thus, the Staff Committees and Councils had "little in common with the Whitley Machinery" and failed to square up with the real Whitley spirit.

In India, the government civil employees have not shown any remarkable preference for a joint consultative machinery. On the other, the government did not consult the organisations of the employees when it introduced the Staff Committees and Councils. It was a unilateral attempt for a bilateral purpose. The Whitley cause also could not be served in the absence of arbitration machinery for resolving the disputed matters. Further, due to thcir advisory nature the scope of the Staff Committees/Councils and their activities were much restricted and the way in which they were handled by the officers further limited their utility. There was no Central Joint Staff Council like the National Whitley Council to consider issues of common and general application to all the employees of the Ministries. As the Civil Service Unions Associations were not involved, the organised sections of employees declared no faith, rejected the Councils and considered them as "merely eye-wash". The officials at the top level were responsible for the ineffective functioning of Staff Councils for want of Whitley thinking. The staff representatives on the Committees/Councils lacked the necessary leadership to represent their views effectively. In actual practice, they merely acted as forums for the staff to ventilate their grievances and put forward them to the nominees of the government in the Staff Councils.

In 1960, the Central Government employees went on strike for five days from July 11-16. One of their demands was the establishment of joint consultative machinery (J.C.M.). Immediately, the Government decided to set up the J.C.M. and proposed a scheme. Accordingly, three-tier machinery with joint

consultation at the Central, the Departmental and regional and local levels as supplementary to existing arrangements was ' proposed. The scheme covered all the civil employees of the Central Government including the P&T Department, Civil Aviation Department and the Ministry o Defence. The Scheme proposed an arbitration tribunal with a limited compulsory arbitration provision. The government during 1960-61 proposed to bring two bills before the Parliament to give statutory effect to the proposed J.C.M. and ban strikes by government employees. The employees' organisations protected against the proposals of the government and refused to give up right to strike and disassociate outsiders from their organisations. After discussions between the government and the employees organisations, the Government of India decided in 1963 to introduce a scheme for joint consultative machinery and compulsory arbitration. On many aspects of the scheme the employees organisations expressed doubts and opposed certain proposals of the government. The government wanted to bring all the employees (including inpustrial employees) under one umbrella. Therefore, there were discussions on many occasions at all levels for three years and all the doubts were clarified and there was a general consensus that a fair trial be given to the scheme. Thus, the Joint Consultative Machinery and Compulsory Arbitration Scheme for Central Government Employees was inaugurated on October 28,1966. The inauguration of the Scheme of J.C.M. was considered "opening of a new chapter" and hoped that the relationship of Governments with its employees would enter a new era of more fruitful cooperation.

2.6: Summary

Despite the limitations of the scope and jurisdiction of the joint consultation and arbitration, the Government and Civil Service Unions realised the utility of the scheme over a period time. If the scope of the joint consultation is widened and full opportunities are provided for the staff to participate in administration it is easy to secure the cooperation of the staff and responsibility in personnel administration. Further, the official side has to change much of its bureaucratic attitude to the problems of the employees and towards the spirit of joint consultation and negotiation.

2.7: Sample Questions

Essay Type:

1. Discuss the rationale for establishment of joint consultative machinery.
2. Analyse the various stages of evolution of joint consultative machinery.

Long Type:

1. Describe the role of arbitration in joint consultative machinery
2. Explain the various efforts of Government of India towards establishing joint consultative machinery.

Short Type:

1. Write a short note on staff council
2. Identify the scenario in Britain leading to formation of joint consultative machinery.

2.8: Suggested Readings

Bhaskara Rao V. 1978. *Employer-Employee Relations: A Critical Study of*

Government of India and its Employees, Concept Publishing House. Delhi.

Henry Parris, 1973. *Staff Relations in the Civil Service - Fifty Years of Whitleyism,* George Allen & Unwin Ltd.: London.

Saxena Pradeep, 1987. *Personnel Administration and Management,* Printwell Publishers: Jaipur.

Unit-3: Rights of Public Servants

Structure:

3.1: Objective-

3.2: Introduction

3.3: Classification of Rights

3.4: Effects of Right of Public Servants

3.5: Employee-Employer relation and Rights of Public Servants

3.6: Summary

3.7: Sample Questions

3.8: Suggested Readings

3.1: Objective-

The objective of the unit is to make the students understand the basic argument of rights of public servants so that they should be able to:
(a)explain the fundamental and other rights guaranteed to the citizens and the public servants
(b)discuss the restrictions imposed by the government in exercise of the rights by Public Servants
(c)highlight the service rights of the government employees.
(d)employment relationship is the legal link between employers and employees. It exists when a person performs work or services under certain conditions in return for remuneration.
(e) the key point of reference for determining the nature and extent of employers' rights and obligations towards their workers.

In regard to various rights of public servants, different countries have evolved different systems of rights over a period of time depending upon the genius of their peoples their historical background, the stage of their economic development and their political and administrative structure. The public servants are first citizens and then employees. But they have a special duty to maintain the structure of the states' Law and Order. There is a special status of double status applicable to the employees as citizens and as Public Servants. Their position is closely related to the conception of democratic government which expects employees to render faithful service to all the people, without the thought of their own interests. There are also arguments that public employees must be granted the role of ,the normal citizen even though they are public employees and they cannot be treated as second class citizens. The constitutions of different countries guarantee certain fundamental rights to all the citizens irrespective of birth, caste, creed, colour or sex. The public servants are the citizens of the country, constitutions empower the states to regulate their rights and impose obligations on the public servants.

The employment relationship is the legal link between employers and employees. It exists when a person performs work or services under certain conditions in return for remuneration. It is through the employment relationship, however defined, that reciprocal rights and obligations are created between the employee and the employer. It has been, and continues to be, the main vehicle through which workers gain access to the rights and benefits associated with employment in the areas of labour law and social security. The issue has become more and more important because of the increasingly widespread phenomenon of dependent workers who lack protection because of one or a combination of the following factors:

(a) the scope of the law is too narrow or it is too narrowly interpreted;

(b) the law is poorly or ambiguously formulated so that its scope is unclear;

(c) the employment relationship is disguised;

(d) the relationship is objectively ambiguous, giving rise to doubt as to whether or not an employment relationship really exists;

(e) the employment relationship clearly exists but it is not clear who the employer is, what rights the worker has and who is responsible for them; and

(f) lack of compliance and enforcement.

3.3: Classification of Rights

The rights guaranteed to the citizen by the Constitution may be classified into following:

1. Personal Rights
Some of the personal rights are:

a) Right to life and liberty: The private life of an individual is considered a matter of his conscience, freedom of which is guaranteed by all the states. The Constitution of India (Article 21) provides protection of life and liberty to all persons. It includes also the freedom of movement.

b) Equality before law and equal protection of law (Article 14): It means that the state cannot discriminate the citizens on grounds of religion, race, caste, sex, or place of birth. However, Article 15 provides protective discrimination and reservations for women, children, backward castes, scheduled castes and scheduled tribes as "Socially and Educationally Backward Classes of Citizens" in the matters of education and employment.

c) Right to freedom of Religion (Articles 25-28): Under this right, all persons have the freedom of coscience and the right to profess, practise and propagate religion under certain regulations.

d) Right to private property: Under this right all the persons may acquire, hold and dispose property.

e) Right to practise any profession or to carry out any occupation, trade or business.\ The Constitution guarantees all these rights to the citizens, but in regard to the public servants, the state regulates their personal conduct and private relationships which tend to affect their integrity, reputation, confidence and the dignity of the public office. Therefore, the governments through Civil Servants Conduct Rules and Codes prescribed and regulated the required behaviour from the public employees. The relationship between the government and the civil servants rests on contractual basis Any breach of the code, conduct rules and the contract leads to different types of punishment, dismissal from service. However, the imposition of these restrictions is not an abrogation of their fundamental rights or an invasion of fundamental rights

2. Civil Rights

With regard to civil servants, civil life, the state regulates their conduct and private relationship in so far as they tend to affect their integrity and reputation. In view of this, certain restrictions are placed on an official's right to take part in private business. In most cases, it is positively forbidden for an official to have any business dealings in the fields with which helshe comes into contact in the ordinary course of him/her duties. The temptations which might arise could place an unreasonable - strain on one's integrity, particularly if his official duties require him to control certain branches of business. Therefore, certain restrictions, limitations are imposed by the Civil Service Regulations. Except with the previous permission of the government, no civil servant can engage in trade or business or in support of the business owned or managed by any members of the family. American government restricts the personal right of civil servants in the sense that they cannot coach anybody either individually or in group in order to prepare him/her for taking the competitive examinations for entry into government service. It is improper for any government servant to be associated with any such programme either by way of tuition or in any other manner. The government servants cannot accept the membership of such societies, institutions or clubs which oblige their members to go on strike in pursuance of their objectives. But with the framework of the rules the federal employees have the right to petition to the Congress either individually or collectively. In France the civil servants enjoy civic rights more than any other country. They may join any political party. They have the right to strike. These rights have wide and far-reaching consequences. The government servants in India, U.K. and U.S.A. do not have such rights.

Right to Contract
Freedom of contract is a fundamental right of the citizens. In view of the integrity and impartiality, for the civil service this right to contract is restricted.

Right to Vindication of his Acts or Character
In parliamentary democracy where the civil servants are expected to be in the background and where they are supposed to be neutral, the minister holds responsibility for the commissions and omissions of the civil servants. As such, in India, the civil servants are precluded from taking recourse to a law court or to the

press for the vindication of any of their official acts which has been subject matter of adverse criticism or attach of defamatory character. However, in France, the civil servants have the right to file suits in the courts against such administrative decisions which have an adverse impact on the collective interests of the civil service and in the event of violation of rules and norms of personnel administration. The government employees are also required to so manage their personal affairs as to avoid habitual indebtedness of insolvency as it affects their own reputation as well as the government.

Subscriptions and Gifts

Civil servants are not allowed to ask for or accept any contributions or associating themselves with the raising of any fund in pursuance of any object. It was declared that in the interest of maintaining the efficiency and integrity of government employees, it is essential to prevent them from soliciting or receiving funds for any purpose unconnected with his office. Public employees also cannot accept any gifts. Even their family members are also not permitted to accept any such gifts. They have to report to the government when they accept any gifts and seek permission of the government to accept them.

3. Political Rights

The right of political activities of the public servants in a democratic government is determined by the constitutional theory of government. Political neutrality of civil servants has been regarded as one of the cardinal conditions for the success of a democratic government While the concept of political neutrality has been kept intact, particularly of the higher civil service, a distinction has been drawn between national and local political activities. The civil servants has been classified into (a) the politically free group (b) the political activity, subject to permission. In regard to local political activities, barring those civil servants who are required to obtain permission for participation, all others allowed to take part in those activities. A civil servant in the politically free group who is contesting for parliament is obliged to submit his resignation before nomination. He is entitled to be reinstated in the post whether he is elected to parliament or not. All staff in the intermediate and restricted groups who have not been given permission to engage in any of the political activities are expected at all times to maintain a reserve in political matters and not to put themselves forward prominently on one side or the other.

4. Trade Union Rights

Right to Association

The public servants in Australia and France enjoy the right to association with trade unions. In Canada, India, Germany and England certain restrictions are imposed upon public servants' right to association. In Germany its Civil Servants may join or form only those associations whose objectives are in keeping the objectives of existing constitutional order only. In Canada and England the public servants are not allowed to associate with outside unions. In India the right to association has been guaranteed to every citizen. Public Servants, therefore, are free to form associations or join associations already in existence, but the government would consult or negotiate with only those associations which have been recognised by it. In United States the public employees are legally free to form associations and unions and to associate themselves with outside associations or organisations.

Right to Strike

Whether the civil servant's right to strike is granted or not, this right is exercised widely in India, France, Canada, Australia, America and in England. In England the public servants are not denied the right to strike under the law. In France they have the right to strike. In Germany, however, public servants right to strike does not exist under the law. The penalties for violating the law include loss of one's job. In India all non-industrial public servants are denied the right to strike the law. The public employees in America do not have right to strike, under the provisions of the Act of 1947 strikes by the Government Servants

had been declared illegal. In all the countries, wherever the employees go on illegal strikes, penalties or punishments are awarded as per the disciplinary or Conduct Rules.

5. Service Rights

Civil Service has a special relationship with its government when compared to the relationship between employer and employee in private employment. The civil service enjoys good prospects of public employment like the security of tenure, career, service facilities, superannuate benefits. On the other it maintains relations with the public in whom the state sovereignty lies. As such the civil service occupies a key position in the government. Therefore, the state provides certain service rights to the employees to enable them to discharge their rightful job in the right manner.

Appointment
Today, the public employer in democratic countries guarantees equal protection of the laws to all citizens seeming public employment. However, under the constitutional provisions or executive orders certain 'reservations' are made to the minorities and backward communities and socially weak. The judiciary has viewed such representative public services as desirable. However, the principle of equality of opportunity cannot be denied by the process of selection. But, discriminatory law in respect of residential\ qualifications, age, language, etc., may be enacted by the state. Thus, in India, reservations are provided in public employment rights. The state is empowered to require every able-bodied person within its jurisdiction to work for a reasonable period for "public purposes" such as Defence services, Home guards, social services etc. Public employees are expected to serve anywhere under any conditions prescribed by the government. Lie Tenure Public employment is more attractive dueto its life tenure and prestige attached to it. However, the sovereign employer enjoys the pleasure to terminate, dismiss the services of any employee, without assigning any reasons for such kind of action. The principle of 'during the pleasure of the government' has now been converted in practice into 'during the good behaviour'. The civil servants are also entitled to certain privileges, facilities, allowances, advancements and promotions under the rules prescribed from time to time. The government cannot alter the conditions of their service to the disadvantage of the employees except by changing the existing Laws and Rules.

Procedural safeguards in the event of removal or dismissal
The constitution and the rules framed under the provisions of the constitution provides certain important procedural safeguards to prevent any injustice. Any punishment can be imported on the civil servant only according to prescribed procedure, which is laid down in India under Classification, Control and Appeal Rules (CCA Rules). As per the Rules no civil servant can be removed or dismissed by an authority subordinate to the one who appointed him. No one can be removed or dismissed until the civil servant has been given a reasonable opportunity of showing cause against the action proposed to be taken. Compulsory retirement before the age of superannuation is not considered removal or dismissal as there is no substantial loss of accrued service benefits like pension etc.

3.4: Effects of Right of Public Servants

Although the service tenure of all government employees is at the pleasure of the government, normally, they hold office during the good behaviour and their terms of service are regulated by Executive Rules and Administrative orders. Such of the Rules and Orders are issued subject to the provisions of the constitution. Sometimes the government is required to consult the public service commission for their opinion. Therefore, the governments cannot make rules and change rules without constitutional authority,

The government is further required to place these rules and regulations on the Table of the Legislature for their approval. Thus, the civil servants enjoy privileges and rights guaranteed by the constitution. The civil servants are not at the mercy of the executive government without changing the existing rules.

A general discussion took place on the scope of the employment relationship in 2003 and in 2006 the International Labour Conference adopted the <u>Recommendation (No. 198) concerning the Employment Relationship</u> . This Recommendation covers:

- the formulation and application of a national policy for reviewing at appropriate intervals and, if necessary, clarifying and adapting the scope of relevant laws and regulations, in order to guarantee effective protection for workers who perform work in the context of an employment relationship;

- the determination - via a listing of pertinent criteria - of the existence of such a relationship, relying on the facts relating to the performance of work and the remuneration of the worker, notwithstanding how the relationship is characterized in any contrary arrangement that may have been agreed between the parties; and

- the establishment of an appropriate mechanism - or the use of an existing one - for monitoring developments in the labour market and the organization of work so as to be able to formulate advice on the adoption and implementation of measures concerning the employment relationship.

In preparation for these discussions at the ILC, the Office undertook a number of national studies that demonstrate that many workers suffer from a lack of protection arising from disguised or ambiguous employment relationships, relationships that fall outside the scope of legislation, are under-regulated, or are ignored by enforcement bodies. The ILO, furthermore, assists constituents in developing national policies and setting up monitoring and implementation mechanisms. It also promotes good practices at the national and international levels concerning the determination and use of employment relationships.

<u>3.5: Employee-Employer relation and Rights of Public Servants</u>

In most democratic countries public servants have to seek prior permission of the competent authorities for publishing a book or article or for speaking to general audiences. However, Australia takes a somewhat more lenient attitude towards the violation of these norms by its civil servants than Canada, India or England. in the United States of America the Hatch Act of 1939 allowed its federal employees to express their views on political subjects, rather than only to express them privately. However, at the same time, it proclaimed that the Act was intended to prohibit the same activities that the Civil Service Commission considered legitimate under 1907 Regulations, which allowed only private expression. The second Hatch Act of 1940 extended these regulations to positions in state employment and allowed public employees to express their opinion on 'candidates' as well as on political subjects. A French official outside his office can criticise the government and express views contrary to the general policy of government. But he cannot express personal criticism directed towards the work of the particular service to which he belongs. Similarly in Germany, outside the service a public servant can express his personal opinions on political questions also. He cannot adopt a standpoint which is in opposition to the government. But he must have a certain regard for his position. The law of 1953 obliges him to exercise that moderation and discretion with regard to political activities which ificrimbent upon him in his position as servant of the community. In India, the Civil Servants cannot express against any policy or action of the government. They cannot also express on any matter pertaining to politics of parties and matters of public controversy.

Criticism of Government Policy

According to the Civil Service (Conduct) Rules in India, government servants are not permitted to communicate anything to the press, make any public utterance, make any statement of fact or opinion which has the effect of an adverse criticism of any policy of the government or which leads to embarrassing relations between the internalgovernmental agencies and the governments of foreign states. The employees are also forbidden from giving any evidence without prior permission to any inquiry which is not duly authorised. The purpose of this restriction is to maintain the political neutrality of the civil services and to keep them away from public controversies and to enable the civil servants to serve the government of the day with all the loyalty. In Britain, the civil servants have freedom to express their opinions on non-political matters of public importance provided they do not direct their activities towards any party politics. In U.S.A. the government may restrict the exercise by itsemployees of their right to criticise government policy. The employees may be disciplined: a) if their criticism is false and is made with actual malice, b) if criticism involves disclosure of\ information which is confidential, c) if the criticism is made outside the channels prescribed by, or is in violation of a statute, Executive order or regulation, and d) if the criticism adversely affects job performances, discipline, work relationships or the goals of the organisation.

Speech and Expression on Political Matters

In India the civil servants are prohibited from participating in any political activity and movement. They cannot make any public expression of their views other than those of purely literary, scientific or artistic nature. They are restricted from participating in any way in the editing, managing any publication. Thus, they are completely deprived of the freedom of press. In Britain, the civil servants those who involve in the formulation and execution of public policy (executive group) have no freedom of expression on political matters. However, the Minor and Manipulative Groups, whose duties are of only routine character have freedom to political expression as well as activity.

3.6: Summary

Though the civil servants are more enlightened citizens, all the rights guaranteed by the constitutions of different countries, do not guarantee such rights to their public employees. The grant of different rights and their denial is governed by the theory of the constitutional government and the place and role assigned to the public servants. The government servants for this purpose are classified into Industrial, Non-industrial, Administrative and Clerical, Ministerial and accordingly were given the rights depending upon their extent and nature of participation in the arrangement of public offices. All the governments in theory believe in the concept of sovereign employer in which the public employers are 'Government Servants', required to conduct themselves under a framework of Rules, Regulations. However, they are not second class citizens but enjoy certain privileges and facilities more than the ordinary citizen.

2.7: Sample Questions

Essay Type:

1. Discuss the effect of rights of public servants on employee-employer relation.
2. Analyse the various types of rights of public servants.

Long Type:

1. Describe the ways in which trade union rights are different from service rights
2. Explain the contribution of democratic political system in maintaining rights of public servants

Short Type:

1. Write a short note on International Labour Organisation principles on rights
2. Identify the features of political rights of public servants

3.8: Suggested Readings

Singh Biswanath. 1964. 'Political Rights of Civil Servants in India' *Indian Journal* of *Public Administration,* Vol. *X I ,* No. 2.

Parris Henry, 1973. *Civil Service Staff Relations,* Allen & Unwin: London.

Jay M. Shafrit, Walter L.. Balk, Albert C. Hyde, and David H. Rosenbloom. 1971. *Personnel Management in Government* : *Politics and Process,* Marcel Dekker. New York.

Tyagi A.R. 1961. *Rights and Obligations of Civil Servants in India.* Atma Ram & Sons: Delhi.

Unit-4: Motivation and Morale

Structure:

4.1: Objective-

4.2: Introduction

4.3: Definition, Objective and Type of Motivation

4.4: Definition, Factors and Type of Morale

4.5: Measures to improve Motivation and Morale

4.6: Summary

4.7: Sample Questions

4.8: Suggested Readings

4.1: Objective-

Objective of this unit is to make students :
(a)understand the importance of human factor in an organisation, which will have a significant impact upon over all organisational out-put
(b)outline the findings of the psychologists and behaviouralists from the viewpoint of human relations
(c)realise that motivation and morale are caused by management policies and practices
(d)explain the meaning of motivation and morale along with the factors effecting them know about the different types of motivation and morale causing the organisational efficiency
(e)analyse some important measures in building morale, through workable motivational methods.

4.2: Introduction

The problem of human behaviour is fundamental and instinctive in any organisational set-up. It is a complicated issue for the organisation to make its members to adjust themselves to the needs of organisation. They necessarily sacrifice their own independence on various types of group and associational membership. Their voluntary behaviour needs to be changed into required behaviour in the general interest of the organisation. Under the influence of the required behaviour, the individual assumes the responsibilities and expresses loyalties and commitments towards the organisation as a whole. There are different methods, to turn the voluntary behaviour into a required behaviour. Perhaps no area of personnel administration has been more debated than human motivation due to the development of the scientific knowledge about human behaviour. The movement of behavioural revolution contributed much for better understanding of human behaviour. During early era of personnel administration as being different from the efficiency experts, they approached the problem of increasing efficiency as a human relation problem rather than as a mechanical one. Hence the felines and behaviour of employees are considered in personnel system. Normally, the driving force, so pervasive in history and so common among all races and seems to be composed both of an inner need to achieve and a response to external challenges. It is felt that what an individual believes about himself has a profound effect on how he behaves. To understand any individual we need to know what he thinks, what values he holds, what his goals are, as well as how his basic biological and social needs are met and what abilities he has. Therefore, drive and motivation is of utmost importance as it constitutes the base for the administrative function of planning and organising. The personnel department of an organisation must devote considerable time and efforts in for and achieving high level of morale. Because it is the only solution for the problems arising like employees feeling alienated and organisational goals, underutilisation of their potential skills and capabilities to achieve optimisation and feeling of frustration while discharging their duties. Hence motivation should be the continuous process for effective functioning of the organisation

4.3: Definition, Objective and Type of Motivation

The term motivation is derived from the Latin word 'emovere' which means 'to move'. Motivation is the complex of psychological forces. Motivation is something that moves person into action and inspires him to continue in the course of action already initiated. There are different definitions of motivation. Stanlay Vanace opines that 'motivation implies any motion or desire which so conditioned one's will that the individual is propelled into action'. Dale and Beach felt motivation as 'a willingness to expend energy to achieve a goal or reward'. Shartte understood motivation as 'a reported urge or tension to move in a given direction or to achieve certain goals'. According to the above definitions motivation is considered as the art of stimulating people to take desired course of action. It involves arousing needs and desires by impelling individuals towards purposive behaviour. A motive is a need or desire which directs the behaviour. It reflects an urge to move in an expected manner to achieve a specified goal. It results when the needs of an employee are satisfied through proper incentives and rewards. Human behaviour is the result of their desires, needs and wants and motivation involves creation of a will to work for accomplishment of institutional goals. Without needs there can be no motivation and one of the biggest problems in motivating the employees is that one does not have the same needs. Moreover motivation is influenced by a number of factors both inside and outside the organisation. Motivation requires the identification of personal goals with institutional goals.

According to Skinner motivation objectively exists to make an individual being learn what may regarded as positive behaviour i.e. desirable behaviour. Abraham Maslow observes that the objective of motivation is always to create a need for an individual. It is just like the process of lower needs being satisfied and the higher needs gradually emerging (Hierarchy or Needs). Frederick Herzberg felt that the important objective of motivation is to provide opportunities to become a better expert on one's job, to handle more demanding assignments, to control one's own work rather than be supervised. Mclelland opined that the objective of motivation is to create a strong desire in an individual, where he derives a special kind of joy in successfully attaining an objective in accomplishing a task. in facing up to a challenge rather than monetary or other rewards. Victor Wroom thinks that motivation should work as a means of communication for increasing positive values in the employees. Obviously the objectives of motivation are to increase efficiency by good performance. Motives are abundant and divergent. There is no single strategy that will motivate the employees forever and everywhere. The motives for individuals to work are numerous

There are basically two types of motivation: a) Negative motivation, and b) Positive motivation.

Negative Motivation The traditional form of motivation emphasises more on authority. This approach consists of forcing people to work by threatening to fire them if they do not. It believes that man is inherently lazy, pleasure seeking,\ despises work. To prevent him from doing so, there must be close supervision. This approach further assumes that employees' performance would be increased by fear, which causes the people to act in a certain way. Because they are afraid of the consequences like, lay-off, demotions, and dismissals. This approach paid off fairly well in the early days of the industrial revolution when workers and their families were so close to starvation. Imposition of punishment frequently results in frustration among those punished, leading to the development of maladaptive behaviour. The negative motivation also creates a hostile state of mind and unfavourable attitude to the job. The approach of negative motivation had proved to be ineffective as the employees were responding to them perversely. In recent years, however, people have begun to expect more from their jobs than sheer punishment.

Positive Motivation The behavioural approach is much sophisticated than traditional approach which recognises the importance of positive aspects of motivation. Positive motivation involves the possibility of increased motive satisfaction. Positive motivation is a process of attempting to influence others to do their best, and thereby adopting good human relations. It seeks to create an environment which will make the individual talent flourish and encourages informal communications positively. Positive motivation is generally based on rewards. The positive motivation may be extrinsic or intrinsic. The extrinsic motivators can be enjoyed after completion of work. The intrinsic factors are those which occur at the time of performance of work. Since positive motivation appears to be more workable, now let us discuss the role of some positive motivators, which promote efficiency.

4.4: Definition, Factors and Type of Morale

Though the organisation's focus is always on performance, based on wst-benefit approach, it was felt imperative to consider the issue of morale in a wider perspective. From the institutional pin1 of view, the problem of employee's morale is that of stimulating a feeiing of togetherness, a sense of identification with the job. It is more conducive to the achievement of institutional goals. It Is important because performance and efficiency of operation depends upon employee's morale. To attain these high standards of morale it is essential to enlist the feelings of employees and their abilities in the work. 'Morale' is an attitude of satisfaction with desire to continue in and willingness to strive for the goals of a particular organisation. There are two important elements. Firstly, that the individual shares the purpose which gives him enthusiasm, energy and self-discipline. Secondly, the responsibility of the authorities to infuse the feeling of togetherness, a sense of identification and his consideration for other members of the institution. Further, morale is viewed as 'the capacity of a group to pull together persistently and ' consistently in pursuit of common purpose'. This capacity is subjective and differs from person to person depending upon the people's interest in a particular work. This capacity is inherent in every individual and is seen in their attitudes towards particular work.

There appear to be two groups of morale i.e., a) Individual and b) Group morale
Individual Morale The components of morale are still rather elusive, despite growing agreement upon several generalisations. One of these generalisations is that the group climate must provide opportunity for individual self-expression or self-accommodation by the members of the group. Another is that the occupational context must furnish outlets for the individuals pride in his own workmanship. Still another and more important is that members of the group must find it easy to accept the purposes and values of the group as their own so that they have a sense of belonging to the group or identity with it. All these may be described as individualistic bases of morale.

Group Morale Hawthorne studies pointed out, pride in group is an important component of morale. Employees like to belong to be part of and be accepted by the group even where and employee dislikes the actual work itself. He may have high morale, stemming from his pleasure of group with his group work. Where there is a well integrated group, there would be high group morale, as well as individual morale. Since good supervision correlated.with good group morale, special attention should be paid to the training programme of supervisory staff. Whether it is group or individual morale, it must be evaluated from time to time in the interest of the organisation.

There are four factors which effect the morale of the employees in an organisation. They are as follows:
i) The organisation itself(ii) Nature of work of employee(iii) Supervisory techniques(iv) **Fellow employees** Whether of an individual or a group, the level of morale must be observed and expressed largely in terms of complex reactions. Most employers who are concerned with employee morale

recognise the necessity for careful analysis of all expressions of employee reactions. There are several methods of survey of morale. Some of the methods are as under:

Attitude Survey These surveys depend upon questionnaires, which are administered orally or in writing from any employees. By answering these questionnaires, employees indicate their attitude towards a wide range of conditions related to their work. Analysis of their replies provides a guide to general levels of morale as well as more specific indications of their likes and dislikes in the prevailing employment situation.

Morale Interviews By frequent and periodic interviews with employees their morale can be assessed. In these visits, the interviewer encourages the employeeto speak freely and frankly in respect of his job, his supervisors, his fellow employees, and any other conditions affecting his employment without any fear or hazard to his status in the organisation.

Spies and Informers In earlier times the employers are used to hire spies and placed them in various departments for the specific purpose of finding out what employees thought of their jobs and of working conditions in the organisation. After formation of employees unions and associations this practice was almost given up and it became outdated. Morale survey methods are varied from one organisation to another. However, it all depends upon the nature of the work of employee, organisation, authorities' outlook, and size of the organisation etc.

Indices of Morale, as it is an attendant condition of an activity rather than an activity itself, can be measured only indirectly. The following are some of the indices of employee's morale.

a) **Absenteeism:** Where there is high morale, employees make efforts to be on time and avoid absence. A high rate of absenteeism indicates poor morale.

b) Turnover: Sometimes greater turnover of labour may be included in the indices of poor morale. It may not be true in all cases. Young employees in unskilled jobs have higher turnover rate than older employees in higher positions.

c) Grievances: Some grievances may arise out of poor morale.

d) Output Level: High level of output may indicate high level of morale but the output may be increased even by fear. The employees with higher level of morale may produce low output due to substandard tools or deliberate plan to restrict output. These may not be the proper measuring rods of morale. But the level of output will also exhibit the level of morale.

4.5: Measures to Improve Motivation and Morale

The exact nature and extent of motivator would depend upon the internal and external factors prevailing in a given organisation. Some of the important motivators which can promote efficiency are: Job enrichment; Delegation of authority; Job security; Status and pride; Participation; Congenial work environment. Motivation is some form of exchange between the individual and his work environment. The congenial work environment gives to the individual sets of preference or values which constitute the goals towards which the instinctual drives are expressed. Further, the work environment is the source of norms of behaviour which draws the lines between good and bad, right and wrong, legitimate and illegitimate.

Morale is not static. It is subject to daily, or even to monetary fluctuations. It is also subject to long-term secular trends. It is useful to think of long-term morale trends as responses to pressures and supports. Usually policy on morale seeks to develop and maintain high levels of morale among employees through appropriate means. The following measures are suggested for morale building:

Job Satisfaction: The personnel policy should make jobs as interesting and satisfying as possible; it tends to encourage a favourable and enthusiastic group action.

Job Training: Job training, orientation, education, apprentice training and a broad variety of general educational efforts will help in building up employees' morale.

Recognition of Aspirations: Recognition of individual aspirations and goals, and definite provision of means by which such goals can be achieved will go a long way in boosting morale.

Unrest: A careful study must be made on various indices of employees unrest, with the ultimate objective of constructive guidance and action.

Counselling Interviews: Counselling Interviews help to discover the feelings of employees.

Opportunities: promising opportunities like good promotional avenues, good working conditions, satisfactory remuneration and other benefits for personal development.

Relations: The supervisory staff should ensure, human relations, informal relations, fact finding and adopt participative and employee orientated attitude.

Facilities: Apart from the above measures, the facilities lik'e, transport, housing, health, family welfare, children's education, and other recreational facilities would also help in building up employees morale.

4.6: Summary

Motivation and morale are the two sides of a coin. In fact, the level of performance of an individual is a function of both motivation and morale, the former determines what\ one will do while the latter determines what one can do. Morale is an outcome of motivation. Motivation is an internal mechanism, which results in one's willingness to devote time and energy to the needs of an organisation. Many behaviouralists like Maslow and Herberg have examined the problem of motivation, and they have observed that the ultimate objective of motivation is to work for betterment of organisation and individual as well. For the management, it is unavoidable to a considerable attention towards maintenance of high level of morale among their employees. Factors influencing morale are various. The problem of an organisation will become the base for selection of the factors that motivate employees to work with morale. Fluctuation in levels of employees morale is not unusual. However, the type of motivation will be the responsible factor for such changes. The primary responsibility of all personnel managers is to see that the desired level of morale is maintained among their employees by periodical check up.

4.7: Sample Questions

Essay Type:

1. Discuss the definition and objective of motivation.
2. Analyse the various ways in which morale can be uplifted.

Long Type:

1. Describe the ways in which motivation can be increased
2. Explain the factors for measuring morale.

Short Type:

1. Write a short note on Abraham Maslow on motivation

2. Define morale

4.8: Suggested Readings

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Unit-5: Administrative Ethics and Integrity in Civil Service

Structure:

5.1: Objective-

5.2: Introduction

5.3: Definition and feature of administrative ethics and integrity

5.1: Objective-

The unit is designed in a way so that students should be able to:
(a)discuss the essentials to ensure the practice of administrative ethics;
(b)describe the causes for decline of integrity in civil services;
(c)discuss the legal framework to check corruption; and
(d)suggest measures for improvement of integrity in civil services.

5.2: Introduction

Workplace integrity can take many forms, but it most commonly relates to possessing upstanding character traits and work ethics, such as sound judgment, honesty, dependability, and loyalty. There is a need to develop both human and modern technology to improve efficiency. However, priority should be given to human development. These are two aspects to development technical and human. Organisations had usually been more sensitive to possibilities offered to them by the achivments of modern technology than to the refinements of human behaviour as revealed by the sciences of sociology and psychology. On the other hand, lessons drawn from experience showed that technical innovations deriving from the engineering sciences encountered considerable resistance unless supported by corresponding changes in human attitudes and behaviour. In an era of rapid change, the improvement of management in its human aspect had become a critical issue. It is important to make full use of the findings of social sciences which endeavoured to be instrumental in giving guidance in the behaviour of individuals and groups in varying circumstances. Organisations, should, therefore, be conceived as complex socio-technical systems whose management requires both technical skills and insight into the motives of human behaviour. It is widely agreed that manipulation and lack of ethics produce strong negative side effects and reduce organisational effectiveness. With this important value commitment, the organisations may shift their styles and climate from direction, control and surveillance to providing help, support and instruction. Mutuality and collaboration between the leaders and the led, self-control and mutual support *an* essential for creating an organic organisation. The basic principle that "in helping others, one is helping one's oneself", should be ingrained in the character. Then alone, the system would *reflect* it. On the public administrations, managers and political leaders depend, to a great extent, the work atmosphere. Only when human beings are treated as human beings, only when, none in the system feels that he/she is being exploited then only he/she can give his/her best to the organisation.

5.3: Definition and feature of administrative ethics and integrity

Integrity is defined as a person's dedication to a set of moral ideals, and it is often related to characteristics such as honesty, virtue, accountability, dependability, responsibility, and loyalty. Integrity is exemplified

by strong ethical and moral ideals that are upheld in all circumstances. This core principle is critical for forming strong, trust-based professional relationships, and it is a key attribute that companies look for in potential employees during the hiring process. *Observe and adhere to corporate policies –*Workplace regulations are designed to provide guidance on anything from conduct to dress code. Following corporate policy allows you to make well-informed judgments based on the firm's beliefs and goals. *Prepare to work –*Many of us know folks who are willing to delegate but reluctant to do the work themselves. On the other hand, employees who have integrity are willing to go above and beyond with their work and assist others when necessary. *Set a good example -*Your work style and attitude toward others will help provide the groundwork for what you value most in others, particularly those who report to you. Working to a high quality and keeping a professional demeanor inspires others to do the same. *Respect the views of others, even if you disagree with them –* No matter how pleasant your workplace is, there will inevitably be instances when you disagree with someone else's viewpoint. It's still crucial to be respectful, listen, and consider what the other person is saying in these situations. *Take responsibility for your mistakes –* Everyone makes mistakes now and then. Accepting responsibility for your mistakes reveals that you are honest and receptive to constructive criticism, both of which are characteristics shared by people who have a high level of workplace integrity.

Key Traits of Integrity: (a) Be considerate of others. (b) Be trustworthy. (c) Be responsible and trustworthy. (d) Have decent morals (e) Wait patiently (f) Be self-aware and dependable. (g) Be truthful and respectful. (h) Be dedicated to your work. (i) Make good decisions. (j) Morals are important. (k) Be of assistance.(l) Make the proper decision. (m) Be nice to others.

No business likes a dishonest employee, but the reasons for looking for someone with integrity go far beyond merely wanting a trustworthy staff. Integrity in the workplace contributes to a positive culture in which employees collaborate well, trust one another, respect one another, rely on one another, and be sympathetic. This working culture promotes a motivated, happy staff, which is often more productive than a workforce with a lack of integrity. Workplace integrity promotes an ethical approach to internal decision-making. A corporation with loyal, trustworthy employees is more inclined to prioritize their well-being. An employer who hires people with integrity may be confident that their employees will work to the best of their abilities and put in the necessary hours without being supervised. Employees should be able to feel assured that they would not cheat, deceive, or cut corners. A corporation can build a stronger framework that forms the foundations of a business that offers quality service and has a good reputation by hiring employees with integrity. Clients, vendors, and customers will recognize that the organization is trustworthy and will not exploit them. It is crucial to display integrity at work regardless of your position, whether an intern or a CEO. Integrity is essential for an entry-level employee to sustain a good employee-employer relationship. It also helps you become a respected team member and someone people feel comfortable approaching and relying on. To set a positive example for those who look up to them and learn from them, persons in senior positions or positions of influence should display integrity in all parts of their work. To establish a strong connection with employees, employers must demonstrate integrity. Being open and honest with employees about proposed business changes or probable layoffs, for example, may result in an unpleasant dialogue in the short term. Still, in the long run, this transparency helps to develop trust and a positive working environment.

11.1.1 Examples of Integrity at Workplace:

(i) Show on time and work your designated hours– Being on time demonstrates that you value the organization and your responsibilities. You and your employer have agreed that you will be available to work at a specific time or within a specific time frame.

(ii) Be Prepared to Work– Integrity is demonstrated by demonstrating that you are prepared to get your hands dirty rather than simply delegating and yelling commands from the sidelines. Employees with integrity aid their co-workers and go above and beyond the call of duty to assist others.

(iii) Do not make false promises– While it may be tempting to claim you can do something in order to impress someone, your co-workers and boss will place far more trust and respect in you if you just commit to accomplishing things you know you can and will do.

(iv) Be Up Front About Your Weakness– When it comes to your professional talents, honesty is the best policy. If you can't do something, don't pretend to be able to do it. Covering up your failure to complete a task may have a negative impact on your relationships with co-workers and cause them to lose trust in you. It can also impair productivity because you may be wasting time on a problem you're having trouble with when you could be working on something else.

(v) Professionally Handle Conflict– Workplace conflict is typical; personalities collide, and one person's beliefs differ from those of another. Demonstrate integrity by dealing with conflict in a professional manner that avoids personalizing the situation. Listen carefully, consider what the other person has to say, and maintain a courteous demeanor.

(vi) Be Accountable for Your Actions– Covering up your mistakes may make you appear untrustworthy. Integrity is demonstrated by admitting your faults and accepting responsibility. Because no one is flawless all of the time, it is preferable to demonstrate your ability to accept responsibility rather than deflecting blame or attempting to conceal an error. Covering anything up with a minor lie might lead to you telling more and more lies until you lose track of your own tale and get caught. If this happens, it may harm your working relationship with your boss and co-workers.

(vii)Maintain Confidentiality– It can be tempting to reveal something private to shed light on a situation or to feel more powerful, but maintaining confidentiality is an important aspect of being a trustworthy employee or employer.

(viii)Be Accountable– Integrity entails being self-aware and supporting those around you. It's simple to concentrate on your work, leave when it's done, and tune out everything else. Being accountable, on the other hand, entails accepting responsibility for achieving positive outcomes. By isolating yourself and refusing to work as part of a team, only performing what is requested of you, you convey the idea that you don't care whether the entire situation turns out well or badly.

5.4: Challenges before administrative ethics and integrity

Deviation from normal standards of lack of integrity takes various shapes in the form of corruption, patronage (based on communalism, sectarianism, nepotism and favouritism) and undue influence. Bribery, nepotism, misuse of power or influence, black marketing and similar other practices are not all that is meant by corruption. In fact, anyone wasting public money, lacks integrity. In general terms, corruption may be defined as the deliberate and intentional/exploitation of one's position, status or ,resources directly or indirectly, for personal aggrandisement whether it be in terms of material gain or enhancement of power, prestige or influence beyond what is legitimate or sanctioned by commonly accepted norms to the detriment of the interests of other persons or the community as a whole.

There are various causes of corruption which result in lack of integrity. These can be discussed under the following headings.

i) Historical Causes - In India, corruption has its roots in the colonial rule of the past. British administration was not interested in the overall development of the country. Handsomely, lower posts were offered to Indians. Salaries to these posts were very low. So they indulged' in corrupt practices. After World War II, scarcities led to many types of controls. It gave added opportunities to these low paid employees to resort to corrupt practices. Then it became habitual. It was during World War II that corruption reached the highest mark in India. The climate for integrity which had been rendered unhealthy by wartime controls and scarcities was further aggravated by the post-war flush of money and the consequent inflation.

ii) Environmental Causes - The second important cause of corruption in public service is 'fast urbanisation and industrialisation where material possessions, position and economic power determine the status and prestige of a in the society. Since salaries are low and inflation is unabated, poor civil servants fall easy prey to corrupt practices in order to maintain status in the society.

iii) Economic Causes - Inadequate remuneration of salary scales and rising cost of living is probably one of the important causes of corruption. In recent years, the fast rising cost of living has brought down the real income of various sections of the community, particularly the salaried classes. The urge to appear prestigious by material possessions has encouraged those who had the opportunities to succumb to temptations.

iv) Lack of Strong Public Opinion Against the Evil of Corruption - People do not report to government against corrupt officials. Instead they offer bribes to get their illegitimate claims accepted. People must fight against corruption and build a strong public opinion against corruption.

v) Complicated and Cumbersome Procedures and Working of Government Offices - It is alleged that the working of certain government departments, e.g., the Customs and Central Excise, Imports and Exports, Railways, Supplies and Disposals, Police,\ Income Tax., etc, is complicated, cumbersome and dilatory. This has encouraged the growth of dishonest practices like the system of 'speedy money'.

vi) Inadequate Laws to Deal with Corruption - Indian Penal Code and other laws which deal with corruption cases are outmoded and provide insufficient penalties. It takes too much time to get a corrupt officials punished under the laws. Summary trials and stricter punishments should be awarded to end corruption. Therefore the laws will have to be changed.accordingly.

vii) Undue Protection Given to the Public Services in India - Article 31 1 of the Indian Constitution which provides protection to civil servants, as interpreted by our courts, made it difficult to deal effectively with corrupt public servants. Reluctance of higher officials to take disciplinary action against corrupt officials due to their collusion with them has further aggravated the situation.

viii) Collusion of Commercial and Industrial Magnates and Others to Serve their Individual Interests - Big businessmen, dishonest merchants, suppliers and contractors, bribe the civil servants in order to get undue favours from them. Sometimes they share a portion of their ill earned profit with the government servants.

ix) Pressure Groups -Pressure Groups like Indian Chamber of Commerce, 'Trade Associations, State Chambers of Commerce, are said to help in breeding corruption through their activities of getting favours for their communities. They influence ruling elite through dinners, parties, luncheons. etc.

5.5: Measures to standardise integrity and ethics in administration

Santhanam Committee on Prevention of Corruption- The Santhanam Committee, which was appointed in June- 1962 to review existing instruments for combating corruption and to advise on practical measures to make anti-corruption measures more effective, submitted its report in March 1964.

Central Vigilance Commission (C.V.C.) -The Central Vigilance Commission has jurisdiction and powers in respect of matters to which the executive powers of the Central Government extend. Its jurisdiction

thus, extends to all employees of the Central Government and the employees in public undertakings, corporate bodies and other organisations dealing with any matter falling within the executive powers of the Central Government. Also, the Delhi Metropolitan Council and the New Delhi Municipal Committee fall within the purview of the commission.

State Vigilance Commission- The Santhanam Committee on prevention of corruption made detailed recommendations in 1964 for strengthening of the Vigilance Organisption in each Ministry/ Department to make it more effective. While the primary responsibility for the maintenance of purity, integrity and efficiency in each organisation continues to vest in the Secretary of the Ministry or the Head of the Department, an officer in each Ministry/ Department has been designated as Chief Vigilance Officer and entrusted with vigilance work. While acting as Special Assistant to the Secretary or ,the Head of the Department in all matters pertaining to vigilance, he provides a link between the Central Vigilance Commission and the Ministries/ Departments.

Central Bureau of Investigation- Apart from vigilance organisation id every ministry and department, the centralised agency for anti-corruption work viz. the Central Bureau of Investigation, which functions administratively under the Department of Personnel and Administrative Reforms. The latter formulates all policy matters pertaining to vigilance and discipline among public servants. It also coordinates the activities of various heads of departments and functions as the nodal authority in the matter of administrative culture.

Institutions of Lok Pa1 and Lok Ayukta- The 'Administrative Reform Commission, recommended in 1966 to the Central Government, the setting up of the Institutions of Lok Pal and Lok Ayukta which are analogous to the parliamentary commissioner in England and New Zealand, for redress of public grievances.

Some suggestions may be given to improve integrity in the civil services.
i) Maintain Conditions of Service Attractive - Government officials, particularly at lower level, are forced by poverty to regard office holding as a source of income which they would seek to maximise. Public services are rendered in exchange for extra money, services, which tend to be bad and slow if no bribe is given. Raising of pay, consequently, is a basic means to wipe out the widespread bribery in the civil services. It is good that Government has set up the Fourth National Pay Commission to look into the salary structure of federal employees.
ii) Simplification of Working of Government Machinery- The root cause to proliferation of corruption seems to be the complicated procedures of Government offices. These procedures need to be evaluated and simplified. . Delays must be prevented and officials made fully responsive to the needs of all the people.
ill) Public opinion creation against corruption- Corruption will flourish till the general mass *of* people resist it with determination and strength. Most of all, the elimination of corruption requires a widespread and steadfast opposition to it, coupled with'the courage to act against it. There can be no doubt that the people of India can get rid of corruption.
iv) High Standard of Service Practice by High Official- High Officials having considerable discretionary powers must be thoroughly disciplined to refuse gifts, invitations and other favours.

In this context, it is pertinent to note the efforts made by the government to carry the quest for integrity at the divisional and district levels. At the divisional level, there is a Divisional Vigilance Board which consists of the Divisional Committees, Deputy Inspector General of Police and a Divisional Vigilance Commissioner. At the district level, there is a District Vigilance Officer who is appointed by the District

Collector, Deputy Commissioner from among his/ her gazetted assistants in consultation with the Divisional Vigilance Board. There has, thus, emerged a web of vigilance agencies in the country. TO streamline this quest for integrity, the Vigilance Commissioners of all States hold an annual conference which is presided over by the Chief Vigilance Commissioner. This annual gathering serves useful purpose, it provides a forum for the discussion of mutual problems and exchange of experiences, and gives publicity to vigilance reports of the Government at both the Central and State levels, thus inspiring people's confidence in the Government's sincerity of purposes. However, this does not imply that corruption in public administration has been eliminated or is under control. Far from it, corruption has entered every nook and corner of India's public life, and the country's public administration is ridden with it. This has happened largely because there is no political will to remove it.

5.6: Summary

It is the fundamental responsibility *of* the management to spell out clearly as to how the ever increasing size of the Government and rising expectations of the people call for high ethical and professional standards on the part of government employees. Accordingly, the public officials are expected to furnish examples of incorrupt behaviour as their actions have a direct impact on the character of the community. The tools and techniques adopted by the Government of India and the State Governments in this challenging task have been highlighted. Employers will also be more comfortable with employees who display integrity; they may offer them greater responsibilities, promote them sooner, trust them to represent the firm publicly, give them the opportunity to head a team, and share secret information with them. In the workplace, honesty facilitates communication and results in a more stable and effective organization. While integrity is a trait rather than a talent, it is nonetheless something that may be improved. By going over the integrity traits and examples in this article, you should be able to identify your own strengths and weaknesses and work on the areas that need improvement.

5.7: Sample Questions

Essay Type:

1. Discuss the features of administrative integrity.
2. Analyse the various challenges facing administrative ethics and integrity.

Long Type:

1. Describe the measures to improve standards of administrative ethics and integrioty
2. Explain the ways in which ethics and integrity can be sustained in workplace.

Short Type:

1. Write a short note on legal safeguards in India to integrity
2. Define integrity.

5.8: Suggested Readings

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