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Assam Don Bosco University Public Personnel Administration

Unit 1: PUBLIC PERSONNEL ADMINISTRATION: AN OVERVIEW The Concept of Personnel Management: Its Meaning and Scope, Challenging Tasks in Development, Role of Public Personnel Administration in the Modern State, Access to Information, Present Status of Personnel Administration, Decentralization of Administration, Changing Profile of Personnel Administration. Unit 2: RECRUITMENT Types of Recruitment, Training, Promotion. Unit 3: POSITION CLASSIFICATION The Meaning of Classification, Advantages of Classification, Steps in Classification, Rank Classification, Classification Since Independence, Classification of Services and Posts: Recommendations of the Fifth Central Pay Commission (January 1997), Duties or 'Position Classification'. Unit 4: PERSONNEL ADMINISTRATION IN INDIA Colonial Legacy, Public Service And Government Of India Act, 1919, The Government Of India Act, 1935, Constitutional Framework, Recruitment Process For Higher Civil Services In India, Kothari Committee on Recruitment Policy and Selection Methods, List of Optional Subjects, Policy and Procedure – Issues of Reservations in India, Impact of Reservation. Unit 5: TRAINING OF HIGHER CIVIL SERVICES IN INDIA Training for Higher Civil Services in India: Introduction, Training in Independent India, Types of Training, Techniques of Training, Training Institutions in India, Criticism of the Training System In India, Career Advancement, System of Promotion in India: Principles and Performance, Performance Appraisal. Unit 6: CIVIL SERVICE ANONYMITY AND NEUTRALITY vs COMMITMENT Spreading Democratization, Professionalization and Integrity, Integrity, Transparency and Accountability, Lack of Integrity, Transparency and Accountability, Principle of Anonymity of Civil Servants, Neutrality and Civil Servants, Neutrality vs Commitment SYLLABI-BOOK MAPPING TABLE Personnel Administration Syllabi Mapping in Book CONTENTS UNIT 1 PUBLIC PERSONNEL ADMINISTRATION: AN OVERVIEW 1–30 1.1 Learning Objectives 1.2 Introduction 1.3 Concept of personnel Management: Its Meaning and Scope 1.4 Challenging Tasks in Development 1.5 Role of Public Personnel Administration in the Modern State 1.6 Access to Information 1.6.1 Redressal of Public Grievances 1.7 Present Status of Personnel Administration 1.7.1 Globalization and Public Administration 1.7.2 Ethical Factors in Public Administration 1.8 Decentralization of Administration 1.8.1 Administrative Reforms 1.8.2 Research Agenda for Public Administration 1.9 Changing Profile of Personnel Administration 1.9.1 Scope of Development Administration 1.10 Let Us Sum Up 1.11 Answers to Check Your Progress 1.12 Probable Questions 1.13

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INTRODUCTION The Indian administrative structure is basically a legacy of the British rule. The different structural and functional features of Indian administration, such as the secretariat system, all-India services, local-self government, district administration, budgeting, auditing, police administration, revenue administration, etc., have their genesis in the British Raj.

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Public personnel administration in India comprises the public services of the country.

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The public personnel administration has certain characteristics which are different from the private administration in many ways. Public personnel administration has to cater to the needs of a larger number of people and is engaged with the supply of varied services.

No policy, programme or rule can be made successful without the proper utilization of human services. Thus,

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the government is dependent upon the public personnel system for the implementation of its programmes.

This book, Personnel Administration,

has six units, each of which deals with a different aspect of personnel administration. You are going to learn about the salient features of personnel management, the importance and status of personnel administration in India and the decentralization of administration.

The book also deals with the process of recruitment, meaning and importance of promotion, outline of the growth of personnel administration in India, and the various laws and Acts enforced regarding personnel administration.

The book Personnel Administration has been designed keeping in mind the self-instruction mode (SIM) format and follows a simple pattern, wherein each unit of the book begins with the Learning Objectives followed by an Introduction to the topic. The content is then presented in a simple and easy-to-understand manner, and is interspersed with Check Your Progress questions to test the student's understanding of the topic. A list of Probable Questions is also provided at the end of each unit that includes short-answer as well as long answers questions. The Let Us Sum Up section is a useful tool for students and is meant for effective recapitulation of the text. This book is divided into six units: Unit 1: Public Personnel Administration: An Overview Unit 2: Recruitment Unit 3: Position Classification Unit 4: Personnel Administration in India Unit 5: Training of Higher Civil Services in India Unit 6: Civil Service Anonymity and Neutrality vs Commitment

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LEARNING

OBJECTIVES

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After going through this unit, you will be able to: • explain the concept of personnel administration •

discuss the

changing profile of administration in the

modern state • describe the challenges faced in the area of public administration • discuss the changing profile of personnel administration 1.2

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

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Public Personnel Administration: An Overview Public Personnel Administration Unit-1

the increasing complexity of working across multiple time zones, with multiple cultures, economic and political situations, and business environments.

Human resources grew as a purely national discipline and to this day remains subject to largely national legislation on all aspects of employment.

In other words, few HR professionals and few line managers are truly prepared for the new global world. In addition, operating globally requires you to rethink how you view HR and operate in a global environment. Consequently, we contend that globalization will be the biggest single challenge facing HR professionals over the next century. 1.3

CONCEPT OF PERSONNEL

MANAGEMENT: ITS

MEANING AND SCOPE

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

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an adequate organizational structure and desirable working relationships among all members the organization.

It enhances the process of integrating the individual and the various informal groups within the organization. Within its scope

is also included commitment, involvement and loyalty. It stands for acknowledgment and fulfillment of individual requirements and group targets. In addition, the scope of public personnel administration goes beyond maximizing opportunities for individual development towards their advancement. On the basis of societal demands, it works towards maintenance of high morale within the human organization. In short it can be said that personnel management is the process of acquiring and developing skilled employees and retaining them to put forth their best efforts

to increase the effectiveness of an organization. Hence, organizational planning and development, recruitment and selection of the employees are the immediate functions of the public personnel administration. The primary aim of public personnel administration is to develop

an appropriate organizational structure to ensure effective work performance. This also includes determining organizational goals and designing inter- personnel relationships. An important function of personnel administration Personnel management:

The process of acquiring and developing skilled employees and retaining them to put forth their best efforts to increase the effectiveness of an organization

Public Personnel Administration: An Overview 3 Public Personnel Administration Unit-1

is to obtain qualified and competent persons for different positions of the organization. There is also a need for manpower planning, keeping in view the long-term and short-term needs of the organization. Besides, placement of employees at right jobs for which they are competent, initiating the employees or acquainting them with the organization and its needs and objectives

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

There are seven objectives of personnel management: 1. Effective utilization of human resources in the achievement of organizational goals 2. Establishment and maintenance of

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an adequate organizational structure and desirable working relationships among all members of the organization 3.

Securing integration of the individual and informal groups with the organization and thereby their commitment, involvement and loyalty 4. Recognition and satisfaction of individual needs and group goals 5. Provision of maximum opportunities for individual development and advancement 6. Maintenance of high morale in the organization 7. Continuous strengthening and appreciation of human assets 1.4

CHALLENGING TASKS IN DEVELOPMENT Public personnel administration is one of the many challenging tasks in development that are long on diagnostics and short on prescription. It is often quite easy to identify public bureaucracies that are not working and to note how such defective public sector organizations hinder development and perpetuate poverty. In most developing countries, public sector organizations have been so severely damaged by decades of abuse, neglect, congestion and corruption that many have great difficulty performing the tasks for which they were created. Upgrading the capacity of an institution often requires more skills and resources than those needed just to run it. With the changing role of the state, the public personnel administrations have been under tremendous pressure. It calls for the very restructuring of

4 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 the human resources itself. Building a more responsive state requires an increase in openness. It can provide a large number of incentives for participation in public affairs and where appropriate it can reduce the distance between the government and the citizens. There is a need to redefine the role of the government in order to enhance the capacity and capability of the state and to deal with the crisis in public policy administration. The most significant functions it performs are to serve the public effectively and at the same time ensure efficient and cost effective administration. State effectiveness can be enhanced only by constructing institutions for a capable public personnel administration. If inefficient systems come into existence, they can be very difficult to dislodge. Strong interests develop in maintaining the status quo, however, inefficient or unfair. Good policies by themselves can improve results, but the benefits are magnified where institutional capability is also higher and where policies and programmes are implemented more efficiently and also where citizens have greater certainty about the government's future actions. Therefore, it is imperative to strengthen the institutional arrangements within which the personnel administration has to work. In a democratic set-up, politicians set goals and broad strategic directions, but sound institutional arrangements can determine whether the vision of political leaders get translated into effective policy priorities or not. The rules and norms embedded in the policy making process should be so designed that it curbs the political pressures that can lead to poor decision-making and bad outcomes. Evidence across a range of countries has shown that well functioning public personnel administration can promote growth and reduce poverty. They can provide sound organizational policy inputs and deliver critical public good and services at least cost. But the problem is that if adequate care is not taken then the most well-designed public personnel administration will achieve little. Proper implementation is integral to good personnel administration. Poor quality, high cost, wastage, frauds and corruption affect the delivery of services in personnel administration. This problem can be traced back to the belief that the government ought to be the dominant if not the sole provider of services. But today with liberalization and globalization of the economy, this concept of public personnel administration is undergoing a change. The state today has to play the lead role of not provider but facilitator. As a result of this, during the past few years, especially after the introduction of the new economic policy in India, both the central and state governments have initiated programmes in administrative reforms, as a strategy towards achieving developmental goals. This is also due to the realization and recognition that there is an urgent need for administrative reforms to increase the capabilities of the public personnel administration in carrying out goals for the economic and social development of an employee in an organization. It has also been observed that the deficiencies in the

Public Personnel Administration: An Overview 5 Public Personnel Administration Unit-1 administrative machinery constitute a major obstacle to the effective implementation of development plans. The need to bring about a transformation in the public services in an effort to make them more efficient, clean, accountable and citizen friendly, has been emphasized time and again. It may be concluded that under the purview of the modern state, one needs to work on evolving a concrete action plan to gear up the government machinery in order to provide a responsive and responsible, transparent, accountable and clean administration to the people. It should make administration accountable and employee-friendly. It should ensure transparency and the right to information should be honoured. Measures should be taken to cleanse and motivate employees in the organization.

Every public organization is expected to keep up with the state of the art infrastructure, strategies and methodologies and to promote innovation. The other important aspect is that administrative reform will not be effective unless there is a strong political and public support for it. The

citizens view the state and its various functionaries as a service provider, law enforcer and regulator. It therefore becomes the responsibility of the state to work on improving the quality of administration and providing a responsive interface between the citizens and the public services. This requires a number of initiatives. Perhaps the most important and the biggest challenge is the introduction of greater transparency in the functioning of government departments, its functionaries, representatives and public bodies. A number of attempts have been made to make the administration much more transparent but with little success. To a large measure, the system of governance that we have inherited does not allow transparency. The rules, regulations and procedures impose unnecessary restriction on free access of the public to information. Perhaps this is more of an attitudinal problem leftover of the feudal structure of our society. Even though a number of attempts have been made to make the administration much more transparent they have met with little success. Even though everyone agrees that to a large extent the problem is attitudinal but in practice, one expects the other person to change his attitude. One expects transparency in decision-making, yet at the other end secrecy and lack of openness in transactions is responsible for corruption in official dealings. This is contrary to the spirit of an accountable and democratic government. There is a demand for introducing greater transparency in the functioning of government departments and public bodies.

1.5 ROLE OF PUBLIC PERSONNEL ADMINISTRATION IN THE MODERN STATE

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

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Public Personnel Administration: An Overview Public Personnel Administration Unit-1 1.

Organizational

planning and development: Developing an appropriate organizational structure to ensure effective work performance. This also includes determining organizational needs and designing inter-personnel relationships. 2. Recruitment and selection of employees: An important function of personnel administration is to obtain qualified and competent persons for different positions of the organization. There is also a need for manpower planning keeping in view the long-term and short-term needs of the organization. Besides, placement of employees at right jobs for which they are competent, initiating the employees or acquainting them with the organization and its needs and objectives, transfer of employees to more suitable positions and providing them promotion opportunities are also important. 3. Training and executive development: Training of employees to increase their efficiency and effective job performance is another important task of personnel administration. The training function includes identification of training needs, provision of suitable and effective pre-entry or introductory training, on-the-job training, as well as training for development. 4. Salary administration: No organization can work efficiently or effectively for long unless its employees are paid adequately, equitably and fairly for the labour and work they put in to achieve the objectives of the organization. Hence salary administration constitutes an important aspect of personnel administration. Merit, pay or financial incentives and grant of bonus etc.

may also be included in this function of salary administration. 5. Motivation and morale: Personnel administration is also responsible for motivating the employees to work for the organization and developing ways and means for improving and maintaining high morale among its employees.

For this morale and attitude surveys are to be conducted and suitable policies and programmes are to be executed. 6.

Management-employee relationship: The personnel administration has to take care that there exists a healthy relationship between the management and the employees. Thus it has to evolve effective

measures for settling disputes and redressing grievances of the employees. 7. Employees welfare and service record: Personnel management has to maintain complete records of the employees relating to their qualifications, job performance, special aptitude and other personnel matters. Besides, it has to make satisfactory provision for the welfare of the

employees such as provision of medical services, safety of workers at work, recreation and other welfare programmes.

Public Personnel Administration: An Overview 7 Public Personnel Administration Unit-1

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

right to information • Taking measures to cleanse and motivate civil services

Such reforms involve conscious intervention in the bureaucracy to introduce changes, infuse dynamism and motivation, and redefine functional relationships of the people as well as structural units in the bureaucracy. It underscores the fact that there are problems or bottlenecks in the administrative system or the system of governance, which act as impediments in the performance of the government. Such reforms have a primary purpose which is to support the objectives of national development. In the given context, the concept of administrative reform or civil service reform includes both structural and behavioural changes

or

institutional and attitudinal changes. Changes in the administrative apparatus generally rest on the assumption that there is always a better alternative to the status quo. Therefore, in the process of implementing deliberate and planned social actions, the established administrative system is transformed to achieve maximum efficiency, organizational effectiveness and responsiveness in the delivery of services to the people. The efforts are aimed at increasing the capability of the administrative system for accelerating the attainment of development goals. However, before we proceed on the types of reforms that are needed to achieve the desired effect on the administrative agencies it would be appropriate to clarify that no reform is an end in itself. Reform in administration is a continuous process; there is a permanent place for administrative reform in the study and practice of public administration. For this reason, administrative reform has to be institutionalized. Every public organization is expected to keep up with the state of the art and the latest to promote innovation. The other important aspect is that administrative reform will not be effective unless there is a strong political and public support for it. The weakest point in the reform cycle is not diagnosis or formulation but implementation. The follow up of reforms is of immense value in the scheme of reforming efforts, if the reforms are not to remain a paper exercise. 1.6

ACCESS TO INFORMATION Information is power. In a democratic system of governance, people are expected to participate in the process of governance. For effective people's

8 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 participation, access to information is a condition precedent. Therefore, open government is part of an effective democracy. Citizens must have adequate access to the information and analysis on which government business is based on. The fact is that we still continue to celebrate the bureaucratic culture of confidentiality and secrecy. This goes against the spirit of democracy. Access to information is one of the ways to make democratic scrutiny of the process of functioning of the government and thereby check possibilities of corruption, abuse, and misuse of power and exercise of power on irrelevant considerations. There is also a need to amend such laws that stipulate unnecessary restrictions on free access of the public to information. It is suggested that all the departments and public bodies should have computerized information counters so that information and assistance is available to the public on various essential services and approvals. 1.6.1 Redressal of Public Grievances The increase in public grievances is a cause of worry. Accessible and effective grievance redressal mechanisms are a necessary component of accountability through which the errors of decision-makers can be corrected, their oversight highlighted, abuses and misuses rectified and shortcomings avoided. Public grievances primarily arise out of the inaccessibility of public servants. They result from a failure to even acknowledge applications. Non-enforcement of any kind of time-limit is common and an insensitive and unsympathetic attitude of public servants at various levels is glaringly visible most of the time. A number of grievance redressal cells are created at various levels but they lack effectiveness. The problem is that these cells have further added to the citizens' grievances, as most of them remain unresponsive and ineffective. It is a common sight on the railway stations and bus stands that the 'May I help you' counters are generally deserted or occupied by vendors/beggars. If we are not able to ensure the effectiveness of such counters, it is better to do away with them, as it does more harm than good and further erodes the faith of the common man in the administrative machinery. A major step required for improving performance is the development of a customer or a client focus or service quality initiative in the public sector. Citizen's charter is probably the best known example. This will improve access to public services and promote quality. It does this by helping people understand what an organization does, how to contact it, what to expect by way of service and how to seek a remedy if something goes wrong. In doing so it does not in itself create legal rights, But it goes a long way in helping users to claim existing rights, and may create new rights that are enforceable through non-legal means (for example, through a complaint procedure or independent adjudicator). The key features of a charter are: a statement of the standards of service that users can expect to receive; the arrangements for seeking a remedy should something go wrong; and brief information on

Public Personnel Administration: An Overview 9 Public Personnel Administration Unit-1 the service provided. Charters help the staff of the departments as well, by setting out clearly the services their organization provides. But their main audience is the user, and they should not be seen as management tools. The charter should clearly set out the standards of service that users can expect to receive. Good standards are vital for an effective charter, and should be expressed in a way that is meaningful to all users. Above all, the standards set out should be relevant, meaningful, challenging, simple measurable, monitored, published and reviewed. These initiatives aim to improve performance of service delivery as well as to provide service which meets people's needs. Commitments to provide a certain type, volume and quality of services may be made and performance measured against their commitments. A number of central government departments and undertakings have framed citizen's charters. Some of the state governments have also taken initiative in this regard but yet the results are not very encouraging. Perhaps the prevailing work culture does not translate these initiatives into reality. The real issue, however, is the need for a behavioural change. One needs to work towards a complete change in the attitude of public servants towards redressal of the public grievances at all levels. The need of the hour is to pin-point responsibility for action on grievances of the people. It would also be worthwhile if we could incorporate the nine principles of public service delivery into our system as is being followed in the UK. Every public service should: •

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Set standards of service • Be open and provide full information • Consult and involve • Encourage access and promotion of choice • Treat all fairly • Put things right when they go wrong • Use

resources effectively • Innovate and improve • Work with other providers These measures will help redress the grievances of citizens relating to delivery of public services at least to some extent. Today the citizen is unaware or helpless in matters of the service provided. He is unable to get appropriate service even though he is paying for it. With the rising expectations of the people the demand will exert enough pressure on the system. It is better if the managers of the system feel the pressure and initiate reforms. Today, access to justice is a major concern. The very concept of justice itself has become more malleable and flexible. In today's world, rights of the individuals have become more and more discretionary, the public and private

10 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 realms more and more confused and the extent and operation of state or public power more and more blurred. There is a prevailing view that the judicial system as it exists is incapable of achieving justice or overcoming corrupt and secretive practices or erasing the abuse of the affluent sections. It is alleged that a system, in which law serves the master rather than controls the master, is ineffective. Similarly, a system in which law fails to set out parameters not only of politicians' power but also of political power, one in which justice cannot be achieved. This calls for adequate reforms in the judicial process. The recent judicial activism, however, has come as a welcome relief. This has rekindled people's confidence and faith in our criminal justice system. However, this is only a short-term measure. Some long-term measures are required to streamline the system. It is equally necessary that an effective and transparent agency like 'Lokpal' be instituted at the earliest. The variety of tasks which now come within the purview of the modern administration necessarily results in exercise of large discretionary powers by public servants. A proper and healthy functioning of administration requires that despite the discretionary nature of these powers, discretion should be exercised in a reasonable manner and should not smack of arbitrariness. A number of cases of abuse of discretionary powers in the recent past have been subjected to judicial scrutiny, thereby enforcing the public perception that all is not well with our public services as far as application of law is concerned. Rule of law is the basic postulate of a democratic society. Democracy is inseparable from and cannot survive without the rule of law. It is absolutely essential that we take into account the need to abide by rule of law. Rule of law permeates different spheres of state functioning and in the process lends strength to democratic basis of our polity. What is therefore needed most is the culture of rationality and control so that the chances of abuse of discretionary powers should be minimized to a great extent if not eliminated all together. In the given administrative scenario, the citizen is demanding services but what he gets is inefficiency. He pays for the inefficiency of various service providing agencies. Therefore, it is necessary that reforms have to be performance-oriented. Their impact should not only be visible but measurable as well. Perhaps as a first concern in this area, there is a need to improve the behaviour of public functionaries, particularly those at the cutting edge level of administration. It is this level where the first interface between the administration and the citizens takes place. There is a need to institutionalize new patterns of behaviour in public administration and other public institutions. Changes in behaviour in organizations must significantly influence three distinct areas of work: (i) efficiency of work, (ii) relations with public, and (iii) sensitivity to environment. All the three are important for the effectiveness of the organization, and to enhance the administrators' capacity to anticipate events and take timely action. In our system, the design

Public Personnel Administration: An Overview 11 Public Personnel Administration Unit-1 of work rarely facilitates the achievement of results. When the work design is unsuitable for a job, most people drift into routine, they become more concerned with peripheral issues at the cost of ignoring or undermining core issues. A steep change in attitude is needed if more cross-cutting initiatives are to be successfully implemented. It is important to realize that good management and good systems simply cannot, on their own, transform organizations and change cultures. What is needed is effective leadership to promote and sustain cultural change. This is particularly crucial in the case of cross-cutting problems and issues which, by their nature, require different ways of working. If the civil service is to adopt a more corporate cross-cutting approach, there need to be changes in the way in which leadership skills and managerial capabilities are developed and in the incentives leaders and managers work in. Civil servants need to create a culture conducive to cross-cutting working and to act as 'champions' for cross-cutting initiatives. CHECK YOUR PROGRESS-1 1. What is personnel administration? 2. What are the main elements of a 'citizen's charter'? 1.7 PRESENT STATUS

OF PERSONNEL ADMINISTRATION In developing countries public administration occupies the central place in the scheme of ordering social activities but not so in the developed countries. This is because, in countries like India, so many look to Public administrators for even their basic living. The state in a developing country still has unfilled spaces. The result is that in a developing country every activity carries potential significance, and it is the administrator who defines the job and not otherwise. In the Government of India or for that matter in any organization certain posts are considered to be more prestigious than others, and this may not be completely denied. Yet, an apparently important but not a very prestigious organization like the Ministry of Civil Supplies offers enormous opportunities of good work which carries meaning even to the common man. The waxing and waning potentialities of activities are much more in developing countries. In a sense, each activity which public administration in a developing society undertakes entails enormous scope for expansion, however ordinary it may apparently look. Take, for instance, public distribution system being handled

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by public administration in India. An administrative head of such a programme may take a limited view of his task and may confine the programme to, say, wheat and rice. But public servant of a public-spirited nature may easily expand the scope of public distribution programme and may include many more items of daily consumption. A question is often raised about public administration being subject to local conditioning, ecological and cultural factors. This way of analysis assumes that public administration necessarily bears the impact of locally sensitive factors and exhibits the influence of such traits in its functioning. In developed countries, public administration is generally viewed as playing a limited role. The infrastructure

in them is very developed and is

widespread, and is under private ownership and management. This puts a limit to the role and functions of public administration. In contrast in developing countries the prerequisites and basic amenities of good life are either absent or inadequately developed with the result that the state is called upon to create and manage the infrastructure itself. The state, in other words, must set up educational institutions because there are no educational facilities available in the society and besides, the private enterprise is not strong enough to take up the responsibility. It follows from the above that the role of public administration in a developing country is much more quantitative while in a developed country it is much more qualitative. In a country like India a critically important thing is to first open a school manned by one teacher. It is only when the schools have been set up then the question of quality arises. But in the developed countries the concern of public administration is basically of a qualitative nature. There are other differences also. In a developed country, public administration finds itself increasingly under a compulsion to justify itself in terms of the private enterprise. The general belief is that private enterprise is efficient and must not only stay as such but expand where necessary, and many activities currently being operated by public administration should even

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

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in the society are weak and cannot control it. Favouritism and nepotism characterize the personnel practices in the developing countries. There is extravagance in administration. These are some of the marks of a 'sala' model. The new movement today demands a radical curriculum change to facilitate meaningful studies which are oriented to the realities of personnel administration to make it effective in the prevalent scenario today. Change

To serve the cause of social equity is to actively work for social change. This is the

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motto of new public administration.

The attack is on the status quo and against the powerful interests entrenched in permanent institutions.

The new public administration is unwilling 'to allow enslavement to permanent institutions' that steadily grow into self-permanent institutions' that steadily grow into self-perpetuating power centres of dominant interests. The Minnowbrook participants

explored ways of institutionalizing change and remedying the bureaucratic tendencies of big organizations.

The movement that started at Minnowbrook has been criticized as anti- theoretic, anti-positivist and anti-management (in the manipulative sense). Its positive value lies in bringing public administration closer to political science. In fact, the movement has been successful in integrating public administration with the basic concerns of political theory. The client oriented, normative and socially conscious public administration, as advocated by the new movement, is of direct relevance for the 'third world' countries as well, where public administration is in dire need of de-bureaucratization and basic, qualitative transformation. Values

The New public administration movement made clear its basic normative concern in administrative studies. It

rejects value-concealing behaviourism as well as procedural neutrality of traditional public administration. It disagrees with the approach of behaviourists and positivists and condemns the notion of a value-free social science. Concerned with the values and issues of justice, freedom, equality and human discipline, espousing the cause of the weaker sections of the society should be the main thrust. Ramesh K. Arora writes, 'New public administration not only rejects the notion of a value-neutral scholar, but also that of a neutral bureaucrat. Conversely, it advocates personal commitment of administrators to the goals that the administrative system is designed to achieve'. Nicholas Henry observes, 'the focus was disinclined to examine such traditional phenomena as efficiency, effectiveness, budgeting and administrative techniques, conversely, the NPA was very much aware of normative theory, philosophy and activism. The question it raised dealt with values, ethics... if there was an overriding tone the NPA, it was a moral tone'.

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Social Equity The proponents of New public administration found 'social equity' as the most common vehicle for guiding human development. So the

realization of 'social equity' should be the purpose of public administration. Social equity means that Public administrators should become champions of the underprivileged sections of the society.

Frank Marini said: '

The purpose of public organization is the reduction of economic, social and psychic suffering and the enhancement of life opportunities for

The purpose of public organization is the reduction of economic, social and psychic suffering and the enhancement of life opportunities for

those inside and outside the organization'. Fredrickson has gone a step further and adopted a bold social-equity attitude: 'A public administration which fails to work for changes which try to redress the deprivation of minorities will likely be eventually used to repress those minorities'. 1.7.1 Globalization and Public Administration The Twenty-third International Congress of Administrative Science held in Dubai by the International Institute of Administrative Science (IIAS-Brussels) discussed in depth the challenges posed by globalization and the possible administrative responses to them. The participants felt that the government will have to undergo a total restructuring of roles, politics, organizations and practices to enable the public sector to contribute to the competitiveness of the national economy and to its integration in the global market. The Congress took note of the serious challenges posed by MNCs on 'maneuvering around national policies and regulations' thus posing a serious challenge to the sovereignty of the state and it expressed the feeling that: There is a theoretical vacuum with regard to national and international economic and development policies in the context of globalization. A new economic theory is needed to address the permeability of national economies as driven by transnational corporations, economic blocks and the new GATT Agreement, and to guide public policies in this regard. Regarding privatization and the minimalist state strategy the report of the Congress added: 'For this strategy to be successful, the market must be well functioning; the private sector must be capable and well developed; income distribution must be equitable and regulatory capacity of the state strong. Most of these requirements are lacking in most developing countries'. The Congress was very particular about the need to strengthen the capacity for governance at all levels in order to cope up with the challenges of globalization. The convergence of politics and administration puts in focal positions the institutional capacity of the apex of government, i.e., the presidency, the cabinet and the ministers, as strategic actors and as managers of strategies. Thus, capacity building and reform efforts directed to that level Social Equity: A Social state of affairs in which all people within a specific society or group have the same status Public Personnel Administration: An Overview 15 Public Personnel Administration Unit-1

are considered to be essential prerequisite for, and an important component of, reforming the management of public policies and strategies. In many countries which imitated the governing systems of their colonial masters, the generalist ministers chosen on political considerations are increasingly becoming liabilities rather than assets in facing the challenges of multinational corporations and globalization. If the system is maintained through coalition ministries the situation is worse. The example of some of the Indian states where only political considerations to hang on to power keep coalitions together,

it is all the more disastrous. Similarly, countries which give preference to seniority rather than merit and experience for promotions to top bureaucratic positions, find it difficult to get competent civil servants to hold crucial meetings and to conduct strategic negotiations with international organizations and multinational corporations. It is imperative to increase political and bureaucratic capabilities in this respect. 1.7.2 Ethical Factors in Public Administration In the context of globalization, the ethical dimension of state policy and implementation is equally important. The powerful onslaught of aggressive marketing by multinationals can be met with success in the interest of the nation and its people only by men and women of total integrity and commitment to national interests. This is equally applicable to politicians and bureaucrats involved in the policy-making process. Transparency in all transactions is a must. Fortunately, there is a growing academic interest in both Business Administration and public administration, the former introducing courses in business ethics and the latter studying and discussing corruption and related issues in governments. These need to become part of the curricula of training institutions for the business and government sectors. 1.8

DECENTRALIZATION OF ADMINISTRATION As the governing machinery becomes complicated, issues that need to be tackled multiply and grow and at the same time the capability of the political and bureaucratic personnel declines. Thus, the best way to safeguard the interests of the public is to decentralize decision-making. In developing democracies like India, despite earlier attempts, it took nearly fifty years for democratic decentralization to be introduced in many states. It is beginning to help unload the state machinery of many responsibilities. In traditionally centralized systems of administration like in Egypt, decentralization can help the central government tackle issues of globalization and liberalization with more concentration. Democratic decentralization has the advantage of training the citizens at lower level for leadership in local affairs. The efforts done in

16 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 this direction through the introduction of peoples' councils at governorate, Merkaz village levels are yet to take roots. Rigorous training of political and bureaucratic personnel is called for if they are to provide leadership to the citizens in identifying issues of local level generated by globalization. Need for ethical awareness is equally important at the local level as well. Non-governmental organizations (NGOs) can provide support to local and central governments in making crucial decisions especially in the case of environmental pollution and devastations like deforestation. NGOs have been very active in fighting against national and international vested interests in several countries. Some writers think such activities generate local awareness and stir protest as localization processes opposed to the forces of globalization take root. By raising the critical awareness of the people about the advantages and dangers of globalization and liberalization, the local associations can serve the society better. Demands for transparency in all deals at all levels should come from these societies so that the politicians, bureaucrats and businessmen can be urged to adhere to certain level of integrity. Eternal vigilance of their leaders can also raise the level of efficiency in government services.

1.8.1 Administrative Reforms A new set of rules and modalities is essential in the emerging pattern of public administration. Technological innovations and speed of communications can help the forces of centralization and globalization in public administration. How to utilize them to the advantage of nations as well as citizens in the countryside is the most important question for experts in public administration in the developing countries. Such expertise has to come from within the countries in response to the challenges and not from outside at the will and pleasures of donor agencies. Here, it is important to emphasize the hazards of another form of globalization viz., foreign aid. While political rather than humanitarian or even economic reasons dominate today's criteria for most of the foreign aid, getting habituated to doing things only on the basis of external assistance available can lull nations into donor dependency, a syndrome which is difficult to be relieved of later. Especially in areas like administrative reform, native interest and indigenous innovations are called for in the policy-making and implementing institutions. While ideas and concepts based on experiences elsewhere should be welcome for administrative reform as it has always been everywhere, the inspiration for its need and urgency has to come from within.

1.8.2 Research Agenda for Public Administration Any attempt for administrative reform in the long run has to be accompanied by a research agenda to find out the existing conditions. Main reasons for the failure of the liberalization process under global influences has been due to the

Public Personnel Administration: An Overview 17 Public Personnel Administration Unit-1 imposition of reform strategies blindly without taking into account the realities of local situations. Lack of adequate knowledge about existing conditions – socio-economic, technological and administrative—affect the formulation and implementation of policies. Necessary data and expertise to analyze them are essential. More than anything else, a liberal attitude towards research is an imperative for administrative reform. Liberalization of research can release the curiosity of academics with a desire to contribute towards administration and socio-economic reform in any country. It is on the basis of such contributions and special studies by committees commissioned for the specific purpose of administrative reforms that meaningful recommendations can be made in the national interest. They would include the entire gamut of the society interacting with the administrative system and vice versa. The structural and behavioural patterns of the organizations, the methods of recruitment and retention of employees, the rewards systems, political control of the bureaucracy at all levels, the financial capabilities and management practices, accountability to the public and the overall ethics and philosophy of administration, if any, as conceived by the government, are topics which need deep study with a view to come out with recommendations and plans of action. Unless such an endeavour is embarked upon with the cooperation of academics, bureaucrats and statesmen, most developing countries may find themselves as innocent victims of globalization rather than be its beneficiaries.

CHECK YOUR PROGRESS-2 Fill in the Blanks 1.

Public administration in a developed country is more _____ whereas in a developing country it is more _____.

2. The best way to safeguard the interests of the public is to _____ decision making.

3. In an atmosphere of globalization administrative reforms have to be cautious of _____ as it can lead to donor dependency.

4. _____ are required in policy making today.

1.9 CHANGING PROFILE OF PERSONNEL ADMINISTRATION In Development Administration, apart from the emphasis on 'programmatic goals', 'innovating values; or 'holistic change', there is also the

18 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 'developmental design strategy' underlined by William Siffin and Milton Esmans that focuses on institution building. The major thrust of Development Administration has been on action oriented, goal oriented administrative system. Sometimes it is identified with 'administration of planned change.' Pai Panandikar and Kshirsagar have identified four features of Developmental Administration : (1) Change orientation, (2) Result orientation, (3) Citizen participative orientation and (4) Commitment to work. Some of the most important features of Development Administration are: 1. Change Dynamics: Development Administration is a change-oriented administration. It is dynamic and not status-quo oriented. Its focus is on government influenced change towards the attainment of progressive social, economic and political objectives. 2. Goal Dynamics: Development Administration as defined by Weidner, is a 'goal oriented' administration. Development Administration is that aspect of public administration which is dominantly goal-oriented and those goals, as Weidner points out are progressive in nature. It means the adaptation of existing administrative agencies and creation of new ones so as to develop the needed administrative capability for prompt and effective execution of development policies and programmes. 3. Result Dynamics: Development Administration has to be result oriented since changes have to be brought rapidly and within a definite time schedule. Its performance is directly related to productivity e.g. increase in per-capita income. 4. Innovativeness: Development Administration is not dogmatic and conservative in its approach to problem solving. It stresses upon identification and adoption of new structures, methods, procedures, policies and projects which would help achieve the developmental objectives with the earliest possible time. 5. Client Dynamics: Development Administration is client oriented or a beneficiary oriented administration. It aims at providing maximum benefits of its services to the very people for whom the administrative organization is designed. Indeed, it is 'people centered' administration and accords primacy to the needs of its beneficiaries. 6.

Commitment: Commitment to change and concern for completing time-bound programmes constitute the organizational

role expectations in development administration. Administrators are expected to be 'involved' and emotionally attached to jobs they are called upon to perform. 7. Planning: Pai Panandikar looks at Development Administration as administration of 'planned change'. As a programme of action to achieve certain specified goals in a given period, planning helps in the maximum possible utilization of time and other resources that make

Public Personnel Administration: An Overview 19 Public Personnel Administration Unit-1 the processes of development effective. Therefore, almost all developing countries have adopted socio-economic planning as a strategy of development. 8. Temporal Dimension: Since

socio-economic changes have to be brought as quickly as possible, time

assumes considerable importance in Development Administration. All development programmes and projects are prepared within a particular frame and must be completed within that frame. This implies that all development programmes are to be necessarily completed within a specific time. 9. Participation: Development Administration involves the participation of the people or the beneficiaries in the formulation and implementation of development programmes. In identifying goals, prescribing objectives, formulating plans, designing action strategies, implementing projects and evaluating performance, the role of the beneficiaries is of utmost importance. That is why Panchayati Raj, block level and district level planning are gaining increasing importance in Development Administration in India. 1.9.1

Scope of Development Administration Taking into consideration both the aspects of development administration, i.e., administration of development and development of administration, it covers all the areas of government activities initiated to accelerate the national development touching all the dimensions of development viz. economic, social, political as well as administrative development. To Riggs, the scope of development administration extends to all those areas in which a government tries to carry out programmes designed to reshape its physical, human and cultural environment and also the struggle to enlarge a government's capacity to engage in such programmes. Tarlok Singh has divided the 'field of study and action represented by development administration' into the following areas: • Extension and community services • Programme management • Project management • Area development • Urban administration • Personnel development and administration This is by no means a complete list and leaves out, for instance, areas like the role of administration in guiding and regulating private activity, labour administration, financial administration and others. A few words may be said here to draw attention to some significant features in each of these areas, although frequently many different elements have to be seen together.

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20 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 Extension and Community Services: Extension and community services are best seen as a form of partnership between the government agencies which provide technical, institutional or financial services to the people. Their significance comes from the fact that they are a substitute for a system based on government action alone and are rooted in the belief that it is the community at the local level which receives the services, responds to them and in the process itself grows in initiative and responsibility. They imply community organizations of one kind or another at the base. The most difficult problem met with in extension is that, within the limits of the resources available, benefits do not easily reach the sections of the population who are in a situation of weakness, unable to contribute their own share or claim what is due to them. Therefore, there is need both for first hand investigation of social situations, for better devices and instruments for dealing with social disabilities, psychological handicaps and other lacks, and for more comprehensive social and economic policies.

Programme Management: Problems of programme management run right through the entire range of development in various sectors of the economy. They include questions of organizations; personnel delegation and attitudes in administration, but if one issue should be identified more sharply than any other, it is the critical role in programme management of planning for supplies and inputs. Invariably, though facts will assert themselves soon enough, plans are in accepting commitments and targets in excess of supplies and inputs and other material resources which are in fact likely to be available. This failure in planning, itself a cause of much failure in implementation, may occur partly for lack of measurement and systematic estimation, partly because pressures have a way of persuading and planners may be tempted to leave difficult choices to others.

Project Management: Project management, more specially the management of public enterprises, has become an altogether crucial area, because major project account for a high proportion of new investment and make demands on resources in men, materials and organization which are frequently underestimated. They call for decisions and procedures at the level of policy which would facilitate their preparation and execution and, at the same time, there must be efficiency, initiative and compactness in the organizations responsible for them. They are undoubtedly a major challenge to administrative and technical capacity to achieve development. From the various management studies which have been undertaken, it can be said that, whatever may have been the difficulties in the early stages, success and failure in the management of enterprises is not a matter of chance or only of favourable circumstances. It is proper to ask for complete accountability at every point and to judge by results as it is essential also to be ruthless against failure. The life cycle of a project from inception to operation contains well marked stages such as project definition and pre-construction phase, Project Management: Management of public enterprises Public Personnel Administration: An Overview 21 Public Personnel Administration Unit-1 construction-management and operation-management. The techniques and methods required in each phase as a matter of sound planning and execution have now been sufficiently established in terms of India's own experience and the analysis to which this has been subjected. In presenting this view it is also important to recognize that project authorities face several problems beyond their power, which can only be resolved by the agencies concerned at the level of government. The responsibilities of these agencies should, therefore, be equally stressed. For instance, it is for them to ensure that such enterprise has the requisite organization, competent top-level personnel and boards of directions with the necessary authority. They have to secure effective communication with the project and a system of management information and control which will help anticipate problems and provide for them in advance.

Area Development: Area development is an extremely difficult field of administration and one for which we do not yet have sufficient successful experience. It was perhaps too readily assumed in the past that the problems which arise at the area level would be adequately dealt with by men and institutions on the spot. It was not realized that area development required a clear frame of delegations and procedures within which, both at the state level and in districts and blocks, each agency could act in its own, as well as identification of the points at which its activities should be complementary to those of other agencies. Again, at the district level, there are three sets of institutions which have to work together - Panchayati Raj institutions in the rural area, district officials functioning with the Collector outside the scheme of Panchayati Raj, and the local self-governing institutions in towns and cities. The role of cooperative organizations and voluntary agencies at the area level should also be noted. Before we can make a success of the area development, for more knowledge and understanding will have to be brought to bear on problems at the local level. Local problems are best regarded as facts of difficult national problems, looked at in terms of given areas and communities. They demand no less expertise and knowledge from higher levels of administration and from universities and research institutions than problems at the state and national level.

Urban Administration: Municipal Institutions in the urban areas first came into existence in the eighties of the last century, but they have not yet become effective means for involving urban communities in the solution of their own problems or for the efficient administration of social services. To secure their effective working in relation to civil life and development, there is need as much for a changed outlook towards urban problems and allocations of larger resources as for more intensive and systematic training.

Personnel Development and Administration: Over the past decade, training facilities have expanded at a rapid pace. To a large extent the problem of number has been taken care of, but not that of quality and motivation.

22 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 There are still important areas requiring attention, specially where links between different sectors of activity and system planning are involved. The organization of training programmes, availability of personnel at each level of receiving training, effective use of trained personnel and adoption of improved methods of planning and management should form a composite scheme of development. In such a scheme, equally with technical skills, it would be necessary to import to each individual a wider understanding of the objectives for which he is working, a greater commitment towards them, a capacity to cooperate and to lead, and the courage to work for what may be right and to dissociate from what may be wrong. In other words, in all personnel development what has to be achieved is a combination of skills, character and motivation. For HR, the parallel with shrinking margins is increasing pressure to do more with less. Just as every global business has eliminated complexity in its operation by focusing on global advertising, global packaging, and global formulations, HR must also relook at its global processes to eliminate, streamline, and standardize where necessary. The Corporate Leadership Council reveals that in the United States between 1992 and 1998, the average number of employees per HR person increased from 84 to 111. This trend will certainly continue, and the pressure on HR to reduce costs, streamline processes, use technology, and be more efficient will intensify. This will be a key component of managing globally. Just as the bar has significantly risen on any global business to improve its speed and its customer service, HR has a parallel challenge. All this is stretching current HR capabilities in many organizations, but there is a further point in our 'HR needs to be run as a business' analogy. HR has a top-line role: the activities it needs to perform to meet the needs of its customers. However, it also has a bottom-line role: it must minimize the cost of running itself. This is the difference between running an HR function globally and running a global HR function. We are not yet seeing much evidence of this in the marketplace beyond regional shared service centers, but the consequences of moving to this next stage can be profound. For example, it may well be that, to minimize cost associated with particular processes, HR may want to establish operations in a country in which the company has little to no other presence. At the extreme, even companies with no current international presence (e.g., local or regional hospital groups) may find that they need to open back-room operations in another country to keep their own costs down. Such a prospect is daunting indeed. It may be simpler to outsource to another company that does have such operations. For maximum effectiveness HR leaders need to understand the cultures around the world. Operating globally increases corporate revenues, but it also creates complexity beyond what would be present if a company stayed

Public Personnel Administration: An Overview 23 Public Personnel Administration Unit-1 in one market. Some of the complexities are discussed in the following sections. 1. Motivating people in different markets around the World In North America, people are primarily driven by monetary rewards. Other cultures value recognition, titles, personal connections, and status more. Most people value all of these factors, but to different degrees. Knowing and understanding this variation helps avoid projecting our own cultural values onto others and help us to be more effective in every market, rather than just the English-speaking world. For example, knowing the talent shortage for managers in China, company XYZ decided to put its managers on a long-term incentive programme with a four-year pay-out period. One manager actually left because of the programme, saying that 'the Americans' did not understand that money was not as important for him and that he resented the idea that this loyalty could be bought. 2. Moving people from one place to another In a global company, moving people from one place to another is not dominated by moves to and from the country headquarters. Instead, talent is moved around the world for development purposes or to meet short-term needs in a particular place. Consideration needs to be given not only to the needs of the company, but also to the skills and aptitudes of individuals and to how likely they will be to succeed in the culture of the host country. 3. Talent management and nurturing global leaders Colgate emphasizes talent management through a few main processes: • Identification of its best talent on a global, regional and local basis • Consistent feedback to let people know how they are doing and what's coming next • Focus on retention using cash and stock Colgate does all of these things through a 'high-touch', highly personalized environment (which would have helped the company with the Chinese employee mentioned previously). Monthly senior-management people reviews ensure that Colgate leaders get to know the talent around the world. These reviews give them the opportunity to get acquainted with key people, obtain an overall view of performance and potential, and discuss candidates for key positions. After a person is identified as a global, regional, or local high potential, his or her compensation and reward mechanisms are reviewed and often enhanced. Building on Colgate's long history of a strong global network, a group of these high potentials are invited to headquarters each month to participate

24 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 in a customized visibility trip. During this visit, they meet individually with senior leaders who talk about the business and candidly share their own personal leadership lessons. They get the opportunity to sit face-to-face with division management from five international regions to network and build their own personal connections.

4. Creating and managing teams from multiple countries Working within multinational, multicultural teams is a difficult skill to learn, and not everyone can do it successfully. As companies operate more globally, the number of times this skill is needed increases dramatically. In a truly global company, multicultural teams are a way of life. To proactively build this capability early in its future leaders, Colgate routinely has multifunctional, multicultural teams work on business-based projects in its leadership development programs. Each year, 'early in-career talent' and director-level high potentials are responsible for completing a project aligned with one of Colgate's key business objectives. Sometimes, this work is face-to-face, and sometimes it is completely virtual. The one certain aspect is that it is global. Most of the items discussed below is already known, but:

- Many will become new to increasing numbers of companies over the years to come, as companies expand overseas.
- Intensity increases with the move to running a global HR function.
- Consequences of not doing them well intensify the importance of global operations.

Even beyond these items, as companies begin to run their HR functions globally, there are additional areas in which they can add value to their business beyond what most currently do; for example, with strategic planning, setting of operations, and process management, all of which can be impacted by national cultures. To harness the terrific potential of a globally diverse workforce, there must be alignment between the workforce and the company's goals. The creation of alignment is a process that depends for its success on effective communication with the company's managers and the entire workforce. Consequently, there must be a global process to communicate effectively across cultural, language, and geographical boundaries to ensure alignment against the key priorities that define business success. HR must be a key partner in this process. It cannot effectively be delegated to other functions such as public relations or marketing, precisely because of the need for alignment with other HR initiatives. Thinking globally does not come naturally to many people. It is more difficult for people who have grown up in large countries, who have had less exposure to foreigners or foreign news. The smaller the society in which a

Public Personnel Administration: An Overview 25 Public Personnel Administration Unit-1 person grows up, the more outward he or she has to look for business and/or world news and the more familiar he or she is likely to be with people from other cultures. This may explain the success of Singapore, for example. However, global thinking can be learned, and it is noticeably different from thinking nationally. Two examples should prove this point:

1. You are the head of a European business making automotive components and need a plant manager for a new joint venture in China. Many candidates are possible from your plants in Europe or the United States, but they are expensive, at the wrong stage of their careers, or not people-oriented enough to succeed well there. You could hire from the outside, but that carries a risk that the newcomer will not represent the company well to its Chinese partner, with whom you want to do much more work in the future. The solution actually adopted: Pick an Indian manager from one of your Brazilian plants.
2. A United States company has a need for a 24-hour call center to provide customer support for a major application being implemented around the world. Three possible solutions, the first of which was the one originally under consideration, are:
 - Run three shifts from Arkansas
 - Run three shifts in another location outside the United States
 - Run one shift in each of three locations around the world and have the call center follow the sunEach of these works best in different situations. The point is that thinking globally widens the range of possible outcomes and allows for better decisions. Thinking globally is not always beneficial, however. If the concept is not understood, being global can easily degenerate into centralization and/ or a desire to manage details. Colgate has operated successfully on a global basis for some years and has arrived at what it believes is the right answer, at least for today's times: Stay out of the detail and manage to high-level principles and to as few as possible. By managing to a few key principles, Colgate keeps its people involved around the world. They're not stretched too far or wasting time developing their own principles, but they do get to think about how to apply the principles consistently. Also, by having the same set of principles around the world, it is easier to interact across borders and move talent around. Many of us, especially in North America, are more uncomfortable with ambiguity than we admit. It requires a leap in the dark and a lot of faith in employees around the company to say: 'Take these principles and apply them as best you can in your context.' Sometimes we don't like the outcome, but

26 Public Personnel Administration: An Overview Public Personnel Administration Unit-1 the price is worth paying in much greater passion and commitment from employees around the world. Operating an HR function globally aligns with the business models that will be required in the future. If HR is to take its role as a contributor to improving the capability of its company and maintain its role as a business partner, it must move to operate globally. If it has not happened to you yet, maybe it is time to reflect on the global Boy Scout motto: 'Be Prepared' CHECK YOUR PROGRESS-

 - 3 1. Give the four features of Developmental Administration as given by Panadikar and Kshirsagar. 2. Name the institutions that have to work together at the district level. 3. List the main processes in Talent Management. ACTIVITY Compare Indian personnel administration system with that of any of our neighbouring countries. State your opinion on the same.

1.10 LET US SUM UP • Public personnel administration aims to acquire and develop skilled employees, retain and motivate and utilize all human resources to achieve organizational goals. •

The primary aim of public personnel administration is to develop an appropriate organizational structure to ensure effective work performance. •

The role of the state needs to be redefined with the changing scenario. The state needs to be a facilitator rather than the provider that it used to be. • The functions of the administration today include planning, effective recruitment, providing the requisite training and motivation and working for the welfare of the people.

Public Personnel Administration: An Overview 27 Public Personnel Administration Unit-1 • Based on research an action plan to make the administration more accountable, transparent is required. The evils of decay and corruption have to be eradicated so that proper implementation is possible. • Accessible and effective grievance redressal mechanisms are a necessary component of accountability; the errors of decision-makers can be corrected, their oversight highlighted, abuses and misuses rectified and shortcomings avoided. To bring about efficiency in the public administration a citizen's charter should be drawn clearly setting out the standards of service that users can expect to receive. It should also state the arrangements for seeking remedy in the face of something going wrong. • To increase the effectiveness of the organization, and to enhance the administrators' capacity to anticipate events and take timely action a steep change in attitude is needed. Changes in behaviour in organizations must significantly influence three distinct areas of work: (i) efficiency of work, (ii) relations with public, and (iii) sensitivity to environment if more cross-cutting initiatives are to be successfully implemented. In our system, the design of work rarely facilitates the achievement of results. When the work design is unsuitable for a job, most people drift into routine, they become more concerned with peripheral issues at the cost of ignoring or undermining core issues. •

The role of public administration in a developing country is much more quantitative while in a developed country it is much more qualitative. •

public administration is in dire need of de-bureaucratization and basic, qualitative transformation. • The New public administration movement rejects value-concealing behaviourism as well as procedural neutrality of traditional public administration. It disagrees with the approach of behaviourists and positivists and condemns the notion of a value-free social science. Concerned with the values and issues of justice, freedom, equality and human discipline, espousing the cause of the weaker sections of the society should be the main thrust. •

To tackle multiplicity democratic decentralization is required. NGOs can provide support to local and central governments in making crucial decisions. • Any attempt for administrative reform in the long run has to be accompanied by a research agenda to find out the existing conditions. Main reasons for the failure of the liberalization process under global influences has been due to the imposition of reform strategies blindly without taking into account the realities of local situations. Lack of adequate knowledge about existing conditions—socio-economic, technological and administrative—affect the formulation and implementation of policies. Necessary data and expertise to analyze them are essential. • The main features of Development administration are (1)Change dynamics, (2)goal dynamics, (3)result dynamics, (4)innovativeness, (5)client dynamics, (6)commitment, (7)planning, (8)temporal dimension and (9)participation. • For maximum effectiveness HR must think of itself and operate as a business globally. HR leaders must understand cultures around the world. Thinking globally is a major challenge for most people but essential because operating globally increases corporate revenue and at the same time it also creates a number of complexities. • Talent management requires identification of its best talent on a global, regional and local basis, consistent feedback to let people know how they are doing and a focus on retention using cash and stock. 1.11 ANSWERS TO CHECK YOUR PROGRESS Check Your Progress-1 1.

Personnel Administration is the process of acquiring and developing efficient employees, retaining and motivating them to put forth their best efforts. 2.

A citizen's charter includes a statement of the standards of services expected by customers, arrangement for seeking remedy in the face of anything going wrong and a brief information on the services provided. Check Your Progress-2 1. qualitative, quantitative 2. decentralize 3. foreign aid 4. indigenous innovation Check Your Progress-3 1. The features of developmental administration as given by Panadikar and Kshirsagar are: i. Change orientation ii. Result orientation iii. Citizen participative orientation and iv. Commitment to work

Public Personnel Administration: An Overview 29 Public Personnel Administration Unit-1 2. The three institutions at the district level are: (i) Panchayati raj institutions in the rural area, (ii) District officials functioning with the collector outside the scheme of the panchayati raj and (iii) the local self governing institutions in towns and cities. 3. The main processes in Talent management are: (i) identification of talent on a global, regional and local level (ii) consistent feedback and (iii) focus on retention using cash and stock.

1.12 PROBABLE QUESTIONS Short-Answer Questions 1. Briefly describe the objectives of personnel management. 2. What steps can be taken to redress public grievances? 3. Compare the role of public administration in developed and developing countries. 4. Write a short note on transparency in public administration. 5. How can research help in improving public administration? Long-Answer Questions 1. Discuss the challenges in the area of public administration. 2. Explain the functions of personnel management in the modern state. 3. Describe the important features of Developmental Administration. 4. Describe the various areas that come under Developmental Administration. 5. Explain the complexities faced by HR leaders operating globally.

1.13 FURTHER READING Arora, R.K., and Goyal, R., 1996. Indian public administration. Guwahati: Wishwa Prakashan Arora, R.K., 1979. Administrative Theory. New Delhi: IIPA Avsathi and Arora, 1978. Bureaucracy and Development-Indian Perspectives. New Delhi: Associated Publishing House Avasthi and Maheshwari, Public Administration. Agra: L.N. Agarwal

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Recruitment 31 Public Personnel Administration Unit-2 UNIT 2 RECRUITMENT UNIT STRUCTURE 2.1 Learning Objectives 2.2 Introduction 2.3 Types of Recruitment 2.3.1 Recruitment from Outside or Direct Recruitment 2.3.2 Recruitment in India 2.3.3 Problems of the Recruitment System 2.3.4 Probation System 2.4 Training 2.4.1 Meaning of Training 2.4.2 Need for Training 2.4.3 Objectives of Training 2.4.4 Types of Training 2.4.5 Methods of Training 2.4.6 Essentials of Training for Administrative Officers 2.4.7 Training in India 2.4.8 Training System during British Rule 2.4.9 Training System after Independence 2.5 Promotion 2.5.1 Types of Advancement 2.5.2 Promotion and Transfer 2.5.3 Importance of Promotion 2.5.4 Principles of Promotion 2.6

Let Us Sum Up 2.7

Answers to Check Your Progress 2.8

Probable Questions 2.9 Further Reading 2.1

LEARNING

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

- describe the

- theory and

- practice of

- recruitment •

- discuss the

- methods and procedures of recruitment • explain the concept of

- promotion with its theory and practice • analyse the constitutional provisions with regard to recruitment and promotion

- in India • describe the concept of training • describe the evolution of training in India • explain the methods of training •

- describe the concept of promotion

32 Recruitment Public Personnel Administration Unit-2 2.2 INTRODUCTION

The determination of the recruiting authority is one of the essential features of the personnel systems. Indeed, it is of such general importance that the recruiting authority is determined by the Constitution of the country itself.

The recruitment system followed in India is detailed and follows a set procedure related to recruitment from within and from outside. So as to increase the efficiency of the system, a set policy of promotions and transfers has been built in.

Various types of training have also been designed and woven into the system leading to greater proficiency. 2.3 TYPES OF RECRUITMENT

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

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

Recruitment from within is in fact filling up posts by promoting the

employees from lower rungs. The advantages of this system of recruitment are that it increases the opportunity for advancement within service and the people in service get

an

assurance that they will be promoted under given conditions. It results in better morale of the employees, they are motivated to work efficiently and loyally towards the organization. It also secures experienced and efficient employees to higher positions, who have had long and varied experience of the work which they are now called upon to perform. But the disadvantages of recruitment from within are that

it narrows down the area of selection. It may sometime result in the selection of a less capable or brilliant officer.

There may be a wider choice available

outside the organization. Selection solely from within the service leads to stagnation and conservation. An occasional injection of new blood into a system

from outside brings in fresh perspectives and approaches and this may in the long run be beneficial to the growth of the organization. 2.3.1

Recruitment from Outside or

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Direct Recruitment The method of direct recruitment is in line with the principle of democracy. Each qualified person gets an equal

and fair opportunity for selection to public

Recruitment: Process of attracting, screening and selecting a qualified person for a job

Recruitment 33 Public Personnel Administration Unit-2

service. At the same time

it widens the area of selection and, therefore, the best talent in the country may be found.

One of the many advantages of direct recruitment is that it brings in new blood into the service. Practices which have become routine and regular habits and are on the verge of becoming rigid are challenged with the entry of fresh blood.

More over in the absence of direct recruitment, the experienced persons from within the organization who are promoted to higher position, move

to higher posts at an age when they have lost all initiative and vigour.

After serving for a number of years in one of the lower positions, a person

comes to develop a somewhat

cramped outlook which vitiates his work

in the higher position.

Experience of a lower position, may actually become a liability rather than an asset because the attitude and thinking

associated with the lower post tends to linger on. More over to develop a fresh perspective and to bring in new

techniques especially in technical and professional fields, it is imperative that new or fresh employees provide leadership.

And finally recruitment from without forces the employees to keep learning about new developments in their competent fields

so that they remain in the race

for higher posts. In most of the countries, both the systems are followed. At lower levels there is direct recruitment,

whereas the top level positions are mostly filled by promotions. The middle positions are filled by both direct recruitment and

at the same time a

certain percentage is fixed to be filled by promotions. The first Central Pay Commission report describes the position in

regard to Central Services Class I and II thus 'It is necessary to explain that recruitment to Class-I is made primarily

through a competitive examination held by the Public Service Commission (and occasionally by selection through them)

and in a lesser extent by promotion (with the concurrence of the Public Service Commission) from Class II. Class II also is

in many cases recruited through a competitive examination held by the Public Service Commission (or by selection by

them). The proportion of men promoted to Class-II from lower rank is, however, larger than in the case of promotions to

Class-I. In some departments, Class- II is entirely filled up by promotion. In the Central Government, departmental

examinations are held for recruitment to the posts of Assistants and Section Officers for filling up a fixed percentage of

these posts from within. In the Income Tax Department, only 20 per cent of Class-I posts are filled by promotion and the

rest by direct recruitment. On the recommendations of the Second Pay Commission, direct recruitment to the grade of

upper division clerks

has also been

stopped and now these posts are filled up by promotion of lower division clerks. Recruitment to the All Indian Services is made directly through

a

competitive examination but certain numbers of posts are fixed for promotion from higher state services.

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Recruitment Public Personnel Administration Unit-2 2.3.2
Recruitment

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in India In India, services are classified into three major categories - All India, Central

and State Services.

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The All India Services are common for the Union and the States.

Candidates for these

services are recruited by the Central Government and then they are assigned to different states.

The Central services are concerned with the administration of Union subjects

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and the officers of these services are exclusively under the control of the Union Government.

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State services administer the subjects within the jurisdiction of the States such as land revenue, agriculture, education, health, etc. and the officers of these services are exclusively in the employment of respective State

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

to service. A candidate for the Indian Police service should be between 20 years and 26 years. But the upper age limit has been raised by two years since May 1998.

This has been done because the age of retirement too has been raised

from 58 to 60 years. For all other services the minimum age limit may be relaxed in case of candidates of the Scheduled Castes and the Scheduled Tribes and such other categories of persons as the Government of India may notify. Written

Examination: There is a combined written

examination for recruitment to

the Indian Administrative Service, The Indian Foreign Service, the

Indian Police Service

and

some Class-I and Class II services. The examinations are held once

in

a year. No candidate is permitted to compete for more than three times at the examinations for these services.

The

examinations comprise both written examination as well as interview. The written examination consists of : (a)

Compulsory papers: (1) Essay, (2) General English and (3) General Knowledge. (b) Optional subjects cover a wide range and variety of disciplines. A candidate for

the

IAS and Central services has to opt for any three optional papers, whereas a candidate for Indian Police Service must select any two of the optional papers. Some combinations of papers are, however, restricted for different services. (c)

Additional or Advanced Optional: A candidate for

the IAS

and Indian Foreign Service also has to select any two of the additional subjects along with the three optional subjects. Interview: Those candidates who qualify in the written tests are called for interview. The qualifying marks for the written test are generally 50 per cent of the total marks for the written examination. The interview is in fact a personality test where marks are awarded for the candidate's intelligence,

Recruitment 35 Public Personnel Administration Unit-2

past record and other personal qualities. Previously some minimum percentage was fixed for qualifying the viva-voce and failure in it disqualified a candidate, however brilliant his performance in the written papers may have been. Now, there are no minimum qualifying marks for the interview. Whatever marks a candidate obtains in the interview are added to the marks obtained by him in the written examination and a final list is prepared on that basis. The final order of merit is determined by the total gained in the written examination along with the interview. The Union Public Service Commission recommends the candidates to the government on the basis of the merit list, in the order in which the candidate stands in the list. A separate list is prepared in case of candidates for scheduled castes and scheduled tribes because a certain number of vacancies are fixed for them. The recommendations of the Commission are normally accepted by the Government. The states have their own Public Service Commissions to recruit personnel to their civil services and they function on the model of the Union Public Service Commission. Central Secretariat Services In addition to the All India Services, Central Services and State Services, there is another kind of service which was previously known as Imperial Secretariat Service but at present is called the Central Secretariat Service. This service, for manning posts in the Central Secretariat and the attached offices, was created in 1950. The service was originally organized into four grades viz., Grade I (Under Secretary or equivalent), Grade II (Superintendent), Grade III (Assistant Superintendent) and Grade-N (Assistant). Subsequently, a new grade, called the Selection Grade comprising officers of the service appointed to posts of Deputy Secretary and equivalent rank under the Government of India was added. Appointments from Grade I (Under Secretary) to the Selection Grade and from Grade II (Superintendent) to Grade I of the Central Secretariat Service are made entirely by promotion on the basis of merit from Grade III (Assistant Superintendent). Half the number of vacancies in Grade III are filled by direct recruitment on the results of the combined competitive examination held for recruitment to the Indian Administrative Service and allied Central Services, and the remaining half by promotion from Grade IV (Assistant). Half the number of vacancies in the grade of Assistant (Grade IV) are filled by direct recruitment on the results of Open Competitive Examinations held by the Union Public Service Commission and the remaining half by promotion from the clerical grades. Besides the Union Public Service Commission and State Public Service Commissions, there is also a Railway Service Commission for the recruitment to Indian Railways. The Statutory Corporations like Life Insurance Corporation, Damodar Valley Corporation, Indian Airlines Corporation, etc.,

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Recruitment Public Personnel Administration Unit-2

have their own personnel agencies charged with the function of recruiting the required personnel. It may however be noted that sometimes the written examinations are dispensed with for recruitment. For example, emergency recruitment was made only on the basis of 'Personality Test' to fill the void which was created as a result of the partition of the country and the large scale retirement of British personnel. The Current Selection Method of the Union Public Service Commission
The Union Public Service Commission

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appointed a Committee on Recruitment Policy and Selection Methods under the Chairmanship of D. S. Kothari

to suggest suitable changes in the existing methods of recruitment. The Committee submitted its report in March 1976 and the Government of India accepted the main recommendations of the Committee on October 30, 1978. The Committee in its report recommended a preliminary examination comprising of

objective type questions, general studies and an optional subject, for screening the large number of candidates who possess minimum qualification for the post for which they have applied. For this test a Question Bank has been set up in various disciplines. These questions are classified according to the subjects and the type of ability which they are designed to judge.

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On the basis of the recommendations of the Committee the Government of

India decided that: • There will be a single civil service examination for the Indian Administrative Service, the Indian Police Service and Central Class I and Class II services. • There will be a preliminary qualifying examination for the candidates willing to appear for the civil services examination. • Those who qualify the preliminary examination will appear at the main examination which will include a written test as well as an interview. • The question papers will be set in English and Hindi, except the English and language paper,

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the candidates will be free to answer these papers in English or anyone of the regional languages listed in the Eighth Schedule

of the Constitution

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

April, 1937, on the introduction of the Government of India Act, 1935. This Act had also made a provision for the creation of Provincial Public Service Commissions. Our present constitution provides for

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a Public Service Commission for the Union and a Public Service

Recruitment 37 Public Personnel Administration Unit-2

Commission for each State, but it also provides that if the legislatures of two or more States authorize the Parliament by resolutions, it may establish a Joint Commission for those States. Moreover, the Union Public Service Commission may also, if requested by the Governor of a State, agree with the approval of the President to perform the work of a State Commission. The President of India determines the number of members constituting the Union Public Service Commission or a Joint Public Service. The conditions of their service are also determined by the President. Similarly in the case of State Public Service Commission they are determined by the Governor of the State concerned. The number of members varies from seven to nine and usually 3-4 for State Public Service Commissions. The members of UPSC and of the Joint Commissions are appointed by the President and those of the State Public Service Commission by the Governor. It has been further provided that one-half of the members of the Commission, Union or State must have held office for at least ten years either under the Government of India or the Government of a State.

A member holds office for six years or until he attains, in case of the UPSC, the age of 65 years and in the case of the State commission, the age of 62 years, whichever is earlier. Independence of the Public Service Commission The Public Service Commission is an independent statutory body constituted under Article 315 (1) of the Constitution of India. In order to emphasize and ensure the independence of State Commission, first the Constitution debars the Chairman for further employment either under the Government of India or the Government of a State.

A member other than the Chairman of the

Union Commission is, however, eligible for appointment as Chairman in that Commission or of a State Public Service Commission, but for no other Government employment.

The Chairman of a State Public Service Commission is eligible for appointment as the Chairman or as a member of the Union Public Service Commission.

A member of the State Commission is eligible for appointment as the Chairman or as a member of the Union Commission or as a Chairman of that or any other State Commission.

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

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Recruitment Public Personnel Administration Unit-2

during his term of office in any paid employment outside the duties of his office or is, in his

opinion, infirm in mind or body. Thirdly, the conditions

of the service of the member cannot be varied to his disadvantage after his appointment and his salary and other emoluments are charged on the Consolidated Fund of India or the State, as the case may be, and they are not votable by the Parliament or the State Legislature concerned. Functions of the Public Service Commission The functions of the Commission as prescribed in Article 320 of the Constitution fall into two categories: (a) Administrative, (b) Advisory. The administrative functions relate to the

recruitment to all civil services and posts under the Union Government or the State government by written examination, or by interview. The advisory functions relate to advising the Government

on all matters—(i) relating to the methods of recruitment,

principles to be followed in making appointments to civil services

and posts, and making promotions and transfers from one service to another, (

ii) all disciplinary matters affecting government employees, (iii)

any claim by or in respect of persons who are servants or have served under the Government in a civil capacity; (

iv)

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for reimbursement of any expenses incurred by them in defending legal proceedings instituted against them in respect of their official

acts and in any claims for the award of compensation in respect of injuries sustained by the Government servants while on duty, etc.

It is usually obligatory for the government to consult the Commission in all

the above

matters. The President can, however, make regulations specifying the matters in which either generally or in any particular circumstances or classes of cases, it shall not be necessary for the Government to consult the Commission, such regulations have to be placed before the Parliament. Article 321 of the Constitution further lays down that an Act made by

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the Parliament may provide for the exercise of additional functions by UPSC in respect of the services of the Union and also in respect of the services of any local authority or other body corporate constituted by law or any public institution.

Annual Report of the Commission

The Constitution provides that it is

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the duty of the Union Public Service Commission and the State Public Service Commission

to present

annually

to

the President or the Governor as the case may be,

a report of its work. Immediately after the receipt of such

a

report, the President or the Governor is required to lay it

before each House of Parliament or the State legislature together with a memorandum of

the cases where the advice of the Commission

was not accepted and reasons for such non-acceptance.

It may be remembered that though technically the selection of candidates by the Public Service Commission is only in the

nature of recommendations to the Government which is free to accept or reject

these recommendations, yet the advice of the

Recruitment 39 Public Personnel Administration Unit-2

Commission is as a rule accepted by the Government

and the number of cases in which the Commission's advice is not accepted is really negligible. 2.3.3

Problems of the

Recruitment System Our system of recruitment has been very much appreciated because of the fact that merit is given due consideration in selecting the candidates. Yet Paul Appleby, A. D. Gorwala and others have pointed out certain

defects in our recruitment system in their reports they have submitted

an

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

the

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

such case to eliminate even the least suspicion of favouritism on the part of the Government. 3. In our recruitment system some posts are reserved for certain special classes of people like the Schedule Castes and Tribes at the cost of merit of the other people. Nobody would grudge giving special concession to the backward people in matter of appointments, yet safeguards should be provided to maintain the efficiency of administration which is likely to suffer by appointment of such people who do not score as high as others in open merit competition. 4. The examination techniques, in the words of Paul Appleby, are not up-to-date and not fully related to modern knowledge about administrative

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Recruitment Public Personnel Administration Unit-2

qualifications. Besides, the candidates for All India Services and Central Services are subjected to one and the same type of examination which is not proper. A. D. Gorwala aptly remarks, 'The technique must differ for different grades and different requirements.' 5. Our interview system is also not without fault. It has been given undue weightage. Besides, there is an element of chance in an interview test. There is no denying the fact that it gives a candidate from the upper social strata a natural advantage over those coming from backward families, but the interview system is not wholly dependable

to judge

the personality of a candidate. A. D. Gorwala rightly remarks in his report 'Fifteen minutes' conversation with laymen, although possessing the wide experience of the Public Service Commission, can be no substitute for an expert psychological examination designed to give a scientific insight into the candidate's mental and emotional make-up. Our interview system therefore needs a change so as to include psychological and aptitude tests which are very much in use in the Western countries. Further the interview should be somewhat specialized, dealing with precise subjects as is the system in France so that a candidate should not find himself floundering in an uncharged sea of general knowledge. 6.

The Public Service

Commission does not

try to restrict the field of eligibility. For example, every graduate is eligible to sit for competitive examination, with the result that for a dozen or score of posts thousands of graduates would compete.

This entails

wastage of time, money and energy both of the Commission and the candidates. It would be better if a certain percentage of marks is fixed as minimum as a condition of eligibility for such competitive examinations. That would make ineligible those candidates who have obtained less than the required marks, and would thus lighten the work of the Commission. 2.3.4

Probation System Since it is not possible to judge accurately the merits of candidates at the time of recruitment, it is possible that some unfit candidates might enter the service. Therefore, it is observed that appointments at first should be made on provisional basis and the appointee should be on probation. Probationary system is thus an indispensable part of the appointment process. The period of probation is generally fixed as six months or a year extendable by another year at the

end of which the appointees will receive a permanent appointment, if their work was satisfactory during probation period, otherwise be dropped. As the Conference Committee on the Merit System in the United States pointed out in its report, 'The probation period should be considered as an opportunity for the appointing authority to complete the selection process. No formal tests, however well-devised and however carefully conducted,

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will prove infallible. The final test is actual performance. For this reason the new appointee should be carefully supervised and critical observation should be made of his work during the period of probation'. The desirability of probation system is beyond any dispute. This system is better than demotion or dismissal of the appointee at a later stage. The appointee joins the service with the clear understanding that he has not been permanently appointed but is being given a trial. If he

performs his duties efficiently during the trial period, he will be confirmed, otherwise may be dropped. This system is desirable from the Government and taxpayers' point of view also.

Efficiency in administration depends mainly upon the ability of the employees. Hence, it is necessary that the government before appointing any candidate permanently should make sure that he is a capable hand and will discharge his duties in

the most efficient manner. CHECK YOUR PROGRESS-1 1. What are the two types of recruitment methods? 2. Write the categories into which services in India are classified. 2.4

TRAINING 2.4.1 Meaning of

Training The

dictionary meaning of training is practical education in any profession, art or handicraft

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to improve or increase an employee's skill, and to develop his attitudes and schemes of values in a desired direction'.

Felix A, and Lloyd G. Nigro consider training to be the specific preparation received just before entitling public employment or at a later point in the career and directed towards the performance of the duties assigned to the individual. 2.4.2 Need for Training The administration of public affairs has become such an intricate task under the stress of fast-changing social and economic conditions that it requires the services of trained men and women. The activities of the State are no longer confined today to the maintenance of law and order but cover a wide variety of functions in the new fields of education, health, industry and social welfare. The office worker today handles a number of mechanical instruments like telephones, duplicating machines, computers etc., the use of which requires trained personnel. The formulation of policy requires a broad vision

Training: Practical education in any profession

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which may enable one to handle properly the entire entangled web of administration. The administration today has to adjust itself to the temperaments and ideas of the people. All these require a suitable system of training of the public servants. The Assheton Committee (1944) on the training of civil servants (in Britain) remarked in this connection that now-a-days, '

the civil service needs to be more consciously directed towards still higher ideas and standards of service and this can only be done by planned and purposeful training'. Therefore, in recent times increasing attention has been given to the training of officials. 2.4.3 Objectives of Training The main objective of training is 'efficiency' i.e., to improve the effectiveness of the work of the public officer. It improves his power, skill or understanding and creates in him the capacity to adjust himself to his new situations. The other objectives of training are: (i) It

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

The civil servant

must be attuned to the tasks

which

he will be called upon to perform in a changing world; (

iii)

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There is a need to develop resistance to the danger of the civil servant becoming 'mechanized'

or too mechanical within the administrative machinery within which he works,

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whilst we must aim at the highest possible standard of efficiency. Our purpose is not to produce a robot-like, mechanically perfect civil service.

The recruit, right from the beginning should be made aware of the relation of his work to the services rendered by his department in the community. The capacity to see what he is doing in a wider setting will make the work not only valuable to his department but more stimulating to himself; (iv) Training must be directed not only to enable an individual to perform his current work more efficiently, but also to enable him to perform

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other duties, and where appropriate, develop his capacity for higher work, and greater responsibilities; (v)

These ends are not enough in themselves.

Large number of people inevitably have to spend most of their working lives upon tasks of a routine character and

with this human problem even in the background,

training plans to be successful, must pay substantial regard to staff morale.

Training in fact, can solve a variety of manpower problems which

stand in the way of optimum productivity. According to Richard Johnson, these include the need to (i) increase productivity; (ii) improve the quality of work and raise morale, (iii)

develop new skills, knowledge, understanding and attitudes, (iv) correctly use new tools, machines, processes and methods or

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modifications, (v) reduce waste, accidents, turnover, absenteeism, and other overhead costs, (vi)

implement new or changed policies or regulations, (vii) fight obsolescence in skills, technologies, methods, products, markets, capital management, etc., (

viii) bring incumbents to that level of performance which meets

the standard of performance for the job, (ix)

develop replacements, prepare people for advancement, improve manpower development and ensure continuity of leadership and finally (x) ensure the survival and growth of the enterprise. Training, thus,

has become an elementary need for the effective working of

any organization and in almost all the countries training programmes

for

public servants are organized. 2.4.4 Types of Training Training may be classified according to its methods, duration, the stage of the employee's career at which it is given, the agency which imparts it and

its objectives. Thus it

may be: (a) formal

and informal

training (b) short-term and long-term training (c)

pre-entry and post-entry training (d) departmental and central training and (c) skill training and background training. (

a) Formal and Informal Training: Formal training

means just giving certain lectures and instructions to the employee concerning the work that he/she has to do. Employees may be told through these lectures and instructions the nature of their duties and the procedure and the code of conduct which they should follow in the office.

Informal training is training by experience which the employee himself acquires gradually in the course of actual performance of his job. He gets this training when he actually comes into contact with the work environment, papers and officers. It is self-acquired education. The experience of actual work teaches him the technique of work. Writing about the importance of such training, A. D. Gorwala observes: 'The young man on his side imbibes standards, sometimes without even being told'. Informal training has definite advantages but it is the 'hard way' of learning and can fully succeed only in case of the most persistent pupils. In the case of an average employee, it may lead to the formation of bad habits and breed much frustration. Therefore, if informal training is to succeed, the superior officers should take great interest in the new entrants and guide them in a sympathetic manner.

(
b)
Short and Long-term Training: The difference between short-term and long-term training depends upon the duration of the

Formal training:
Giving certain lectures and instructions to the employee concerning the work

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Recruitment Public Personnel Administration Unit-2
training course. If the training is given for a continuous long period of time, say one or two years, it is long-term training, but if it is for only a month or two it may be termed short-term training.

Duration generally depends upon the case or difficulty of the subject-matter of training and the needs of the service. (
c)

Pre-entry and Post-entry Training: Pre-entry training is given to prepare future recruits for the service. It is intended to enable an aspirant to pass an examination or otherwise to show fitness for appointment. The training generally takes the shape of vocational or professional instructions at technical schools and colleges.

Post-entry training on the other hand, is training for an employee who is already in the service. This type of training is defined as the process of aiding employees to gain effectiveness in their present or future work through the development of appropriate habits of thought and action, skill, knowledge and attitudes. For example, policemen are trained in police duties at Police Training Schools established for the purpose. The general issue concerning pre-entry training is whether it should be of a general type or specifically designed for the needs of the government. The British and continental system recruits members of very young age on the basis of their general qualifications. General education at the pre-entry stage has a number of advantages. Firstly, what is required at this stage is to broaden the mental horizon of the youth. Lord Macaulay's dictum that 'Men who distinguish themselves in their youth above their contemporaries always keep to the end of their lives the start which they have gained' has much force behind it. Public Administration, though it is becoming technical, needs the services of such men who have a broad vision and wide outlook. Secondly, training programmes imply absorption in permanent service. But everybody who gets training for

public administrative sciences cannot be obviously provided for by the government service as it is very much limited. It is an obvious waste of public money to train mere birds of passage. If aspirants for government service get only general education, they may be absorbed elsewhere if they do not get public service. Their rejection for government service would not create any stalemate in their career. Thirdly, if pre-entry education is not general but specialized it would mean that

education would be subjected to the need of government and would cease to be the foundation of culture and civilization. It will no longer be based upon the ideas and values of the people.

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The United States, which does not accept the principle of government service as a career and prefers a specialized and vocational pre-entry training, has now begun to realize the defects of its system and emphasizes the need for general education. (d) Departmental and Central Training: When arrangements for training are made within the department or the office itself, it is called departmental training.

Such training is mostly imparted by the more experienced officers of the department or the office. But when training is imparted by

Central training institutions e.g., the Training and Education Division of the British Treasury or the National Academy of Administration in India, it is called Central Training.

Sometimes individual departments also maintain their regional training institutions, e.g., the police training schools in many

states of

India to train their police officers. (

e)

Skill and Background Training: When the purpose of training is to instruct the entrants in some specialized technique it is called skill training, for example,

the

teacher's training is intended to develop his teaching skill,

the

police officer's in the prevention and detection of crime, and

the

income-tax

officer's in the assessment of income tax. But when the training

seeks to teach certain general subjects which help the trainee to understand the general background and nature of his work,

it is called background training.

Its purpose is not to increase

the

skill in some particular task but to

provide a general background of the work. The training in the National Academy of Administration at Mussorie is an

example of background training. 2.4.5 Methods of Training The following devices are employed for training public

servants: 1. On-the-Job Training On-the-job training

refers to training where

the workers or employees receive training while carrying out their regularly assigned duties and responsibilities. The

apprenticeship training can be considered as the best example of this method of training. Here the training function is

performed by the supervisors who, through coaching, help the new entrants learn the necessary skills of the job. In

administrative services on-the-job training means instructions received from colleagues of greater experience or higher

rank. The effectiveness of this type of training largely depends upon the senior officer's interest and qualities. Methods

like specific delegation of responsibilities, group discussions and planned rotation of postings are used to impart greater

effectiveness to on-the-job training. According to T. N.

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Chaturvedi, 'No amount of background training and skill training can supplant the need for on-the-job training'. 2.

Training by Communication This means informing the employee about the nature of work, rules and regulations of the department in which he has to work through communications such as periodic conferences, circulation of office

bulletins, rule books, sets of instructions or informative booklets, etc. 3. Formal Instruction or Lecture method This

method involves personal tuition by senior officers, lectures by departmental officers or outsiders covering a wide field of

subjects, discussion groups or regular instruction at a school or college. Lecture is an economical method of delivering

factual knowledge to large group of people, but there is no guarantee that learning will take place. Here there is mainly

one-sided communication, i.e., from lecturer to the listeners. Another drawback of this method is that everybody gets

the same treatment at the same pace, and individual abilities, interests and motives are not recognized. Martin M.

Broadwell suggests three basic requirements for successful classroom instruction. These are, 'involvement',

'accountability' and 'feedback'. For lectures to be effective it is necessary that the learners be involved as much as

possible. They should be made responsible for learning and lastly, there should be

a
high amount of feedback from the learners. If these conditions exist the lectures can also prove to be a good device of training. 4. Conference Method Under this method all the trainees are gathered together into a meeting under the chairmanship of a senior officer. In this meeting the trainees themselves discuss the matters, compare notes with one another and put forward their own view point. The function of the chairman is to guide the discussion by putting an occasional word here and there. The trainees exchange ideas and learn from one another. The conference benefits the group through pooling ideas, information and knowledge from many sources. It stimulates thinking and the ability to work together in teams. This method can be more advantageously used for exploring problems to which answers are unknown and for developing a new philosophy or technique. 5. Seminar and Workshop In a seminar, group discussion takes place by highly experienced people, who work under minimum formal leadership, to discuss a subject for which ready answers are not available. In a seminar or workshop various group techniques are used such as case studies, role-playing or the incident process. A single short meeting of one or two days may be announced as a workshop. Recruitment 47 Public Personnel Administration Unit-2
In this, a speaker or panel presents information to the group. The seminar then adjourns into several smaller teams, sometimes identified as 'buzz groups' whose members discuss questions assigned to them by the chairman. Later, these groups convene again as a whole seminar body and the leader of each group reports briefly on his group's deliberations. 6. Case Study This method describes a real or stimulated situation to provide a common basis for analysis, discussion and problem solving. The case may be delivered orally, in writing, in pictures or on records. The case technique stimulates the participants to sift out the facts, distinguish between the important and non-essential, analyse data, organize their thoughts logically and synthesize the evidence. 7. Incident Process In the incident process, the participants employ the incident to gain facts needed for a solution or decision. This process consists of five steps: • The incident: Each candidate receives a written account of the event describing the issue. • Fact finding: The candidates are supposed to ask questions from the discussion leader who has all the facts, in order to ascertain the important details surrounding the situation. The leader provides answers only to the specific questions asked. • The issue: The leader encourages the group to define the main issue as well as those accompanying incidents which the members identify. • The decision: Each participant records his decision concerning the incident and his approach for resolving the problem. After he hands in his signed form, the seminar breaks into teams, respective spokesmen are appointed, and each group discusses the merits of its proposal. • Evaluation: The whole group assembles again in a plenary session for the evaluation of the incident. The incident process helps to develop skills in obtaining facts by questioning, and other leadership abilities. 8. Role Playing This technique involves a skit which portrays a simulated situation. The selected group members act out the events that highlight the case or incident, thus enabling the remainder of the group to observe and analyse performance. 9. In-Basket Method This training method consists of a collection of letters, monograms, articles and reports. Each participant might also receive an organizational chart, an

orientation outline concerning the enterprise, the names and position titles of key managers and employees and their inter-relationships. This technique is a testing device. The participant has to attempt to resolve the issues raised by the abundance of papers with their accompanying problems. It is a useful technique for testing ingenuity, adopting and problem solving abilities of the participant. When the documents in the basket have been examined and disposed of, the leader conducts a discussion as to what action each participant took and the reason. 10. Sensitivity Training This technique takes the form of an unstructured lab and is usually referred to as a T-group or training group. The main purpose of this technique is to learn human relations, improved communication and leadership skills. The T-group has no formal structure, no specific goals, no relations or rules and no agenda. The leader conducts the group, normally in a non-directive style. The T-group philosophy encourages the value of free questioning, experimentation and participative learning. 11. Programmed Instruction Programmed learning stresses the individual's terminal behaviour rather than the verbal message. In designing and preparing a programmed instructions manual, the writer determines in advance what conduct and performance he expects the student to display following his completion of the training period. Under the programmed instruction technique the learner is provided with an exercise book or teaching machine, and is guided through the various processes. Each process contains a small body of information or questions. The process or frame requires choosing one of multiple answers with a pencil check mark or depressing a machine button, or recording the response in a blank space provided. The main advantages of this method are that it can be introduced at different locations, it ensures consistency of learning input and

ensures that

all participants commence the course on a relatively equal basis. 12. Video Tape Recording The main benefit of this equipment is that it can immediately replay the activities which the participants may view. It enables the learners to observe precisely where the performance went wrong or where the exercise was done correctly. Though there are a number of methods of training but in practice no one method can be said to

be the best. Hence, a combination of few methods is used

to train public servants. Any method of training may be adopted, but what is important is that it should be properly planned. The instructors should have a higher level of

understanding than the trainees. The training officers should not be simply theorists but must have sufficient knowledge of the practical problems of the service, then only they can do justice to their job.

Recruitment 49 Public Personnel Administration Unit-2 2.4.6

Essentials of Training for Administrative Officers There is no consensus of opinion about the subject matter of training for administrative officers. Suggestions in this field range widely from a good knowledge in classics and philosophy to a study of politics, economics and public administration. Geadden is of the view that the training of an officer should include three things : (i) a training in the basic clerical techniques given through study of subjects like office practice and organization, book- keeping and outlines of the Central Government; (ii) a departmental training in the routine and specialized technique of the official's own department; and (iii) those destined to fill the leading positions in the hierarchy must acquire in addition a knowledge of the theory of Public Administration.

Another challenge in this field is determining and identifying training needs.

No training can be effective or useful unless it caters to the requirements of training. Hence the basic necessity is to determine the needs and

requirements of training. For this the problem areas are to be identified first and then the possible solutions are to be

considered. Then only can training needs be determined. 2.4.7 Training in India

The problem of education and training of civil servants in India has assumed special importance in the post-independence era. Many new problems, particularly in the social and economic fields, have cropped up making the task of civil servants extremely difficult. The vast and expanding horizons of public administration demand a special type of skill on the part of civil servants and this has added to the significance of training our services in the fields of development administration. The Planning Commission in its publication, 'Administration and Public Cooperation' rightly observed: '

Next to recruitment, the training of personnel has considerable bearing on administrative efficiency. Each type of work in the government requires a programme of training suited to it. In general, in all branches of administration, it is necessary to provide for the training of personnel at the commencement of service as well as at appropriate intervals in later years. In this connection we would emphasize the importance of careful grounding in revenue and development administration for recruits to the Indian Administrative Service and the State Administrative Services'. 2.4.8

Training System during British Rule The traditional system of training in India has been to make the new recruits learn the job by doing it. Of course during the British period there had been the system of attaching the officers to a British University; usually Oxford or Cambridge, for a period of two years in the case of those selected in India (later reduced to a year in 1937) and a year in the case of those selected in the

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United Kingdom. During this period the probationers were given sound grounding in Indian Law, Indian History and an Indian language. At the end of the period of probation, they were required to take an examination in the above

subjects and also in riding. The main purpose for this training was to bring the Indian candidates into close touch with British life and to give them an opportunity to broaden their outlook. 2.4.9 Training System after Independence After independence when the Indian Administrative Service was constituted in place of Indian Civil Service, the Home Ministry set up an Indian Administrative Service Training School in Metcalfe House, New Delhi in 1947. Later on, the Planning Commission recommended the conversion of this school into a sort of staff college for a combined training of

IAS and other allied services. It also recommended the appointment of a Director of Training for organizing systematic training programmes and refresher courses for different grades of employees. The Government, at a later stage, appointed

a Committee to delve into the whole issue of training. The recommendations of the Committee were: 'The best training in any service is provided by the actual doing of the jobs for which the services exist. Much wastage of time

can, however, be saved by providing a certain amount of basic training to shorten and facilitate the process of learning by doing. Such basic training has to be both "general" (i.e., applicable to all higher public servants) and 'special' (i.e., relevant to the needs of particular service). The 'general' part comprises the basic knowledge which higher public servants should possess, e.g., the main principles of the Constitution, the role of public servants in a Parliamentary Democracy, the organization of the machinery of Government at the Centre and in the States, the principles of Public Administration and personnel management and the techniques of public relations. It should also include the knowledge of economics in general and Indian

economics in particular, and an appreciation of India's social and economic problems. The 'special' part of the basic training should cover the study of

Acts and Rules relating to the particular service, departmental procedures, etc. The course of training in the IAS Training School covers both the general and the special parts of the basic training needed by the IAS officers. Arrangements for training of the Audit Service Officers, Income Tax, Railways, etc., have been made by the ministries concerned, but these are confined largely to the 'special' part of the training. The Home Ministry agreed with Chamda's suggestions and started Refresher Courses at the IAS Staff College, Shimla. Later on, the Government merged the IAS Training School, Delhi and IAS Staff College, Shimla and in their place, a National Academy of Administration was set up at Mussorie which started functioning from 1 September, 1959.

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In the year 1968, a separate Training Division was established in the Ministry of Home Affairs. Later in the year 1970, on

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the recommendations of the Administrative Reforms Commission's Report on Personnel Administration,

the Training Division as part of the Department of Personnel and Administrative Reforms came under the Cabinet Secretariat. However, in 1977, the Department of Personnel and Administrative Reforms including the Training Division again became part of the Ministry of Home Affairs.

CHECK YOUR PROGRESS-2 1.

Define the term 'training'. 2. What is post-entry training? 3. Explain the concept of central training. 2.5

PROMOTION

In the words

of

L. D. White, '

Promotion means an appointment from a given position

to a more difficult type of work and greater responsibility, accompanied by change of title and usually

an increase

in pay'.

Promotion

should be distinguished from 'advancement' and 'increase in compensation'. Advancement or what is also called, 'administrative promotion' 'has been defined as a personnel administrative device which pertains 'to an advance in pay by a prescribed increment within the scale of pay appropriate to a given position'.

Employees enter services

in a fixed grade and as they progress in their services and accumulates more experience, they goes up higher and higher in the scale of their salary. 'Advancement' or 'administrative promotion' differs

from promotion proper in as much as it does not entail any change in status, duties or responsibilities. It is merely an advancement in emoluments which is usually automatic. 2.5.1 Types of Advancement Advancement is dependent on two issues, namely (i) length of service in the position and (ii) efficiency of the employee. Sometimes, length of service and at other times, efficiency of the employee is considered for advancement. A good personnel system, however, is one which gives weight to both length of service and demonstrated efficiency of the employee, for purposes of advancement. There are three types of advancements: 1.

Automatic Advancement System: Under this system, an employee gets

an

increment or advancement on the basis of length of service.

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Immediately on the completion of a year's service, he gets his annual increment prescribed in the scale of his pay.

Whereas

this system of automatic advancement minimizes the chances of personal jealousies because the employee is ensured of his regular increment,

it leaves his officer helpless and ineffective to control and supervise him. It also makes the employee lethargic and lazy for it is not the quality of his work but the length of service which is important to gaining advancement. This system

serves as disincentive to the more industrious and hard-working employee. 2. Conditional Advancement System: Under this

system, efficiency of the employee is made the sole criterion for advancement. Increments are given if the head of the organization certifies that the employee has been doing his work efficiently and there is definite improvement in his quality of work and conduct.

No doubt this system serves the purpose of whipping the bad employees and works as an incentive to good work, but

it is open to suspicion of corruption and nepotism. It is based upon the subjective consideration of the head of the organization who, how much impartial he may be, is likely to suffer from the errors of human nature. This system is very common in small private organizations but practically finds no place in large scale private and public organizations. 3.

Semi-automatic Advancement System: This system adopts a middle course as against the above two systems. Under this system an employee gets his regular increment on the completion of a year's service provided he has put in good work to the entire satisfaction of

the head of the organization. The head of the organization can withhold the increment if he is not satisfied as to the quality of work and conduct of the employee. For this, definite reasons have to be given by the head to his employee.

From a brief study of the above three different systems of advancement, it goes without saying that the last system scores over the other two systems. It strikes the middle course and is a compromise between the two extremes.

Although, even in this system,

the head of the organization can misuse his powers but he cannot act arbitrarily because he is required to give reasons for his action to the affected employee. 2.5.2 Promotion and Transfer Promotion must be distinguished from transfer. An

employee is transferred from one place

of work to another in the same grade and in the same position whereas promotion upgrades him and makes him share heavier and greater responsibilities. Transfer is usually effected on account of the following grounds:

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On the request of the employee : In this case the

employee makes a request to the head of the organisation that he may be transferred to a particular station because of certain conveniences, he

would get at that station.

Such a transfer is possible only if

a vacancy exists at the station of his choice. • Routine transfer:

Most organizations believe that officials should not stay for long at a particular station. Transfer breaks the monotony and gives an employee the much needed change of working environment which is needed to refresh his mind and increase his efficiency. • Transfer for training of the employees: The purpose of transfer here is to provide all-round training to the employee in the different aspects of departmental work

and at times in different departments. It is a form of in-service training whereby a good organization tends to rotate its employees in order to equip them

with different types of work in the department. • Transfer to avoid retrenchment:

Organizations resort to internal transfers

to avoid retrenchment of employees.

The government and especially large-scale organizations usually resort to inter-departmental transfers to save the employees from unemployment. In this way other departments do not have to look for fresh recruits. •

Transfer as punishment: Here transfer is given like a punishment and, critically speaking is the first step towards demotion. An ill-suited employee or an employee who is not performing to the required standards may be transferred from an 'A' grade station to a 'B', or 'C' grade station without actually demoting him. Similarly, a good employee may be transferred from 'B' or 'C' grade station to 'A' grade station as a reward for his efficient work. From the above,

it is clear that transfer is a matter of individual or departmental adjustments. Of course, an employee may be transferred when he is promoted, but it would be rightly called as '

transfer-on-promotion' or 'promotion' and not 'transfer'. 2.5.3 Importance of

Promotion The existence

of a proper promotion system is vital for attracting talented persons to public services.

A proper and effective promotion policy can prevent people from migrating to private organizations. Lack of a promotion system has had

a marked retroactive effect on all the processes of personnel administration. It has a discouraging effect on recruitment. Ambitious and capable workers are deterred from entering the public service.

A hard working employee who is dissatisfied with the promotion policy of public services may leave for the greener pastures offered in the field of

private enterprise. It discourages workers from entering upon courses of training calculated to

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prepare them for increased usefulness in public employment. It makes difficult the maintenance of discipline and of goodwill and enthusiasm throughout government establishments. As a result, it renders difficult the maintenance of high standards of individual and group efficiency.

A good promotion system

keeps

the

employees interested in the job

and works as a continuously effective incentive too. 2.5.4

Principles of

Promotion Promotion has to be based on a certain system and cannot be random or arbitrary.

It is important to recognize that everybody entering service cannot go up to the highest post in due course, as higher posts are limited in number.

A large number of public servants, therefore, cannot get any promotion and they retire from the same class in which they had joined. The employees who have not been given promotion need to be convinced

that their exclusion from promotion is not arbitrary and that they cannot be promoted in terms of some recognized and prescribed principles followed by their organization.

The morale of public services would be destroyed if promotions are made capriciously without considering any principle. Hence, arises the importance of principles of promotion. Generally speaking,

there are two main principles of promotion namely seniority and merit. 1. Seniority principle:

The seniority principle

means that the number of years that the person has been in

service. These would determine the order of precedence in 'making' promotion. According to this principle

the employee with more years of service to his credit would receive the promotion. Determination of seniority too is a complex affair. A public servant of a higher grade is senior to those at a lower grade. Similarly, an employee of a higher class though getting less pay is senior to an employee of a lower class though getting more pay. Among employees of the same grade, one who has been holding a substantive post for a longer time is senior. The seniority principle has certain definite advantages over any of the principle of promotion. Under this system the length of service determines the qualifications for promotion and hence internal strife for advancement is eliminated. There are little chances of favouritism and hence it promotes the general morale of the employees. The principle, however, suffers from a number of drawbacks. First, it does not lead to the selection of the best among the eligible. There is no guarantee that the senior man will also be more competent than his juniors. There are chances that an inefficient or less competent person may come as the head impairing the efficiency of administration. Secondly the principle of seniority is unable to ensure the reaching of the higher positions by every officer and his holding it for a reasonable period. Thirdly if seniority is alone the basis of promotion, employees would not make any effort for self-improvement. Lastly, it is important to understand that seniority is not related to age in a very simple manner. In a grade which is partly recruited directly and partly by promotion young people may come to hold senior posts over the older. It is difficult to pass any final judgment on the merit of the seniority principle. In its extreme form the principle of seniority is a contention for the acceptance of mere length of service as the basis for promotion. In its mild form it means that seniority should determine the order in which the officers should be considered for promotion, but those found unfit may be passed over. This may be called seniority-cum-fitness principle. A third form of the principle is that seniority should be the determining factor in the lower stage of the service, while for the higher services the merit principle may be employed. In principle, it is agreed by all that (a) in promotion to higher posts merit alone should be the consideration to the exclusion of seniority, (b) in promotion to middle posts, merits should be the primary and seniority secondary consideration, (c) in promotion to lower posts of a routine nature, seniority should carry greater weight. In spite of all the arguments against seniority, it may be said that it is still firmly entrenched as a principle of promotion. 2. Merit Principle: The principle of merit means that

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promotions are based on the basis of qualifications and achievements of the employee irrespective of their length of service.

The most meritorious or best qualified person would be selected for promotion. Within such a system the efficient and hard working employees are motivated to perform and this helps to build up the general morale and efficiency of the department. Merit is, however, a complex concept. It is not easy to measure it objectively. Generally speaking there are two methods of judging the merits of the candidates, namely: (a) Personal Judgment of the Head of Department It is the personal opinion and judgement of the head of the department who has been in close contact with the employees

which determines and decides the merit of an employee. It is assumed that he is in the best position to know about the performance and merits and qualities of his employees. Moreover, being in charge of the discipline and morale of his department, he can have a direct hand in determining awards, as he has in giving punishments. This system has the advantage of being both simple and comprehensive.

Yet the system has

two serious

limitations in this system. First, it can work only in small organizations.

In large scale organizations, as public administrations today are, it is not possible for the Head of the Department
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to be in close touch with all the employees and have a personal judgment of their capabilities and capacities. Secondly, it is a system fraught with subjectivity

and may easily create the impression of favouritism or arbitrariness in promotion.

Even though good intent

may be there it may be obscured by political, factional, or personal considerations. (b) Promotional Examination
Promotion may also be

made on the basis of a written examination.

Such an exam may be an open competition or

a limited competition or merely a pass examination. In

an open competition, anyone, whether in the service or not, can compete for the post of promotion. Thus outsiders not working in the department are also eligible for such promotional tests. This system is justified on the ground that it widens the range of selection.

There is no prejudice against

the interests of the present employees since they will benefit by their special knowledge of government work. Moreover this system brings in new blood and fresh ideas into the department which

rejuvenates the entire system.

But outsiders who take the higher jobs from those who

feel that they '

deserve' then are demoralized. The second system is that under which examination is a limited competition among those who are already in the

service. This is also known as 'closed system'. This system is

preferred by employees in the lower grades. It is followed by the Central Government in regard to the recruitment to the posts of Section Officers, Assistants, Stenographers, etc. Besides examination, an equal weight is given to the confidential reports of the employees in deciding their overall merit. The third type of promotional examination is the pass

examination in which a candidate has just to pass the examination and give a proof of his minimum

attainments. The employee will be promoted only if he has passed the pass examination. This system is followed in India in junior clerical, typist, steno and other mechanical jobs. It is felt that the examination method eliminates favouritism, corruption and arbitrary promotions. The

method is quite objective and relieves the promotion-making authorities of the troublesome responsibility of making selections. However, it

is looked upon with disfavour by many scholars of personnel administration.

Even though

the governing principles of promotion in India are seniority and merit they are not observed uniformly in all cases of promotion. While

in some administrative departments, seniority is given more weight in others, merit

seniority is the general rule. As for the suitability of these two principles of promotion in the various departments, the first Central Pay Commission recommended that 'for many situations especially those in which long familiarity with office work is itself adequate training, the rule of seniority may generally be followed.... In higher grades of service consideration of

Recruitment 57 Public Personnel Administration Unit-2

fitness must have precedence over the claim of seniority'. The second Pay Commission recommended that the

members of class-II and class-III services should be given an opportunity of promotion to All India and Central (Class- I) Services through a limited competitive examination. This would provide an incentive to the members of lower classes,

especially young officers of outstanding merit. The Estimates Committee of the Lok Sabha in its Ninth Report on Administrative, Financial and other Reforms suggested that there should be a uniform promotion policy. It

laid down certain principles of promotion system such as: • Promotion should be solely on the basis of merit regardless of the seniority of the persons concerned in service • Persons should be judged for promotion by the people who have watched their work and conduct over a period of time •

Promotions should be made on the recommendations of a committee consisting of not less than three officers one of whom

at least is acquainted with the work of the person concerned. In each case, the committee should record in writing the grounds on which claims of persons,

if any, senior to the person selected were overlooked; • In judging the person on the basis of the confidential report on him, it should be seen that he was warned in time of the defects noticed

in his work and conduct and that if he did not show improvement he was warned again;

and •

If no warning

has been

given to a person it should not be presumed that the reports on him

are so good as to justify his promotion. Technically speaking, the promotion-making authority in our country is the Government or

the Head of the Department concerned. But promotions to higher posts are generally made in consultation with the Public Service Commission

both

at the Centre and in the States.

It is provided in

our Constitution that the Public Service Commission may be consulted

on

the

principles to be followed in making

promotions, transfers from one service to another

and on the suitability of candidates for such appointments,

promotions

and transfers. So far as promotions to other grades of service are concerned, there is no uniform procedure. In some cases, promotions are made by Departmental Heads themselves, in some the Public Service Commission also has to be consulted and still in some others, the approval of the Finance Department is also needed. The promotions to the

highest administrative

posts, etc., that is,

Secretary, Joint Secretary, Deputy Secretary are made from a 'pool' which consists of such candidates as have been selected by

a Selection Committee appointed by the Government in consultation with the Public Service

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Recruitment Public Personnel Administration Unit-2

Commission. These candidates are selected after interviewing them and examining their official records. The ministers make appointments to the top posts in their respective departments from this pool.

The ministers do not sometimes

have a free hand in selecting the top officers of their departments.

CHECK YOUR PROGRESS-3

Fill in the Blanks: 1. The lecture method to be successful requires _____, _____ and _____. 2. Advancement is dependent on the _____ and _____. ACTIVITY Find out and write the training imparted to the civil servants in the US. 2.6 LET US SUM UP •

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

the many advantages of direct recruitment is that it brings in new blood into the service.

This infuses new perspective and new approaches. •

In India,

services are classified into three major categories - All India, Central and State Services. •

The

Public Service Commission is an independent statutory body constituted under Article 315 (I) of the Constitution of India. Many steps and ways have been outlined to ensure the independence of this commission. • The

examinations conducted by the Public Service Commission include a preliminary paper, qualifying which one has to appear for the main examination papers. Meeting the qualifying criteria here is followed by a final interview.

Recruitment 59 Public Personnel Administration Unit-2 •

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

In a democratic country as far as possible, all the posts

in a democratic country should be filled up on the recommendations of the Public Service Commission.

At the same time the government is

empowered to exclude from the purview of the Public Service Commission such posts as they think necessary.

Recruitment to these posts is done by the government itself.

The problem arises when the recruitment to these is

not necessarily on the basis of merit. It gives rise to favouritism, nepotism and corruption. •

The Public Service Commission does not restrict the field of eligibility. Every graduate is eligible to sit for competitive examination, with the result that for a few posts, thousands of graduates compete. This entails wastage of time, money and energy both

of the Commission and the candidates. •

The probation period in a job is an opportunity for the appointing authority to complete the selecting process efficiently.

Since it is not possible to judge accurately the merits of candidates at the time of recruitment,

appointments first are made on a provisional basis and the appointee is on probation. Depending on his performance on completion of the probation period the individual maybe either dropped or the appointment may be confirmed. •

Training is practical education in any profession, art or handicraft

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to improve or increase an employee's skill, and to develop his attitudes and schemes of values in a desired direction. •

Training increases

productivity, (ii) improves the quality of work and raises morale, (iii) develop new skills, knowledge, understanding and attitudes, (iv)

specifies the usage of

new tools, machines, processes and methods, (v) reduces waste, accidents, turnover, absenteeism, and other overhead costs, (

vi) enables implementation of new

policies or regulations, (vii) fights obsolescence in skills, technologies, methods, products, markets, capital management, etc., (

viii)

raises the level of performance, (

ix) develop replacements, prepares people for advancement and ensures continuity of leadership and finally (x) ensures the survival and growth of the enterprise. • Training

can

be (a) formal

and informal

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training; (b) short -term and long term training; (c) pre-entry and post-entry training; (d) departmental and central training., and (

c) skill training and background training. •

Promotion

means

an appointment from a given position

to a more difficult type of work and greater responsibility, accompanied by change of title and usually

an increase

in pay. •

There are two main principles of promotion namely seniority and merit.

In principle, it is agreed by all that (a) in promotion to higher posts

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merit alone

should be the consideration to the exclusion of seniority, (b) in promotion to middle posts, merits should be the primary and seniority secondary consideration, (c) in promotion to lower posts of a routine nature, seniority should carry greater weight. •

There are three methods of judging the merits of the candidates, namely (a) Personal judgments of the Head of the Department, (

b) Promotional Examination, and (

c) Service ratings. 2.7

ANSWERS TO CHECK YOUR PROGRESS Check Your Progress-1 1. The two types of Recruitment methods are (i) selection from within and (ii) selection from outside the service. 2. The categories into which services in India are classified are (i) All India, (ii) Central and (iii) State. Check Your Progress-2 1.

Training is practical education in any profession, art or handicraft

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to improve or increase an employee's skill, and to develop his attitudes and schemes of values in a desired direction. 2.

Post-entry training is training for an employee who is already in the service. It

is

defined as the process of aiding employees to gain effectiveness in their present or future work through the development of appropriate habits of thought and action, skill, knowledge and attitudes.

For example, policemen are trained in police duties at Police Training Schools established for the purpose. 3.

When training is imparted by

Central Training Institutes e.g., the Training and Education Division of the British Treasury or the National Academy of Administration in India,

and not by a specific department, it is called Central Training. Check Your Progress-3 1. Involvement, accountability and feedback. 2. Length of service in a position, efficiency of an employee. 2.8 PROBABLE QUESTIONS Short-Answer Questions 1. Discuss the advisory functions of the Public Service Commission. 2. Explain the role of probation in the recruitment process.

Recruitment 61 Public Personnel Administration Unit-2 3. List the main objectives of training. 4. What are the advantages of pre-entry training? 5. Give two advantages of the lecture method. 6. Describe the role of seminar and workshop in training. 7. What are the steps involved in the incident method? 8. What are the types of advancement? 9. Discuss the disadvantages of seniority as a ground of promotion. Long-Answer Questions 1. Discuss the advantages and disadvantages of recruiting from within and outside the organization. 2. Do you feel that recruitment is the cornerstone of public personnel administration? Illustrate with suitable examples. 3. Describe the problems in the recruitment system. 4. Explain different types of 'training'. 5. Describe in detail the various methods used in 'training'. 6. Describe the various grounds on which transfers take place. 7. Explain in detail 'promotional examinations'. 2.9

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Position Classification 63 Public Personnel Administration Unit-3 UNIT 3 POSITION CLASSIFICATION UNIT STRUCTURE 3.1 Learning Objectives 3.2 Introduction 3.3 Meaning of Classification 3.3.1 Classification and its Uses 3.3.2 Different Categories of Classification 3.4 Advantages of Classification 3.5 Steps in Classification 3.6 Rank Classification 3.6.1 Rank Classification in India 3.7 Classification Since Independence 3.8 Classification of Services and Posts: Recommendations of the Fifth Central Pay Commission (January 1997) 3.9 Duties or 'Position classification' 3.10

Let Us Sum Up 3.11 Answers to Check Your Progress 3.12

Probable Questions 3.13 Further Reading 3.1 LEARNING

OBJECTIVES After going through this unit, you will be able to: • describe the uses of

position classification and assess its significance • explain the different categories of classification • describe the steps in classification • explain the advantages and disadvantages of classification • discuss the concept of duties or position classification

3.2 INTRODUCTION
With classification, the various posts which run into hundreds of thousands are fitted into a dozen classes or so. If these posts are not classified and the government deals with each post independently, the burden of personnel administration would be unbearable. Classification facilitates the problem of personnel recruitment. It makes it possible for the operating services to determine definitely its personnel needs and inform the recruiting agency accordingly. The recruiting agency prescribes the appropriate tests for the prospective employees of a particular class and prepares a list of 'eligibles' out of which the departments make appointments. Classification acts as a

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Position Classification Public Personnel Administration Unit-3
safeguard against arbitrariness and favouritism in the fixation of pay scales for particular classes. It ensures equal pay for equal work. 3.3

MEANING OF CLASSIFICATION

The basic unit of an administrative organization is 'position' which is different from its incumbent. The duties and responsibilities of a post are attached with the 'position' and not with its occupant. Civil services fit themselves in the 'position', 'positions' do not fit themselves to the calibers of civil servants.

Classification

means grouping together

of persons or things on some common basis. In public administration, it means grouping together of posts into various classes on the basis of

their respective duties and responsibilities.

According to Prof.

Milton M. Mandell, '

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classification is the grouping of positions on the basis of similarity of duties and qualifications requirements'.

L. D.

White defines classification thus, '

in

its final form, a classification plan consists of a number of classes adequate to enable a place to be found for each existing position, arranged in orderly fashion with respect to each other, and supplemented by a set of rules and regulations for its administration, interpretation and amendment'. 3.3.1

Classification

and its Uses The verb 'to classify' means 'to arrange, distribute or place persons, things or ideas into groups based upon similar or like qualities'.

Classification is the act of classifying and is an everyday experience and a useful aid in comprehending and managing things.

In a library, for example, books are grouped or classified by subjects, such as public administration, political science, economics, sociology, psychology, etc.

Classification of governmental position is recognized as indispensable to

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a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different types of jobs and establishes

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a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different types of jobs and establishes

a similar

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basis for giving equal status and equal pay for equal work.

Since the administration of the civil service itself takes up a major slice of budgets of modern governments, classification of positions has become a primary concern for the legislator, the budget official as well as the tax-payer. The prevailing bases for classifications of positions are educational qualifications required in their

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incumbents, competence on the job, level of responsibility entailed in the job, rank and personal status of the employee, etc. The precise mix of these depends,

of course, on a country's administrative value system and culture. It is not surprising that conditions in America in general and the nature of their approach to personnel problems in particular should have strongly influenced the character of the duties classification plans developed in this country. The emphasis upon expertise, upon the selection of prior-trained technicians and workers with special skills, determined the general character of the classification system. The relatively precise type of occupational classification is more characteristic of the United States than of any other country. What is stressed in the above paragraph is that classification of posts is absolutely essential to a modern public personnel administration. But the basis on which posts are to be classified may not precisely be the same all over the world. Indeed, there are two well-known systems of classification used by the different countries: • Rank classification • 'Duties' classification Position, of course, may be classified upon a number of bases— according to geographical location, organizations unit, and so forth— depending upon the use that is to be made of the classification. But the purpose of a duties classification is to aid in the handling of such personnel matters as salary administration and the recruitment process, entrance qualifications, and the nature of the testing programme. The classification, therefore, must be based on those characteristics which render positions similar or dissimilar from the standpoint of these purposes of personnel management. Basic to duties classification plan are the concepts of position and class. A position which may be either occupied or vacant, must be differentiated from the incumbent of the position. It is characterized by certain duties and responsibilities, which call for the time and attention of any one individual. Of course, an incumbent's capacities or lack of them may be the reason why his position contains the duties it does, but the personal characteristics of the individual are extraneous except as the duties performed reflect these.

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If positions are the raw materials of classification, the class is the operating unit.

As defined by a technical committee,

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a class is a 'group of positions sufficiently alike in respect to their duties and responsibilities to justify common treatment in

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a 'group of positions sufficiently alike in respect to their duties and responsibilities

selection, compensation, and other employment processes, and sufficiently different from positions of other classes to justify different treatment in one or more of these respect. While defined as group of positions, a class may sometimes consist of but one position where no others of the same kind exist in the service being classified'. To each such class or category there is assigned a distinguishing title. 3.3.2 Different Categories of Classification According to Dr. M.P. Sharma, there are three principal categories of classification— the service, the class and the grade. These are in the descending order of generality, that is to say, the service is the broader category of

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classification, the class is sub-division of the service, and the grade is the sub-division of the class.

While placing a post in a particular class or grade the following facts have got to be kept in mind: • Subject-matter of the service: The positions dealing with the same subject-matter should be placed in the same class. Say, teaching, law, medicine, etc. • Extent of supervision: The positions which need to be closely supervised are ranked lower. As one rises in the administrative hierarchy the extent of supervision has a tendency to decline. • The flow of authority and supervision: The position of a post is to be determined with reference to the authority it possesses. The higher positions carry higher authority. The superior delegates his authority to his subordinates and supervises them to ensure the appropriate use of authority. • Responsibilities attached to the officer: The positions carrying higher authority are higher in rank and carry a larger share of responsibility. On the other hand, those carrying lesser responsibility are ranked lower down in the administrative hierarchy. • The difficulty/complexity level: If the difficulty/complexity level is high, the position should be ranked high in the administrative hierarchy. Similarly those with lower levels of difficulty/complexity are ranked lower in the administrative hierarchy. • The expected qualifications: If the qualifications expected of the candidates are higher, the post must be ranked higher. Alternatively costs with lower order of expected qualifications are ranked lower. 3.4

ADVANTAGES OF

CLASSIFICATION The system of position classification was originally devised to meet the demand of equal pay for equal work in order to eliminate the injustice of the

different rates of salary for the same work in different agencies

of the

government.

But today it

has come to occupy a central position in personnel administration.

Its main advantages are: 1.

It systematizes and simplifies personnel administration.

With classification, the various posts which run into hundreds of thousands are fitted into a dozen classes or so. If these posts are not classified and the government deals with each post separately, the burden of personnel administration would be unbearable. 2. Classification facilitates the problem of personnel recruitment. It makes it possible for the operating services to determine definitely its personnel

Position Classification 67 Public Personnel Administration Unit-3

needs and inform the recruiting agency accordingly. The recruiting agency prescribes appropriate tests for the prospective

employees of a particular class and prepares a list of 'eligibles' out of which the departments make appointments. 3.

Classification acts as a safeguard against arbitrariness and favouritism in the fixation of pay scales for particular classes. It ensures equal pay for equal work. 4.

It makes possible the establishment and functioning of a promotion system that will at once do justice and tend to bring about advancement according to merit. Promotion is made from a lower position to a higher one within the same class.

The official can know

and prepare himself accordingly for a career growth accordingly.

If there had been no classes and no fixed lines of promotion, anybody from anywhere would be brought

in to fill up higher vacancies anywhere. The result would be inefficiency at the cost of

discontentment

and loss of morale. 5. Classification facilitates budget making 'by enabling those having the duty of framing and acting upon the budget to scrutinize with intelligence estimates for personnel'. 6.

Classification fosters the growth of corporate consciousness, esprit de corps, pride, self-respect and morale within each class.

To summarize, the principal uses and advantages of position classification may be listed as follows: 1. Facilitating personnel objectives • It provides a rational criterion for control of pay levels by making it possible to equate whole classes of positions with common salary ranges. • It reduces a variety of occupations and positions to manageable proportions so that recruitment, qualification requirements, examination, and selection can be made for whole classes of positions or more at a time. • It defines in objective terms other content of jobs (or what is expected) against which the performance of incumbent (how well it is done) can be measured. • It furnishes job information upon which the content of orientation and other in service training can be based. • Although it does not in itself guarantee a good promotion and placement policy, it supplies a systematic picture of opportunities and position relationship, which is essential to an orderly promotion and placement procedure.

68 Position Classification Public Personnel Administration Unit-3 • It provides a foundation for common understanding between superior and employee as to the job and pay, which facilitates employee management relations and helps promote work-centered motivation. 2. General aids to an organization • By use of standard class titles, it establishes uniform job terminology. • It clarifies, by requiring definition and description of duties, the placing of responsibility in each position. • It provides an orderly basis for translating needs for positions into fiscal terms, thus facilitating budgetary procedures. • It provides information on the public service (the foregoing points apply to all organization, public or private, whereas two others have special significance in government.): (a) It assures the citizen and taxpayer that there is some logical relationship between expenditures for personal services and the service rendered. (b) It offers as good a protection as has been found against political or personal preferment in determination of public salaries. Both of these last points assume that the pay plan is definitely governed by a system of position classification.

Classification advances the interests of the employees, the management, the legislative body and the tax-payers. Writing about the advantages of classification, Herman Finer observes. 'The experience of all countries shows how necessary is such a classification. Without categories there is no calculation, no comparison, no relative assessments and evaluation, and in a popularly governed State, particularly where publicity and government by political amateurs necessitates easily grasped facts and figures, control ceases where categories end. The least amount of evil in State service is produced by the best classification'.

The system of classification is also subject to criticism.

There is one objection to classification, that

it produces class-consciousness among the services. The higher classes develop a type of superiority complex and the lower classes suffer from inferiority complex. This danger is already clearly visible among our public services. A sort of 'administrative casteism' has swept our administration, thus upsetting harmonious relations between the higher and the lower classes in the services. But this is a defect which is inherent in ' a hierarchical

organization. Further, position classification introduces the element of rigidity in the personnel system. Under it, it is difficult to shift an employee from one position to another. In the interest of administration they cannot be conveniently shifted around. Moreover it tends to get stale rather soon. A lot of effort is needed to keep it up-to-date and finally there is a constant pressure from the employees to upgrade their positions.

Position Classification 69 Public Personnel Administration Unit-3 CHECK YOUR PROGRESS-1 1. Which are the two well known systems of classification used in different countries? 2. Which are the two concepts basic to duties classification? 3. List the three principal categories of classification. 3.5

STEPS IN CLASSIFICATION Speaking generally, the processes employed in the development and application of a classification plan include four basic steps: 1. Analyzing

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and recording the duties and other distinctive characteristics of the positions to be classified (job analysis and descriptions. 2. Grouping the positions into classes upon the basis of their similarities. 3. Writing such standards or specifications for each class of positions as will indicate its character, define its boundaries, and serve as a guide in allocating individual positions to the class and in recruitment and examinations. 4. Installation by allocating individual positions to the classes thus described. Three of

these have to do largely with the setting up of the plan; the fourth, with the initial step in its administration. They all reflect processes that are repeated continuously in the day-to-day administration of position classification and therefore warrant some description here. Certain preliminary considerations are important: (i) Since the classification plan will be useful only to the extent that it is understood and accepted by management and employees and is kept on a current basis it is important that all parties have a real share in its development and execution. (

ii)

This calls for careful explanation to department and division heads of the objectives and processes of classification, for meetings with employees of each unit for the same purpose, for bringing in representatives of employees unions in the planning stages, and for opportunities for all to contribute suggestions and criticisms at various stages.

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Position Classification Public Personnel Administration Unit-3 (iii)

In various jurisdictions, representative workers committees have aided in the process.

Further more,

the technicians who conduct the study need to acquaint themselves with all the organizational and functional information about the government entity to be classified that may be derived from such sources as budgets, charts, annual reports, payrolls, laws and ordinances. The process of classification, considered abstractly, consists of placing things in classes. We place in the same class the things that are alike in one or more respects, and we place in different classes the things that are different in these respects. These criteria constitute the basis of the classification. Positions have various aspects or characteristics and may therefore be classified on more than one basis. For the purposes of recruitment it is necessary to separate the careers which may be followed by men of the same type. Doctors, for instance, must be distinguished from lawyers, chemists from actuaries, geographers from geometers and so forth, even though all are specialists performing specialist work. In general it may be said that functional subdivision is necessary wherever recruitment is based on experience and that the basis of the sub-division must be not the quality of man, but the nature of his knowledge and experience. Recruitment policy may also require the division of each career into grades. This sub-division of the major kinds of work into careers and the divisions of careers into grades are sufficient for all the purposes of employment management. According to Lucius Wilmerding Jr., 'The proper method of classification is, first, to decide upon the major kinds of work which ought to be done by civil servants; second, to divide each of these major kinds into occupational groups; third, to grade each occupational group to the extent required by recruitment, promotion and salary policies; and, finally, to allocate the existing positions of the civil service to the appropriate grade and group'. 3.6

RANK CLASSIFICATION This system is in vogue in India, Pakistan, Britain, France, Germany, Malaysia, Laos, etc. As the term explains,

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the basis of classification is the rank and personal status of the incumbent

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is the rank and personal status of the incumbent rather than the precise duties inherent in the post. In India,

the public personnel are classified into 'classes' as well as 'services'.

There

are, in descending order, four Classes—Class I, Class II, Class III, and Class IV,

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corresponding to differences in the responsibility of the work performed and the qualifications required.

Class I and Class II include personnel performing higher administrative and executive responsibilities in the Government. Class III includes clerical personnel. Class IV, which is the lowest in the hierarchy, includes peons, orderlies watchmen, carpenters, drivers, cooks, khalasies, daftaries, sweepers, etc. all engaged in manual work.

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Public Personnel Administration Unit-3

Another way of classification is into 'services'. Public personnel in India are directly recruited to distinct services.

Thus recruited,

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they continue to be the members of the particular service until they retire (or, resign),

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they continue to be the members of the particular service until they retire (or, resign),

there being no inter-service mobility. Secondly, the civil servants hold their posts by virtue of their membership of a particular service. 3.6.1

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

During the period of East India Company the Civil Services in India were divided into two main categories: Covenanted: These were superior services. Initially only Europeans could belong to this service. They were known as covenanted since the company had entered into a covenant or agreement with them regarding the conditions of service etc. Non-covenanted: These were subordinate services. The loyal Indians were taken into this branch of the service. Unlike the covenanted servants there was no agreement between these employees and the company. In 1886, the Government of India appointed a commission under

the Chairmanship of Sir Charles Aitchison. It submitted its report on 23 December, 1887. On the basis of this report the services were classified into. • Imperial Civil Service • Provincial Civil Service • Subordinate Services The 'Imperial Civil Service', on the suggestion of the Secretary of State came to be denominated as the 'Indian Civil Service'. B.B. Misra observes, 'The recommendations of the Aitchison Commission which the Government accepted in essence did impart a great deal of finality to the structure of public service that emerged in 1890's and at the turn of the century. The great majority of government officials in India were divided into classes corresponding to the responsibility of their work and the qualifications required to perform it. These 'class' were organized for the most part as 'Services', the highest or the 'superior' services, the

72 Position Classification Public Personnel Administration Unit-3 'Provincial' and then the 'Subordinate'. The Superior Services were themselves divided into the 'Central Services' and 'All India Services' which the Aitchison Commission had preferred to call 'Imperial'. To meet the political demands for the provincialisation of the Superior Services the Lee Commission (1923) divided the main services into three classes: • All India Service • Central Service • Provincial Service The 'All India Services' were recruited by the Secretary of State for work in any part of India. The

central services dealt, inter alia, with the Indian States and foreign affairs, with the administration of the state railways, with

posts and telegraphs, customs, audit and accounts and technical departments like the

Survey of India and Geological Survey. 3.7 CLASSIFICATION SINCE INDEPENDENCE After independence the Civil

Services have been classified (at the Union level) as follows: • All India Services •

Central Services The Central Services have been divided into four categories: • Central

Service Class I • Central Service Class II • Central Service Class III • Central

Service Class IV

Classification since the Third Pay Commission Prior to the Third Pay Commission, various posts in the Central Government were categorized into Classes I, II, III and IV as against the present classification into groups 'A', 'B', 'C' and 'D' as recommended by that commission. The Fourth Pay Commission recommended that the present system of classification be continued and the revised group wise classification may be as follows: Group A: A Central Service post carrying a pay or a scale of pay with a maximum of not less than ` 4,000. Group B: A Central Service post carrying a pay or a scale of pay with a maximum of not less than ` 2,900 but less than ` 4,000.

Position Classification 73 Public Personnel Administration Unit-3 Group C: A Central Civil post carrying a pay or a scale of pay with a maximum over ` 1,150 but less than ` 2,900. Group D: A central Civil post carrying a pay or a scale of pay the maximum of which is ` 1,150 or less. Today Central Services are organized as: •

Central Services Group - A • Central Services Group - B • Central Services Group - C • Central Services Group - D 1.

All India Services

Provisions for the All India Services are made in the Constitution itself. The I.A.S. and I.P.S. are specifically mentioned and constituted and the Parliament is authorized to establish others by law. Before a law establishing a new All India Service can be passed, the Council of States must pass a resolution by two-third majority declaring that such a service is necessary.

The constitution also authorizes the

Parliament to regulate

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by law the recruitment and the conditions of services of persons appointed to these services. Accordingly, the All India Services

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the recruitment and the conditions of services of persons appointed to

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the recruitment and the conditions of services of persons appointed to

Act was passed by the Parliament in October 1951. In 1966, a new All India Service, namely, the Indian Forest Service, has been set up. At present, we have three

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All India Services - the Indian Administrative Service, the Indian Police Service,

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All India Services - the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.

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All India Services - the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.

These services are common to the Union and the State Government in the sense that they serve under both. 2. The Central (Union) Services The Central Services are organized into four groups – A, B, C and D (Corresponding to former Class I, II, III and IV Services). The officer class includes Group - A (Comprising All India and Group - A Central Services) and Group - B (basically the class of first line supervisors). As in the case of Group - A Services, Group - B comprises a number of services, each separate and distinct with little inter-communication. Group - C comprises clerical jobs and Group - D comprises a large bulk of the employees and includes 'I' employees, messengers, peons, 'daftaris', 'jamadars', etc. The common quality of these employees is that mostly they are unskilled. The UPSC makes recruitment to the Group - A and B Services. Recruitment to Group - C services is made by the Staff Selection Commission. The employees of the Central Services work in the various departments under the government of India. For example, they work in the departments/ ministries like Railway, External Affairs, posts and Telegraphs, Defence, etc. 74 Position Classification Public Personnel Administration Unit-3 Group-A Services: Of the total 89,663 Group 'A' posts, around 57,997 are encoded into the various organized Group A services excluding the three All India Services. There has, however, been an appreciable increase in the number of Group A services between 1971 and 1995 and the number of Group A services has risen from 30 in 1971 to 49 in 1984 to 59 in 1995. Some of these services are very small in size such as the Indian Supply Service (167), Indian Naval Armaments Service (94), Indian Inspection Service (121) and Indian Legal Service (114). In fact, there are only 34 services with a cadre strength exceeding 500. With all 18 Engineering Services taken together have a cadre strength of 18,225, the Group A Central Services recruited through Civil Services Examinations account for 12,839 posts. The UPSC at present conducts four separate competitive examinations to recruit suitable candidates to different cadres of the Central Services Group 'A' including All India Services. Civil Services recruited through Civil Services (non-technical) Examination: 1. Indian Administrative Service 2. Indian Police service 3. Indian Foreign Service 4. Indian P&T Accounts and Finance

Service 5. Indian Postal

Service 6.

Indian Railway Account service 7. Indian Railway Traffic

Service 8. Indian Railway Personnel Service 9. Indian Defence accounts Service 10. Indian

Ordnance Factories Service (Non-Technical) 11. Indian Audit and Accounts

Service 12. Central Information Service 13. Indian

Customs and Central excise

Service 14. Indian Civil Accounts Services 15. Central Trade Services 16. Indian Revenue Service 17. Defence Lands &

Cantonment Service 18. Indian Defence Estates Service 19. Central Secretariat Service 20. Railway Board Secretariat

Service 21. Armed Forces Head Quarter Civil Service

Position Classification 75 Public Personnel Administration Unit-3 22. Indian Broadcasting (Programme) Service 23.

Railway Protection Force 24. Central Baour Service Service Recruited through Engineering Service Examination: 25.

Indian Telecommunication Service 26. Indian Railway Service of Electrical Engineers 27. Indian Railway Service of Signal

Engineers 28. Indian Railway Service of Mechanical Engineers 29. Indian Railway Service of Engineers 30. Indian Railway

Stores Services 31. Military Engineering Service 32. Indian Naval Armament Service 33. Indian Ordnance Factories Service

(Technical) 34. Central Power Engineering Service 35. Indian Inspection Service 36. Indian Supply Service 37. Central

Electrical

and

Mechanical Engineering Services 38. Central Engineering Service 39. Central Water Engineering Service 40. Central

Engineering Service (Roads). 41. Indian Broadcasting (Engs.) Service 42. Border Roads Engineering Service 43. Overseas

Communication Service 44.

P&T Building Works Service 45. Indian Defence Service of Engineers 46. Military Engineers Service of Surveyors 47.

Military Engineers Service of Architects 48. Survey of India Services 49. Central Water Engineering Services (Mechanical)

Service Recruited through the Combined Medical Services Examination: 50.

Railway Medical Service 51. Central Health Service 52. Indian Ordnance Factories Health Services 53. Indian

Forest Services

76 Position Classification Public Personnel Administration Unit-3 54. Indian Costs Account

Service 55. Indian Economic Service 56. Indian Statistical Service 57. Defence Research and Development Service 58.

Defence Aeronautical Quality Assurance Service 59. Defence Quality Assurance Service 60. Central Legal Service 61.

Company Law Board Service 62. Indian Salt Service

According to the Fifth Pay Commission Report about 57, 997 Group 'A' posts are covered by 62 organized services

mentioned above. Recruitment to IAS, IPS, Indian Foreign Service and Group - A Central services like Indian Audit and

Account Service (IA & AS), Indian Defence Accounts services (IDAS), Indian Postal Service (IPS), Indian Railway Accounts

Service (IRAS), is through the Civil Services Examination conducted annually by the UPSC. Similarly, recruitment to the

engineering group of services like the Indian Telecommunication Service, Indian Railway Service of Engineers, Indian

Ordnance Factories Service is made by the USC through the Engineering Services Examination. Recruitment to Railway

Medical Service, Central Health Service is made by UPSC through the combined Medical Services examination.

Appointments to other Group 'A' Services also follow the general pattern of direct recruitment through UPSC.

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In respect of some of these services, like Indian Economic Service, Indian Statistical Service and the Indian Forest Service,

UPSC holds separate competitive examinations. Group 'B' Services: The Central Civil Services Group 'B'

are the second level of command structure among the broad categories of Central Civil Services.

Some of them are regular Group 'B' Services and others are isolated posts in Group 'B' scales of pay. It is clear from the above table that the very high rate of growth between 1957 and 1971 was moderated somewhat in later decades.

Basically the high rate is indicative of a shift towards an officer-oriented system of administration, and to that extent it is

not unwelcome. Group B services too are Gazetted Services. Group-B services in many cases are entrusted with work

similar to that of Group 'A', but it is lower in its salary range and status. Thus Group '

A' and Group 'B

include

personnel performing higher administrative and executive responsibilities in the Government.

Group 'C'

Services: Group 'C' is a non-gazetted class and includes, among others, Central Secretariat Clerical Service and Post and

Telegraph

Position Classification 77 Public Personnel Administration Unit-3

Accounts Service. Recruitment to the Group C services is made by the Staff Selection Commission. The Commission is responsible for conducting competitive examinations for the posts of clerks, stenographers, senior accountants and inspectors. The commission provides a list of successful candidates to the ministries concerned. The day-to-day administration of these services rests with the individual ministries under which the posts exist.

Group 'D' Services: As on 31 March, 1994, the total number of Group 'D' employees in the Central Government, including those deployed in workshops, aggregated to 12.38 lakhs. A large number of Group 'D' posts in the workshop categories bear designations, such as Peon, Daftary, Jamadar, Safaiwala, Farash, Record Sorter, Junior Gestetner Operator, etc. which are indicative of functions or occupations. Direct recruitment of these posts is generally made in the scale of ` 750-940 and incumbents are promoted to posts in the scale of ` 775-1,150. 3.8 CLASSIFICATION OF SERVICES AND POSTS:

RECOMMENDATIONS OF THE FIFTH CENTRAL PAY COMMISSION (JANUARY 1997) The Fifth Central Pay Commission has observed in its report, 'We have come to the definite conclusion that the existing classification services have no

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practical purposes. The time has come to give a decent burial to the present system and to make it a true representative of futuristic working environment in the Government'.

The Commission has proposed 'functional classification and accordingly the existing grades in the Government of India are proposed to be grouped differently or according to functional classification. The Commission observes, '

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with the proposed reorganization of various grades into 'levels' the existing system of classification of services

into Groups - A, B, C and D can be done away with'. Critical Estimate The main criticism against the classification system of India's Civil Services is that it promotes 'class consciousness' which is dangerous for the smooth and co-operative working of the civil servants. Even the Pay Commission observed, 'The weight of evidence, however, is in favour of abolition of this classification. We attach importance to the need

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for developing among civil servants a feeling that they all belong to a common public

service...

and we do not think, any serious inconvenience will be caused to the administration in India if the classification under consideration is given up'.

Fifth Central Pay Commission: Setup by union cabinet of India in 1994 for revising the salaries of central government employees

78 Position Classification Public Personnel Administration Unit-3 The Fifth Central Pay Commission (CPC) has recommended functional classification. There is a philosophical distinction between the Group or class system which prevails at present in the Government and the functional classification suggested by the Fifth CPC. The functional classification is not based merely on status as in a feudal society, but on the functional needs of a management system.

Rank classification claims many advantages. Such as: •

It is easy to understand and administer. • As the system is characterized by rank in man, the individual civil servant under it experiences greater security of job because he remains unaffected by possible changes in duties and responsibilities of a post. • Rank classification lays emphasis on the career opportunities of individual civil servants

by establishing an identity between his post and the one of his promotion. • Flexibility

in the operation of this system is its fourth advantage. • It lays premium on generalist rather than specialists equalities in the civil servant, something which many in the society prize. • It promotes mobility in the civil service by facilitating transfers within the services. • It induces loyalty

to the totality of the civil services rather than to a specific post in it. • Regarded as a better system from the point of attracting competent and promising personnel to the civil services. The limitations of the Rank classification are many and serious. In the first place,

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it violates the principle of 'equal pay for equal work'.

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it violates the principle of 'equal pay for equal work'.

As pay and other privileges are determined according to the rank of the particular civil servant, identical posts are seen to carry differing emoluments, which is indefensible. This is not only manifestly unfair in itself but also causes

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low morale in the civil service. Secondly, it overlooks the claims of merit as the basis of holding a particular position, the system

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the claims of merit as the basis of holding a particular position the system being

amorphous and ascriptive. Besides, the Administrative Reforms Commission's Study Team on Promotion Policies, Conduct Rules, Discipline and Morale (Chairman: K.N. Nagaarkatti) has pointed out the following other disadvantages of rank classification: •

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It does not define the contents of any job in detail. It does not describe what is expected of a post,

and consequently, the performance of its incumbent may not be rationally measured. •
It

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is not conducive to the formulation of scientific standards on which selection of personnel, training, posting, transfer, promotion, career development, etc., may be organized. Position Classification 79

Public Personnel Administration Unit-3 3.9 DUTIES OR 'POSITION CLASSIFICATION'

The other system of classification is 'duties' or 'position classification' and is presently in vogue in the USA, Canada, Philippines, Taiwan, etc.
Historically,

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the object of position classification has been to provide a basis for fixing fair pay for work performed

for translating into action the principle of 'equal pay for equal work'.

The literature on this subject employs a variety of terms having technical connotations: job analysis, job description, job specification, occupational group or class specification, class series, etc.

The purpose of the present chapter is to familiarize the reader with the broad concept of classification in public personnel administration, not to impart technical knowledge of the subject.

In 'duties' or '

position classification' the starting point is the individual position in the machinery of public administration.

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A position is a basic organizational unit. Each position represents certain well-defined duties

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Each position represents certain well-defined duties and responsibilities, the latter two terms signifying the work assigned to a position and the matters for which an employee is held accountable. A position must remain differentiated from its occupant.

From the point of classification, it is immaterial if the post is occupied or is lying vacant.

To

repeat, a position is a set of current duties and responsibilities, which are, as Glenn Stahl observes, 'the bricks in the classification wall.' Like positions are grouped together in a 'class'; a class, thus, is made of positions with duties that are similar in level and kind. To again quote

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Stahl, 'If positions are threw material of classification, the class is the operating unit.'

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The different criteria for evaluation of jobs for purposes of determining their class are: • Nature of occupational field • Complexity and difficulty in performing duties • Scope of responsibility • Knowledge and skill needed

Duties in a class should be sufficiently similar so that (i) the same title may be applied to all the positions in a class (ii) the same test can be used to fill all the positions in all classes (iii) persons with the same minimum qualifications (education, training and experience)

can do the work assigned to all positions in the same class (iv) the same salary, range may be applied to all positions in the same class.

The term 'class' means a group of positions established under these rules sufficiently similar in respect to the duties, responsibilities and authority thereof that the same descriptive title may be used with clarity to designate each position allocated to the class, that the same requirements as to education, experience, capacity knowledge,

80

Position Classification Public Personnel Administration Unit-3

proficiency, ability and other qualifications should be required of the

incumbents, that the same test of fitness may be used to choose qualified employees,

and that the same schedule of compensation can be made to apply with equity under the same or substantially the same employment conditions.

In preparing the description of a job, the duties responsibilities, degree of difficulty and required qualifications are clearly brought out. Each job is broken down into factors, such as, required experience, training, mental efforts, physical efforts, etc. The various jobs are then ranked in order of relative difficulty and grade levels are defined after each job has been ranked. After this, standards are developed for all levels of jobs. The requisite strength of personnel at various levels is determined on the basis of these standards.

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steps in the development of a position classification: (i) Analyzing and recording the duties and other distinctive characteristics of the position to be classified (job analysis and description) (ii) Grouping the position into classes upon the basis of their similarities (iii) Writing such standard or specifications for each class of positions as will indicate its character, define its boundaries and serve as a guide in allocating individual positions to the class and in recruitment and examinations (iv) Installation by allocating individual positions to the classes thus described Position classification

claims many benefits. These are listed below:

- Each person under this system gets a clearer understanding of his individual responsibilities and is at the same time given sufficient authority to carry them out. He also knows the objectives of this section or branch as well as the objectives of the department or organization as a whole.
- Position classification induces competitiveness in the totality of the civil service as such, and thus there is more emphasis on merit rather than seniority.
- It provides a definite target for recruiting personnel possessing specific qualifications to perform specific duties.
- It paves the way for an objective evaluation of the performance of personnel.
- It provides a basis for 'equal pay for equal work' and ensures that public personnel

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are paid according to the difficulty and responsibility of their

work.

Position Classification 81 Public Personnel Administration Unit-3 •

The system is helpful to those who undertake organizational analysis, work distribution in the organization, etc. • It permits lateral entry into

the civil service from outside the government. • A major advantage of this system is that, the placement practices (i.e., postings and appointments) are shaped by the requirements of the job to be done rather than to provide a job to a person who has been assigned a certain status by virtue of membership of a particular service or cadre.

The mobility of personnel is, thus, not haphazard but is objectively planned by rotation of the personnel among related jobs. • Position classification provides a

uniform occupational terminology; by grouping similar positions into classes and allied classes into occupational groups, a common language is established with

a uniform, significant and defined terminology for the naming of positions. Classification enables all concerned to speak about positions in commonly understood terms. Nevertheless, position classification suffers from several limitations, which too need to be pointed out. • In the first place, its basic assumption that

duties and responsibilities of a post are capable of clear identification and must be measured may be seriously questioned at least in the developing

societies. A not fully 'differentiated' society cannot have completely 'differentiated' (or, structured) posts in its public bureaucracy. Can one precisely document and define all the duties and responsibilities of a district collector, a block development officer, or a village level worker? Duties of many functionaries, particularly those holding Line positions, remain even at the best of times more undefined than defined. • Secondly,

since the pace of change in a developing society is inevitably rapid, the duties of civil servants necessarily undergo corresponding changes. This implies that the classification plan will have to be kept under continuous revision which would be quite onerous as well as

costly. This apart, there will be constant pressure from sections of the bureaucracy to seek more favourable job descriptions for themselves. Need we give encouragement to them at this juncture in our history? • Thirdly,

position classification requires for its introduction and installation technical skills of a wide variety and sophisticated order. It is quite expensive and time-consuming to develop them and besides, many governments may not be able to afford such paraphernalia.

82 Position Classification

Public Personnel Administration Unit-3 Should position classification be adopted in public personnel administration in India? This has become a debating point in the country, advocated by the members of the specialist services and opposed by the generalist services like the I.A.S. It is to be noted that the Administrative Reforms Commission (1966-1970) has lent its support to this system of classification. It has observed: '

The posts in the civil service should be grouped into categories, so that all those which call for similar qualifications and involve similar difficulties and responsibilities fall in the same category. The same pay scale should be applied to all posts in the same category.

In carrying out such an evaluation, the following considerations should be borne in mind: • In those services which have field as well as headquarters posts like the all-India services (technical as well as non-technical), the liability for service all over the country will have to be reflected in the pay pattern and grading system that may be adopted. • For other services which work either only in the field or at the headquarters but not in both, the grades of pay scales would have to depend only on the duties and responsibilities attached to the posts. • The fact that the state services are required to work only within the confines of a state, and do not carry a liability for functioning all over India, should be reflected in their grades of pay. • Posts in which highly important research work has to be carried out may have to be graded high, even though they may carry little or no administrative responsibility. • As far as practicable, the ratio which the increment in an entry scale bears to the difference between the maximum and minimum of that scale should be the same in all other entry scales. The number of grades may have to be somewhere between 20 to 25. But we do not propose to make any recommendation regarding the number of grades. They can only be fixed by government after making a detailed study of all the issues involved.

The task of grading is onerous, but should not be an impossible one.

A start can be made with

the Class I posts under the centre and those to be manned by all India services officers in the states.

The number of these officers is small compared to the total strength of the civil service.

All these posts could be evaluated and assigned, say, nine common pay scales, each representing a grade. These nine

grades may be divided into three levels, namely, junior, middle and the senior.'

It is rather difficult to pronounce a verdict on this issue, particularly at the present moment. It is always difficult to uproot basic administrative arrangements which have struck roots in the soil. It is even more difficult to successfully graft foreign institutions and practices on an ongoing administrative system. A fuller examination of the theory and practice of Position Classification 83 Public Personnel Administration Unit-3 position classification is absolutely necessary before a firm decision in its favour is taken. The path of wisdom may perhaps lie in amending the existing rank classification. The prevalent 'service' concept in Indian personnel administration can be reinforced with the use of techniques of position classification, especially, at the lower levels of the country's civil service, for quantification of jobs is more practical at such levels.

CHECK YOUR PROGRESS-2 1. Fill in the blanks: (a) The Fifth Pay Commission has recommended _____. (b) Rank classification goes against the principal of _____. 2. What are the things basic to rank classification? 3. List the different criteria for the evaluation of jobs for the purpose of determining their classes. 4. Why should duties in a class be similar? ACTIVITY Compare the recruitment system of civil servants in India with that of Switzerland. Suggest some changes that can be brought about in the Indian system. 3.10 LET US SUM UP •

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

Classification

means grouping together

of persons or things on some common basis. In public administration, it means grouping together of posts into various classes on the basis of

their respective duties and responsibilities. •

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It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different 84

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It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing

Position Classification Public Personnel Administration Unit-3
types of jobs and establishes a similar

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basis for giving equal status and equal pay for equal work. •

The prevailing bases for classifications of positions are educational qualifications required in their

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incumbents, competence on the job, level of responsibility entailed in the job, rank and personal status of the employee, etc. The precise mix of these depends,

of course,

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on a country's administrative value system and culture. • There are two well-known systems of classification

used by

the different countries: (1) rank classification,

and (ii) '

duties' classification. • Position, of course, may be classified upon a number of bases - according to geographical location, organizations unit, and so forth-depending upon the use that is to be made of the classification. •

Basic to duties classification plan are the concepts of position and class. •

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A class is a "group of positions sufficiently alike in respect to their duties and responsibilities to justify common treatment in

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class is a "group of positions sufficiently alike in respect to their duties and responsibilities

selection, compensation, and other employment processes,

and sufficiently different from positions of other classes to justify different treatment in one or more of these respect. •

There are three principal categories of classification -

the service, the class and the grade.

These are in the descending order of generality, that is to say,

the service is the broader category of classification, the class is sub-division of

the service, and the grade is the sub-division of the class. •

While placing a post in a particular class or grade the following facts have got to be kept in mind: (i) Subject-matter of the Service, (

ii) Extent of Supervision, (iii) The flow of authority and supervision, (iv) Responsibilities attached to the officer, (v) The difficulty/complexity level and (vi) The expected Qualifications. • Position classification introduces the element of rigidity

in the personnel system. Under it, it is difficult to shift an employee from one position to another. • The system of

Rank classification is in vogue in India, Pakistan, Britain, France, Germany, Malaysia, Laos, etc. As the term explains,

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the basis of classification is the rank and personal status of the incumbent

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is the rank and personal status of the incumbent rather than the precise duties inhering in the post. • In India,

the public personnel are classified into 'Classes' as well as 'Services'. •

There

are, in descending order 4 Classes - Class I, Class II, Class III, and Class IV,

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corresponding to differences in the responsibility of the work performed and the qualifications required.



Position Classification 85 Public Personnel Administration Unit-3 • The 'All India Services' were recruited by the Secretary of State for work in any part of India. • The central services dealt, inter alia, with the Indian States and foreign affairs, with the administration of the state railways, with posts and telegraphs, customs, audit and accounts and technical departments like the Survey of India and Geological Survey. • Prior to the Third Pay Commission, various posts in the Central Government were categorized into Classes I, II, III and IV as against the present classification into groups 'A', 'B', 'C' and 'D' as recommended by that commissions. • Provisions for the All India Services is made in the Constitution itself. The I.A.S. and I.P.S. are specifically mentioned and constituted and the Parliament is authorized to establish others by law. • Before a law establishing a new All India Service can be passed, the Council of States must pass a resolution by two-third majority declaring that such a service is necessary. The constitution also authorises the Parliament to regulate

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by law the recruitment and the conditions of services of persons appointed to these services. • Accordingly, the All India Services

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the recruitment and the conditions of services of persons appointed to

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the recruitment and the conditions of services of persons appointed to

Act was passed by the Parliament in October 1951. In 1966, a new All India Service, namely, the Indian Forest Service, has been set up. • At present, we have three

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All India Services - the Indian Administrative Service, the Indian Police Service,

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All India Services - the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.

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All India Services - the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.

These services are common to the Union and the State Government in the sense that they serve under both. • The limitations of the rank classification are many and serious. In the first place,

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it violates the principle of 'equal pay for equal work'.

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it violates the principle of 'equal pay for equal work'.

As pay and other privileges are determined according to the rank of the particular civil servant, identical posts are seen to carry differing emoluments, which is indefensible. •

The other system of classification is 'Duties' or 'Position Classification' and is presently in vogue in the USA, Canada, Philippines, Taiwan, etc. •

A major advantage of the system of position classification is that, the placement practices (i.e., postings and appointments) are shaped by the requirements of the job to be done rather than to provide a job to a person who has been assigned a certain status by virtue of membership of a particular service or cadre.

The mobility of personnel is, thus, not haphazard but is objectively planned by rotation of the personnel among related jobs.

86 Position Classification Public Personnel Administration Unit-3 3.11 ANSWERS TO CHECK YOUR PROGRESS Check Your Progress-1 1. The

two well known systems of classification are (i) Rank classification and (ii) Duties classification. 2.

The concepts basic to classification are (i) position and (ii) class. 3. The three principal categories of classification are (i) service, (ii) class and (iii) grade. Check Your Progress-2 1. Fill in the blanks: (a) functional classification (b) equal pay for equal work. 2. The things basic to Rank classification are

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rank and personal status of the incumbent rather than the precise duties in the

position. 3.

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The different criteria for evaluation of jobs for purposes of determining their class are: • Nature of occupational field; • Complexity and difficulty in performing duties; • Scope of responsibility; and • Knowledge and skill needed. 4.

Duties in a class should be sufficiently similar so that (i) the same title may be applied to all the positions in a class, (ii) the same test can be used to fill all the positions in all classes; (iii) persons with the same minimum qualifications (education, training and experience)

can do the work assigned to all positions in the same class; and (iv) the same salary, range may be applied to all positions in the same class. 3.12

PROBABLE QUESTIONS Short-Answer Questions 1. What is classification? 2. List the disadvantages of classification. 3. Describe the basic steps in classification. 4. Give two limitations of rank classification as it exists in India. 5. What are the categories of classification given by Aitchison? 6. Describe the classification of services in India after Independence.

Position Classification 87 Public Personnel Administration Unit-3 7. What are the criteria of evaluation of jobs for determining their class? 8. Describe the four steps in the development of position classification. Long-Answer Questions

1. Discuss the uses and advantages of classification. 2. Discuss the advantages of duties classification. 3. Explain the limitations of duties classification. 4. What considerations should be taken into account while assessing whether duties classification should be adopted in India? 5. Describe in detail the suggestions of the third pay commission. 6. Explain position classification. 7. Discuss the advantages and limitations of position classification. 3.13 FURTHER READING Arora, R.K., and Goyal, R., 1996. Indian Public Administration. Guwahati: Wishwa Prakashan Arora, R.K., 1979. Administrative Theory. New Delhi: IIPA Avasthi and Arora, 1978. Bureaucracy and Development-Indian Perspectives. New Delhi: Associated Publishing House Avasthi and Maheshwari, 1962. Public Administration, Agra: L.N.Agarwal Personnel Administration

in India 89 Public Personnel Administration Unit-4 UNIT 4 PERSONNEL ADMINISTRATION IN INDIA UNIT STRUCTURE

4.1 Learning Objectives 4.2 Introduction 4.3

Colonial Legacy 4.4 Public Service and Government of India Act, 1919 4.5 The Government of India Act, 1935 4.6 Constitutional Framework 4.7

Recruitment Process for Higher Civil Services in India 4.7.1 Process of Recruitment 4.7.2

Advantages of Direct Recruitment 4.7.3 Problem of Recruitment 4.7.4

Recruitment Process for Higher Civil Services in India: Historical Background 4.8

Kothari Committee on Recruitment Policy and Selection Methods 4.9 List of Optional Subjects 4.10 Policy and Procedure – Issues of Reservations in India 4.11 Impact of Reservation 4.12

Let Us Sum Up 4.13 Answers to Check Your Progress 4.14

Probable Questions 4.15 Further Reading 4.1 LEARNING

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

describe the

recruitment function, recruitment purpose, recruitment policy, recruitment process • explain the sources of manpower supply • discuss the Methods and Techniques of Recruitment • describe the history of public administration in India • the various commissions and committees related to public administration • explain the concept of reservation in public administration and its impact

90 Personnel Administration in India Public Personnel Administration Unit-4 4.2 INTRODUCTION

Appointments to personnel administration were to be

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made by the Secretary of State. The All-India Services were ultimately responsible to the Government of India and the Secretary of State.

The Act had provided that no officer could be 'dismissed from the service by any authority subordinate to that by which he was appointed.' These officers were not to be dismissed by any authority in India, their pay, pensions and other emoluments were subject to vote in the legislatures. The safeguard that the Act of 1919 provided against political influence was the establishment of the Public Service Commission under Section 96(c). It was wholly in the hands of the Commission established in 1926 to conduct examinations in India for recruitment to the All-India and Central Services. The officers, particularly the Europeans, were affected by the Non-Co-operation Movement of 1920-1922, as well as by their low salaries in comparison to the rising prices, and most of them preferred to opt for premature retirement. Consequently, the secretary of state recommended premature retirement on proportionate pension basis, and by 1924 about 345 officers of the All-India Services had retired. Keeping in view the prevailing difficulties,

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the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee,

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the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee,

was appointed in 1923. The commission submitted its report in the next year. 4.3

COLONIAL LEGACY

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

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the foundation of the civil service in the modern sense

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the foundation of the civil service in the modern sense

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made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries			

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made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries			

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

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In 1931-32, the Select Committee of the British Parliament sat to investigate into the East India Company's affairs and the Indian administration. The committee			

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In 1931-32, the Select Committee of the British Parliament sat to investigate into the East India Company's affairs and the Indian administration. The committee			

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Select Committee of the British Parliament sat to investigate into the East India Company's affairs and the Indian administration. The committee			

reached the conclusion that it was not wise to exclude Indians from higher posts and it observed that 'such exclusion is not warranted on the score of incapacity for business or the want of application or trustworthiness'. Further, the Committee pin-pointed the causes for admitting Indians to higher services and stated that it 'would have a beneficial effect in correcting the moral obliquities of their (Indians) general character, would strengthen their attachment to British dominion, would conduct to the better administration of justice, and would be productive of a greater saving in the expenses of the Indian Government'. To pacify the resentment among the Indians, the Charter Act of 1833 included a Clause which stated: '

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No native of the said territories shall be, by reason only of his religion, place of birth, descent, colour, or any of them, be disabled from holding any place, office or employment under the company'.			

Lord Macaulay, who played a considerable role in the enactment of the Act, observed in the House of Commons: 'To the last day of my life, I shall be proud of having been one of those who assisted in framing of the Bill which contains that Clause'. It was in 1837 that an amendment Bill was introduced, allowing

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the Board to adopt limited competition as the basis for selection.

The Directors, with the connivance of the Board, continued the practice of exercising their patronage till 1853. Further, the Macaulay Committee, appointed in 1853, strongly recommended the open competition system for recruitment to the civil services and also listed the subjects to be offered. The committee also recommended the age of 18-23 years for admission to

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the tests. The examinations were to be held in London. Consequently, the first examination under the new

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the tests. The examinations were to be held in London. Consequently, the first examination under the new

system was held in 1855.

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Personnel Administration in India Public Personnel Administration Unit-4

The proclamation issued in 1858, empowered

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the Secretary of the State- in-Council to regulate appointments to the Indian Civil

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the Secretary of the State- in-Council to regulate appointments to the Indian Civil

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the Secretary of the State- in-Council to regulate appointments to the Indian Civil Services; he was to act with the aid and advice of Her Majesty's civil service commissioner. In 1860, the maximum age for admission to the open competition was lowered to 22 years

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In 1860, the maximum age for admission to the open competition was lowered to 22 years

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In 1860, the maximum age for admission to the open competition was lowered to 22 years and it was

provided that the selected candidates would be on probation for one year in England. It held the view that it was not only just but also expedient that Indians were employed in administration to as large an extent as possible. Technically speaking, they were not debarred from entering the public services of the country; but practically they were excluded. The law declared them eligible, but difficulties in the way of a native leaving India and residing in England were so great that they made it almost impossible for a native to successfully compete at the periodical examination held in England. Again, in 1864, the maximum age was lowered to 21 yrs, but the period of probation was extended to two years which a successful candidate had to pass at an approved University in England. In 1878, the maximum age was further reduced to 19 years. In 1878,

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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

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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

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the Secretary of State ordered that each member of the covenanted civil service would be bound to serve anywhere in India. In this way, these services

were to become all-India Services. Although the legislative sanction was according in 1912, the Government of India Act, 1912, repealed the designated 'Bengal Civil Service', 'Bombay Civil Service' and 'Madras Civil Service'. The Secretary of the State-in Council thereafter ceased to have anything to do with the appointment to particular posts or places in India. Moreover, matters related to the distribution of officers, appointments and promotions were left absolutely to the Government in India itself.

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In 1886, a Commission that consisted of Sir Charles Aitchison, the then lieutenant Governor of Punjab,

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In 1886, a Commission that consisted of Sir Charles Aitchison, the then lieutenant Governor of Punjab,

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In 1886, a Commission that consisted of Sir Charles Aitchison, the then lieutenant Governor of Punjab,

as President, and fifteen members and a Secretary, was appointed with its main object being 'to devise a scheme which may reasonably be hoped to possess the necessary elements of finality, and to do full justice to the claims of natives of India to higher and more extensive employment in the public service. The Commission, in its report submitted in 1888,

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recommended that the services should be divided into three categories -

Indian Civil Services, Provincial Civil Services and the Subordinate Civil Services. The

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recruitment to the first category was to continue, as before, in England; however, recruitment to the other two categories was to be made by the provisional Governments, partly on a competitive basis and partly through promotion from the Subordinate Services.

About one-sixth of the posts which were reserved for the members of the Covenanted Civil Service were thrown open to members of the Provincial Civil Services. It recommended that the age limit be raised to 23 years. The commission suggested abolition of the statutory Civil Service system of appointment that had remained below expectations. The Commission turned down the idea of holding the competitive examination

Personnel Administration in India 93

Public Personnel Administration Unit-4

simultaneously in India and London, and opined 'that it is inexpedient to hold the examination in India for the Covenanted Civil Service simultaneously with the examination in London.. In 1893, a resolution was passed by the House of Commons. It said that 'all competitive examinations hereafter held in England alone for appointment to the Civil Services of India should henceforth be held simultaneously in India and England, such examinations in both countries being identical in nature and all who compete being finally classified in one list according to merit'. All the provincial Governments, except Madras, did not favour the new innovation and as a result of this, the resolution was not adopted through an Act and it remained merely an expression of the academic and pious opinion of the legislature in one of its impulsively liberal moods. In this way, the resolution became ineffective. Further a detailed review of the Civil Services in India was made by the Royal Commission headed by Lord Islington which submitted

is report in 1915. The report could not be published till January 26, 1917, and no serious consideration could take place as the basis of the report had drastically altered. However, on 20 August, 1917, the Secretary of State made an announcement in the House of Commons that Her Majesty's Government had adopted the policy of '

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the increasing association of Indians in every branch of the administration and the gradual development of self-governing institutions

with a view to progressive realization of responsible government in India as an integral part of the British Empire'. The

Montford Report, 1918, too recommended that the number of Indians in the administration should be increased and the examination should be held simultaneously in England and India. It laid down that 33 per cent of the superior I.C.S. be filled by Indians and this should follow an annual increase of one and a half per cent. As regards other services too, this procedure was to be followed. The report suggested fair salary, allowances and pension benefits.

CHECK YOUR PROGRESS-1 1. What was the gradation of post in the civil services during the colonial regime? 2. Who laid the foundation of civil services in the modern sense? 3. What were the recommendations of the Macaulay Committee? 4. What were the categories into which the Aitchison Commission divided the services? 5. What were the recommendations of the Montford report?

94 Personnel Administration in India Public Personnel Administration Unit-4 4.4

PUBLIC SERVICE AND GOVERNMENT OF INDIA ACT, 1919 According to the rules framed under Section 96 (B)-2 of the Government of India Act, 1919, the All India Service had to consist

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of the following services: • The Indian Civil Service • The Indian Police Service • The Indian Forest Service • The Indian Education Service •

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The Indian Civil Service • The Indian Police Service • The Indian Forest Service • The Indian Education Service • The Indian Agricultural Service • The Indian Civil Veterinary Service • The Indian Forest Engineering Service • The Indian Medical service (Civil) • The

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The Indian Civil Service • The Indian Police Service • The Indian Forest Service • The Indian Education Service • The Indian Agricultural Service • The Indian Civil Veterinary Service • The Indian Forest Engineering Service • The Indian Medical service (Civil) • The Indian Service of Engineers Appointments to these services were to be made by the Secretary of State. The All-India Services were ultimately responsible to the Government of India and the Secretary of State.

The Act had provided that no officer could be "dismissed from the service by any authority subordinate to that by which he was appointed." These officers were not to be dismissed by any authority in India, their pay, pensions and other emoluments were subject to vote in the legislatures. The safeguard that the Act of 1919 provided against political influence was the establishment of the Public Service Commission under Section 96(c). It was wholly in the hands of the Commission established in 1926 to conduct examinations in India for recruitment to the All-India and Central Services. The officers, particularly the Europeans, were affected by the Non-Cooperation Movement of 1920-1922, as well as by their low salaries in comparison to the rising prices, and most of them preferred to opt for premature retirement. Consequently, the secretary of state recommended premature retirement on proportionate pension basis, and by 1924 about 345 officers of the All-India Services had retired. Keeping in view the prevailing difficulties,

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the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee,

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the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee,

was appointed in 1923. The Commission submitted its report in the next year. The Lee Commission, 1924, made the following main recommendations: (a) The Commission recommended the retention of the services, viz.,

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the Indian Civil Services, Indian Police Service, the Irrigation Branch of the Indian Service of Engineers, and except in the

Province of Bombay, the Indian Forest Service to which Personnel Administration in India 95 Public Personnel Administration Unit-4

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appointments were being made and controlled by the Secretary of State. (

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appointments were being made and controlled by the Secretary of State. (

b) The commission recommended that no recruitment in future

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should be made for provincial governments, particularly in transferred fields, namely,

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should be made for provincial governments, particularly in transferred fields, namely,

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should be made for provincial governments, particularly in transferred fields, namely, the Indian Educational Service, the Indian Agriculture Service (Civil), the Indian Veterinary Service, the Road and Building Branch of the Indian Service of Engineers and Forest Service in Bombay. The personnel for these services, were, further, to be recruited by the provincial governments. (

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Indian Veterinary Service, the Road and Building Branch of the Indian Service of Engineers

c) As regards Indianisation, the commission recommended that 20 per cent of the superior posts should be filled by promotion from the Provincial Service. Direct recruitments should provide equal shares to Indians and Europeans so that a 50:50 cadre should be produced in about fifteen years. For the Indian Police Service, direct recruitment was to be made on the basis of 5:3 among Europeans and Indians, respectively, and the remaining 20 per cent were to be obtained by promotion from the Provincial Service. It was also to be a 50:50 cadre for the Indian Police Service. For the Indian Forest Service it was suggested that the recruitment be in the ratio of 75 per cent and 25 per cent, respectively, and for irrigation, the direct recruitment was to be in an equal ratio of 40 per cent each, with the remaining 20 per cent posts to be filled by means of promotion from the Provincial Service. It was also recommended that British officers should have freedom of retirements on

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the grounds of proportionate pensions if at any time the department in which they had been employed should be placed under the control of the concerned ministers. The

secretary of State-in-Council accepted the recommendations and these were implemented. 4.5

THE GOVERNMENT OF INDIA ACT, 1935

When the Government of India Act, 1935, was being formulated, there was an agitation on the part of the public services for protection of their interests under the new constitutional framework. This action was at an appropriate time and under the Act, it was made the responsibility of the Governor-General and the Governors to secure 'to the members of the Public Services any right provided for them by the Constitution Act and the safeguarding of their legitimate interest.' The Act continued the protection which the Civil Servants had enjoyed earlier.

It was provided that a civil servant was not to be dismissed from service by an authority below the rank of the officers or authority who had appointed him

and dismissal or reduction in his rank was not possible

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Personnel Administration in India Public Personnel Administration Unit-4

without giving him a reasonable

opportunity of showing cause against the proposed action. The Civil Servants could enjoy their rights of appeal to the higher authorities against any order of punishment or formally censured or altered conditions of service or termination of services except their reaching the age fixed for super annuation. The salaries, pensions and emoluments of the Civil Servants were not subject to the vote of legislature. The Civil Servants were indemnified against civil and criminal proceedings in respect of any act performed by them in an official capacity, except with the permission of the Governor-General or the Governor. There was also provision for the establishment of a Federal Public Service Commission, Provincial Commissions and a common Commission for two or more provinces. When provincial autonomy was provided under the Act of 1935, recruitment to all-India Services except for the ICS and IPS was suspended. So at the time of transfer of power in 1947, there were only two residuary All-India Services, viz., ICS and IPS. 'The most important and highest ranking of all such services was the famous Indian Civil Commonly known as ICS, which, owing to its very high remuneration and enormous authority and prestige, was nicknamed as the 'heaven born Service' and constituted the 'steel frame' of the British Government of India.' But on the transfer of power in 1947, there was a sudden depletion in the strength of the civil service owing to the departure of British and Muhamedan Officers. The Indian Civil Service was in the same year replaced by the Indian Administrative Service and a new service called the Indian Foreign Service was constituted. Need for All Indian Services—Dr. B.R. Ambedkar, the Chairman of the Constitution Drafting Committee, recognizing the need for establishing the All-India Services, while addressing the constituent Assembly, said,—'

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It is recognized that in every country there are certain posts in its administrative set-up, which might be called strategic from the point of view of maintaining the standard of administration—there can be no doubt that the standard of administration depends upon the calibre of the Civil Servants, who are appointed to these posts—The Constitution provides that

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strategic from the point of view of maintaining the standard of administration—

there shall be an All-India Service, the

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members of which alone could be appointed to these strategic posts throughout the Union'.

These services are essential for the administration of the country. 'The raison 'd' etre of creating All-India Services, individually or in groups, is that officers, on whom the brunt of responsibility for administration will inevitably fall, may develop a wide and all-India outlook.' The Commission recommended setting up of more All-India Services, viz. The Indian Service of Engineers, the Indian Forest Service and the Indian Medical and Health Services for the purpose of securing greater inter-state coordination in the efficient implementation of all-Indian policies. Personnel Administration in India 97 Public Personnel Administration Unit-4
The All-India Services are greatly beneficial because of the following reasons: • They help in attaining minimum standards throughout the country. • All talent can be used irrespective of its origin. • The all-India Services also help in promoting the unity and solidarity of India by combating the parochial attitudes of the States. Normally, the officers belonging to these services are posted outside the states they hail from, hence,

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they are less susceptible to local and regional pressures than officers from within the state. •

These services attract better qualified and brilliant persons because of higher remuneration, status and prestige as compared to the State Services. •

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The members of such Services hold the key posts in the States and render independent advice to the Ministers,

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The members of such Services hold the key posts in the States and render independent advice to the Ministers,

which the officer from the State services would, to

large extent, hesitate to do. • When President's rule is declared in some states because of the failure of the Constitutional machinery, the personnel of All India services who are under

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the direct control of the centre, would carry out the president's policies

more efficiently.

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Article 312 empowers parliament to create one or more All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so. Further, the Indian Administrative Service and the Indian Police Service

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All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so.

would be

considered as All-India Services created by Parliament at the commencement of the Indian Constitution. The Indian Parliament passed the All India Services Act in 1951, under Article 312 of the constitution. Apart from

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the Indian Administrative Service and the Indian Police Service, which

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the Indian Administrative Service and the Indian Police Service, which were

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the Indian Administrative Service and the Indian Police Service, which

already in existence, the other All-India Services created under article 312 (2) are as follows: •

Indian Service of Engineers (irrigation, power, buildings and roads). • Indian Forest Service; • Indian Medical and Health Service,

Indian Foreign Service and Indian Economic Service are also among these services. 4.6 CONSTITUTIONAL FRAMEWORK Article 311 dealing with dismissal, removal or reduction in rank of persons employed in the Central or State Services has laid down

that: 1. No

person who is a member of a Civil Service of the union or an All- India Service or a Civil Service of a state

or holds a civil post

under

Article 312: Empowers parliament to create one or more All India Services

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Personnel Administration in India Public Personnel Administration Unit-4

the Union or a

State

shall

be dismissed or removed by an authority subordinate to that by which he was appointed. 2.

No such person

as aforesaid

shall be dismissed or

removed or reduced in rank 'except after an inquiry in which

he has been informed of the charges against him and given a reasonable opportunity

of being heard in respect of those charges,

provided that

where it is proposed, after such inquiry, to

impose upon him any such penalty

as

may be imposed

on the basis of the evidence adduced during such inquiry

and it shall not be necessary to give such person any opportunity of making representation on the penalty proposed.

Provided further that this clause shall not apply

in the following cases— •

Where a person is dismissed or removed or reduced in rank on the grounds of conduct which has led to his conviction on a criminal charge. • Where

an

authority

empowered to dismiss or remove a person or to

reduce

him in rank is

satisfied that for some reason, to be recorded by that authority

in writing, it is not reasonably practicable to hold such inquiry. • Where the president or Governor, as the case may be,

is satisfied that in the interest of the security of the state it is not expedient to

hold such

inquiry. • If in respect of any such person, as a

aforesaid, a question arises where it is reasonably practicable to hold such inquiry as is referred to in Clause (2),

the decision thereon of

the

authority empowered to dismiss or remove such person or

to reduce him in rank

shall be final. The officers of the Indian Civil Service who continued to serve after independence were guaranteed the

same conditions of service in respect of salary, leave and pension and the same rights. 4.7

RECRUITMENT PROCESS FOR HIGHER CIVIL SERVICES IN INDIA Recruitment

is a process which is

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of vital importance to the administrative system as a whole,

for

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it determines the tone and quality of the public services, and on it rests the usefulness and relevance of the machinery of government

to the society. It

constitutes an essential element needed for the stability of the state and in the process it contributes towards preparing for the nation's future. A sound recruitment policy

is the key to a strong public service and the cornerstone of the whole public personnel structure.

Personnel Administration in India 99

Public Personnel Administration Unit-4 Generally speaking,

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recruitment stands for the search for proper personnel to perform the various activities and obligations in the process of administration.

According to one view, ‘

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Recruitment is the process of searching for prospective employees and stimulating them to apply for jobs in organization’.

In the words of

J.D. Kingsley: ‘Public recruitment may be defined as

that process through which suitable candidates are induced to compete for appointments to the public service.

It is thus an integral part of

a more inclusive process- section, which also includes the process of examination and certification’.

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The increasingly technical nature of public service and growth of democratic ideas and institutions have made the problem of recruitment much more important today than even before.

As E.N. Gladden has remarked: ‘Clearly a civil service history can be epitomized as the story of the recruitment of officials since on this first essential step largely rests the nature and degree of usefulness of the administrative machinery’. No aspect of personnel administration is more important than recruitment, for unless the basic materials reasonably good, no amount of training, supervision service-rating, classification or research will be able to provide an efficient group of

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public employees. In short, recruitment is the first step in the employment programme and it is regarded everywhere as the core of the personnel management process. The credit for developing a scientific system of recruitment forth first time goes to China where recruitment through competitive examinations was

first introduced in the second century B.C. Prussia was the first country in modern times to introduce a system from 1857 onwards. In the United States, the ‘spoils system’ was replaced by the merit principle. In India, the merit system has been in existence since 1853, when it was first introduced

in Britain too. The French system which was introduced after the French Revolution and the British system are two different types, although they have two points in common: (a) the unity of recruitment for all higher administration cadres made by one single method – competitive examination under the responsibility of one single authority – the ‘Civil Service Commission’ in Britain, and the ‘National Bureau of Administration’ in France; (b) both the countries have exactly the same notion of public service and public office. If the number of candidates is large, the recruitment is made in two steps; a pre-selection which eliminates all those who are not evidently suitable, and a selection proper, through a competitive examination. 4.7.1 Process

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

100 Personnel Administration in India Public Personnel Administration Unit-4 •

Wide publicity regarding announcement of examination through newspapers and other media • Holding of examination for testing the abilities and preparing an order of merit • Certification: a process by which the selected candidate is sent for an appointment • Selection: an act of choosing from among those qualified and available and the formal act of appointment • Appointment by the competent authority is made which may be permanent, temporary, provisional, on probation, contractual or for an indefinite term, etc. • Placement putting the appointed person in the right place • Orientation and Induction into the service and a certain amount of training The process of recruitment may be analyzed in terms of (i) location of the recruitment authority; (ii) recruitment from within versus recruitment from without; (iii) qualifications required of public officers and employees; (iv) methods of determining qualifications; and (v) administrative machinery for the determination of qualification.

Recruitment from within and recruitment from without Different countries follow different systems for recruiting personnel. Direct recruitment, i.e., recruitment from without is done through the prescribed methods from all available sources. Normally, lowest posts in all services are filled by direct recruitment. On the other hand, recruitment from within is done through promotion, i.e. recruitment of persons of new and higher posts from amongst eligible and qualified personnel employed in government services. 4.7.2 Advantages of Direct Recruitment The advantages of direct recruitment are (i) it is in accord with the democratic principle of giving an opportunity to all persons; (ii) the source of manpower is much wider; (iii) comparatively young and better qualified people can enter the services (iv) it provides inducement to those already employed for improving their qualifications. The disadvantages of direct recruitment are : (i) Most of those recruited in this manner have no previous administrative experience (ii) incentive to good work among those already employed is reduced; (iii) younger men and women come to occupy higher positions than their seniors in age.

Direct recruitment: Recruitment from without is done through the prescribed methods from all available sources
Personnel Administration in India 101 Public Personnel Administration Unit-4

There are other methods of recruitment too. These are: 1.

Individual recruitment: It is possible and desirable only in cases where the number of posts to be filled is very small and the selection of candidates is generally done through interview. 2. Mass recruitment: When the number of posts to be filled is large, mass recruiting techniques are to be used for its obvious advantage. 3. Positive recruitment: It means active search for the best. The positive concept of recruitment implies that the personnel agency must take definite steps to attract the best qualified and most competent candidates. However, none of the methods of recruitment is entirely satisfactory. In almost all countries a combination of the two systems, i.e. recruitment from within and without is practised to get optimum results. 4.7.3

Problem of Recruitment

The problem of recruitment involves a number of elements, which may, thus, be broadly summarized: (i) Location of the recruitment authority (ii) Recruitment from within versus recruitment from without (iii)

Qualifications of the employees (iv)

Methods of determining qualifications (v)

Administrative machinery for determination of qualifications 1. Location of the

recruiting authority The determination of the recruiting authority is one of the essential features of the personnel systems. Indeed,

this problem is of such general importance that the recruiting authority is determined by the Constitution of the country itself. Generally speaking, there are two

views on this aspect; According to one, the

recruiting power should vest in the electorates who should elect all the important officers of the government.

Further, these officers should be elected for shorter periods. This system is open to criticism.

In the first place, people may not make wise choice when

large number of officials have to be elected. Secondly, people are likely to be swayed by personal considerations.

Thirdly, only a limited number of governmental officials have policy- determining functions, necessitating political control over them. An overwhelming number of them are engaged in the implementation of policies.

These may, instead, be selected through the process of recruitment.

The other view, arguing on these lines, recommends that only the chief executive and the members of the legislatures need be elected and others should be appointed through a system of recruitment.

The recruiting powers is vested in some

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organs of the government. Formally, this organs is the Chief Executive; in reality, however, it is the Public Service Commission. 2.

Method of

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

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

- Educational qualifications:

In respect of educational qualifications, we mark a contrast between the British and the American systems.

The British and Indian systems lay down definite educational qualifications for entrants, e.g., Secondary, Senior Secondary School Certificate

or Bachelor's degree for administrative positions. But

the American system, being influenced by the doctrine of equality, does not prescribe any educational qualifications.

Anybody who

can qualify in the competitive examination may enter the civil service.

- Experience: Experience means training that the candidate has acquired in the actual performance of work.

This is usually required in technical service, but in the USA for all public services it is an additional qualification.

-

Technical knowledge:

Technical knowledge means specialized abilities acquired through special education. This is essential to fill up technical posts in

civil services like, engineers, doctors, mechanics, etc.

- Personnel qualities:

Personal qualifications are at once the most important and the most difficult to determine.

They include such qualities as integrity, faithfulness, punctuality, tact, resourcefulness, etc.

4. Methods of Determining Merit A candidate for a post may claim to possess very high sounding and impressive qualifications but he/she may actually not possess the same. It is therefore

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essential that there must be some method for detrainining the merit of a candidate. The following methods of determining merit are practised by various countries today:

- The hire and fire system
- Certificates of character, ability and educational qualifications;

etc.

-

Record of previous experience

- Examinations

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

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

3. Record of previous experience: Under this system, the whole record of work, both educational as well as professional, of the candidate is examined. This method is quite useful and is

made use of

in the recruitment from within. In the USA this method is used and is called 'efficiency records' or 'service ratings'.

4. Examination: Today in almost all the countries examination device is employed to determine the merit of the candidates.

By examination, merit and ability of the candidate is tested and disqualified candidates are eliminated. Recruitment tests are either

competitive or non-competitive. The competitive test has to determine which of the candidates meet minimum standards.

A non-competitive test has to determine only the minimum standards required of the candidates.

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

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

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Personnel Administration in India

Public Personnel Administration Unit-4 1.

Written examinations: Written examinations are generally used in all the countries for judging merit of the candidates.

The written examination

test is of several kinds. It

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

Essay type vs objective type tests: Written examination may be essay type or objective type. Under the former the candidate is required to write a fairly long essay in answer to a question while under the latter answers to the question are not in essay form but mostly in 'Yes' or 'No' or in one or two words. 'The true-false' questions are put and the candidate has just to say whether the statement is correct or incorrect. Sometimes he has just to fill in the blank or provide the missing words.

Sometimes a candidate has to select one answer for one question out of many choices given to him. It is known as 'multiple choice one question, so the subjective element of the examiner does not come into the picture at all. These tests are more reliable than essay type tests. They are cheaper to administer because thousands of candidates can be tested at one time. The results are counted through computer machines, so the work is quickly done. But through short answers objective test, the expression or language of the candidate cannot be examined. His ability to prepare analysis of complex material cannot be known. If the short answer questions are not very carefully devised, the system will test only the factual knowledge and not his connected thinking. Writing about 'short answer tests', Willian A Robson observes, "...Clerical assistants are chosen by means of short tests consisting of simple right-wrong questions on arithmetic, spelling, meaning of words, etc. Such tests have a serious disadvantage - they offer no scope for positive ability, such as clear expression..." On the contrary essay type

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examination is intended to assess the intellectual qualities and depth of understanding of

a candidate. 2. Oral Examinations or Interview - Personality of a candidate cannot be appraised through written test only. Oral interviews are resorted to measure the personal characteristics of the candidate. The first use of Personnel Administration in India 105 Public Personnel Administration Unit-4 ' interview derive' was made in England in 1909. The main aims of interview are: (i) to obtain a look at the candidate, and (ii) to detect positive or negative qualities. These tests re supplementary to written tests and are usually given only to those candidates who had qualified in the written tests. The interview is conducted by a board of three to seven, consisting of members of the Civil Service Commission, some specialists and the head of the agency to which appointment is to be made. In India, interview test is an integral part of the process of selection for the Civil Services. The test is designed to assess the personal suitability of a candidate particularly his 'social traits - mental alertness,

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critical powers of assimilation, clear and logical exposition, balance of judgement, verity and depth of interest, ability for social cohesion and leadership and

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critical powers of assimilation, clear and logical exposition, balance of judgement, verity and depth of interest, ability for social cohesion and leadership and

intellectual and moral integrity.'

Each candidate spends approximately 30 minutes with the Board. The chairman opens the discussion and he is followed by other members of the board. Oral tests are mainly subjective in nature and are often looked upon with suspicion by the candidates. The device of group discussion is also employed in oral interviews. Several candidates sit round the table and discuss a topic. Members of a board observe them but do not participate in the discussions. The arguing capacity of a candidate can be judged by this method. Finer has suggested that, (a) the duration of interview should be half an hour (b) interview should be supplementary test and not a decisive selective test (c) the interview should come after, and not before, the written examination (d) since the arbitrary will still prevails, it ought to be limited by the reduction of the interview marks from 300 to 150. In India the interview test for the Civil Service Examination carry 300 marks. 3.

Performance demonstrations: To recruit personnel for skilled crafts and trades like stenographers, typist, electricians and mechanics, etc.,

the performance test device is employed. These personnel have to show that they can perform a work, so it is known as Performance Test. 4. Evolution

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

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Personnel Administration in India Public Personnel Administration Unit-4 5.

Machinery for determining the qualifications: What administrative machinery should be employed to hold these tests? It has been generally recognized that these tests should be held by an

independent and impartial body of persons who might not fall prey to political pressures. This body is generally called the Civil Service Commission. The main function of the Civil Service Commission is to 'Keep the rascals out' and try to put the meritorious in. 4.7.4 Recruitment Process for Higher Civil Services in India: Historical Background Before Independence separate examinations for the Indian Civil Service were held every year both in England and India. A combined examinations was held in India for a number of Central Services - Indian Audit and Accounts Service, Imperial Customs Service, Indian Railway and Accounts Service, Military Account Department, Postal Superintendents (Class II) Service and Transportation (Traffic) and Commercial Departments of the Superior Revenue Establishment of State Railways. There was separate examination for the Indian Police. Prior to 1922, the Indian Civil Service Examination was held only in England by the British Civil Service Commission. From that year the examination was also held in India. Four years later the newly formed Public Service Commission (India), began to conduct the ICS examination in India on behalf of the British Civil Service Commission. This position continued until 1937 when the Public Service Commission (India) was replaced by

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the Federal Public Service Commission under the Government of India Act, 1935.

Therefore, the Indian Civil Service Examination in India was held by the Public Service Commission, independent of the British Civil Service Commission. After 1943, recruitment to the Indian Civil Service was suspended. Recruitment was also suspended to the Indian Police and the Indian Audit and Accounts Service and allied services. After Independence, recruitment to

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the Indian Civil Service and the Indian Police was not resumed but new services known as the Indian Administrative Service and the

Indian Police Service were established as

All India Services. Another service—Indian Foreign Service—was established to meet the country’s requirement for diplomatic personnel. The commission was redesignated as the Union Public Service Commission in 1950, when the Constitution came into force. A combined examination was introduced in 1947. For recruitment to the IAS, IPS and non-technical central services. However, in the case of the IPS the number of optional subjects required to be offered by candidates were two as against three for candidates competing for the other services.

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Between the years 1947 and 1950, a combined competitive examination was held once a year for recruitment to the IAS, IPS, IFS and non-technical central services. Eligibility age initially fixed at 21 to 26 years was reduced in 1948 to 21 to 25 years. In the following year the age range was further reduced to 21 to 24 years, except for the Indian Railway Traffic Service for which it continued to be 21 to 25 years. There was no restriction on the number of attempts allowed to a candidate. For the examination, candidates were required to take three compulsory subjects, General English, Essay and General Knowledge each carrying 150 marks. Candidates for the IAS, IFS and the Central Services were required to take three optional subjects and those competing for the IPS only two optional subjects. Total marks for the written test were 1,050 for the IAS, IFS and other central services and for the IPS the total was 850 marks. Viva- Voce carried 300 marks for all the services. Two additional optional subjects, approximating to the Masters degree standards, were prescribed from 1951 onwards for the IAS and IFS. Also from the same year, maximum marks for the viva-voce for those two services were raised to 400. The lower age limit for the IPS was reduced to 20 years in 1951 and the upper age limit for the Indian Railway Traffic Service was reduced to 24 in 1955. The age limits for all other services remained at 21 to 24. In the 1952 examination viva-voce was renamed personality Test, as it was sought to assess the total personality of the candidates at the interviews. In 1964 the maximum marks for the Personality Test were reduced from 400 to 300 for the IAS and from 300 to 200 for the IPS and the central services. The maximum marks for IFS were retained at 400. In 1969, as a first step towards the introduction of Indian languages as the media of examination, candidates were given the option to use

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the Indian languages included in the Eighth Schedule to the Constitution,

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the Indian languages included in the Eighth Schedule to the Constitution,

besides English, as media of examination for the compulsory subjects of essay and General Knowledge. In 1972, the upper age limit for the examination was raised to 26 years, following the recommendation of the ARC. Since 1973,

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candidates are permitted to make three attempts for each of the three categories of services within the permissible age

range.

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Personnel Administration in India Public Personnel Administration Unit-4 CHECK YOUR PROGRESS-2 1. Describe Article 312. 2. Define recruitment. 3. What are the two types of recruitment? 4. Mention the other methods of recruitment. 5. What are the four basic types of public personnel tests? 4.8

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

The Kothari Committee recommended that for recruitment to the IAS and other Class I central services there should be a preliminary screening examination and a post-training test besides the main civil services examination (plus, an interview worth 300 marks).

The suggestion for a preliminary objective type test to weed our candidates who are not competent enough to write the main examination is

unexceptionable. The Union Public Service Commission is at present more a rejecting body than a recruiting one. The screening test should be of an objective type so that it is easy to identify those who have the requisite range and depth of knowledge. The Committee has also proposed a 400 mark post-selection test at the end of a year-long foundational course of institutional training which is compulsory for each selected candidate. The assignment to a particular service is to be done

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on the basis of the total of the marks obtained at the main examination and the post-training test, taking into account the candidate's preferences for the services.

It is to be noted that the post-selection test is an interview by a Selection Board constituted by the Union Public Service Commission.

It may, thus be

Kothari committee:

Set up to examine the system of recruitment to the all-India and central services

Personnel Administration in India 109 Public Personnel Administration Unit-4

noted that

the Committee accorded more importance to the interview (carrying 700 marks than it has now carrying 400, 300 and 200 marks for the Indian foreign Service,

the Indian Administrative Service, and other Services respectively). Since human beings evaluate other human beings, an element of subjectivity cannot be completely ruled out. The Kothari Committee also recommended that the candidates for the main examination should be allowed

to answer all the

papers, except the language one, in any language listed in

the eighth schedule of the

Constitution or English.

This, indeed, is a continuation of the official policy first adopted in 1968. The number of those choosing to exercise the option to write in the regional languages had either remained stationary or even declined, the percentage never exceeding 18. This is as much ascribable to the inadequate development of the regional languages as to the snobbish value of English. Also, with uneven development of the regional languages a broadly uniform level of competence is unlikely if not impossible to attain. Besides, this may set into motion rather subjective and political criteria of evaluation, which have to be strictly guarded against. The recommendations of the Kothari Committee have some features worth noting. This

committee recommends a single scheme of recruitment common to the IAS, IPS, and non-technical Class I Central Services. What it means is that no service is

called upon to take additional examination thus adding to its ego. This is an egalitarian move and is to be welcomed. At the same time, the Kothari Report is discriminatory. The committee has compiled a list of subjects for the preliminary test from which candidates are to choose their optional papers.

While most subjects currently taught in the universities were included in the list, a popular subject like Public Administration

was excluded. One ought not to ignore or underestimate the importance of the discipline of public Administration in an examination designed to recruit personnel for public administration. Of what avail was it to deny the nation a pool of competent candidates who might be willing to volunteer for the civil services? The injustice was rectified in 1987 when the subject of Public Administration was included in the preliminary test.

The basic policy governing recruitment to civil service was first laid down in the

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

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Personnel Administration in India Public Personnel Administration Unit-4

The Kothari Committee's is a useful report but it must not be used to divert the nation's attention from the range of reforms necessary in the face of contemporary challenges. The Committee had limited terms of reference, and it did not, or could not, call into question the existing civil service system of the country. Outside the ambit of the Committee lie many basic questions demanding resolution. Is the existing structure of the civil service rational and functional? Are civil servants given the type of institutional and on-the-job training which is in harmony with the nation's professed goals? Are the performance appraisal and promotion system fair professed goals? Are the performance appraisal and promotion system fair and objective? Is the machinery for redressal of public grievances and complaints against maladministration adequate? This is only an illustrative list; personnel administration includes many more facets, and personnel list; personal administration includes many more facets, and personnel reform is necessarily to be broadly conceived, designed and executed. In December 1978, the Central Government accepted the scheme of examination as recommended by the Kothari Committee and, thus, the competitive examination held by the Union Public Service Commission since 1979 marked a significant departure from the pattern hitherto followed.

Indeed, the Satish Chandra Committee made a valiant attempt to correct the imbalances unnecessarily introduced in the selection process for civil servants during the late 1970s. New Scheme of Civil Services Examination in India, 1979 The new scheme of the Civil Service Examination is based on the recommendations of the Kothari Committee report. Any Indian Citizen who possess a University degree and is in the age group of 21-28 can appear at the competitive examination. 4.9

LIST OF OPTIONAL SUBJECTS The

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list of optional subjects includes Agriculture, Animal Husbandry and Veterinary Science, Anthropology, Botany, Chemistry, Civil Engineering, Commerce and Accountancy, Economics, Electrical Engineering,		
87%	MATCHING BLOCK 163/291	W
Agriculture, Animal Husbandry and Veterinary Science, Anthropology, Botany, Chemistry, Civil Engineering, Commerce		
70%	MATCHING BLOCK 165/291	W
Engineering, Medical Science, Philosophy, Physics, Political Science and International Relations, Psychology, Public Administration, Sociology, Statistics, Zoology, Literature		

in one of the following languages—Arabic, Assamese, Bengali, Chinese, English, French, German, Gujarati, Hindi, Kannada, Kashmiri, Marathi, Malayalam, Oriya, Pali, Persian, Punjab, Russian, Sanskrit, Sindhi, Tamil, Telugu, Urdu.

Personnel Administration in India 111 Public Personnel Administration Unit-4

Interview test -

The candidates are interviewed by a Board who will have before them a record of the intervenience career. He is

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asked questions on matters of general interest. The object of the interview is to assess the personal suitability of the candidate for a career in public service by a board of competent and unbiased observers. The test is intended to judge the mental caliber of			
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asked questions on matters of general interest. The object of the interview is to assess the personal suitability of the candidate for a career in public service by a board of competent and unbiased observers. The test is intended to judge the mental caliber of			

a candidate. In broad terms

this is really an assessment of not only his

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<p>intellectual qualities but also social traits and his interest in current affairs. Some of the qualities to be judged are mental alertness, critical powers of assimilation, clear and logical explosion, balance of judgement, variety and depth of interest, ability for social cohesion and leadership, intellectual and moral integrity. The</p>			

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<p>intellectual qualities but also social traits and his interest in current affairs. Some of the qualities to be judged are mental alertness, critical powers of assimilation, clear and logical explosion, balance of judgement, variety and depth of interest, ability for social cohesion and leadership, intellectual and moral integrity. The</p>			

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

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<p>The interview test is not intended to be a test either of the specialized or general knowledge of the candidates which has been already tested through their written papers. Candidates are expected to have taken an intelligent interest not only in their special subjects of academic study but also in the events which are happening around them both within and outside their</p>			

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<p>The interview test is not intended to be a test either of the specialized or general knowledge of the candidates which has been already tested through their written papers. Candidates are expected to have taken an intelligent interest not only in their special subjects of academic study but also in the events which are happening around them both within and outside their</p>			

own state or country as well as in modern currents of through and in new discoveries which should rouse the curiosity of well educated youth.

However prevailing system of recruitment in India for higher civil services has come in for a great deal of criticism. Commenting on the general inadequacy of the system of recruitment, Paul H. Appleby has observed: 'The criteria by which personnel are selected by the Public Service Commissions are not up to date and examining and appraising techniques are far from modern.' Doubts have been expressed as to the reliability of marks awarded at viva-voce and it has to be admitted that there is considerable scope here for the elements of chance and luck. Much depends on the personnel on the interviewing Board, the passing modes of experts, the difference in the nature of questions put to different candidates and so on. It is legitimately open to question whether a 15 to 20 minutes' desultory conversation and sundry matters can lead to a correct assessment of the qualities sought for in candidates and for that mater, a comparative valuation as between different candidates. Suggesting the replacement of the existing interview system in India by psychological tests, A. D. Gorwala has observed, 'The importance of psychological tests must be realized and they must gradually replace the viva-voce.... The holding of such tests will, of course, cost more, but if thereby the services get better material, and there is no reason to suppose that they will not, the extra money, will have been well spent.'

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Personnel Administration in India Public Personnel Administration Unit-4 4.10 POLICY AND PROCEDURE – ISSUES OF RESERVATIONS IN INDIA

The Constitution of India recognizes 'the people of India' as the unit of operation in civic life. All communities have been given equal status. The

Constitu-tion

abolishes untouchability. It ensures basic human rights to all citizens irrespective of birth, caste and creed. The Constitution of India however, also provides protective discrimination in favour of scheduled castes (SCs) and scheduled tribes (STs) by reserving their access (seats) to political office, in government jobs and in educational institutions. It also facilitates access to other opportunities of social and economic development. The Constitution also envisages protective discrimination in favour of socially and educationally backward classes (OBCs) as a part of the Directive Principles of State Policy. Let us briefly examine the reservation policy, which led to protest movements in northern India in 1990. Many of the states of the Union had already begun implementing this policy. However, the first Report of the Backward Classes Commission headed by Kaka Kalelkar in 1955-56 for reservations in the central services could not give unanimous recommendations, as the Commission could not decide on the categories of backwardness. Social and political equality is imperative for realizing the democratic norms in any country, and is fundamental to the acceleration of economic equality and dignity. After independence, the SCs and the STs, alike the others, acquired equal rights under the Constitution of free India; despite that they were denied the right to social equality among other rights, a situation, which has more or less maintained a status quo. After independence, India committed itself to a socially just and an egalitarian social order. The Constitution, promulgated in 1950, recognized the SCs and the STs as two of the most marginalized social groups needing special protections. A number of provisions, therefore, were specifically incorporated for the two social groups with a view to abolish all forms of discrimination, untouchability, and social exclusion emanating from the caste system and to alleviate the peripheral position of these social groups. Specific provisions for the reservation in services, in favour of the members of the SC/STs have been made in the Constitution of India. They are as follows: Article 15(4) and 16(4) of the Constitution enabled both the state and Central Governments to reserve seats in public services for the members of the SC and ST, thereby, enshrining equality of opportunity in matters of public employment. Article 15(4) states that: 'Nothing in this Article shall prevent

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the State from making any provision for the reservation of appointments or posts in favour of any backward

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provision for the reservation of appointments or posts in favour of any backward class or citizens, which, in the opinion of the State, is not adequately represented in the

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citizens, which, in the opinion of the State, is not adequately represented in the services

under

Personnel Administration in India 113 Public Personnel Administration Unit-4

the State.' Article 16(4 A) states that: 'Nothing in this article shall prevent the State from making any provisions for reservation in the matter

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of promotion to any class or classes of posts in the services under the State

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in favour of SCs and STs which in the opinion of the State are not adequately represented under the State'('

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in favour of SCs and STs which in the opinion of the State are not adequately represented under the

Constitutional 77th Amendment, - Act, 1995). Article 16 (4 B) states that: 'Nothing in this article shall prevent the State from considering any unfilled vacancies of a year which are reserved for being filled up in that year in accordance with any provision for reservation made under clause (4) or clause (4A) as a separate class of vacancies to be filled up in any succeeding year or years and such class of vacancies shall not be considered together with the vacancies of the year in which they are being filled up for determining the ceiling of fifty percent reservation on total number of vacancies of that year' (Constitutional 81st Amendment, - Act, 2000). Article 46 states that: 'The State shall promote with special care the educational and economic interests of the weaker sections of the people and, in particular, of the SC and ST, and shall protect them from social injustice and all forms of exploitation.' The Constitution prohibits discrimination (Article 15) of any citizen on grounds of religion, race, caste, etc.; untouchability (Article 17); and forced labour (Article 23). It provides for specific representation through reservation of seats for the SCs and the STs in the Parliament (Article 330) and in the State Legislative Assemblies (Article 332), as well as, in Government and public sector jobs, in both the federal and state Governments (Articles 16(4), 330(4) and 335). Reservations for the SCs, the STs, and the OBCs are available for all groups of posts in the Central services, PSUs, public sector nationalized banks, and the public sector insurance companies in the case of direct recruitment on an all India basis by open competition at 15, 7.5, and 27 percentage points for the SCs, the STs, and the OBCs respectively. Further, in case recruitment is not by open competition, the applicable/stipulated quotas for reservation stand at 16.66 percent for the SCs, 7.5 percent for the STs, and 25.84 percent for the OBCs in that order. Reservation for SCs, STs and OBCs is available in all groups of posts in case of direct recruitment. While in case of direct recruitment on all India bases by open competition, reservation for SCs, STs and OBCs is respectively 15 percent, 7.5 percent and 27 percent, otherwise than by open competition it is 16.66 percent, 7.5 percent and 25.84 percent respectively (Annual Report DOPT 2005). In case of direct recruitment to Groups C and D posts normally attracting candidates from a locality or a region, percentage of reservation for SCs/STs is generally fixed in proportion to the population of SCs and STs in the respective States/ UTs and reservation for OBCs in such cases has been so fixed that it is not more than 27 percent and total reservation does not exceed the limit of 50 percent.

114 Personnel Administration in India Public Personnel Administration Unit-4

There are also reservations in the promotions of the employed persons from the marginalized social groups. The Government services generally include Government civil services, PSUs, statutory and semi-Government bodies, and voluntary agencies etc. which are under the control of the Government or receive grants-in-aid. At the Central level, some of the services are excluded from the purview of the reservation policy and these prominently include the defence services and the judiciary. Also, in case of direct recruitment to Group 'C' and Group 'D' posts normally attracting candidates from a locality or a region, the percentage of reservations for the SC/STs are generally fixed in proportion to their population in the respective States/UTs and reservation for OBCs in such cases has been so fixed that it is not more than 27 percent. In any case, the total reservation stipulated should not exceed 50 percent. The main objective of providing reservations for the SCs and the STs in Government services was, not only, to provide employment to some persons belonging to the marginalized communities, and thereby, increase their representation in the services, but also, to improve their relative status in critical human development indicators.

4.11 IMPACT OF RESERVATION

The impact of the reservation policy on employment in India sufficiently establishes that there has been a remarkable increase in the numbers of SC/ ST Government employees over the years. In 1960, the absolute numbers of the SC Government employees stood at 228 thousand, which increased to 590 thousands in 1990, and further to 540 thousand in 2003. The percentage share of the SC employees to the total Government employees was 12.24 percent in 1960. It increased to about 17 percent in 2003. It is fairly close to their percentage share in the population. In the case of the STs, their absolute numbers increased from 37 thousand in 1960 to 211 thousand in 2003 with a corresponding increase in their percentage share from 2 percent in 1960 to 6.46 percent in 2003. The absolute numbers of the SC employees in the PSUs increased from 40 thousand in 1971 to 236 thousand in 2004 and from 12 thousand to 114 thousand for the STs. The absolute numbers of the SC employees in nationalized banks increased from 55 thousand in 1978 (10 percent) to 143 thousand in 2004 (17.6 percent) and from 8 thousand (1.56 percent) to 43 thousand (5.72 percent) for the STs. The Department of Personnel, Government of India has developed procedural safeguards to overcome these problems and needs for the effective implementation of the reservation policy. The Government has developed certain procedural safeguards. It includes the maintenance of a model roster for giving effect to reservations in posts (i.e., identifying vacancies as reserved or unreserved), holding separate interviews for the SC/ST candidates, appointing Liaisoning Personnel Administration in India 115 Public Personnel Administration Unit-4

Officers to oversee the implementation of the reservation policy in each office, appointing the representatives of the SC/ST on selection boards, banning de-reservation of reserved posts, and banning the full exchange of posts with the general category candidates if candidates belonging to the SC/ST categories are not available. Recently, the Government has given impetus to implement the reservation policy by incorporating several provisions for action against those who are willfully found to derail the implementation of the reservation policy.

CHECK YOUR PROGRESS-3 1. Fill in the blanks: (a) Kothari commission was set up in _____. (b) Post-selection list is an _____ by a selection board. 2. What qualities are judged in an interview? ACTIVITY Research and write the latest reservation policy of employment in India. 4.12 LET US SUM UP •

The term civil service was used to designate those servants of the East India Company who carry on the trade of the company • Warren Hastings laid

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the foundation of the civil service in the modern sense			

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the foundation of the civil service in the modern sense			

of an administrative corps with toned up morale but it was

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Lord Cornwallis who made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries too. • During the first quarter of the 19			

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Lord Cornwallis who made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries too. • During the first quarter of the 19			

th century, Indians occupied practically no post in the public service. But the gradual increase in the Government functions and the heavy burden of converted services on the country's financial position led to the assigning of lower posts to Indians and

116

Personnel Administration in India Public Personnel Administration Unit-4 offices such as that of Munsif and Sadar Amin were made available to them. •

In 1837

an amendment Bill was introduced, allowing

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the Board to adopt limited competition as the basis for selection. •			

The

Macaulay Committee, appointed in 1853, strongly recommended the open competition system for recruitment to the civil services and also listed the subjects to be offered. The committee also recommended the age of 18-23 years for admission to

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the tests. The examinations were to be held in London. Consequently, the first examination under the new system was held in 1855. • In 1893,			

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the tests. The examinations were to be held in London. Consequently, the first examination under the new system was held in 1855. • In 1893,			

a resolution was passed by the House of Commons, which stated that all competitive examinations hereafter held in England alone for appointment to the Civil Services of India should henceforth be held simultaneously in India and England. Such examinations in both countries

would be identical in nature and all who compete would be finally classified in one list according to merit.” •

A detailed review of the Civil Services in India was made by the Royal Commission headed by Lord Islington which submitted

is report in 1915. •

The Montford Report, 1918, recommended that the number of Indians in the administration should be increased and the examination should be held simultaneously in England and India. It laid down that 33 per cent of the superior I.C.S. be filled by Indians and this should follow an annual increase of

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one and a half per cent. • The Government of India Act 1935

continued the protection which the Civil Servants had enjoyed earlier. •

The salaries, pensions and emoluments of the Civil Servants were not subject to the vote of legislature, according to the Government of India Act 1935. •

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Recruitment stands for the search for proper personnel to perform the various activities and obligations in the process of administration. •

Direct recruitment,

i.

e., recruitment from without is done through the prescribed methods from all available sources. •

Recruitment from within is done through promotion, i.e. recruitment of persons of new and higher posts from amongst eligible and qualified personal ready employed in government services. •

There are other methods of recruitment too. These are: (i) individual recruitment (

ii) mass recruitment and (iii) positive recruitment. • Special qualifications for recruitment

include factor like education, experience, personal qualities and technical knowledge or skill.

Personnel Administration in India 117 Public Personnel Administration Unit-4 •

After Independence, recruitment to

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the Indian Civil Service and the Indian Police was not resumed but new services known as the Indian Administrative Service and the

Indian Police Service were established as

All India Services. Another service-Indian Foreign Service - was established to meet the country's requirement for diplomatic personnel. •

A combined examination was introduced in 1947.

For recruitment to the IAS, IPS and non-technical central services. • Eligibility age initially fixed at 21 to 26 years was reduced in 1948 to 21 to 25 years. In the following year the age range was further reduced to 21 to 24 years, except for the Indian Railway Traffic Service for which it continued to be 21 to 25 years. •

A

Committee was set up in 1975 under the chairmanship of D.S. Kothari

to review the policies of public administration,

and it submitted its Report in 1976. •

The Kothari Committee recommended that for recruitment to the IAS and other Class I central services there should be a preliminary screening examination and

a post-training test besides the main civil services examination (plus, an interview worth 300 marks). 4.13

ANSWERS TO CHECK YOUR PROGRESS Check Your Progress-1 1. The gradations of posts during the colonial era were:

apprentice, writer, factor, junior merchant and senior merchant. 2. The foundation for civil services in India was laid by Lord Warren Hastings. 3.

The Macaulay Committee made the following recommendations:- (a) Open competition for recruitment to civil services.

(b) It listed the subjects to be offered. (c) The age recommended by the committee was 18 to 23 years for admission to tests. (

d) It stated that the exams were to be held in London. 4. The categories into which the Aitchison Commission divided the services were: (a) The Indian Civil Services (b) The provincial Civil Services and (c) The Subordinate Civil Services 118 Personnel Administration in India Public Personnel Administration Unit-4 5. The montford Report stated that: (a) 33 per cent of the superior ICS should be Indians with an annual increase of one and a half percent. (b) It stated that the exam should be held in India as well as England Check Your Progress-2 1.

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Article 312 empowers parliament to create one or more All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so. 2.

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All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so. 2.

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Recruitment stands for the search for proper personnel to perform the various activities and obligations in the process of administration. 3. The

two types of recruitment are (i) recruitment from within and (ii) recruitment from without 4. The other methods of recruitment are (i) individual recruitment, (ii) mass recruitment and (iii) positive recruitment. 5.

There are four basic types of public personnel tests, namely, (i)

written examinations, (

ii) oral examinations, (iii) performance demonstration

and (iv) evaluation of educational and experience

Check Your Progress-3 1. (a) 1975 (b) interview 2.

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Some of the qualities judged are mental alertness, critical powers of assimilation, balance of judgement, variety and depth of interest,

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Some of the qualities judged are mental alertness, critical powers of assimilation, balance of judgement, variety and depth of interest,

leadership and intellectual

qualities. 4.14 PROBABLE QUESTIONS Short-Answer Questions 1. Why and how was the Public Service Commission set up? 2. Why was the Lee Commission (1924) set up? 3. What were

the services included in the All India Services according to the Public Service and Government of India Act, 1919? 4.

How were the interests of the civil servants protected in the government of India Act (1935)? 5. Describe the advantages of direct recruitment. 6. Discuss the disadvantages of direct recruitment. 7. Discuss the impact of reservations.

Personnel Administration in India 119 Public Personnel Administration Unit-4 Long-Answer Questions 1. What were the recommendations of the Lee commission? 2. Discuss the benefits of All India Services. 3. Describe Article 311. 4. Explain the process of recruitment. 5. Describe in detail the problems of recruitment. 6. Discuss the recommendations of the Kothari Committee. 7. Describe the policy of reservations as enshrined in the Indian Constitution. 4.15 FURTHER

READING David, A. DeCenzo, and Stephen P. Robbins, 1989. Personnel/Human Resource Management. New Delhi: PHI Dessler, G., 2000.

Human Resource Management (8th Ed). New Jersey: Prentice-Hall Flippo, Edwin B., 1980. Principles of Personnel Management. New York: McGraw-Hill

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Training of Higher Civil Services in India 121 Public Personnel Administration Unit-5 UNIT 5 TRAINING OF HIGHER CIVIL SERVICES IN INDIA UNIT STRUCTURE 5.1 Learning Objectives 5.2 Introduction 5.3 Training for Higher Civil Services in India: Introduction 5.4 Training in Independent India 5.5 Types of Training 5.6 Techniques of Training 5.7 Training Institutions in India 5.8 Criticism of The Training System in India 5.9 Career Advancement 5.9.1 Steps for Career Advancement 5.9.2 Benefits of Career Advancement to an Employee 5.9.3 Benefit of Career Advancement to an Organization 5.9.4 Planning for Career Advancement 5.9.5 Significance of Effective Career Advancement 5.9.6 Hindrances to Career Advancement 5.10 System of Promotion in India: Principles and Performance 5.10.1 System of Promotion in the USA 5.10.2 System of Promotion in Britain 5.10.3 System of Promotion in India 5.10.4 Principles of Promotion 5.10.5 Recommendations of the Fifth Central Pay Commission 5.10.6 Criticism of India's Promotion System 5.11 Performance Appraisal 5.11.1 Methods, Techniques or Tools for Appraising Performance 5.11.2 Performance Appraisal Process in India 5.11.3 Suggestions for Improvement 5.12 Let Us Sum Up 5.13 Answers to Check Your Progress 5.14 Probable Questions 5.15 Further Reading 5.1

LEARNING OBJECTIVES

After going through this unit, you will be able to: • explain the concept of training in

public services • trace the history of training in India • discuss the relevance of training today • list the major training institutes of India • explain the concept of career advancement

122 Training of Higher Civil Services in India Public Personnel Administration Unit-5 • describe the system of promotion followed in the country • explain the principles of promotion • discuss the concept of performance appraisal • describe the tools and techniques for performance appraisal • discuss the reforms and recommendations for improving performance appraisal in India 5.2 INTRODUCTION Promotions to all high and middle government posts

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are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in

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are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in

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are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in the case of the

highest civil service posts). Confidential reports, which are filled up every six months, are the basis for promotion. In the confidential reports rating is done according to columns marked 'outstanding', 'above average', 'below average', and 'unsatisfactory'.

Promotion in the public services in India is based on the seniority and/or merit principle. For selection posts (largely in class I and class II) the criterion of selection is merit. The officers considered for promotion are arranged in order of seniority, their number being limited to from three to five times the number of vacancies available for promotion. In the case of non-selection posts (class III and IV) categories, promotion is made on the seniority principle, unless anyone is otherwise rejected or considered unfit. Generally, the basis of promotion has been seniority at lower levels, seniority-cum-merit at the middle ranks and merit at the senior grades of the civil service. 5.3

TRAINING FOR

HIGHER CIVIL SERVICES IN INDIA: INTRODUCTION

Training is essential not only for efficiency and effectiveness but also for broadening the vision of the employees. Further, it

is a well articulated effort to provide for increase competence in public services, by imparting professional knowledge, broader vision and correct patterns of behaviour, habits and attitudes.

Once specific training needs have been determined and policies relating thereto established, the next stage comes is setting goals and objectives of training. Although the specific objectives of the individual departments and organizations may differ

however,

there seems to be a greater consensus on the role of training and its objectives as laid down or brilliantly evaluated by the Assheton Committee on its Report on the training of civil servants submitted to the British Government in 1944.

Although this committee gave its report about 45 years back yet the objectives highlighted

Training of Higher Civil Services in India 123 Public Personnel Administration Unit-5

by the committee hold true even today. The committee laid down the following

five main objectives of training: (a)

Training

should endeavour

to produce a civil servant whose precision in the transaction of business can be taken for granted. (

b) The civil servant

must be attuned

to the tasks he will

be

called upon to perform in a changing world.

The civil servant must constantly and boldly adjust his outlook and methods to the new needs of

the new times. (c) The civil servant should not be allowed to fall into the danger of becoming mechanized. A new entrant from

the start should be made aware of the relation of his work to the services rendered by his department to the community.

The capacity to see

what he/she is doing

in a wider setting will make the work not only valuable to his department but more stimulating to himself/

herself. (

d)

Even as regards vocational training it is not sufficient to know solely the job which lies immediately at hand. Training must be directed not only for enabling

an individual to perform the

current work more efficiently but also equipping

him for other duties and appropriately developing his capacity for higher work and greater responsibilities. (

e)

The training plans to be successful must pay substantial regard to

the staff morale to offset the dull monotony of routine work. It is of utmost importance that every employee/officer

should realize that he should be servant of the people and not their master. Our discussion on the importance and

objectives of training clearly indicates that it has become an elementary need for the effective working of

organization.

We can sum up our discussion on these aspects as follows: (i) to produce reliable work skill in employees (ii) to broaden

the views of the functionaries to save them from mechanization (iii) to maintain the morale of the staff (iv) to attain the

public servants to the new needs of changing times (v) to fit the functionary not only for his present work but for higher

duties and responsibilities.

In fact, training can help in solving a variety of man power problems which militate against optimum productivity. Richard and Johnson opine that these problems need to (i) increase productivity (ii)

implement new or changed policies or regulations (iii) fight obsolescence in skills, techniques, methods, products, markets, capital management, etc. (

iv) develop new skills, knowledge, under-training and attitudes (v) reduce waste, turnover, accidents, absenteeism, and

other overhead costs (vi) bring incumbents to that level of performance which meets (hundred

per cent of the time) the standard of performance for the job (

vii) develop replacements, prepare the time) the standard of performance for the job (viii) develop replacements, prepare

124

Training of Higher Civil Services in India Public Personnel Administration Unit-5

people

for advancement, improve manpower development, and ensure continuity of

people

for advancement, improve manpower development, and ensure continuity of leadership (

ix)

use correctly new tools, machines, processes, methods or modifications thereof (

x) ensure the survival and growth of the enterprise. Training is the cornerstone of sound personnel management, for it makes civil servants more effective and productive. There is an ever present need for training men so that new and changed techniques may be taken advantage and improvements affected in the old methods, which are woefully inefficient. Training is a practical and vital necessity because it enables civil servants to develop and rise within the organization and increase their 'market value', earning power and job security. It moulds the civil servants attitudes and helps them to achieve a better co-operation with the organization and a greater loyalty to it. Training and development programmes foster the initiative and creativity of civil servants and help to prevent manpower obsolescence, which may be due to age, temperament or motivation or the inability of a person to adopt himself to technological changes. The government is benefited in the sense that higher standards of quality are achieved; a satisfactory organizational structure is built up; authority can be delegated and stimulus for progress applied to employees. Employees on a personal basis gain individually from their exposure to educational experience. Training moreover, heightens the morale of the civil servants, for it helps in reducing dissatisfaction, complaints grievance and absenteeism, reduces the rate of turnover. Further, trained employees make a better and economical use of materials and equipment; therefore, stage and spoilage are lessened, and the need for constant supervision is reduced. With this theoretical perspective in mind on the various aspects of training, let us discuss the training programmes for public services and the organizations responsible for running the various institutes in India. Training of Civil Services in India is the responsibility of the Central and State Governments in their respective jurisdictions, it not even to play the role of a leader, guide or a coordinator.

However, it is interesting to point out that the need for training of public services had been felt in India long before a proper constituted civil service had come into being. In comparison to most of the developing countries, training for public service in India has been a long established practice dating back to the 18th century during the times of the East India Company. Historically speaking, the arrangements for training were initiated in India at a time when they were not even thought of either in England for the Home Civil Services or in the United States. The history of the Civil Service Training in India can be traced back to the appointment of

Lord Wellesley as head of the government in 1798. He,

Training of Higher Civil Services in India 125 Public Personnel Administration Unit-5

for the first time realized the importance of systematic training to the then servants of the East India Company. The main features of this era and the efforts put in by Lord Wellesley are summarized below: (i) Establishment of the college of Fort William in 1800 without the formal sanction of the court of directors of the East India Company. (ii) The college was placed under the control and guidance of a Provost and a Vice Provost, the former being always a clergyman from the Church of England. (iii) All new recruits to the Civil Services in India were to undergo instructions in liberal arts like Modern History and Literature, Classical History and Literature, etc. as well as in Indian language and different Indian Codes, for a period of 3 years. (iv) The training college had a premature death because Wellesley's scheme was sabotaged by the Court of Directors. The college continued in a skeleton form upto 1854, when it was finally abolished. In spite of the refusal by the Court of Directors, the efforts made by Wellesley did not go waste. The idea of civil service training presented by him struck a deep root into the minds of directors, with the result: • Haileybury college for the training of young recruits to the Covenanted Civil Service was set up in 1805. •

The young recruits were required to spend two years in England with a view to strengthen their liberal education and to have their first acquaintance with Indian languages, laws and history. • The college of Fort William was degraded as a mere language school. • During the next 50 years, i.e., from 1805 down to 1855, the Indian Civil Service was manned by the product of Haileybury College. • After the adoption of the competitive principle to recruitment to the Indian Civil Service, the college was abolished in 1858. • The successful recruits based on the competitive examination were required to spend one to two years in Britain University. • The courses taught were Indian Criminal law, Indian History, Indian Language and riding. It was followed by an on the job training in India. • The higher civil servants of India continued to be trained in England until World War II. • A camp training school at Dehra Dun was started in 1940 to train the new entrants from 1940 to 1943.

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Training of Higher Civil Services in India Public Personnel Administration Unit-5 •

There were, however, no training facility for members of the Provincial Civil Services and the subordinate services. They were trained mostly on the jobs. An analysis of training programme during British India and also during the regime of the East India Company indicates that the kind of training devised by the British had very little direct bearing on the job. This was liberal education. Further, there was hardly any training programme for the civil services recruited on the basis of professional education, e.g. doctors, engineers or scientists, and only a varied probationary period was considered sufficient for their acquiring competence in the field.

5.4 TRAINING IN INDEPENDENT INDIA

In 1946, it was decided to discontinue fresh recruitment to the ICS and the Indian Police and create in their place two new All India Services, namely IAS and IPS. The same year, the Federal Public Service Commission had selected 160 war-service candidates for appointment to the newly created IAS. At this time, the Government of India decided to open the IAS Training School, which was established in March 1947 at the Metcalfe House, New Delhi. The first regular competitive examination for the IAS was held in July 1947 and selected candidates were sent to the school in July 1948 to undergo one year's training. They were required to pass an examination before they could be posted to their respective provinces. Their training was, however, interrupted. Of the total Punjab to assist the Provincial Government in tackling the refugee problem, while remaining 26 were employed on similar duties in connection with the emergency in Delhi.

In the light of the suggestions made by M.J. Desai, Principal of the Training School, both the Federal Public Service Commission and the Central Government agreed that all the probationers undergoing training in that year should be posted to their respective provinces without being required, 'as a special case', to take any written examination. The work of emergency recruitment to IAS and IPS was more or less completed by the middle of 1949. On the recommendations of the Special Recruitment Board the Government of India appointed 82 candidates to IAS and 39 to the IPS from among the open market candidates. In addition, 85 PCS Officers and 40 of the Provincial Police Services were appointed to the IAS and IPS respectively. Before being allotted to the provinces, they were trained at the IAS Training School in Delhi and the Central Police Training College at Mount Abu. It was only after independence in order to meet the requirements of the new government that training became an integral part of the personnel policies of the government. The Secretariat Training School was opened in May 1948

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to improve the quality of work and the efficiency of Secretariat Officers. The school also made provision for special and refresher courses of two week's duration. It continues to function even now.

Almost all the reports on administrative reforms—from Gorwala Report (1953)

to the

reports of Administrative Reforms Commission (1966-72), and those in the post ARC era have invariably emphasized the need for a systematic and coherent training and career development of public services.

As a result of these attempts, there has been a proliferation in the number of training institutions and the number of employees receiving training in various technical and generalized aspects of Public Administration. The availability of foreign assistance and collaboration arrangements with academic institutions in the USA, Britain, France, Canada, Japan, West Germany and many other countries under various international development programmes and bilateral arrangements have been responsible for significant expansions in the infrastructure for public administration management training programmes in the country. The growing network of training in India includes some newer types of institutions and modes of training. There are now a large number of institutions dealing with research, educational training in Public Administration, and a national level institute - Indian Institute of Public Administration (IIPA) for research and in service training in Public Administration. The Administrative Staff College of India at Hyderabad provides the necessary inter-sectoral interactions.

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The Lal Bahadur Shastri National Academy of Administration at Mussoorie imparts training to the

new entrants in all central services of the government. Almost all the different central services of the government also have their own training establishments, e.g. police, income-tax, railways, forests, telecommunications, foreign trade, etc.

A majority of state governments have established

state training institutes in their respective states for providing post-entry and in service training to their employees.

During 1960s and 1970s, a number of rural development training institutions have

come into existence providing much needed training in rural development. The two national institutions at Hyderabad and Vallabh Vidyanagar are doing some pioneering work in training for management of rural development. In addition, during the last three decades, management institutions on the pattern of Indian Institute of Management, Ahmadabad, have come into being in some of the States, and Departments of Business Management have been established in almost all the Universities in India. The Institute of Secretariat Training and Management, New Delhi and the National Institute of Advanced Studies, Bangalore are pioneering institutes in the field of training. The contents of training programmes have undergone substantial changes. While in 1950s, the initial training programmes concentrated exclusively on traditional Public Administration subjects, such as public

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personnel administration, organization and methods (O&M), government accounting and auditing, principles of organization and so on, the new training programmes besides these topics, also include policy analysis, organizational development, industrial relations, attitudinal and behavioral changes and information system. Emphasis is also placed on management training for specific programmes and institutions, like rural development, health care, family planning, educational institutions, environmental pollution, etc.

The Department of Personnel and Training has been instrumental in identifying functional areas of training as well as designing and implementing a large number of training programmes for officers involved in the priority in developmental sectors. It has also been making concerned efforts for ensuring result oriented training.

It has made quite some headway in the development of trained man power and training capabilities, provision of assistance for the upgradation of the training potential of the state and central training institutions, implementations of career based training plans for the IAS and creation of a greater awareness, at all levels of administration, of the need for pursuing training programmes.

However, despite the proliferation in the number of training institutions and the number of employees receiving training, it is indeed a very debatable issue in India, whether the efforts at training have produced any substantial results, and led to any better management of plans or policies. While it is difficult to argue that massive investments in training programmes have led to significant improvements in the capability of administration to respond to the challenges of development, it can however be maintained that the absence of such training facilities would have certainly led to a greater failure of development efforts.

CHECK YOUR PROGRESS-1 1. Which was the first training college to be set up in India? 2. When and where was the Indian Administrative Services training school established? 3. Name the three national level institutes imparting educational training in Public Administration. 5.5

TYPES

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

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Formal

and informal training • Short-term and long-term training • Pre-entry and post-entry training • Centralized and departmental training • Orientation training • Skills training and background training 1.

Formal and Informal Training

Informal training

is training by experience which the employee gradually acquires in the course of the actual doing of

the work. This has been the traditional method of training in public administration and still holds the field to a large extent. '

The

usual practice', says Dr. Gladden, 'especially in the ordinary clerical branches, has been to pitchfork the new-comer straight on a job with the minimum amount of preliminary advice, and to leave him to the mercies of his, often, over pressed colleagues.' There is a great deal to be said for such learning by experience and the practical 'administrator has been all for it, but as Mr. Tickner, Director of Training and Education, H.M. Treasury, has put it, '

It is the "hard way" of learning and can fully succeed only in case of the most persistent pupils.

In the case of the average employee, it may lead to the formation of bad habits and breed much frustration and discouragement.

Even when successful the process must be a slow one since the examples which impress his (the trainee's) mind come before him successively over a period of years and he has no framework of ideas into which to fit them.'

Formal training which is carefully prearranged and conducted under expert guidance and assistance for the employee is free from these defects. 2.

Short-and Long-Term Training The difference between short-term and long-term training depends upon the duration of the training course.

If the duration of training is

of only a month or two, it may be called as short-term training.

However, on the other side, if it takes a year or two, it is long-term training. For instance in our country the training for All India and Central Services is of this type. The duration of training

generally depends upon the nature of the subject matter of training and the needs of the service.

The duration of the training depends upon the ease or difficulty of the subject-matter of the training and the exigencies of the service.

During times of emergency like war, for example, the demand for short-term training of new recruits, military as well as civil,

is insistent. 3. Pre-entry Training Pre-entry training as it is quite clear and

indicates before entering into service. It is imparted when the candidates are aspiring to enter the civil service or any other service. The basic objective of this type of training is to

Pre-entry training: Training imparted before entering into service

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prepare the positive candidates for entrance into the public service or more broadly to develop the knowledge and qualities of mind which will make for subsequent success. Thus, any educational qualification of training which prepares a candidates for civil service, including education being imparted in the various schools and universities is the part of pre-entry training. This type of

training generally takes the

shape of vocational or professional instruction at technical schools/colleges like, medical

and engineering institutes. In the Indian context for instance we can say that

there is hardly any specific pre-entry training scheme in existence. However, in USA, a wide pre-entry training scheme exists for administrative and managerial positions in the forms of internship and apprenticeship. In

fact, an internships programme is an education method which prepares the specially selected and specially supervised trainees for administrative and policy careers in public affairs. This system of education has succeeded in producing quite a good number of outstanding young persons

into the

public service. The general problem relating to pre-entry is whether it should be of a general type

of specifically designed for the needs of the government. For instance, the practice in the British and continental system is to recruit

members of very young age on the basis of their general qualifications. General education at the pre-entry stage has been preferred because of certain advantages, which are: (i) General education helps in broadening the mental horizon of the youth; (ii) if pre-entry training is not general it would mean the

education would be specialized to the need of the

government and would cease to be the foundation of culture and civilization. It will no longer be based upon the ideas and

moral values of the people.

As a matter of fact, even in a country like the USA which mainly prefers a specialized and vocational pre-entry training has started realizing the importance of general pre-entry training. It does not mean that public administration as a special subject should not be taught in the universities. The general education must be supplemented by some special phases of techniques. Thus, in a nutshell it can be pointed out that general education should be the rule in the pre-entry training however, exception has to be made in case of professional and technical services. 4. Post-entry Training This type of training is directed towards individuals who are usually at work or who are already in service. Post-entry training can be defined as, 'the process of aiding employees to gain effectiveness in their present or future work through the development of appropriate habits of thought and action, skill, knowledge and attitudes'.

It helps the individual to know the techniques of his work and to shoulder his new responsibilities effectively. It would be quite relevant here to understand the distinction between the in-service training

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and post-entry training. In fact, the distinction between the two is indistinct. That is why Milton, M. Mandell opines, 'Post-entry training, while for the most part is not directly related to the work of the employee is definitely of help to an organization'. For instances training in engineering for a personnel specialist in public work of high way department.

Training in personnel work or public administration in this instance would be considered as in service training. 5.

The

Departmental and Central Training Training is departmental

when arrangements are made for it within the department of the office itself.

Most of training schemes in operation are of this type, each department catering

for

its own specialized requirements.

Such training is usually imparted by the more experienced officers of

the department

itself. For less specialized varieties of

training, specially for the higher officers, there are

central training institutions,

e.g., the

Training

and Education Division of the British Treasury

which provides a short course of background training for the new entrants to the administrative class of the service or the I.A.S., training school for the I.

A.S. cadets at New Delhi.

Sometimes individual departments also maintain their central or regional training institutions, e.g., the police training schools and colleges in many of the Indian States. 6. Orientation Training The main aim of orientation training is to introduce the

fresh recruits to the basic concept of his job environment, organization and its goal.

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

Orientation training: Training given to introduce the fresh recruits

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Skills Training and Background Training Skills or vocational training is intended to develop the professional efficiency of the employees. The training of the income tax officers or traffic police inspection training are examples of skills training.

Background training is of general nature. This type of training programme aims at mental development of the trainee. Its object is not to provide any particular skill as such. The trainees are imparted knowledge in Political Science, Sociology, Administration, Planning and Economics. In the background of this training they are in a position to understand the social and economic problems in their right perspective. 5.6

TECHNIQUES OF TRAINING The forms and types of employee training methods are interrelated. It is difficult, if not impossible, to say which of the methods or combination of methods is more useful than the other. In fact, methods are multifaceted in scope and dimension, and each is suitable for a particular situation. The best technique for one situation may not be best for different groups or tasks. Care must be used in adapting the technique/method to the learner and the job. Effective training techniques generally fulfill these objectives: Provide motivation to the trainee to improve job performance, develop a willingness to change, provide for the trainee's active participation in the learning process, provide a knowledge of results about attempts to improve (i.e. feedback), and permit practice where appropriate.

1. On the Job Training: Virtually every employee, from the clerk to collector, gets some 'on the job training' when he joins the civil services. Under this technique, an employee is placed in a new job and is told how it may be performed. It is mostly given for unskilled and semi-skilled jobs – clerical and sales jobs.
2. Job Instruction Training (JIT): This method is very popular in the USA for preparing supervisors to train operatives. The JIT method requires skilled trainers, extensive job analysis, training schedules and prior assessment of the trainee's job knowledge. This method is also known as 'training through step-by-step learning'. The JIT method provides immediate feedback on results, quick correction of errors and provision of extra practice when required.
3. Vestibule Training (or Training-Centre Training): This method attempts to duplicate on the job situations in a classroom. It is classroom training which is often imparted with the help of the equipment and machines which are identical with those in use in the place of work. This technique enables the trainee to concentrate on learning the new skill rather than on performing an actual job. In other words, it is geared

Vestibule Training:

Classroom training which is often imparted with the help of the equipment and machines which are identical with those in use in the place of work.

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to job duties. It is a very efficient method of training semi-skilled personnel, particularly when many employees have to be trained for the same kind of work at the same time. It is often used to train clerks, bank tellers, inspectors, machine operators, typists, etc.

4. Demonstrations and Examples: In the demonstration method, the trainer teaches an employee how to do something by actually performing the activity himself and provides a step-by-step explanation of 'why' and 'what' he is

doing. Demonstrations are very effective in teaching because it is much easier to show a person how to do a job than to tell him or ask him to gather instruction from the reading material. Demonstrations are often used in combination with lectures, pictures, text materials, discussions, etc.- 5. Apprenticeship: For training in crafts, trades and in technical areas, apprenticeship training is the oldest and most commonly used method, especially when proficiency in a job is the result of a relatively long training period of two years to three years for persons of superior ability and from four years to five years for others. A major part of training time is spent on the job doing productive work. The field in which apprenticeship training is offered are machinist, printer, mechanic, carpenters, weavers and electricians.
- 6. Class Room or Off the Job Methods: 'Off the job training' simply means that training is not a part of every day job activity. These methods are classroom methods and generally used for civil services training. Some of these methods are:
- Lecture method
- Group discussions
- Syndicate method
- Case studies
- Conference method
- Role playing
- T-group trainingLecture Method: Lectures are regarded as one of the most simple ways of imparting knowledge to the trainees, especially when facts, concepts or principles, attitudes, theories and problem solving abilities are to be taught. Lecturers are formal organized talks by the training specialist. The lecture method can be used for very large groups which are to be trained within a short time, thus reducing the cost per trainee. They are usually enlivened with discussions, film shows, case studies, role playing and demonstrations. Audio-visual aids enhance their value.

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Group Discussions: This is an established method for civil service training. It is known as a seminar or team discussion. A seminar or group discussion is conducted in many ways (i) It may be based on a paper prepared by one or more trainees on a subject selected in consultation with the person in charge of the seminar (ii) It may be based on the statement made by the person in charge of the seminar or on a document prepared by an expert who is invited to participate in the discussion (iii) The person in charge of the seminar distributes in advance the material to be analyzed in the form of required readings. The seminar compares the reactions of trainees, encourages discussion, defines the general trends and guides the participants to certain conclusions (iv) Valuable working material may be provided to the trainees by actual files. The trainees may consult the files and bring these to the seminar where they may say in detail the various aspects, ramifications and complexities of a particular job or work or task.

Syndicate Method: It is a

method of assigning a topic relevant to the field of training to small groups of trainees and making them conduct an in-depth study of that subject under the guidance of the faculty member. Syndicates may be either problem solving or knowledge gathering.

Case Studies Method: This method was first developed in the 1880s by Christopher Langdell at the Harvard Law School to help students to learn for themselves by independent thinking and by discovering in the ever tangled skein of human affairs, principles and ideas which have lasting validity and general applicability. The case study is based upon the belief that administrative competence can best be attained through the study, contemplation and discussion for concrete cases. The case is a set of data, written or oral miniature description and summary of such data that present issues and problems calling for solutions or action on the part of the trainee. When the trainees are given cases to analyse, they are asked to identify the problem and to recommend tentative solutions for it. This method offers to the trainees matter for reflection and brings home to them a sense of the complexity of life as opposed to theoretical simplifications of, and practices in the decision making process. The case study is primarily technique of developing decision making skills and for broadening the perspective of the trainee.

Conference Method: In this method, the participating individuals 'confer' to discuss points of common interest to each other. A conference is basic to most participative group centered methods of development. It is a formal meeting, conducted in accordance with an organized plan, in which the leader seeks to develop knowledge and understanding by obtaining a considerable amount of oral participation of the trainees. It lays emphasis on small group discussions, on organized subject-matter and on the active participation of the members involved. Learning is facilitated by building up on the ideal contributed by the conferees.

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Role Playing: The method was developed by Moreno, a venetian psychiatrist. He coined the terms 'role playing', 'role reversal', 'socio-drama', 'psycho-drama', and a variety of specialized terms, with emphasis on learning human relations skills through practice and insight into one's own behaviour and its effect upon others. It has been defined as 'a method of human interaction which involves realistic behaviour in the imaginary situations.' As Norman Major has pointed out, a 'role playing experience soon demonstrates the gap between 'thinking' and 'doing': the idea of role playing involves action, doing and practice.' In role playing, trainees act out a given role as they would in a stage play. Two or more trainees are assigned parts to play before the rest of the class. These parts do not involve any memorization of line or any rehearsals. The role players are simply informed of a situation and of the respective roles they have to play.

Some time

after the preliminary planning, the situation is acted out by the role players. Role playing primarily involves employee-employer relationships, hiring, firing, discussing a grievance procedure, conducting a post appraisal interview or disciplining a subordinate or a citizen making a representation to a collector.

T-Group Training: This usually comprises of audio-visual aids and planned reading programmes. Members of a professional association receive training in new techniques and ideas pertaining to their own vocations. Through a regular supply of professional journals and informal social contacts or gathering, members are kept informed of the latest development in their particular field. Audio-visual aids – records, tapes, and films are generally used in conjunction with other conventional teaching methods. Planned and supervised reading programmes are conducted. Technical publications and the latest journals are kept in the library for the use of the trainees. The ARC in its Report on Personnel Administration observes, 'The effectiveness of any training programme depends considerably on the choice of right methods and techniques. The lecture method is appropriate mostly for increasing knowledge; group discussions, syndicates and case studies are more suitable for improving problem-solving and decision-making abilities. It has been the experience in institutions, like the National Academy of Administration that greater benefit would be derived if guest speakers stay on the premises and are enabled to meet the trainees in small convenient discussion groups? 'The use of group discussion and syndicates has been on the increase in recent years. Seminars and conferences are increasingly becoming the

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vogue in administrative training. Their usefulness is, however, limited, in many cases due to the low quality of the working papers, failure to circulate them well in time and the poor steering of discussions. The syndicate method is found effective only where the trainees already possess some worth while practical administrative experience. The case method has great potentiality for promoting a meaningful understanding of the administrative process and enhancing problem solving skills and policy insights. It is, however, hardly used in the training programmes for the public services. Some cases are occasionally cited but little effort has been made to develop them into written case material. 5.7

TRAINING INSTITUTIONS IN INDIA

Compared to the most

of the developing countries, India has a long tradition of training in the civil services. Ever since the days of East India Company, institutional training has been provided to the higher civil servants.

Today training of civil servants has become an integral part of the personnel policy of the central as well as state governments.

A number of new training institutions have been set up by the central

as well as state governments. These institutions provide both general and professional training to the civil servants at the entry point and also during their career. Some of the most important institutions of civil service training are as following:

1. National Academy of Administration, Mussoorie

The I.A.S. school at Delhi and the IAS staff college at Simla were merged in 1959 into the National Academy of Administration set up at Mussoorie on September 1 of that year. The object of the change was explained by the Home Minister in the Lok Sabha on 15 April, 1959. 'We also feel' he said 'that training in foundational and fundamental subjects should be common to all those who are recruited for the senior grades of the service. So, instead of our Indian Administrative Service Training School, we propose to set up a National academy of Training so that the services wherever they may function whether as administrative officers or as accountants or revenue officers might imbibe the true spirit, and discharge their duties in a manner which will raise their efficiency, and establish concord between them and the public completely.' The Academy provides three types of courses namely (a) a one year course for the I.A.S. Officers (b) a refresher course of 6 weeks for the senior IAS Officer of 10-15 years' standing, and (c) a five months combined course in foundational subjects for the all-India and Central Service Class I. The categories of officers trained at the Academy include those of the

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Indian Administrative Service, Indian Foreign Service, Indian Audit, and Account Service, Indian Defence Accounts Service, Indian

Income Tax

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Service, Indian Post and Telegraphs Service, Military Lands and Cantonment Service, Indian Customs and Excise Services, etc. For the foundational course of 5 months, the subjects taught are the same as at the reformer IAS training school at Delhi. For the IAS cadets, a three month's tour (Bharat Darshan) is also arranged, and the remaining four months of they are devoted to subjects of professional interest. At the end, there is an examination. Not all pass, but failed candidates may be exempted from reappearing at the examination again. Method of instruction is lectures by regular members of the staff of the academy, staff members of the Indian Institute of Public Administration, and by distinguished visitors.

There is also syndicated study by groups in different subjects and the book review method is also used. There is provision for physical training, games, target practice, riding, swimming, and training in motor mechanics. 2. Sardar Vallabhbai Patel National Police Academy, Hyderabad Upto 1975-76, the Central Police Training College, Mount Abu provided entry point training for the new entrants to the Indian Police Service (

IPS). But in 1976 Sardar Vallabhbai Patel National Police Academy was established at Hyderabad. The Academy is the national level premier police training institute which imparts primarily induction level and in service professional training to IPS officers. Besides, the training of Trainers Wing of the Academy conducts tendent of police and Superintendent of Police who are posted or likely to be posted to police training institutions in the State/Central Police Organizations. The Academy also conducts vertical interaction

courses for IPS officers of various levels of seniority and specialized courses in different fields of police work.

From 1989, the Academy is also conducting foundational course for probationers of All India Services and Central Services Group - A. The Academy is under the administrative control of the Ministry of Home Affairs. 3. Administrative Staff College, Hyderabad The Administrative Staff College was set up in 1957 at Hyderabad on the model of the Administrative Staff College of Henrey (English). The Staff College does not admit or train new entrants to services, but is intended to facilitate discussion and exchange of experience among experienced executives and administrators from business, and women from different walks of life, such as private industry, commerce and public service, it would facilitate maximum interchange of ideas and experience, and thereby enrich the personality of the participants leading to greater administrative efficiency in individual enterprises and higher productivity at the national level. There is no formal teaching although some lectures by competent persons on Economics, Planning, Management, Accounts, Constitution, etc. are arranged.

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For the rest, the method of training is of group discussions and syndicate study. 4. Foreign Service Institute The Foreign Service Institute (FSI) is a training institute for probationers of the Indian Foreign Service as well as organizes professional training courses for diplomats working in various countries. The Institute organises a year long professional course in Diplomacy and International Relation for IFS probationers. The Institute also organises District Training Programme for the IFS probationers. Officials of the Ministry of External Affairs upto the rank of Section Officers posted abroad attend the basic professional courses which cover all aspects of functioning in missions are also arranged by the Institute. The Professional Course for Foreign Diplomats arranged by the FSI has become popular over the years. The FSI continues to maintain contacts with other training institutes abroad. 5. Indian Institute of Public Administration, New Delhi Established in March 1954 apart

from research in Public Administration, the IIPA Organises short-term orientation and Refresher Courses for the senior and middle level officers of the Central and state governments. These courses are regularly conducted for the benefit of senior and middle rank officials. These specialized professional courses heavily rely upon lectures

by

senior officers and experts in the subject. At the same time exchange of ideas and experiences in the group discussions and field visits are arranged. The IIPA also organises a nine month educational programme for the senior and middle level civil servants.

This is the only course of its kind in the whole country. 6.

National Institute of Rural Development, Hyderabad The NIRD is the country's apex body for training, research, action research, consultancy and documentation functions in the Rural Development Sector. The NIRD, established in 1956, organises regular orientation courses for the higher and middle level civil servants engaged in the field of rural development administration. It is also engaged in research in the area of rural development.

The clientele for rural development training is very wide and includes officials and non-officials of directly as well as indirectly related agencies to rural development, beneficiaries of programmes and members of voluntary bodies. The objectives of NIRD are to organize training programmes, conferences, seminars and workshops for senior level development managers, elected representatives, bankers, NGOs and others; undertake, aid, promote and coordinate research on its own and through other agencies; study various aspect of the Panchayati Raj Institutions and rural development programmes across the States; analyse and propose solutions to problems in planning and implementation of the programmes of Rural

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Development and disseminate information through periodicals, reports and other publication. 7. Indira Gandhi National Forest Academy (IGNFA), Dehradun Established in May, 1987, the IGNFA is a premier institution imparting in- service professional training to the Indian Forest Services (IFS) probationers. Besides this, the Academy also conducts various training courses like 'computer application in Forestry' and 'Project Formulation an Appraisal' for senior IFS Officers from various states. 8. The National Academy of Direct Taxes, Nagpur The Income Tax Department has one of the finest training organizations in the country. The National Academy of Direct Taxes, Nagpur, is the apex institution for training the officers and staff of the Income Tax Department in India. The Academy is one of the prime training centres recognized by the Department of personnel and Training for conducting Foundation Course for probationers of central services belonging to income tax department. 9. Training for Indian Administrative Service (I.A.S.)

Recruits to the All-India Services (including the Indian Forest Service) and central services numbering nearly 350 are required to attend a common course of training called foundational programme, at the Academy, the underlying idea of which being that officers of all

the higher services should acquire an understanding of the constitutional, economic and social framework in which they have to function, as these largely determine the policies and programmes towards the framing and execution of which they make their contribution.

In addition, it also develops among the new recruits of various services a feeling of belongingness to common public service and a broadly common outlook. The subjects taught in the foundational course, which is of three and half months' duration, are (i) Basic Economics for Administrators (ii) History and Indian Culture (iii) Law (iv) Political concepts and Constitutional Law and (v) Public Administration, Management and Behavioral Sciences.

At the end of this course there is an examination and the marks secured in it are added to the recruitment examination. After completing this foundational course, the probationers of the services other than I.A.S.

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

They learn the language

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Higher Civil Services in India Public Personnel Administration Unit-5

of the state. They are attached to districts where they obtain knowledge of various areas and levels of administration. They undertake socioeconomic surveys of villages and this exposure is particularly emphasized as they would be spending the initial period of their career in rural areas. During the period of district training, probationers remain in touch with the Academy as they have to report regularly to a faculty member. 5.8

CRITICISM OF THE TRAINING SYSTEM IN INDIA It is rightly described that 'higher civil service training in India is too pedagogic to be result oriented, too causal to be promotion linked and too generalistic to be professionally relevant'. One of the serious scholars of the Indian administration even thinks that 'training is viewed as a paid holiday by a large number of public officials in India. It essentially betrays a crisis of motivation; in the process of administration and on the part of both the trainers and trainees'. Following are some of the criticisms levelled against India's training system: 1. Training of public services in India has been a growing industry at least since independence. However, despite this boom, only a small number of public servants have been able to benefit by the training policies and arrangements both in the governments as well as public sector. According to one estimate, only one senior civil servant in five is likely to have some in-service training during his/her entire career. Also such training has heavily concentrated on pre-entry and post-entry courses for administrative elites, to the neglect of in-service training and the training needs of lower level staff. 2. It is well known fact that training has been frequently done for the wrong reasons and in the wrong way. People are set on courses to get them out of the way or to find a temporary placement for those awaiting transfers or postings. Sometimes it has been given as a reward (especially long-term courses in foreign countries) for one's services in a particular department, but without any pre-planning as to how the training given is proposed to be utilized after the trainee's return from the course. Bureaucratic politics and patronage play a more important role. Such arrangements have little to do with the nature of training or making people more effective at their jobs.

Training of Higher Civil Services in India 141 Public Personnel Administration Unit-5 3.

Some officers apply for training simply to escape from the hard work or responsibilities of the job or to avoid transfer. 4. Most of the training opportunities are generally utilized by the senior level officials with the result that many of the

middle level officials, who are crucial players in the political process, virtually have no in service training throughout their career. Indeed, in the Indian context, this is the corps of middle level officials who have responsibility for implementing specific programmes in a specific relatively constricted area—a state, a district, a province or an urban zone. 5. Over the years, there has been a gradual realization on the part of the government that input of various social sciences discipline is essential in many training programmes meant for development administrators. However, except a few long-term courses, meant as a part of the in-service process, many of the training programmes do not at all correspond to the educational needs of the development administrators. 6. The methodologies adopted in most cases go beyond the traditional lecture method that has been in vogue and which is perhaps the earliest one to pick up as a training device. Efforts have seldom been made to link training with research and consultancy. 7. A rigorous evaluation of training programmes in the context of organizational and environmental framework has been lacking in most of the training efforts. Coupled with that has been the absence of systematic monitoring and follow up of the effects of training on one's career development or performance on the job. While documenting on the lacunae in the existing training system, the Fifth Central Pay Commission in its report observed, 'Training in India suffers from the twin ills of low priority and adhocism. There is no well thought out perspective plan for training. Frequently there is no integration between training and performance or career development. Modules imparting the spirit of 'Customer Orientation' amongst government employees are sadly lacking. The priority assigned to training is low and more often than not, an official is sent for training only because he happens to be free. Training needs of the Staff are seldom identified'. In brief, systematic training of higher civil servants has been conducive to promote ability, skills and integrity of the civil services, but the objectives of training have not been realised to the desired extent.

Lacunae: A gap or missing part

142 Training of Higher Civil Services in India Public Personnel Administration Unit-5 CHECK YOUR PROGRESS-2 1. What are the objectives of effective training techniques? 2. What is Vestibule Training? 3. When was the National Academy of Administration set up? 4. What is the Syndicate Method of teaching and training? 5. What are the types of courses provided by the Academy in Mussoorie? 5.9 CAREER ADVANCEMENT A career system is one in which a hierarchically organized group includes posts at different levels. The whole professional life of the employee under this system is utilized profitably from one level to another. In the contract or position system, the official is recruited for a particular job which he will occupy throughout his stay in the organization. The recent trend in personnel administration is to favour the career system. Many commissions in different countries favored the adoption of the career system. No civil service can hope to survive long if it fails to compensate adequately through reasonable career prospects, those of its staff who have served it for long period consciously and with dedication. The career system is a guarantee of efficiency and integrity and a shield against patronage and political pressure. In the developed and developing countries, there is a feeling that their Public Personnel System does not fulfill the requirements for setting foot in the 21st Century. The Volcker Commission of Paul Volcker presented its report in 1989. The introduction to the Volcker Commission's report said: 'Commission members saw three main threats to the health of the Public service - Public attitudes, Political leadership and internal management systems. These threats were seen as eroding the ability for the government to function effectively at the same time that demands on government were growing'. Career planning refers to planned and systemized efforts of organizations to chalkout the work of individuals in such a way so as to optimize their efforts for excellence in their work. The basic approach to futuristic is to plan the future rather than leave the individual employees to chance.

Training of Higher Civil Services in India 143 Public Personnel Administration Unit-5 Career development means to provide all conditions conducive to the development of the persons one recruited in the organization so that they can occupy higher positions in the organization and ultimately occupy the top echelons in the organization. In essence, a career system may comprise the careful selection of able young men with the requisite qualifications and the necessary attributes of character and motivation. Such persons may be carefully trained later on in those aspects of the organization which cannot be acquired beforehand and their attitudes continually tested by assigning them a variety of tasks during a period of probation after which a candidate may be retained on a career basis or released. Moreover, forward planning of their assignments may be made to ensure the maximum utilization and proper development of their aptitudes. Constant in-service training courses may be provided to keep them abreast of the latest developments and to prevent them from becoming stagnant. This may be followed by an open system of promotion, permitting the ablest officers to serve at the highest posts whether at headquarters or in the field.

The career status should not prevent the management from releasing persons who prove ineffective or who lose their effectiveness. 5.9.1 Steps for Career Advancement • Selection: On the basis of promise or potential for growth as well as on the basis of the capacity to meet the changing needs and challenges of new functions in an organization. • Provide: Prepare the employees for the changing work requirements, improvement and adaptation of knowledge and skills, in order to further organizational goals and to promote individual growth and job satisfaction. • Mobility: To assist a flexible deployment of personnel resources according to need, as well as to promote the self-actualization of individual staff and to enhance their value to the origination through their progressive exposure to different facets of its work. • Promotion by merits: To stimulate, assist and to reward high quality performances, and individual growth. • The establishment and implementation of a unified staff policy: Embracing staff from both field and headquarters • Implementation of a policy of systematic rotation of staff: Rotation of staff within units to provide training and experience of all kinds, and at various levels. 5.9.2 Benefits of Career Advancement to an Employee • It helps an employee to discover his/her own talents, needs and motives related to work (through performance appraisal, career counselling and planned work assignments and training).

144 Training of Higher Civil Services in India Public Personnel Administration Unit-5 • It helps fulfill an employees need to know what his/her position and future in the organization will be (by providing realistic information and feedback related to career expectations). • It provides a sense of affiliation with the organization and a feeling that the organization is interested in the employees development. • It provides a greater opportunity for the employees to obtain the optimal return for their personal investment (contribution of talents, time, energy, etc.) in the organization. • It provides the workers with a greater awareness of his/her work environment and hence promotes more intelligent decision-making with respect to careers and avoids frustration caused by lack of career information. • It helps fulfill an employee's need to retain a sense of control over their personal destiny in the increasingly complex and impersonalized modern industrial society. • It provides greater opportunities for change in the working environment that would otherwise have lead to boredom. • It is conducive to job satisfaction by providing assignments most suited to the individual's needs and talents. • It leads to optimal personal development by developing abilities and aptitudes.

5.9.3 Benefit of Career Advancement to an Organization • It helps to increase efficiency/productivity in jobs, and, in turn, effectiveness in meeting the organization's objectives (through greater creativity, motivation and contribution of the staff). • It helps reduce the turnover of high potential staff and absenteeism of all staff. • It facilitates staff mobility by planning assignments well enough in advance to avoid some of the obstacles which arise when staff are required to move at short notice. • It provides greater assurance of an adequate supply of qualified personnel for future openings in managerial, technical and other key positions. • It promotes continuity of organization knowledge by drawing more upon internal personnel resources. • It helps reduce the pressure on job classification and other personnel system resulting from frustrated careers. • It provides an added input in programme planning by offering more data on the capabilities of the workforce which in turn permits a better

Training of Higher Civil Services in India 145 Public Personnel Administration Unit-5 judgement to be made of whether or in what manner proposed programme objectives can be accomplished. • It prevents organizational chaos by helping to provide a more regulated, ordered and objective procedure for upward mobility of staff members. • It promotes the optimal utilization of human resources both at present, by preventing instances of mismatched staff members (those having suitable qualifications for jobs other than those in which they are presently placed) and in the future by permitting longer-term planning of the development of the staff member's usefulness to the organization. • It contributes significantly to the reduction of costs. A survey of the view and comments of most of the personnel responsible for the formulation of personnel policy and personal discussion with others reveal that career development should be an integral part of the personnel policy whether a staff member is offered long-term or short-term appointment.

5.9.4 Planning for Career Advancement Promotion of career development is not a simple affair. It depends upon a number of personnel factors which are essential for the fruition of this concept. Besides, it is not a single time dimension activity but a cyclical phenomenon entailing continuous attempts. What is happening in most organizations is that this concept is given only lip service and theoretical importance. If the organizations and especially their personnel departments want to get the best out of their employees, they must plan the career development programmes in their organizations effectively. Planning is one of the most complex and difficult intellectual activities. Not to do it well is not a sin, but to settle for doing it less than well is. There is no planned development to make the best use of the capacity of individual staff members through selective assignments, or through planning in advance for new recruits and the existing personnel. This needs to be strengthened to get the best out of the employee's performance. Some important components required to plan the programme profitably benefiting the organization and the personnel are given below.

1. Analysis of personal situation This relates to the time from which career planning is to be done. It is nothing but setting up a base line to help the planners to make projections for the planning period and to help in the evaluation of plans. Generally, the following would be required to analyse the present career situation. • Number of employees - their age distribution, qualifications, specializations, and so on • Structure - broad as well as detailed and the qualifications for each grade

146 Training of Higher Civil Services in India Public Personnel Administration Unit-5 • Personnel need of the organization category-wise • Span of control within the organization • Headquarter and field staff • Facilities for training within and outside the organization 2. Projection of the personnel situation This can be done on the basis of assumptions which can predict what is likely to happen at the end of the career development plan. 3. Identification of career needs On the basis of the data collected we identify the scope and limitations of career development needs. This should be supplemented with discussions between individuals and the personnel responsible for personnel administration. 4. Selection of priorities It may be very difficult to meet all the needs of the employees and the organizations for career development immediately. Therefore, there is a need to select the pressing and urgent problems. There are a number of factors (economic, technical, financial, political, administrative, etc.) which must be taken into consideration while laying down the priorities. This can be decided with the help of techniques like cost-benefit analysis, cost-effectiveness, organizational analysis, work measurement, method study, etc. 5. Development of career plans A career development plan must be described in terms of: • What is to be attained? • The extent to which it is to be attained • The employees involved • The departments/divisions or units in which the proposed programme will operate • The length of time required for achieving the goals In this context, it is suggested that the organization should: (i) Introduce systematic policies and programmes of staff training and career development, development of definite training plans, including in-service training, for all categories of staff, to enable them to: (a) Improve their level of skill and knowledge (b) Gain wider experience

Training of Higher Civil Services in India 147 Public Personnel Administration Unit-5 (c) Assume higher responsibilities (d) To encourage the cultural and individual development of every staff member (ii) Establish and effectively implement a system of study leave (iii) Develop the experience of the staff by encouraging rotation of staff from one region to another as well as between allied offices and duty stations; (iv) Take positive steps to encourage career development, such as: • Providing adequate and appropriate training opportunities • Giving priority in the filling of vacancies for, promotion from within the organization, transfer within the organization and, outside recruitment • Removing artificial barriers to promotion • Establishing, wherever appropriate, a register of headquarters staff and field staff for promotion on merit-cum-seniority basis • Realistically assessing the duties and responsibilities of posts with a view to ensuring their correct classification • Ensuring full participation by representatives designated by the staff in all matters relating to training, promotion, reclassification of posts, recruitment, etc. • Career plans must identify the hierarchy of objectives, i.e., ultimate, intermediate and immediate. Intermediate objectives may be further divided into effort objectives and performance objectives (targets). 6. Write-up of formulated plan After deciding the priorities, goals and objectives, the next major step is to prepare a write-up of the career plan. This may contain a schedule (time sequence for the plan to be implemented) and procedures (a set of rules for implementing the plan) and other details so that evaluation becomes easy and meaningful. 7. Managerial planning (monitoring) of career development plans Managerial planning can help in ensuring the scheduled operations of career development plans through the advance fixing of targets to be achieved in short periods of time. We can compare constantly the achievement targets with the targets planned. If there is a gap between the two, we can locate the reasons and take remedial action. Managerial planning helps to verify whether the performance is according to the time schedule.

148 Training of Higher Civil Services in India Public Personnel Administration Unit-5 8. Implementation of career plans Plan implementation is an integral part of the planning process. It requires cooperation, coordination and commitment at all levels of the implementing machinery starting from the upper echelons in administration to all individuals in the organization. Implementation must be watched properly and timely action should be taken to improve administrative, technical, financial or personal inadequacies so as to enhance performance. 9. Review and evaluation Evaluation is a built-in device to measure the effectiveness of planning. Evaluation measures the degree to which objectives and targets are fulfilled and also the quality of the result obtained. It measures the productivity of available resources in achieving clearly defined objectives. It measures how much output or cost-effectiveness is achieved. We would review the benefits from career development plans to the individuals and the organization. 10. Future needs After evaluation, we must again start with the first stage, i.e., reassessing career needs, aspirations and opportunities. The results of evaluation makes reallocation of priorities and resources on the basis of completed results and the changing needs of the organization and of the individuals possible. Recommendations 1. Career service and career development is different. Career service presupposes permanent appointment and later on upward movement, through promotion. Career development though, linked with career service can be used to plan both career and non-career staff; the emphasis should be to get the best out of the work of an employee even on a short duration. 2. Career development in its proper perspective should be viewed as being beneficial for both the organization and the staff member. The success of this programme should be measured in terms of the extent to which the needs of both the staff members and the organization are integrated. 3. There is a need to plan the career development programme effectively including all employees both individually and collectively. 4. Planning for career development is not a one dimension activity but is continuous and cyclical in nature. 5. Career development is not an isolated activity but must be interlinked properly with other aspects of the personnel policy and organizational objectives. 6. Career development should not be restricted to the development of the upper and middle levels of administrative echelons but should cover

Training of Higher Civil Services in India 149 Public Personnel Administration Unit-5 all personal who need encouragement to develop their careers as far as feasible. 7. Career development should be voluntary. It should not be forced on unwilling employees. Investment in such disgruntled employees would yield no dividends. Career development needs to be promoted or encouraged but not forced. 8. There is a need to develop plans for career development for the year 2000 so that we can more easily into the 21st century avoiding large number of problems. 5.9.5 Significance of Effective Career Advancement Career development helps the organization in more than one way. It adds to the effectiveness of the personnel administration, besides being essential to cope with changing needs. Some of the positive results that accrue from a well organized and properly derived career development plan are: • It ensures needed talents, i.e. right people for the changing staff requirements of the organization. • It attracts and retains highly talented personal. • It ensures equal opportunity for minorities and women. • It removes employee's dissatisfaction by providing opportunities of advancement and better prospects. 5.9.6 Hindrances to Career Advancement The growth of career development has been affected by various factors, some of which are as follows: • The first hindrance is the requirement of local residence for a particular job. Only local people are appointed to some jobs. In a federal system as in India residence is considered very essential for the state job. It hinders promotion opportunities, because a talented person may not be a local resident. • Sometimes promotions of employees are made only in the department in which they are serving, e.g., railway employees may be promoted in the Railways only. It restricts the area of promotion of public officials. • There is a widespread feeling that there are no incentives for efficiency in government jobs. This factor has also discouraged many talented persons from seeking public service careers. Career service is essential for efficiency in administration. This is the only effective way of attracting the best and the talented candidates to public service.

150 Training of Higher Civil Services in India Public Personnel Administration Unit-5 CHECK YOUR PROGRESS-3 1. What is career planning? 2. State whether True or False: a. Training is an essential part of career advancement. b. Career advancement does not take into account individual talents and potential. c. Career advancement does not help to reduce high turnover and absenteeism. d. Career advancement promotes continuity of knowledge. 3. What is the difference between career service and career development? 5.10 SYSTEM OF PROMOTION IN INDIA: PRINCIPLES AND PERFORMANCE '

Promotion' is a term which covers a change and calls for greater responsibilities, and usually involves higher pay and better terms and conditions of service and, therefore, a higher status or rank. A promotion may be defined as an inward advancement of an employee in an organization to another job, which commands better pay/wages, better status/prestige, and higher opportunities/challenges, responsibility and authority,

better working environment, hours of work and facilities, and a higher rank. Thus 'promotion' means advancement - moving ahead, securing greater recognition and status. A promotion is a change of position that involves the assumption of greater responsibilities, a movement up the ladder of authority. It refers to the status structure of organizations and to prestige accorded to various positions. In our ultimate analysis, promotions are changes in rank with some enhanced authority and responsibility. According to Scott and Clotheir, 'A promotion is the transfer of an employee to a job which pays more money or one that carries some preferred status'.

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L. D. White says, 'Promotion means an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually

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L. D. White says, 'Promotion means an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually an increase

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an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually

of pay'.

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William G. Torpey observes, 'promotion refers to the movement of an employee from one position to another position

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promotion refers to the movement of an employee from one position to

Training of Higher Civil Services in India 151 Public Personnel Administration Unit-5 having a higher grade or a higher minimum salary. A promotion involves increased duties and responsibilities for

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the employee'. Promotion is an important constituent of a sound personnel policy

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

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Promotion is the advancement of an employee to better job, better in terms of greater responsibilities, more prestige,

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Promotion is the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary’.

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Promotion is the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary’.

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the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and

In the words of Flippo, ‘

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Promotion involves a change from one job to another that is better in terms of status and responsibilities’.

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OBJECTIVE II.docx (D55415245)

Promotion involves a change from one job to another that is better in terms of status and responsibilities’.

The change in duties and responsibilities is the essential characteristic of the promotion process.

Promotion means progress from a lower to a higher class leading to change

of duties and responsibilities. When an employee is promoted, it leads to increase in his salary also. But a mere increase in salary is not promotion. Increase in the salary is a subsidiary part of promotion; the real promotion is in terms of change in the class status of the employee which involves change of duties and responsibilities.

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A well developed promotion policy is essential for the efficiency of the employees. Promotion is a continuous incentive to efficient working on the part of the employee. The hope of promotion is sufficient to keep the man interested in the job.

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

A promotion takes place when an employee moves to a position higher than the one formerly occupied. His responsibility, status and pay also increase. When as a result of promotion there is no increase in the employee’s pay, it is called a ‘dry’ promotion. Promotions may be either horizontal or vertical. Horizontal promotion is a minor promotion within the same classification of a job, such as lower division clerk to upper division clerk or from second grade foreman to first grade foreman. Vertical promotion crosses the boundary of job classification, e.g. The promotion of a clerk to office superintendent or state civil service to All India Service. There are two broad concepts on which all promotion channels are generally based. One concept is of placing the rank-in-the-job. Here the rank is more tied to the job than to the individual. This means that

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the content of the job - the level of skill, effort and responsibility—

determines its place and

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Training of Higher Civil Services in India Public Personnel Administration Unit-5

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

changes the rank, status, designation and salary of an employee. When a Junior Assistant becomes a Senior Assistant, a Deputy Secretary becomes a Secretary, a Group-B civil servant becomes a Group-A civil servant then it is called promotion.

Promotion

may also be from one service to another higher service i.e. from State Civil Services to All India civil Services. It is thus clear that promotion may be from lower class to higher class, lower service to higher service. 5.10.1

System of Promotion in the

USA In the American personnel system, promotions are regarded as a kind of recruitment. In many books on personnel administration instead of promotion, the term 'selection from within' has been used. Examinations are widely used in the public service but are subject to the limitation that they cannot accurately measure those traits of character and leadership required for effective supervision. Seniority is often accorded undue weight. In the Federal Government promotions are usually made on the recommendation of the supervisory staff. In the Federal Act of 1912 in section 4 it is provided that the Civil Service Commission, with the consent of the President, should establish an efficiency rating system for the classified services working in the various government departments. Under this system a minimum level of efficiency rating was to be established. No employee could be promoted unless he had attained minimum standard. In order to implement the Act of 1912, the Classification Act of 1920 recommended that the efficiency rating of the employees be carried on a regular basis. If we examine the different performance in various government departments we would come across three main types of efficiency rating: (i) production record; (ii) graphic rating scale, and (iii) personality inventory. The Americans were not satisfied with efficiency rating system and the Hoover Commission found that the system was too complicated. The commission substituted for efficiency rating 'ability and service record' ratings which is no improvement over the efficiency rating. In 1938 a promotion scheme was devised by the Civil Service Commission under an executive

Training of Higher Civil Services in India 153 Public Personnel Administration Unit-5 order. Under this scheme, the Departments were charged with the responsibility of developing and administering competitive promotion tests and procedures. The promotional system of the postal services is an illustration, when a clerk or carrier with the requisite qualifications may be promoted by successive stages until he becomes the Post Master General. In 1947, a man who as appointed the Post Master General had worked his way up from the bottom of the Leader. In USA a combination of seniority and merit principle is followed for promotion. There is a written competitive promotional examination in USA. Any dispute with regard to promotion can be referred to the Labour Board. Most of the civil service unions in USA stress only on the method of promotion by seniority. The Civil Service Act, 1978 of USA wanted a gradual introduction of merit principle in federal civil services as well as administration at the state and the local levels. In USA there are several ways of appraising performance as per the Civil Service Act of 1978. They are part of a merit pay programme. The performance appraisal of public service employees are conducted by a combination of various technique. There are self-appraisals, peer ratings and group or external ratings. 5.10.2 System of Promotion in Britain In 1853 Trevelyan-Northcote Report held that the system of promotion based on seniority to be faulty. Prior to 1919 in Britain there was no established formal procedure for making promotions. There was no practice of maintaining service records or comparative evaluation of the performance of the employees. In 1920 services were reclassified. It led to increase of promotional opportunities. The present system of promotions is based on the first Whiteley Report of 1921. This provides for the following two things for promotion making: (i) departmental promotion board in every department, and (ii) annual reports. The departmental promotion boards are appointed by the heads of the departments. They function in an advisory capacity. However, their recommendations for promotion are accepted. The formal orders for promotions are issued by the heads of departments. The promotion boards scan through the confidential reports and the recommendations of the immediate controlling officer of the candidates. The candidature is considered for promotion in order of seniority, but promotions are not given solely on considerations of seniority. If somebody thinks that he has been unfairly treated, he might prefer an appeal. The recommendations of the departmental promotion committee should be endorsed by the Civil Service Commission and all such promotions can be made only with the concurrence of the Civil Service Department. Since

154 Training of Higher Civil Services in India Public Personnel Administration Unit-5 1965 for the employees upto the level of executive officer an annual appraisal interview is held. Since Fulton Report, promotion chances in civil service has become better. A new grade of administration trainee was introduced in 1971 to provide for selected people a relatively fast route to a senior administrative post. Since Fulton, more young graduates have entered the service as executive officers and the best of them have had an opportunity to move into administrative posts. The most important change is that anyone now, in theory at least, can move right upto the top, whether he has had a general or specialist education, and from whatever first post he was appointed to fill. In U.K., promotions of civil servants are made partly through centrally conducted competitions and partly by departments. From January 1986, numbered grades having been introduced at the top of the Service have the following appearance in U.K.: Permanent Secretary Grade-1 Second Permanent Secretary Grade-1A Deputy Secretary Grade-2 Under Secretary Grade-3 Executive Director Grade-4 Assistant Secretary Grade-5 Senior Principal Grade-6 Principal Grade-7 Automatic promotion based on seniority principle applies to Grade-7 from Grade-4 while a combination of merit based performance appraisals and seniority applies to Grades 3 and 4 for Grades 1 and 2 on purely political and merit consideration. 5.10.3

System

of

Promotion in India The question of promotion was first discussed during the British Raj in India in the year 1669, when the principle of seniority was accepted for promotion by the East India Company. The Charter Act of 1793 clearly accepted the principle of seniority for promotions in the civil service. This principle remained in force till theenactment of the Indian Civil Service Act, 1861.

The

First Pay Commission (1947) recommended that direct recruitment and promotion system must be combined for filling up the positions in the civil service.

The Second Pay Commission (1959) also recommended the principle of merit for filling higher level posts and the principle of seniority-cum- fitness for middle and lower levels in administration.

The ARC in its Report on Personnel Administration (1969) also recommended the principle of

Training of Higher Civil Services in India 155 Public Personnel Administration Unit-5

seniority-cum-merit for promotions. The governing principle of promotion in India, during the last fifty years is that of '

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seniority-cum-merit'. Promotions in India are made by the Union or State Government on the recommendation of the head of the department, sometimes with the approval of the Union or State Public Service Commission. In some cases approval of the Finance Department is necessary.

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Promotions in India are made by the Union or State Government on the recommendation of the head of the department, sometimes with the approval of the Union or State Public Service Commission. In some cases approval of the Finance Department is necessary. There is no uniformity so far as the administrative machinery for promotion making is concerned. In some

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There is no uniformity so far as the administrative machinery for promotion making is concerned. In some

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departments there are departmental promotion committees, while in certain others there are none. The

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departments there are departmental promotion committees, while in certain others there are none. The

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departments there are departmental promotion committees, while in certain others there are none. The

ARC recommended their establishment in all the departments. These committees comprise of a member of the UPSC/State PSC

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and the senior officers of the department. The departmental promotion committees consider the cases of all eligible candidates and draw up a list of candidates deemed fit for promotion. The committee evaluates the promotional cases on the basis of service records. There is the practice of having an annual confidential report in respect of every employee. It is a record of his work and conduct during the year.

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The ARC had suggested that the process of writing the annual confidential report should be improved upon. They felt that besides the report of the immediate superior officers it should also include a self-assessment of the officer concerned. 1. Promotion from State Services to All India Services Today 33.33 per cent positions borne on the cadres of All India Services of a state are set aside for

85% **MATCHING BLOCK 225/291** SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)

being filled up by promotion from amongst the administrative and police services of the state. Such officers have served for 8 years as Deputy Collector or Deputy Superintendent of Police are considered eligible for promotion. There are separate promotion boards for IAS and IPS Cadres. The promotion board for IAS comprises: • Chief Secretary • Chairman, Revenue Board • An officer of the rank of commissioner • A senior secretary of the Government • The promotion board for IPS is constituted as: • Chief secretary • Director General Police • A senior officer of the police services • A senior officer of the administrative service The promotion boards consider the cases of all eligible candidates and draw up the panel for promotion. This panel is forwarded to

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being filled up by promotion from amongst the administrative and police services of the state. Such officers have served for 8 years as Deputy Collector or Deputy Superintendent of Police are considered eligible for promotion. There are separate promotion boards for IAS and IPS Cadres. The promotion board for IAS comprises: • Chief Secretary • Chairman, Revenue Board • An officer of the rank of commissioner • A senior secretary of the Government • The promotion board for IPS is constituted as: • Chief secretary • Director General Police • A senior officer of the police services • A senior officer of the administrative service The promotion boards consider the cases of all eligible candidates and draw up the panel for promotion. This panel is forwarded to

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the UPSC for

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Training of Higher Civil Services in India Public Personnel Administration Unit-5

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their consideration and final approval. Usually, the names recommended by the promotion boards are approved by the Commission. 2. Promotions in Central Services Promotions from Group-B central services to Group-A central services are made on the recommendations of the UPSC. In Group-A approximately 55

96%

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Unit 7 Recruitment and Promotion.docx (D40802211)

their consideration and final approval. Usually, the names recommended by the promotion boards are approved by the Commission. 2. Promotions in Central Services Promotions from Group-B central services to Group-A central services are made on the recommendations of the UPSC. In Group-A approximately 55

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Unit 7 Personnel Management-Recruitment and Pr ... (D76800779)

their consideration and final approval. Usually, the names recommended by the promotion boards are approved by the Commission. 2. Promotions in Central Services Promotions from Group-B central services to Group-A central services are made on the recommendations of the UPSC. In Group-A approximately 55

per cent of

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the posts are filled by promotion. To Group-B service and costs, there is relatively little direct recruitment; approximately 65

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the posts are filled by promotion. To Group-B service and costs, there is relatively little direct recruitment; approximately 65

76%

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the posts are filled by promotion. To Group-B service and costs, there is relatively little direct recruitment; approximately 65

per cent

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of the posts in this Group are reserved to be filled by Group-C staff. Promotion from Group D to Group C is not usual.

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of the posts in this Group are reserved to be filled by Group-C staff. Promotion from Group D to Group C is not usual.

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of the posts in this Group are reserved to be filled by Group-C staff. Promotion from Group D to Group C is not usual.

It has been estimated that approximately 40 per cent of Group-C posts in the posts and telegraphs Department are filled by promotion. Similarly in the Railway Department at least 10 per cent of posts in the lowest grade of Group-C are required to be filled by suitable Group-D staff.

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A well developed promotion policy is very essential for the efficiency of the employees. Promotion is a continuous incentive to efficient working on the part of the employee. The hope of promotion is sufficient to keep a person interested in the job.

Advantages of a promotion policy • It keeps the personnel efficient. • It ensures rewards for efficient service. • Qualified people are attracted towards the service at the time of recruitment. They know that opportunities exist for progress. •

From

the point of view of employer

a promotion policy is very advantageous. He can fill the higher and responsible posts from the experienced and capable persons who are already in

the

service. Thus, the employer makes full use of the experience of his employees.

Importance of promotion in Civil Services

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Willoughby observes that 'Promotion of employees from one position to another probably ranks first in importance'. Protector says, 'To the employees promotion is of direct significance as a reward or possible reward. Actual

reward'. According to White, '

A badly planned promotion system harms the service

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W

not merely by pushing ahead unqualified persons but also by undermining the morale of the

whole group'.

A person who joins the civil service spends his life time in it.

From his recruitment as a young person till his retirement as an old person, it is the chances of promotion which keeps him in the service.

Promotion

is thus, an integral part of the career service. A proper scheme of promotion can only make the civil service as

an attractive career and attract the best talents to join it.

Training of Higher Civil Services in India 157 Public Personnel Administration Unit-5

Promotions can also serve as rewards for the servants. Opportunity for promotion is a possible reward for hard work, efficiency and faithful service. Civil servants will work hard to get possible promotions. This means that promotion opportunities increase the efficiency and contentment of the civil services. Recruitment of best persons is the first and foremost important step in the personnel administration. But to retain the talented persons in the services is also equally important. By the device of promotion, it is possible to retain the best, talented and efficient persons in the civil services. L.D. White observes, 'It is one of the means of holding in government service the best qualified men and women who enter the lower grades and is thus an important phase of a career service.

Conversely, delay in promotion may become one of the surest means of driving them out'.

A sound promotion system fosters the feeling of belongingness in the civil services. It also contributes to maintaining a continuity in the policies and programmes of the organization.

The principal object of a promotion system is to secure the best possible incumbents for the higher positions, while maintaining the morale of the whole organization. The main interest to be served is the public interest, not the personal interest of members of the official group concerned. The public interest is best secured when reasonable opportunities for promotion exist for all qualified employees, when really superior civil servants are

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enabled to move as rapidly up the promotion ladder as their merit deserves and as vacancies occur,

and when selection for promotion is made on the sole basis of merit. Glenn Stahl observes: 'The advantage of filling higher positions from within is fairly obvious. Only if such a procedure is usually followed does the service offer career opportunities designed to attract capable juniors. Moreover, the effect upon the whole staff of the knowledge that vacancies in the higher positions will be filled from their ranks cannot be over-emphasized. The most important of all non-financial incentives is the opportunity for growth and stimulus to grow. For a young person, indeed, this often outranks any other consideration. The effect of a general policy of filling higher posts from within, then, should be reflected not only in the morale of the working force but equally in the character of the personnel recruited into it'. If there are adequate chances of promotion to higher levels in the government service, then competent persons would be ready to join the services at lower levels also. This will increase the efficiency of administration.

Promotion

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is a continuous incentive to efficient working on the part of

the

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employee. The hope of promotion is sufficient to keep the

individual interested in

the job.

From the point of view of the employer,

a promotion policy is very advantageous. He fills the higher and responsible posts from

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Training of Higher Civil Services in India Public Personnel Administration Unit-5

the

experienced and capable persons who are already in the services.

Thus the employer makes full use of the experience of his employees. Thus promotion system is essential to keep employees contended, disciplined and efficient. In the absence of promotion system there are great many resignations of the competent persons leading to inefficiency and demoralization in the services. The employees are discontented and this leads to the general impairment of morale. The principles of any promotion system should be equity, justice and fair play. Promotion policy should not be guided by the particular interests of individual employees. The higher interest of public service should guide the policy of promotion.

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As Yonder and others observe, 'Promotion provides incentive to initiative, enterprises, and ambition; minimizes discontent and unrest; attracts capable individuals; necessitates logical training of advancement and forms an effective reward for loyalty and cooperation, long service, etc'.

W.P. Willoughby has prescribed

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the following essentials of a sound promotion system: • Adoption of standard specifications setting forth the duties and qualifications required for all promotions in the government service. • The classification of these promotions into distinct classes, salaries, grades and services. • The inclusion within this classification of all the higher administrative promotions except those having a practical character. • The adoption, so far as possible, of the principle of recruitment from within for filling up of higher posts. • The adoption of the principle of merit in determining the promotion of employees. • The provision of adequate means for determining the relative merits of employees eligible for promotion. 5.10.4

Principles of Promotion

The usual policy is that promotion should be based on merit.

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Sometimes length of service, education, training courses completed, previous work, etc. are factors which are given weight while deciding on a promotion.

Therefore, there are two basic

principles of promotion, which are followed as alternatives or in combination: •

Principles of seniority • Principles of merit 1.

Principle of

Seniority The seniority principle in government service is widely prevalent as a method of promotion in most countries.

Under this principle, promotion is determined

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on the basis of the length of service of the employee. In general, an employee who has served longer is eligible for promotion. On the basis of this principle an employee is promoted to a higher grade or class.

The reason advanced in favour of the principle of seniority are: • It is objective since it is easy to find out seniority of an employee. • Senior man is more experienced. • In this principle, everyone gets an opportunity for promotion. • In case of seniority, there cannot be any interference by the politicians in the promotion of the employees. • The principle of seniority gives certainty of promotion to employees, thus better persons are attracted. • Since the promotions are on a just principle, the morale of the employees is expected to be high. The defects of the principle of seniority are as follows: • There is no guarantee that a senior employee will be more competent or meritorious. •

If seniority alone is the basis of promotion then employees do not make any effort for self-improvement. •
Mediocre and unintelligent persons who cannot compete with the young and meritorious are the greatest supporters of the principle of seniority. In the words of Pfiffner - '
A system of promotion by seniority will frequently result in raising to supervisory and directing positions, persons who have 'crank complexes' ...
Seniority alone will tend to fill the higher place with incompetent persons. It will discourage the ambitious and remove those incentive which develop personality, courage, self-reliance and progressive outlook. It will foster self-satisfaction, a dead level of mediocre performance, and that general let-down which goes with security.'
All members of a grade are not fit for promotion,
and the promotional opportunities are usually few. The organization has always to balance the need for rewarding merit and that for employee loyalty. 2.
The Principle of Merit According to this principle,

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promotions are made on the basis of qualifications and achievement of an employee irrespective of his/her length of service.

This system provides that the most meritorious or the best qualified person should be selected for promotion. According to Flippo, 'merit-rating is a systematic, periodic and so far as humanly possible an impartial rating of an employee's excellence in matters pertaining to his present job and to his potentials for a better job'. This principle provides
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due incentive to the efficient and hard working employees and thus helps in building up

the morale and efficiency in public services. Methods of Testing Merit A. Promotional Examination The first objective method of testing a candidate's ability is through promotional examinations. The promotional examination

may be an open competition, a limited competition, or even merely a pass.

It may be an examination with or without interview. (i)

Open Competition: Anyone, whether in the same department or not, can compete for the post of promotion thereby inviting even outsiders also who are not in the department.

This system brings in 'new blood' and 'fresh ideas' into the department. (

ii) Limited Competition: Under this, only those who are in the department are allowed to appear in the examination. This is also known as the 'closed system' as opposed to the 'open system' under which everyone can compete. (iii) Pass

Examination: A candidate is

just to pass the examination and give proof of his minimum attainments.

On the basis of the list of passed candidates, promotions are made as and when vacancies arise. B. Efficiency Ratings or Service Records On the basis of service records, the performance of the job is evaluated or the relative merit of the employee is evaluated. Knowledge of the work of the branch or department, personality, capacity of taking responsibilities, initiative, official conduct etc. are the qualities judged and gradation made. Methods of efficiency rating in USA are classified under three categories. (i) Production records: This system is applicable to the work of those employees only whose work can be quantitatively compared on the basis of output or production. The production record can be maintained concerning the work of a typist, stenographer, a file clerk, or a machine operator. But this method is inapplicable to the officials who perform administrative or supervisory work. (ii) The graphic rating scale system: In it, certain service traits are mentioned on a graph and on their basis the relative efficiency of the employee is usually judged. The service elements judged are accuracy, dependability, neatness and orderliness of work, speed with which work is accomplished, industry, diligence, energy and application to duties, knowledge of work, judgment, common sense, success in winning confidence and respect, cooperativeness, initiative, execution, ability to organize, ability to delegate authority, self-control, tact, courage, success in improving and developing employees etc. The traits of the

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employees are marked and on that basis the qualities of the employees are assessed. (

iii) Seniority-cum-merit principle: As

we have examined both the principles of seniority and of merit, we found advantages as well as drawbacks in both the systems. Therefore, we suggest a mix of both the principles - seniority-cum-merit. For example,

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minimum length of service (seniority) is fixed and then the meritorious person amongst those who possess the minimum experience, is selected for promotion.

To conclude,

it can be reiterated that 'Merit' has been adopted as the basic principle to determine the promotion in most of the progressive countries of the world. In India, even the accepted principle of merit-cum-seniority is not being implemented properly. There must be rewards for the meritorious and hard-working employees in the shape of promotions. For this there is a need to devise a sound system of determining the merit. This system should be scientific and reliable eliminating the subjectivity. A combination of an employee's experience, qualifications, performance reports, other ratings and examination score should be bases for determining his overall merit. For closed services and isolated posts there must be a provision for inter- departmental transfers and specific entry points in order to provide equal opportunities to all the employees.

A sound promotional system may encompass the following: (

a)

Careful selection of able young people with the required educational background and the necessary attributes of character and motivation. (

b)

Training them carefully

in those aspects of administration which cannot be acquired beforehand; (

c) Testing their aptitudes by assigning them to a variety of tasks during the period of probation, after which candidates may be retained on a career basis or released. (d) Rational forward planning of their assignments to ensure their maximum utilization and

the proper development of their aptitudes. (

e)

Strict appraisal of the work as a basis for advancement predicted predominantly on merit. The system of annual reports should be overhauled to facilitate assessment of performance, appraisal of abilities and identification of potential is for promotions with great care and objectivity; (

f)

Improving their qualifications by in-service training or at a later stage of their service, by refresher courses; (g) An open system of promotion permitting the ablest officers to serve in the highest posts, whether in headquarters or the field.

162

Training of Higher Civil Services in India Public Personnel Administration Unit-5 (

h)

Experiments may be started with the introduction of qualifying and promotion examinations for positions in the middle level, in the supervisory and executive grades; and (i) An appeal system should be built with the right to the Appeal Board to set aside a promotion.

A representative of the Head of the organization concerned should present the case of the organization before the Appeal Board. 5.10.5

Recommendations of the Fifth Central Pay Commission The Fifth Central Pay Commission has recommended that the flexible complementing scheme of promotion should be extended to all Research and Development professionals working in Research and Development Organizations and departments declared as scientific and technical in Government of India. For all other Central Government employees, the Commission has recommended that a comprehensive and coherent promotion scheme should be evolved which could assure adequate career progression in a reasonable time frame to all categories of employees. The recommended Assured Career Progression (ACP) Scheme aims at providing a minimum of the promotions to each Groups 'B', 'C' and 'D' employee and three promotions to each Group 'A' employee, in their entire career span, after appointment in grade on direct recruitment basis. The

proposed promotion under the scheme shall, however, be restricted to financial upgradation in the pay scale alone and shall

not be linked to the availability of a post in a higher grade on functional basis. The scheme will provide reasonable opportunity to all employees to move to higher grades, within a stipulated time frame. 5.10.6

Criticism of India's Promotion System Some of the criticism of the Indian promotion system voiced by the staff representatives before the various pay commissions were the following: 1. In the absence of systematic machinery like promotion boards, promotion is haphazard and arbitrary. 2. The occurrence of vacancies for promotion is not made known to the employees. 3. Personal records of the employees were not satisfactorily kept. 4.

Heads of the department deliberately exclude some persons from the list of potential competitors. 5.

Seniority is given too much importance instead of merit.

Indian system of promotion has been subject to criticism by a number of commissions and committees, staff association and a number of prominent authorities, on various grounds. These are:

Training of Higher Civil Services in India 163 Public Personnel Administration Unit-5 1.

Poor promotional avenues: The first and foremost criticism levelled against the promotion system in India is that the chances of promotion in the career span of an employee are very poor. This leads to stagnation and low morale in administration. A number of staff associations have been urging the government to rise the promotion chances and at least three-fourth posts should be filled by promotion. The governments have also acknowledge the need for providing vertical movement to the employees, but nothing much has been done except introducing selection grade and similar less effective measures. 2. Doubtful yardstick: The system of determining the merits of the various categories of employees is not dependable. The system of personal records is often regarded as inadequate, subjective and suspicious. There is no scientific approach adopted by government in this regard. Besides, 'under the existing system, there is no uniformity of approach in applying the yardsticks for assessment of the service records etc. of the employees. The policy instructions issued by the Department of Personnel on the subject, though compiled in various manuals often go unnoticed. The decision making process is usually ad hoc and lacks any perspective of expertise'. 3. Political interference: It has been very commonly observed that the social and political influences which operate in Indian Administration also pervade our promotion system. The promotion to almost all the levels are determined by political pressure and social connections. The civil servant for being promoted must not displease his political boss and important party men. He has to maintain proper relationship with his superior officer and his family. As Kuldip Nayar observes: 'Many IAS and IPS Officers frankly admit that they are out to carry favour with the Chief Minister because they want cushy jobs and quick promotion... To be an honest officer is to be shunned by most of his colleagues and be a victim of campaigns of character assassination'. Similar views are expressed by many other writers and others everyday. The Tribune in its editorial stated that if this process of political interference 'remains unchecked a stage may come when only those civil servants who comply with the politicians' wishes will get promotions and good postings. The inconveniences being caused to the public because of the loss of interest and reduced efficiency of many disheartened civil servant seems to be no one's concern'. 4. Unnecessary delays: It is generally said that justice delayed is justice denied. So when the promotion of an employee becomes due and is not given to him is an injustice which leads to fall in the

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Training of Higher Civil Services in India Public Personnel Administration Unit-5

morale. But in India, it has become a common practice to delay the promotion inordinately. This has been noted in a recent report too: 'There is a common grievance of the employees that their cases of confirmation and promotion are allowed to linger on inordinately for one reason or the other. The making of a reference to the Public Service Commission, where such a reference is necessary under the rules, is either not made at all for considerable periods or made in an incomplete form resulting in back references and consequential delay. Such a situation gives rise to a feeling of uncertainty in the minds of the employees. This uncertainty has most unwholesome consequences as it promotes a tendency amongst the candidates to run after quarters, which wiled pressure and influence for getting the matters expedited'. 5. Deteriorating role of Public Service Commission: Ever since the establishment of Public Commission at the Union and State levels, the executive governments have shown a tendency to bypass the commissions or reduce their usefulness. The quality of membership particularly in the state public service commissions has been deteriorating and the state level commissions often fall to financial allurements. 6. Neglect of employee's associations: The various issues related with the promotion for employees in government have been a subject of deliberations by the government as well as the associations of employees. The associations have urging for a number of measures to be adopted by the government, but on the whole governments it states as well as at the union level have shown no concern for these associations. Sometime a government acknowledges the genuine demands but shows only her inability to do anything substantial. This adversely affects the employee-employer relations and creates a feeling of mistrust and suspicion. It is important for a healthy

administration that the employers should work in close cooperation with the employees and must show their fair intentions while making promotions. CHECK YOUR PROGRESS-4 1.

Define promotion. 2. Name the two principles of promotion. 3. List the methods of testing merit in India's promotion system.

Training of Higher Civil Services in India 165 Public Personnel Administration Unit-5 5.11

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PERFORMANCE APPRAISAL Every organization has a system of assessment of performance of its employees periodically for determining

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a system of assessment of performance of its employees periodically for determining the output of

that employee as well as for deciding on his/her promotion.

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The purpose of a performance appraisal system is primarily to assess the capabilities of a person in terms of his contribution towards the achievement of the organizational goals.

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It, thus serves a short-term purpose of assessing the usefulness of an employee to the organization, and in the long run determines his potential for elevation to higher levels.

Conversely, it pinpoints the shortcomings of an employee by pointing these out to him. The superior officers can

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manage better utilizations of the services of that employee through either correction or position-change. The performance appraisal system consists of an annual appraisal by the superior of the subordinate. It is usually in the

shape of a form which carries entries to

determine the adequacy and quality of work done and the general personality and integrity of the officer reported upon. Besides, his fitness for promotion or otherwise

is also commented upon. To reduce the ambiguities in relative grading by different officers, certain grades are prescribed.

The report is written by the reporting officer in a narrative form, evaluated by the reviewing officer and finally endorsed or countersigned by the senior most officer. This constitutes the Confidential Roll. If an adverse remark is made regarding

an officer which is finally endorsed, that particular officer is shown the report and asked to mend his ways. That officer is also generally given an opportunity to represent to the authorities regarding the contents of the report to be modified or expunged. This system of performance appraisal has its flaws. Some of the major ones are as follows:

- In the evaluation form the qualities required of an officer are often not defined nor is there any report on the results of performance of special nature. Besides, the interpretation of the language of the perform may vary and have subjective elements.
- The yardsticks are not commonly accepted and different superior officers attach different values to these terms. Therefore a need is felt for more explicit definition of the yardsticks and even their possible quantification.
- Both the reviewing officer and the countersigning officer may boar may

not have any direct or intimate knowledge about the work of the

officer reported upon. Again, as the reports are written at the

Performance Appraisal: A system of assessment of performance

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end of a financial year or a calendar year, there are too many to be written and, therefore, the reviewing officers might not do proper justice. • The strongest objection against this system is the element of subjectivity which is built into it. Since it is a case of one individual passing a judgement on the other, the element of subjectivity cannot be completely ruled out. It would be quite relevant to note what the Administrative Reforms Commission (India) had to say about

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performance appraisal: 1. At the end of each year, the official reported upon should submit a brief resume, not exceeding three hundred words, of the work done by him, bringing out

a
special achievement of his.

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The resume should be submitted to the reporting officer and should form a part of the confidential report. This should be taken into account by the reporting officer while making his report or comments. 2. Only three gradations are to be made, viz., 'fit for promotion', 'not yet fit for promotion',

and 'unfit

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for promotion' when writing the confidential reports of secretariat officers of the level of under- secretary and above. Further, it has to be indicated whether the officer reported upon has any outstanding qualities which entitle him for promotion out of turn. 3. Good work done during the year should receive prompt appreciation either on a file, or in a tour or inspection note. The official concerned should be allowed to quote these in his resume. 4.

The suggestions made above (by the ARC) will ensure that an individual's own estimate of his performance will get a place in his confidential report. It is equally important that his superior officer's assessment made frankly and faithfully is also available in it. This is likely to avoid unnecessary unpleasantness which might crop up between the officer reported and the reporting officer. 5.11.1 Methods, Techniques or Tools for Appraising Performance Several methods and techniques of appraisal are available for measuring the performance of an employee. The methods and scales differ for obvious reasons. First, they differ in the sources of traits or qualities to be appraised. The equalities may differ because of differences in job requirements, statistical requirements and the opinions of the management. Second, they differ because of the different kinds of workers who are being rated, viz., factory workers, executives or salesmen. Third, the variations may be caused by the degree of precision attempted in an evaluation. Finally, they may differ because of the methods used to obtain weightings for various traits.

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Straight Ranking Methods: It is the oldest and simplest method of performance appraisal, by which the man and his performance are considered as an entity by the rater. No attempt is made to fractionalize the rate or his performance; the 'whole man' is compared with the 'whole man', that is, the ranking of a man in a work group is done against that of another. The relative position of each man is tested in terms of his numerical rank. It may also be done by ranking person on his job performance against that of another member of a competitive group by placing him as number one or two or three in total group; i.e. persons are tested in order of merit and placed in a simple grouping. This is the simplest method of separating the most efficient from the least efficient; and relatively easy to develop and use. But the greatest limitation of this method is that in practice it is very difficult to compare a single individual with human beings having varying behaviour traits. Secondly, the method only tells us how a man stands in relation to the others in the group but does not indicate how much better or worse he is than another. Thirdly, the task of ranking individuals is difficult when a large number of persons are rated. Fourthly, the ranking system does not eliminate snap judgements, nor does it provide us with a systematic procedure for determining the relative ranks of subordinates. To remedy this defect, the paired comparison technique has been evolved. **Paired comparison technique:** By this technique, each employee is compared for every trait with all the other persons in pairs one at a time. With this technique, judgement is easier and simpler than with the ordinary ranking method. The number of times each individual is compared with another is tallied on a piece of paper. These numbers yield the rank order of the entire group. Sometimes a discontinuous or multiple type of scale is used, wherein one factor is used along a discontinuous scale, consisting of appropriate boxes or squares which are to be ticked off. The rating-scale method is easy to understand and easy to use, and permits a statistical tabulation of scores. A ready comparison of scores among the employees is possible. These scores indicate the worth of every individual. It is the most common evolution tool in use today. The number of decisions is determined by the formula $N(N-1)/2$, where N represents the number of persons to be compared. The results of these comparisons are tabulated and a rank is assigned to each individual. This method is not suitable when a group is large because, in that case, the number of judgements becomes excessively large. **Man-to-man comparison method:** This technique was used by the US army during the First World War. By this method, certain factors are selected for the purpose of analysis (such as leadership, dependability and initiative), and a scale is designed by the rater for each factor. A scale of man is also created for each selected factor. Then each man to be rated is compared with the man in the scale, and certain scores for each factor are awarded to

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Training of Higher Civil Services in India Public Personnel Administration Unit-5

him. In other words, instead of comparing a 'whole man' to a 'whole man', personnel are compared to the key man in respect of one factor at a time. This method is used in job evaluation, and is known as the factor comparison method. In performance appraisal, it is not of much use because the designing of scales is a complicated task. **Grading method:** Under this system, the rater considers certain features and marks them accordingly to a scale. Certain categories of worth are first established and carefully defined. The selected features may be analytical ability, cooperativeness, dependability, self-expression, job knowledge, judgement, leadership, organizing ability, etc. They may be: A - outstanding; B - very good; C - good or average; D - fair; E - poor; and F - very poor or hopeless. The actual performance of an employee is then compared with these grade definitions, and he is allotted the grade which best describes his performance. Such type of grading is done in semester examinations and also in the selection of candidates by the public service commissions. **Graphic or linear rating scale:** This is the most commonly used method of performance appraisal consisting of a printed form, one for each person to be rated. According to Jucius, these factors are employee characteristics and employee contribution. Employee characteristics include qualities such as initiative, leadership, cooperativeness, dependability, industry, attitude, enthusiasm, loyalty, creative ability, decisiveness, analytical ability, emotional ability, and coordination. Employee contribution includes the quantity and quality of work, the responsibility assumed, specific goals achieved, regularity of attendance, leadership offered, attitude towards superiors and associates, versatility, etc. These traits are then evaluated on a continuous case. Besides, when ratings are objectively given, they can provide useful feedback. However, this method suffers from a serious disadvantage, for it is arbitrary and the rating is generally subjective. Often, the rating clusters on the high side when this method is used. Another severe limitation is that it assumes that each characteristic is equally important for all jobs. Perhaps, worst of all, it assumes everyone's definition of 'dependable' is the same. This method was introduced by Walter D. Scott to get the judgement of superiors on subordinates. The two important features of this system are: • The person who is making the judgement is freed from direct 'quantitative' terms in making his decision of merit on any quality • The person who is making the judgement can make a fine discrimination of merit as he/she chooses. These two facts eliminate the restrictions on natural judgements which other rating methods impose. To ensure the success of this method, one should:

Training of Higher Civil Services in India 169 Public Personnel Administration Unit-5 •

Obtain the descriptions of persons at two extremes of the performance scale • Analyse these descriptions into simple behavioral qualities and present these either as a statement or as trait names • Establish the discrimination value (i.e., the index of the extent to which a quality is valued) • Pair the statement or trait names and preference value • Pair high and low preference values forming an item • Prefer instructions for the rater, asking him to choose one 'best fit' and one 'least appropriate' statement for the employees • Validate the technique, determine discriminating responses, and assign weights • Prepare a scoring key on the basis of responses and weights

Forced choice description method: This method was evolved after a great deal of research conducted for the military services during World War II. It attempts to correct a rater's tendency to give consistently high or consistently low ratings to all the employees. The use of this method calls for objective reporting and minimum subjective judgement. Under this method, the rating elements are several sets of pair phrases or adjectives (usually sets of four phrases two of which are positive, two negative) relating to job proficiency or personal qualifications. The rater is asked to indicate which of the four phrases is most and least descriptive of the employee.

5.11.2 Performance Appraisal Process in India Promotions to all high and middle government posts

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are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in

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are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in

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are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in the case of the

highest civil service posts). Confidential reports, which are filled up every six months, are the basis for promotion. In the confidential reports rating is done according to columns marked 'outstanding', 'above average', 'below average', and 'unsatisfactory'.

Promotion in the public services in India is based on the seniority and/or merit principle. For selection posts (largely in class I and class II) the criterion of selection is merit. The officers considered for promotion are arranged in order of seniority, their number being limited to from three to five times the number of vacancies available for promotion. In the case of non-selection posts (class III and IV) categories, promotion is made on the seniority principle, unless anyone is otherwise rejected or considered unfit. Generally, the basis of promotion has been seniority at lower levels, seniority-cum-merit at the middle ranks and merit at the senior grades of the civil service.

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Training of Higher Civil Services in India Public Personnel Administration Unit-5 5.11.3

Suggestions for Improvement 1.

The system followed in the confidential reports on employee's performance should be re modelled to

facilitate assessment of performances, personal qualities of workers and identification of the true potential of the candidates with as much objectivity possible. 2.

The system is now too heavily loaded in favour of seniority rather than merit. 3.

Promotions should be linked to training and professional expertise and should ensure opportunities for growth and development in career. 4.

To avoid any kind of subjectivity, promotion boards should be established and take recourse to a system of appeals where necessary.

Qualifying and promotional examinations may be introduced for positions in the middle levels of the civil service.

According to many critics of the promotion system,

promotions are made 'within classes and often within cadres of a class.

This may secure the rights of the civil servants but makes the higher public service more or less a closed shop'. Elaborating this point, Dr. Appleby writes: 'The relatively small number who are promoted over class barriers is enough to enlarge the competition slightly, but it leaves original membership in a very great special advantage and competition from outside not highly significant'. The Administrative Reforms Commission examined the matter of

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performance appraisal. It recommended: 1. At the end of each year the official reported upon should submit a brief resume, not exceeding three hundred words, of the work done by him, bringing out any special achievement

of his.

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The resume should be submitted to the reporting officer and should form a part of the confidential

record. In giving his own assessment, the reporting officer should take due note of resume and after making his own comments and assessment submit the entries record to the next higher officer, namely, the reviewing officer. The reviewing officer should give his own comments, if any, and also do the grading. 2.

The Second Pay Commission limited the field of choice for promotion to those who were 'outstanding', 'very good' and 'good', thus excluding those who were assessed as 'fair' and 'poor', thus excluding those who were assessed as 'fair' and 'poor'. The Government has recently revised the instructions regarding these gradations to the few categories. According to the latest government instructions only three gradations, namely, 'fit for promotion', 'not Training of Higher Civil Services in India 171 Public Personnel Administration Unit-5 yet fit for promotion', and 'unfit for promotion' are to be made when writing the confidential reports for secretariat

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officers of the level of Under-secretary and above. Further, it has to be indicated whether the officer reported upon has any outstanding qualities which entitled him for promotion out of turn.

In effect, therefore, the number of grading have been reduced to four from the earlier five. We are glad to find, the government has taken action on these lines which appears to be, more or less in consonance with the recommendations made by our Study Team (N) which had recommended that the system of five grading should be replaced by only three grading, namely, (i)

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fit for promotion out of turn; (ii) fit for promotion; and (iii) not yet fit for promotion. The

grading 'unfit for promotion' is likely to carry the impression that the officer concerned is unsuitable for promotion of all times. We feel that no one should be left with the feeling that he has permanently been branded as unfit for promotion. The grading 'not yet fit for promotion' will take care of cases who are unsuitable for promotion on the basis of their performance during the year under review. We, therefore, recommend the adoption of the three grading proposed by the Study Team (N), viz. (i)

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fit for promotion out of turn (ii) fit for promotion and (iii) not yet fit for promotion. 3.

In the new system of grading, it is only those who are graded in the first two categories, viz., 'fit for promotion out of turn' and 'fit for promotion' that will have to be considered for promotion. The percentage of personnel in any group of civil servants working at the same level who are really outstanding and deserve out of turn promotion cannot but be small. We have a feeling that at present 'outstanding' grading are being given too liberally and not unoften undeserved. We would suggest that as a rough guideline only five to ten percent of officials engaged in work of a similar nature and at the same level in any office or organization should be graded 'fit for promotion out of turn'. (there would, of course, have to be exceptions to this in special circumstances.) The grading 'fit for promotion out of turn' should be supported by specific mention of outstanding work that has been done. 4.

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Good work done during the year should receive prompt appreciation either on a file, or in a tour or inspection note. The concerned official should be allowed to quote these in his resume. 5.

The suggestions made above will ensure that an individual's own estimate of his performance will get a place in his confidential report. It is equally important that his superior officer's assessment made frankly and faithfully is also available in it. There has been, however, a noticeable disinclination on the part of the reporting officers to

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Training of Higher Civil Services in India Public Personnel Administration Unit-5
record adverse remarks against those working under them, because such remarks are required to be communicated to the individual concerned and on his representation they are called upon to justify them. Moreover, the communication of adverse remarks quite often becomes a source of grievance against the reporting officer. To avoid this unpleasant contingency, the reporting officer quite often fails to record adverse remarks even when they are justified. This appears to be particularly true of headquarters offices than of field offices. This defect needs to be remedied in the larger interests of the efficiency of the civil service. 'We feel that when an opportunity is afforded as suggested by us to the official himself to write out an account of his performance and provision is made for a prompt review of the adverse remarks by a reviewing officer, it should not be necessary to communicate the adverse remarks. The reviewing officer will have to go through the adverse remarks and after discussing them with the reporting officer as well as, if necessary, the officer reported upon either confirm the remarks or suitably modify them, as the case may be. To our mind, this procedure will ensure that both favourable and unfavorable remarks about a government servant are available at the time of assessment of his performance and subsequently when his performance over the years is assessed for purposes of promotion. It should also eliminate chances of any unfair or prejudiced treatment of government servant by the reporting officer, a circumstance against which government servant has a right to be safeguarded.

In view of our new approach to the annual reports as a document spotlighting the performance of an official during the course of the year, we recommend that this report should be called 'performance report' instead of 'confidential report'. 6. While considering the suitability of

an officer for promotion, a realistic view needs to be taken of the adverse remarks recorded in his confidential reports. Adverse remarks bearing on deficiencies in character or moral turpitude would certainly render an officer unfit for promotion. So would a series of remarks indicating inefficiency, indolence, etc. But if the records of an official are otherwise so good as to merit promotion, a stray adverse remark other than the one bearing on character and moral turpitude should not be made as ground for suppression. Needless to say, where merit is equal, seniority will be decisive for promotion'. This recommendation has been accepted since 1977 and the present performance approval system marks an improvement on the earlier practice. Yet, subjectivity cannot be entirely ruled out.

Training

of Higher Civil Services in India 173 Public Personnel Administration Unit-5 CHECK YOUR PROGRESS-5 1. What is a confidential report? 2. Describe the grading method for performance appraisal. 3. What are the factors on which linear rating of employees is done for performance appraisal? ACTIVITY Write a few suggestions on how training of civil servants can be improved. 5.12 LET US SUM UP •

The role of training and its objectives as laid down were brilliantly evaluated by the Assheton Committee on its Report on the training of civil servants submitted to the British Government in 1944. •

The history of the

Civil Service Training in India can be traced back to the appointment of Lord Wellesley as head the government in 1798. •

The courses that had been

taught here were Indian Criminal law, Indian History, Indian Language and riding. It was followed by an on the job

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training in India. • A camp training school at Dehradun was started in 1940 to train

the new entrants from 1940 to 1943. •

After Independence,

the Government of India decided to open the IAS Training School, which was established in March 1947 at the Metcalfe House, New Delhi. The first regular competitive examination for the IAS was held in July 1947 and selected candidates were sent to the school in July 1948 to undergo one year's training. •

The Secretariat Training School was opened in May 1948 to improve the quality of work and the efficiency of Secretariat Officers. •

There are now a large number of institutions dealing with research, educational training in Public Administration, and a national level

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Training of Higher Civil Services in India Public Personnel Administration Unit-5

institute - Indian Institute of Public Administration (IIPA) for research and in service training in Public Administration. The Administrative Staff College of India at Hyderabad provides the necessary inter-sectoral interactions.

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The Lal Bahadur Shastri National Academy of Administration at Mussoorie imparts training to the

new entrants in all central services of the government. •

The Institute of Secretariat Training and Management, New Delhi and the National Institute of Advanced Studies, Bangalore are pioneering institutes in the field of training. • The contents of training programmes have undergone substantial changes. In the 1950

s, the initial training programmes concentrated exclusively on traditional Public Administration subjects, such as public personnel administration, organization and methods (O&M), government accounting and auditing, principles of organization and so on. • The new training programmes besides these topics, also include policy analysis, organizational development, industrial relations, attitudinal and behavioral changes and information system. •

Informal training is training by experience which the employee gradually acquires in the course of the actual doing of

the work. •

Formal training which is carefully prearranged and conducted under expert guidance and assistance for the employee is free from these defects. •

The I.A.S. school at Delhi and the IAS staff college at Simla were merged in 1959 into the National Academy of Administration set up at Mussoorie on September 1 of that year.

The

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

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Indian Administrative Service, Indian Foreign Service Indian Audit, and Account Service, Indian Defence Accounts Service, Indian Income Tax Service, Indian

Post and Telegraphs Service,

Military Lands and Cantonment Service, Indian Customs and Excise Services etc. •

Steps in Career Development include (i) Selection, on the basis of promise or potential for growth as well as on the basis of the capacity to meet the changing needs and challenges of new functions in an organization, (ii) Training, to assist the person in timely preparation for changing work requirements, (iii) Mobility to assist a flexible deployment of personnel resources according to need, (iv) Promotion by merit and (v) The implementation of a policy of systematic rotation Training of Higher Civil Services in India 175 Public Personnel Administration Unit-5 of staff within units to provide training and experience of all kinds, and at various levels. •

The governing principle of promotion in India, during the last fifty years is that of 'seniority-cum-merit'. •

Under the principle of seniority,

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promotion is determined on the basis of the length of service of the employee. In general, an employee who has served longer is eligible for promotion. On the basis of this principle an employee is promoted to a higher grade or class. •

According to the

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principle of merit, promotions are made on the basis of qualifications and achievement of an employee irrespective of his length of service.

This system provides that the most meritorious or the best qualified person should be selected for promotion. • The various methods for performance appraisal are Straight Ranking Methods, Paired Comparison Technique, Man-to-Man Comparison Method, Grading method, Graphic or Linear rating and Forced Choice Description Method 5.13 ANSWERS TO CHECK YOUR PROGRESS Check Your Progress-1 1. The first training college to be set up in India was Fort William in 1800 without formal sanction of the East India Company. 2. The Indian Administrative Services training school was established in March 1947 at Metcalfe House, New Delhi. 3. The three national level institutes imparting educational training in Public Administration are (i) The Indian Institute of Public Administration, (ii) The Administrative Staff College, Hyderabad and (iii) The Lal Bahadur Shastri National Academy of Administration in Mussorie. Check Your Progress-2 1. The objectives of effective training techniques are – to provide motivation to the trainee to improve job performance, to develop a willingness to change, to provide for the trainee's activities participation in the learning process, to provide a knowledge of results about attempts to improve (i.e. feedback), and permit practice where appropriate. 2. Vestibule Training is classroom training which is often imparted with the help of the equipment and machines which are identical with those in use in the place of work. This technique enables the trainee to concentrate on learning the new skill rather than on performing an actual job. 176 Training of Higher Civil Services in India Public Personnel Administration Unit-5 3. The IAS school at Delhi and the IAS staff college at Shimla were merged in 1959 into the National Academy of Administration set up at Mussoorie on 1 September, 1959. 4. The Syndicate Method is a method of assigning a topic relevant to the field of training to small groups of trainees and making them conduct an in-depth study of that subject under the guidance of the faculty member. Syndicates may be either problem solving or knowledge gathering. 5. The Academy provides three types of courses namely (a) A one year course for the IAS Officers, (b) a refresher course of 6 weeks for the senior IAS Officer of 10-15 years' standing, and (c) a five months combined course in foundational subjects for the All India and Central Service Class I. Check Your Progress-3 1. Career planning refers to planned and systemized efforts of organizations to chalkout the work of individuals in such a way as to optimize their efforts for excellence in their work. 2. (a) True (b) False (c) False (d) True 3. Career service and career development are different. Career service presupposes permanent appointment and later on movement upward, through promotion. Career development though, linked with career service can be used to plan both career and non-career staff; the emphasis should be to get the best out of the work of an employee even on a short duration. Check Your Progress-4 1. Prof. Pigor and Myres has defined

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promotion as: 'the advancement of an employee to better job, better in terms of greater

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promotion as: 'the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and

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promotion as: 'the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary'.

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the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary'.

In the words of Flippo, '

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Promotion involves a change from one job to another that is better in terms of status and responsibilities.' 2.

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Promotion involves a change from one job to another that is better in terms of status and responsibilities.' 2.

The

two principles of promotion are (i) the principle of Seniority and (ii) the principle of merit. 3. The methods of assessing merit in India's promotion system are: (i) Promotional Examination and (ii) assessment of service records.

Training of Higher Civil Services in India 177 Public Personnel Administration Unit-5 Check Your Progress-5 1.

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The performance appraisal system consists of an annual appraisal by the superior of the

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the work of the subordinate. It is usually in the

shape of a form which carries entries to

determine the adequacy and quality of work done and the general personality and integrity of the officer reported upon.

Besides, his fitness for promotion or otherwise

is also commented upon. To reduce the ambiguities in relative grading by different officers, certain grades are prescribed.

The report is written by the reporting officer in a narrative form, evaluated by the reviewing officer and finally endorsed or countersigned by the senior most officer. This constitutes the Confidential Roll. 2.

In a

grading method, the rater considers certain features and marks them accordingly to a scale. Certain categories of worth

are first established and carefully defined. The selected features may be analytical ability, cooperativeness, dependability,

self-expression, job knowledge, judgement, leadership, organizing ability, etc. They may be: A - outstanding; B - very

good; C - good or average; D - fair; E - poor; and -

B
very poor or hopeless. The actual performance of an employee is then compared with these grade definitions, and he is allotted the grade which best describes his performance. Such type of grading is done in

semester examinations and also in the selection of candidates by the public service commissions. 3.

The factors on which linear rating of employees is done for performance appraisal are: employee characteristics and employee contribution. In employee characteristics are included such qualities as initiative, leadership, co-operativeness, dependability, industry, attitude, enthusiasm, loyalty, creative ability, decisiveness, analytical ability, emotional ability, and coordination.

In the employee contribution are included

the quantity and quality of work, the responsibility assumed, specific goals achieved, regularity of attendance, leadership offered, attitude towards superiors and associates, versatility, etc. 5.14

PROBABLE QUESTIONS Short-Answer Questions 1. Describe the role of Haileybury College as a training school. 2. What are the different types of training imparted in different countries? 3. List the advantages of pre-entry training. 4. What is orientation training? 5. Write a short note on background training.

178 Training of Higher Civil Services in India Public Personnel Administration Unit-5 6. Write a short note on: (i) the Police academy in Hyderabad (ii) NIRD Hyderabad 7. Discuss the steps in career development. 8. Explain selection of priorities and managerial planning in the process of career planning. 9. Discuss the significance or benefits of effective career advancement. 10. What are some of the advantages of career advancement? 11. What are some of the obstacles in the way of career advancement? 12. Who comprises the promotion board for the IAS? 13. List the advantages of a promotion policy. 14. What are the main criticisms of India's promotion system? 15. What are some of the flaws of the performance appraisal system? Long-Answer Questions 1. List the objectives and significance of training. 2. Write a note on the various techniques of training. 3. What are the various classroom or off the job methods? 4. List the different training institutes in India. 5. Write a short note on the benefits of career advancement for an individual and an organization. 6. What are the main criticisms of training in India? 7. Explain how career advancement is planned. 8. What are the advantages and defects of the principle of 'seniority' in promotions? 9. What are the different methods of testing 'merit' for promotions? 10. Describe the methods and techniques for appraising performance. 11. List out the recommendations of the

Administrative Reforms Committee for performance appraisal. 12. Discuss some of the ways in which performance appraisal in India can be improved. 5.15 FURTHER READING Arora, R.K., and Goyal, R., 1996. Indian Public Administration. Guwahati: Wishwa Prakashan Arora, R.K., 1979. Administrative Theory. New Delhi: IIPA

Training of Higher Civil Services in India 179 Public Personnel Administration Unit-5 Avasthi and Arora, 1978. Bureaucracy and Development-Indian Perspectives. New Delhi: Associated Publishing House Avasthi and Maheshwari, 1962. Public Administration. Agra: L.N. Agarwal Nigro, Felix A and Nigro, Lloyd G., 1989. Modern Public Administration. New York: Harper and Row Rao, N.Venkateshwara, 1996. Public Administration and Development Dynamics. New Delhi: Kanishka Publishers

Civil Service Anonymity and Neutrality vs Commitment 181 Public Personnel Administration Unit-6 UNIT 6 CIVIL SERVICE ANONYMITY AND NEUTRALITY vs COMMITMENT UNIT STRUCTURE 6.1 Learning Objectives 6.2 Introduction 6.3 Spreading Democratization 6.4 Professionalization and Integrity 6.5 Integrity, Transparency and Accountability 6.6 Lack of Integrity, Transparency and Accountability 6.7 Anonymity Principles of Civil Servants 6.8 Neutrality and Civil Servants 6.9 Neutrality vs. Commitment 6.10

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Let Us Sum Up 6.11 Answers to Check Your Progress 6.12 Probable Questions 6.13 Further Reading 6.1 LEARNING OBJECTIVES After going through this unit, you will be able to: • discuss the

significance of

neutrality in public service • explain the

concept of accountability • delineate the relationship between globalization, democratization and neutrality and

accountability • describe the concept of anonymity in public service • discuss the concept of neutrality vs. commitment •

describe the need for reforms in the public services • identify the initiatives required to bring about reforms 6.2

INTRODUCTION The question is whether the human resources and organizational capacities within a developing country are sufficiently developed to make market or quasi-market based competition feasible. A more fundamental conceptual problem relates to the broader notion of good governance-how can donors demand that governments are more democratic and more responsive to the needs of the citizens and at the same time, set conditions that require elements

182 Civil Service Anonymity and Neutrality vs Commitment Public Personnel Administration Unit-6 of the New Public Management (NPM) to be adopted (that is deny citizens access to democratic decision-making for policy options). Proponents of good governance and NPM fail to recognize that there can be several different paths to development which may be rooted in the cultures of developing societies or shaped by local context even if western in origin. 6.3 SPREADING DEMOCRATIZATION The values of integrity, transparency and accountability in public administrations have enjoyed a resurgence within the past three decades or so. Sound public administration involves public trust. Citizens expect public servants to serve the public interest with fairness and to manage public resources properly on a daily basis. Fair and reliable public services and predictable decision-making inspire public trust and create a level playing field for businesses, thus contributing to well-functioning markets and economic growth. The integrity, transparency and accountability of public administrations are a prerequisite to and underpin public trust, as a keystone of good governance. Corruption and maladministration in this context could be seen as not only individual acts but also the results of systemic failure and indication of 'weak governance.' Publicized corruption and administrative failure cases have had a major negative impact on trust in public decision-making. 6.4 PROFESSIONALIZATION AND INTEGRITY Since the end of the Cold War, the world has witnessed spreading democratization, a shift in balance between the state and market forces as more countries seek to integrate into global capitalism, and changes in social mores that inevitably accompany such political and economic transformations. 'The world has more democratic countries and more political participation than ever, with 140 countries holding multiparty elections. Of 147 countries with data, 121—with 68 per cent of the world's people—had some or all of the elements of formal democracy in 2000.' It can be argued that globalization, the term coined in the 1980's for describing 'a new context for and a new connectivity among economic actors and activities throughout the world,' is the main driver of change of our times. Globalization— through the increasing interpenetration of markets, the interdependence of sovereign states, and the fostering of a civil society at the global level—is bringing home the reality of the notion, the global community. No nation can stay an 'island' and remain untouched. Globalization has made possible a rapid diffusion of ideas and practices, enabling

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the public to demand higher standards of integrity, transparency, accountability in the public sector.

Integrity: Adherence to moral and ethical principles

Civil Service Anonymity and Neutrality vs Commitment 183 Public Personnel Administration Unit-6 Within this context, roughly three phases in the resurgence of integrity, transparency and accountability in public administration can be discerned from a global perspective. • From the late 1980s into the 90s, the taboo on discussing about corruption or the absence or distortion of these values was broken as public debates began on the problem. Mass mobilizations took place against corruption, voicing opposition towards its harmful effects in countries such as the Philippines, Bangladesh, China, Brazil and Venezuela. Transparency International, the global non- governmental advocacy organization for fighting corruption, was established in May 1993. • From the mid-1990s to 2003, the international community began to set regional and international standards. • The world has entered a decade characterized by the need to implement and enforce these standards and other legal and administrative instruments. This current stage is perhaps the most daunting for public administration, as successful implementation and enforcement require the introduction of new or major modifications to existing institutions and their organizational cultures. Thus all actors—government, private sector and civil society—face this challenge at all levels—international, national and sub-national. These trends provide the context for the emerging issues. For developed countries, demonstrating the effectiveness of public administration integrity programmes and accountability measures, through measurement is becoming a priority. This preoccupation is spawning a comparison of methodologies, more rigorous definitions of desired outcomes and cost-effectiveness of programme components. Next, given that countering terrorism seems high on the public agenda and many security functions are now being provided by private agents, integrity and accountability of the security sector must also come under scrutiny. Moreover, the recent calls for better accountability measures in overseas aid have become more vocal in the current international relief efforts of tsunami disasters in South Asia. 6.5 INTEGRITY, TRANSPARENCY AND ACCOUNTABILITY For developing countries, introducing targeted professionalization and integrity programmes within public administrations are still relatively low. Gaining and keeping public trust must be approached holistically, as the threads of integrity, transparency and accountability knit together to uphold all public administration and, ultimately, governance reforms. To this end,

184 Civil Service Anonymity and Neutrality vs Commitment Public Personnel Administration Unit-6 fighting corruption is not only an end in itself. It is of fundamental value in all government reform, which may require changes to legal and policy frameworks for the control and expenditure of public monies and improved procurement practices. It also requires attention to inculcating public service values throughout the institution through education, training and enforcement. Therefore, there is the need for a coalition among the government, the business sector and civil society to seek a better understanding of the needs of society.

6.6 LACK OF INTEGRITY, TRANSPARENCY AND ACCOUNTABILITY

The devastating effects of the lack of integrity, transparency and accountability— leading to corruption and misconduct —cannot be underestimated. Unethical practices, bribery, and fraud have a very real human cost—whether it be in the lives and health of people who are robbed of quality health care and medicines or children who are not properly educated. The financial and even public safety costs of corruption are astounding. A lack of public trust undermines and even destroys political stability. And corruption remains the single most significant obstacle to achieving the MDGs. As mentioned above, we are just now entering a period of real and hopefully sustained implementation of many anti-corruption measures. Within this context, we must not lose sight of the real investment needed in rebuilding and strengthening government institutions at both the political and public administration levels. After all, the clock is ticking as we attempt to build a healthy environment around us with our neighbours around the globe, bringing hope for a better future for all. In the United Kingdom, accountability is a standard of public life, where 'holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their offices.' It has deep roots in American constitutional history, and can be linked to the principles implicit in the Magna Carta as well as to our system of checks and balances. In public administration, ethics have most often been associated with standards of responsible behavior and integrity. In India, the Government exists to serve the needs of the public. Governance exists to ensure those needs are served efficiently, effectively and fairly. It accomplishes that goal by providing clear processes and structures for all aspects of executive management. Decision-making, strategic alignment, managerial control, supervision, accountability, have all gained special significance vis- a-vis governance due to recent corporate scandals like Enron. Citizens and regulators are calling for higher levels of transparency and accountability in all areas of business. And they are making those same

Accountability: The state of being answerable

Civil Service Anonymity and Neutrality vs Commitment 185 Public Personnel Administration Unit-6 demands of government, which has always been held to high standards for governance and accountability. In a recent study, the World Bank found a strong relationship between good governance and good government performance. Other studies have revealed similar findings. One technique many governments are adopting to improve governance and control is accrual accounting, a common practice in the private sector. By establishing a clear link between expenditures and performance, accrual accounting helps agencies focus on outcomes and results — not just budgets and spending. Accountability is at the heart of every government regardless of the precise form pattern in which it is organized. What varies is its focus, structure or mode of its formulation. A despotic regime is second to none in keeping the administrative system accountable.' Accountability, like electricity, is difficult to define, but possess qualities that make its presence in a system immediately detectable.' Thus observes the Royal Commission on Financial Management and Accountability, set up in Canada in 1976. The Commission states: 'To touch a live wire in a circuit is enough to establish the presence of electricity without further need of definition. The shock of recognition that attends the presence of accountability in a system of government may not be quite as direct, but it is nonetheless detectable. We see accountability as the activating, but fragile, element permeating a complex network connecting the government upward to Parliament and downward and outward to a geographically dispersed bureaucracy grouped in a bewildering array of departments, corporations, boards, and commissions. Accountability moves through this network like the current in a circuit but always in some sort of relation to the control centre, the Cabinet. The dispersal and structural complexity of the bureaucracy makes the control centre vulnerable to stoppages and short-circuits of overloading. The control centre, the government, although ultimately responsible for answering to the legislature, may find itself out of touch with what is happening, or failing to happen, at the other end of the network. Similarly, a signal from the centre may never reach the departmental unit or agency concerned or may reach it in so confused a state that judgements regarding performance become impossible to make.'

CHECK YOUR PROGRESS-1

1. What is globalization?
2. Define the concept of accountability.
3. How does accrual accounting help in accountability?

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6.7 ANONYMITY PRINCIPLES OF CIVIL SERVANTS

The principle of anonymity flows directly from the doctrine of ministerial responsibility which is a feature of the parliamentary government as is prevalent in England and India. According to the concept of ministerial responsibility minister incharge of a department is responsible for the acts of commission and omission of the civil servants subordinate to him/ her. The

civil servants cannot be criticized on the floor of the house by name as they cannot be present in the house and address it to defend themselves. It is, therefore, for the minister concerned to defend them in the legislature as also before the general public. If the minister is unable to defend the civil servants, he may be obliged to resign.

The

civil servants are to act according to the policy of their minister impersonally and impartially. This impersonal exercise of power means that

his/her name is

not to be involved in any decision. They have to take their decisions on a particular matter strictly according to the rules and regulations. They are supposed to take identical action in similar matters. Their names are therefore not to appear anywhere before the legislature or the public. It has been however, observed that some civil servants in their anxiety to come into limelight try to take and announce decisions which pertain to the realm of the political executive thus violating the principle of anonymity for which they are pulled up by the Ministers concerned and the government. A couple of instances may be quoted in this regard.

The

managing director of a public Roadways Corporation in Punjab announced on his own that night bus service will start with immediate effect because of substantial decline of terrorist activities in the state; This was a policy decision which should have been taken

at the level of the political executive and the name of the managing director should not have been made public. 6.8

NEUTRALITY AND CIVIL SERVANTS

The principles of neutrality and anonymity of civil servants go together. They are complementary to each other. The principle of neutrality of civil servants implies that

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civil servants will be politically neutral, they will not be members of any political party nor will they canvass for it at the time of election except exercising their own right to vote and they will implement the policies of the party in power at a particular time as per rules and regulations in terms of the law enacted by the legislature in a non-partisan, impartial and unbiased manner. All

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policy decisions are taken by the political executive and the civil servants are obliged to execute them without any personal involvement.

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The issue of neutrality is one of the important challenges faced by

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Civil Servants in India. The notion of neutrality implies the

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absence of any political activity or bias on the part of individual civil servant in the performance of his duties.

Neutrality means, 'acceptance of the discipline of working without reservation - indeed with devotion—for the success of every government lawfully in power.' If any administrator shows inclination towards a particular party or adherence to a particular ideology, he would experience difficulty in working when another party with a different ideology comes into office.

In India, it is seen that in most cases, civil servants have been found to be

working in collusion with the politicians of party in power at the centre or at State level. Bureaucrats have projected and defended their group interests with the help of politicians by supplying secret files to them whenever necessary. Not only this, they also get international posts after retirement. Desire to stick to rules is paramount in the minds of government servants. But it cannot over ride the considerations of promotion and advancement in life. When you find your juniors making advancement and you are left high and dry, you too fall in line. The trick is to please the boss to get the confidential reports which would ensure that you do not lose in career advancement. It is a balancing trick in which you comply with all the rules and not only not annoy your immediate bosses, but also the higher ups. This way you can do your best to ensure your advancement and get ahead in your

career. It is this threat which makes many stalwarts cringe and crawl. Another effective way in which rewards are doled out to the faithfuls is by way of giving them extensions. The Government has prescribed a certain age for retirement. In the case of most faithfuls (in the sense that those who have faithfully complied with all the wishes of the powers that be) rewards come in the form of extension

in

service or post-retirement membership of the Union Public Service Commission, various tribunals and numerous other parking slots which have been created.

The most illustrious among the favoured category get governorships or other equally comfortable postings with all the perks thrown in for another 5 to 10 years. We have come to a strange and astonishing pass, when even the highest civil servants, namely the Cabinet Secretaries have been on extensions.

During seventies, concept of 'neutrality' was replaced with 'committed civil service'. To quote D. P. Dhar, 'Commitment

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to a new social and economic order has to be consciously built and nurtured through the careers of our Civil Servants'.

Late Mohan Kumaramangalam, a Minister in Late Prime Minister, Mrs Gandhi's Cabinet talked of a committed bureaucracy and stated that the duties and obligations of the civil service or the judiciary are not to the country but solely to the government of the day.

Yet according to

Mrs Gandhi making committed civil service meant 'committed to a number of policies and to a

Neutrality: The

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absence of any political activity or bias on the part of individual civil servant 188

Civil Service Anonymity and Neutrality vs Commitment Public Personnel Administration Unit-6 popularly elected government without being committed to the policies of the party in power'.

It was said that the 'civil servants should be committed to their duties and the society which they are supposed to serve. Social commitment rather than political commitment is imperative in modern times'. Thus, it appears that the concept of 'neutrality' is irrelevant in the conditions prevailing in the developing nation like India. But, for a parliamentary democracy political neutrality is indispensable. It is all the more necessary for India because ministerial changes are frequent in the Indian States; and after 1977, even at the Centre. 'In the absence of neutrality, the civil service will develop cleavages, factionalism and percolate the belief that some would be promoted and some others would be penalised due to their political bias. Development of such a feeling in the civil service will be detrimental to their morale.

The Civil servants must observe neutrality in the implementation of policies and programmes of the party in power. They should not be biased but should be ready to cooperate if some new party comes in power. They should not identify themselves with

the political programmes of a particular party.

The above recommendations, even today are relevant and these

should be followed properly. As the relationship between the political and permanent executive has grown into complexity,

therefore, it is necessary that both the minister and Secretary should try to

know and understand their respective fields and must not

try to dominate each other. If some controversy arises that should be solved through discussions, mutual trust and

confidence. In a democratic set up like ours they should go hand in hand in the service of the country. They should work together while keeping in view their respective status and dignity. It is desired that they should be sincere, dedicated, committed towards their roles and should not evade responsibility. 6.9

NEUTRALITY VS. COMMITMENT Civil service neutrality vs. commitment reform is one of the many burning issues in development that are long on diagnostics and short on prescription. It is often quite easy to identify public bureaucracies that are not working and to note how such defective public sector organizations hinder development and perpetuate poverty. In most developing countries, public sector organizations have been so severely damaged by decades of abuse, neglect, congestion and corruption that many have great difficulty performing the tasks for which they were created.

Upgrading the capacity of an institution often requires more skills and resources than those needed just to run it. With the changing role of the state, the civil services have been under tremendous pressure, which calls for the very restructuring of the civil service itself, because building a more responsive state requires working on

Civil Service Anonymity and Neutrality vs Commitment 189 Public Personnel Administration Unit-6 mechanisms that increase openness, provide a large number of incentives for participation in public affairs and where appropriate lessen the distance between government and the citizens. To enhance the capacity and capability of the state the crisis in administration calls for a redefinition of the role of the government, its functions and its real focus to serve the public effectively as much as to ensure efficient and cost effective administration. Building institutions for a capable public sector is essential to enhance state effectiveness. Once poor systems are in place, they can be very difficult to dislodge. Strong interests develop in maintaining the status quo, however, inefficient or unfair. Good policies by themselves can improve results, but the benefits are magnified where institutional capability is higher, where policies and programmes are implemented more efficiently and where citizens have greater certainty about government's future actions. Therefore, it is imperative to strengthen the institutional arrangements within which the policies have to work. In a democratic set-up, politicians set goals and broad strategic directions, but sound institutional arrangements can determine whether the vision of political leaders get translated into effective policy priorities if not. The rules and norms embedded in the policy making process should be so designed that it curbs the political pressures that can lead to poor decision-making and bad outcomes. Evidence across a range of countries has shown that well functioning bureaucracies can promote growth and reduce poverty. They can provide sound policy inputs and deliver critical public good and services at least cost. But the problem is that if adequate care is not taken then the best designed policy will achieve little if it is badly implemented. Poor quality, high cost, waste, fraud and corruption will affect the delivery of services. This problem can be traced back to the belief that government ought to be the dominant if not the sole provider of services. But today with liberalization and globalization of the economy, this concept is undergoing a change; the state has to play the lead role of not a provider but that of a facilitator. As a result of this, during the past few years, especially after the introduction of the New Economic Policy in India, both the central and state governments have initiated programmes in administrative reforms, as a strategy towards achieving developmental goals. This is also due to the realization and recognition that there is an urgent need for administrative reforms to increase the capabilities of the administrative system in carrying out goals for economic and social development. It has also been observed that the deficiencies in the administrative machinery constitute a major obstacle to the effective implementation of development plans. The conference of Chief Secretaries in November 1996 on 'An Agenda for an Effective Responsive Administration' discussed a number of issues which emphasized the need for bringing about a transformation in the public services to make them more efficient, clean, accountable and citizen friendly.

190 Civil Service Anonymity and Neutrality vs Commitment Public Personnel Administration Unit-6 The focus of these discussions has been

to evolve a concrete Action Plan, for gearing up the government machinery to provide a responsive, transparent and clean administration to the people to address issues of reform and morale in the civil services:

The

action plan includes initiatives in the following areas: • Making administration accountable and citizen-friendly. • Ensuring transparency and the

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right to information. • Taking measures to cleanse and motivate civil services.

Such reforms involve

the

conscious intervention in the bureaucracy to introduce changes, infuse dynamism and motivation, and redefine authority and functional relationships of the people as well as structural units in the bureaucracy. It underscores the fact that there are problems or bottlenecks in administrative system or the system of governance, which impede the performance of the government. Such reforms have a primary purpose which is to support the objectives of national development. In the given context, the concept of administrative reform or civil service reform includes both

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structural and behavioural changes or

institutional and attitudinal changes. Changes in the administrative apparatus generally rests on the assumption that there is always a better alternative to the status quo. Therefore, in the process of implementing deliberate and planned social actions, the established administrative system is transformed to achieve maximum efficiency and

organizational effectiveness and responsiveness in the delivery of services to the people. The efforts are aimed at increasing the capability of the administrative system for accelerating the attainment of development goals. However, before we proceed

further

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

The citizens' perception of the state and its functionaries is primarily based on its role as service provider, law enforcer and regulator. Improving the quality of administration and providing a responsive interface between the citizens and the public services requires a number of initiatives. Perhaps the most important is the introduction of greater transparency in the

Civil Service Anonymity and Neutrality vs Commitment 191 Public Personnel Administration Unit-6 functioning of government departments and public bodies. A number of attempts have been made to make the administration much more transparent but with little success. To a large measure, the system of governance that we have inherited does not allow transparency. The rules, regulations, and procedures stipulate unnecessary restriction on free access of the public to information. Perhaps this is more of an attitudinal problem remnant of the feudal structure of our society. Even though everyone agrees that to a large extent the problem is attitudinal but in practice, one expects the other person to change his attitude. Similar is the case of transparency where everyone expects transparency in decision-making at the other end secrecy and lack of openness in transactions is responsible for corruption in official dealings, apart from being contrary to the spirit of an accountable and democratic government. There is a demand for introducing greater transparency in the functioning of government departments and public bodies. Information is power. In a democratic system of governance, people are expected to participate in the process of governance. For effective people's participation, access to information is a condition precedent. Therefore, open government is part of an effective democracy. Citizens must have adequate access to the information and analysis on which government business is based on. The fact is that we still continue to celebrate the bureaucratic culture of confidentiality and secrecy. This goes against the spirit of democracy. Access to information is one of the ways to make democratic scrutiny of the process of functioning of the government and thereby check possibilities of corruption, abuse, and misuse of power and exercise of power on irrelevant considerations. There is also a need to amend such laws that stipulate unnecessary restrictions on free access of the public to information. It is suggested that all the departments and public bodies should have computerized information counters so that information and assistance is available to the public on various essential services and approvals. The increase in public grievances is a cause of worry. Accessible and effective grievance redressal mechanisms are a necessary component of accountability; the errors of decision-makers can be corrected, oversight highlighted, abuses and misuses rectified and shortcomings avoided. Public grievances primarily arise out of the inaccessibility of public servants, failure to even acknowledge applications, non-enforcement of any kind of time- limit, insensitivity and unsympathetic attitude of public servants at various levels. A number of grievance redressal cells are created at various levels but they lack effectiveness. The problem is that these cells have further added to the citizens' grievances, as most of them remain unresponsive and ineffective. It is a common sight on the railway stations and bus stands that the 'May I help you' counters are generally deserted or occupied by vendors/beggars. If we are not able to ensure the effectiveness of such counters, its better to do away with them, as it does more harm than good and further erodes the faith

192 Civil Service Anonymity and Neutrality vs Commitment Public Personnel Administration Unit-6 of the common man in administrative machinery. A major theme associated with improving performance is the development of a customer or a client focus or service quality initiative in the public sector. Citizen's charter is probably the best known example. This will improve access to public services and promote quality. It does this by helping people understand what an organization does, how to contact it, what to expect by way of service and how to seek a remedy if something goes wrong. It does not in itself create legal rights. But it helps users to claim existing rights, and may create new rights that are enforceable through non-legal means (for example, through a complaint procedure or independent adjudicator). The key feature of a charter are: a statement of the standards of service that users can expect to receive; the arrangements for seeking a remedy should something go wrong; and brief information on the service provided. Charters help the staff of the departments as well, by setting out clearly the services their organization provides. But their main audience is the user, and they should not be seen as management tools. The charter should clearly set out the standards of service that users can expect to receive. Good standards are vital for an effective charter, and should be expressed in a way that is meaningful to all users. Above all, the standards set out should be relevant, meaningful, challenging, simple measurable, monitored, published and reviewed. These initiatives aim to improve performance of service delivery as well as to provide service which meets people's needs. Commitments to provide a certain type, volume and quality of services may be made and performance measured against their commitments. A number of central government departments and undertakings have framed citizen's charters. Some of the state governments have also taken initiative in this regard but yet the results are not very encouraging. Perhaps the prevailing work culture does not translate these initiatives into reality. The real issue, however, is the need to bring about a total change in the attitude of public servants towards redressal of the public grievances at all levels and to pin-point responsibility for action on grievances of the people. It would also be worthwhile if we could incorporate the nine principles of public service delivery into our system as is being followed in the UK. Every public service should: •

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Set standards of service • Be open and provide full information • Consult and involve • Encourage access and promotion of choice • Treat all fairly • Put things right when they go wrong • Use

resources effectively

Civil Service Anonymity and Neutrality vs Commitment 193 Public Personnel Administration Unit-6 • Innovate and improve • Work with other providers These measures will help redress the grievances of citizens relating to delivery of public services at least to some extent. Today the citizen is unaware or helpless in matters of the service provided. He is unable to get appropriate service even though he is paying for it. With the rising expectations of the people the demand will exert enough pressure on the system. It is better if the managers of the system feel the pressure and initiate reforms. Today, access to justice is a major concern. The very concept of justice itself has become more malleable and flexible. In today's world rights of the individuals have become more and more discretionary, the public and private realms more and more confused and the extent and operation of state or public power more and more blurred. There is a prevailing view that the judicial system as it exists is incapable of achieving justice or overcoming corrupt and secretive practices or erasing the abuse of the affluent sections. A system, it is alleged, in which law serves the master rather than controls the master or in which law fails to set out parameters not only of politicians' power but also of political power, is not one in which justice can be achieved. This calls for adequate reforms in the judicial process. The recent judicial activism, however, has come as a welcome relief. This has rekindled people's confidence and faith in our criminal justice system. However, this is only a short-term measure. Some long-term measures are required to streamline the system. It is equally necessary that an effective and transparent agency like 'Lokpal' be instituted at the earliest. The variety of tasks which now come within the purview of the modern administration necessarily results in exercise of large discretionary powers by public servants. A proper and healthy functioning of administration requires that despite the discretionary nature of these powers, discretion should be exercised in a reasonable manner and should not smack of arbitrariness. CHECK YOUR PROGRESS-2 1. What does the 'principle of neutrality of civil servants' imply? 2. Who is responsible for the acts of commission and omission of civil servants? 3. What is the 'principle of anonymity' for the civil servants? 4. Explain notion of neutrality.

194 Civil Service Anonymity and Neutrality vs Commitment Public Personnel Administration Unit-6 **ACTIVITY** Find out the commissioning policy of civil servants in UK. How is it different from the Indian system? 6.10 **LET US SUM UP** • The values of integrity, transparency and accountability in public administrations have enjoyed a resurgence within the past three decades or so. • Globalization refers to a new context for and a new connectivity among economic actors and activities throughout the world, It refers to the increasing interpenetration of markets, the interdependence of sovereign states, and the fostering of a civil society at the global level leading to the idea of a global community. No nation can stay an 'island' and remain untouched. Globalization has made possible a rapid diffusion of ideas and practices, enabling

the public to demand higher standards of integrity, transparency, accountability in the public sector. •

Three phases in the resurgence of integrity, transparency and accountability in public administration can be discerned from a global perspective. • Gaining and keeping public trust must be approached holistically, as the threads of integrity, transparency and accountability knit together to uphold all public administration and, ultimately, governance reforms. • Accountability is a standard of public life, where "holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their offices." • Accrual accounting is a common practice in the private sector where by one is required to establish a clear link between expenditures and performance; accrual accounting helps agencies focus on outcomes and results — not just budgets and spending. • According to the concept of ministerial responsibility minister incharge of a department is responsible for the acts of commission and omission of the civil servants subordinate to him. •

According to the principle of Anonymity the

civil servants cannot be criticized on the floor of the house by name as they cannot be present

Civil Service Anonymity and Neutrality vs Commitment 195 Public Personnel Administration Unit-6

in the house and address it to defend themselves. It is, therefore, for the minister concerned to defend them in the legislature as also before the general public. •

The

notion of neutrality implies the

absence of any political activity or bias on the part of individual civil servant in the performance of his duties.

Neutrality means, 'acceptance of the discipline of working without reservation - indeed with devotion - for the success of every government lawfully in power'. •

Such reforms involve the

conscious intervention in the bureaucracy to introduce changes, infuse dynamism and motivation, and redefine authority and functional relationships of the people as well as structural units in the bureaucracy. •

There is also a need to amend such laws that stipulate unnecessary restrictions on free access of the public to information. It is suggested that all the departments and public bodies should have computerized information counters so that information and assistance is available to the public on various essential services and approvals. • Accessible and effective grievance redressal mechanisms are a necessary component of accountability; the errors of decision-makers can be corrected, oversight highlighted, abuses and misuses rectified and shortcomings avoided. 6.11 ANSWERS TO CHECK YOUR PROGRESS Check Your Progress-1 1. Globalization refers to a new context for and a new connectivity among economic actors and activities throughout the world. It refers to the increasing interpenetration of markets, the interdependence of sovereign states, and the fostering of a civil society at the global level leading to the idea of a global community. No nation can stay an "island" and remain untouched. Globalization has made possible a rapid diffusion of ideas and practices, enabling

the public to demand higher standards of integrity, transparency, accountability in the public sector. 2.

Accountability is a standard of public life, where 'holders of public office are accountable for their decisions and actions to the public and must submit themselves to whatever scrutiny is appropriate to their offices'. 3. Accrual accounting is a common practice in the private sector where by one is required to establish a clear link between expenditures and performance; accrual accounting helps agencies focus on outcomes and results — not just budgets and spending.

196 Civil Service Anonymity and Neutrality vs Commitment Public Personnel Administration Unit-6 Check Your Progress-2 1. The principle of neutrality of civil servants broadly implies two things. Firstly, it implies that the

civil servants will be politically neutral, they will not be members of any political party nor will they canvass for it at the time of election except exercising their own right to vote and

secondly,

they will implement the policies of the party in power at a particular time as per rules and regulations in terms of the law enacted by the legislature in a non-partisan, impartial and unbiased manner. All

the

policy decisions are taken by the political executive and the civil servants are obliged to execute them without any personal involvement. 2.

According to the concept of ministerial responsibility minister incharge of a department is responsible for the acts of commission and omission of the civil servants subordinate to him. 3.

According to the principle of Anonymity, the

civil servants are to act according to the policy of their minister impersonally and impartially. This impersonal exercise of power means that

his name is

not to be involved in any decision. They have to take their decisions on a particular matter strictly according to the rules and regulations. They are supposed to take identical action in similar matters. Their names are therefore not to appear any where before the legislature or the public. 4.

The notion of neutrality implies the

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absence of any political activity or bias on the part of individual civil servant in the performance of his duties.

Neutrality means, 'acceptance of the discipline of working without reservation - indeed with devotion - for the success of every government lawfully in power'. 6.12

PROBABLE QUESTIONS Short-Answer Questions 1. Describe the three phases in the resurgence of integrity and transparency in public administration. 2. Write a short note on accrual accounting. 3. Why is 'neutrality' in service especially relevant in the Indian context? 4. What are the main ingredients of an action plan to nurture transparency and accounting in governance? 5. What are the principles of public service delivery that need to be built into our system?

Civil Service Anonymity and Neutrality vs Commitment 197 Public Personnel Administration Unit-6 Long-Answer Questions 1. Discuss the significance of accountability in public service. 2. Discuss the impact of anonymity in public service. 3. Describe the way in which politics is enmeshed with Civil Services in India. 4. Discuss the limitations and obstacles that lie in the path of making the public service transparent. 5. What are the initiatives required for improving our public services? 6.13 FURTHER READING Arora, R.K., and Goyal, R. 1996. Indian Public Administration. Guwahati: Wishwa Prakashan Arora, R.K. 1979. Administrative Theory. New Delhi: IIPA Avasthi and Arora, 1978. Bureaucracy and Development-Indian Perspectives. New Delhi: Associated Publishing House Avasthi and Maheshwari, 1962. Public Administration. Agra: L.N.Agarwal Nigro, Felix A and Nigro, Lloyd G., 1989. Modern Public Administration. New York: Harper and Row Rao, N.Venkateshwara, 1996. Public Administration and Development Dynamics. New Delhi: Kanishka Publishers

Hit and source - focused comparison, Side by Side

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As student entered the text in the submitted document.

Matching text

As the text appears in the source.

1/291

SUBMITTED TEXT

14 WORDS

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MATCHING TEXT

14 WORDS

Public personnel administration in India comprises the public services of the country.

SA

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2/291

SUBMITTED TEXT

39 WORDS

85%

MATCHING TEXT

39 WORDS

The public personnel administration has certain characteristics which are different from the private administration in many ways. Public personnel administration has to cater to the needs of a larger number of people and is engaged with the supply of varied services.

SA

CC-PA-09.pdf (D165362591)

<p>3/291</p> <p>Original by Turnitin</p>	<p>SUBMITTED TEXT</p> <p>the government is dependent upon the public personnel system for the implementation of its programmes.</p> <p>SA CC-PA-09.pdf (D165362591)</p>	<p>14 WORDS</p> <p>90% MATCHING TEXT</p>	<p>14 WORDS</p>
<p>4/291</p>	<p>SUBMITTED TEXT</p> <p>After going through this unit, you will be able to: • explain the concept of personnel administration •</p> <p>SA CC-PA-09.pdf (D165362591)</p>	<p>17 WORDS</p> <p>90% MATCHING TEXT</p>	<p>17 WORDS</p>
<p>5/291</p>	<p>SUBMITTED TEXT</p> <p>an adequate organizational structure and desirable working relationships among all members the organization.</p> <p>SA CC-PA-09.pdf (D165362591)</p>	<p>12 WORDS</p> <p>76% MATCHING TEXT</p>	<p>12 WORDS</p>
<p>6/291</p>	<p>SUBMITTED TEXT</p> <p>right to information • Taking measures to cleanse and motivate civil services</p> <p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>	<p>11 WORDS</p> <p>100% MATCHING TEXT</p> <p>right to information 3: taking measures to cleanse and motivate civil services.</p>	<p>11 WORDS</p>
<p>7/291</p>	<p>SUBMITTED TEXT</p> <p>Set standards of service • Be open and provide full information • Consult and involve • Encourage access and promotion of choice • Treat all fairly • Put things right when they go wrong • Use</p> <p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>	<p>31 WORDS</p> <p>93% MATCHING TEXT</p> <p>Set standards of services. 2. Be open and provide full information. 3. Consult and involve. 4. Encourage access and the promotion of choice. 5. Treat all fairly. 6. Put things right when they go wrong. 7. Use</p>	<p>31 WORDS</p>
<p>8/291</p>	<p>SUBMITTED TEXT</p> <p>an adequate organizational structure and desirable working relationships among all members of the organization 3.</p> <p>SA CC-PA-09.pdf (D165362591)</p>	<p>13 WORDS</p> <p>82% MATCHING TEXT</p>	<p>13 WORDS</p>

9/291	SUBMITTED TEXT	17 WORDS	85% MATCHING TEXT	17 WORDS
<p>To serve the cause of social equity is to actively work for social change. This is the</p>		<p>To serve the cause of social equity is to actively work for social change. attack is on the</p>		
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				
10/291	SUBMITTED TEXT	16 WORDS	90% MATCHING TEXT	16 WORDS
<p>The attack is on the status quo and against the powerful interests entrenched in permanent institutions.</p>		<p>The attack is on the status-quo and against the powerful interest entrenched in permanent institutions. 5.</p>		
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				
11/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>To serve the cause of social equity is to actively work for social change.</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				
12/291	SUBMITTED TEXT	15 WORDS	90% MATCHING TEXT	15 WORDS
<p>The New public administration movement made clear its basic normative concern in administrative studies. It</p>		<p>The new Public Administration made clear its basic normative concern in administrative studies. It</p>		
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				
13/291	SUBMITTED TEXT	24 WORDS	87% MATCHING TEXT	24 WORDS
<p>realization of 'social equity' should be the purpose of public administration. Social equity means that Public administrators should become champions of the underprivileged sections of the society.</p>		<p>Realization of social equity should be the purpose of public administration. Social equity means that public administration should be come champions of the underprivileged sections of the society. 4.</p>		
<p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>				

14/291	SUBMITTED TEXT	12 WORDS	96% MATCHING TEXT	12 WORDS
<p>explored ways of institutionalizing change and remedying the bureaucratic tendencies of big organizations.</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

15/291	SUBMITTED TEXT	20 WORDS	59% MATCHING TEXT	20 WORDS
<p>The purpose of public organization is the reduction of economic, social and psychic suffering and the enhancement of life opportunities for</p>				
<p>The purpose of public action should be the reduction of economic and social disparities and the enhancement of life opportunities for</p>				
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				

16/291	SUBMITTED TEXT	20 WORDS	59% MATCHING TEXT	20 WORDS
<p>The purpose of public organization is the reduction of economic, social and psychic suffering and the enhancement of life opportunities for</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

17/291	SUBMITTED TEXT	14 WORDS	82% MATCHING TEXT	14 WORDS
<p>in India In India, services are classified into three major categories - All India, Central</p>				
<p>in India In India services are classified into three categories— (1) All India Services (2) Central</p>				
<p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>				

18/291	SUBMITTED TEXT	15 WORDS	71% MATCHING TEXT	15 WORDS
<p>and the officers of these services are exclusively under the control of the Union Government.</p>				
<p>and Health. The officers of these services are exclusively in the employment of the State Government.</p>				
<p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>				

19/291	SUBMITTED TEXT	31 WORDS	83% MATCHING TEXT	31 WORDS
<p>State services administer the subjects within the jurisdiction of the States such as land revenue, agriculture, education, health, etc. and the officers of these services are exclusively in the employment of respective State</p>		<p>State Services: administer the subjects within the jurisdiction of the States such as Land Revenue, Agriculture, Forest, Education and Health. The officers of these services are exclusively in the employment of the State</p>		
<p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>				

20/291	SUBMITTED TEXT	20 WORDS	69% MATCHING TEXT	20 WORDS
<p>Direct Recruitment The method of direct recruitment is in line with the principle of democracy. Each qualified person gets an equal</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

21/291	SUBMITTED TEXT	12 WORDS	87% MATCHING TEXT	12 WORDS
<p>The All India Services are common for the Union and the States.</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

22/291	SUBMITTED TEXT	15 WORDS	90% MATCHING TEXT	15 WORDS
<p>appointed a Committee on Recruitment Policy and Selection Methods under the Chairmanship of D. S. Kothari</p>				
<p>SA Chapter Four.docx (D107775756)</p>				

23/291	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
<p>On the basis of the recommendations of the Committee the Government of</p>				
<p>SA soma_law.pdf (D40876123)</p>				

24/291	SUBMITTED TEXT	21 WORDS	59% MATCHING TEXT	21 WORDS
<p>the candidates will be free to answer these papers in English or anyone of the regional languages listed in the Eighth Schedule</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
25/291	SUBMITTED TEXT	19 WORDS	60% MATCHING TEXT	19 WORDS
<p>for reimbursement of any expenses incurred by them in defending legal proceedings instituted against them in respect of their official</p> <p>for reimbursement of legal expenses incurred by the Government servants in defending legal . proceedings instituted against them relating to acts done in the execution their official</p> <p>W https://egyankosh.ac.in/bitstream/123456789/19262/1/Unit-4.pdf</p>				
26/291	SUBMITTED TEXT	12 WORDS	100% MATCHING TEXT	12 WORDS
<p>a Public Service Commission for the Union and a Public Service</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
27/291	SUBMITTED TEXT	39 WORDS	85% MATCHING TEXT	39 WORDS
<p>the Parliament may provide for the exercise of additional functions by UPSC in respect of the services of the Union and also in respect of the services of any local authority or other body corporate constituted by law or any public institution.</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
28/291	SUBMITTED TEXT	20 WORDS	92% MATCHING TEXT	20 WORDS
<p>to improve or increase an employee's skill, and to develop his attitudes and schemes of values in a desired direction'.</p> <p>to improve or increase an employee's skill powers or and to develop his attitudes and schemes of values in a desired direction. (</p> <p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>				
29/291	SUBMITTED TEXT	14 WORDS	89% MATCHING TEXT	14 WORDS
<p>the duty of the Union Public Service Commission and the State Public Service Commission</p> <p>SA CC-PA-09.pdf (D165362591)</p>				

30/291	SUBMITTED TEXT	16 WORDS	90% MATCHING TEXT	16 WORDS
<p>There is a need to develop resistance to the danger of the civil servant becoming 'mechanized'</p>		<p>There is a need to develop resistance to the danger of the civil servants becoming mechanized</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				
31/291	SUBMITTED TEXT	23 WORDS	100% MATCHING TEXT	23 WORDS
<p>whilst we must aim at the highest possible standard of efficiency. Our purpose is not to produce a robot- like, mechanically perfect civil service.</p>		<p>whilst we must aim at the highest possible standard of efficiency our purpose is not to produce a robot like, mechanically perfect civil service. ?</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				
32/291	SUBMITTED TEXT	21 WORDS	100% MATCHING TEXT	21 WORDS
<p>should endeavour to produce a civil servant whose precision and clarity in the transaction of business can be taken for granted; (ii)</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				
33/291	SUBMITTED TEXT	14 WORDS	70% MATCHING TEXT	14 WORDS
<p>other duties, and where appropriate, develop his capacity for higher work, and greater responsibilities; (v)</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				
34/291	SUBMITTED TEXT	10 WORDS	87% MATCHING TEXT	10 WORDS
<p>the recommendations of the Administrative Reforms Commission's Report on Personnel Administration,</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				
35/291	SUBMITTED TEXT	19 WORDS	92% MATCHING TEXT	19 WORDS
<p>to improve or increase an employee's skill, and to develop his attitudes and schemes of values in a desired direction. •</p>		<p>to improve or increase an employee's skill powers or and to develop his attitudes and schemes of values in a desired direction. (</p>		
<p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>				

36/291	SUBMITTED TEXT	18 WORDS	76% MATCHING TEXT	18 WORDS
<p>promotions are based on the basis of qualifications and achievements of the employee irrespective of their length of service.</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

37/291	SUBMITTED TEXT	19 WORDS	92% MATCHING TEXT	19 WORDS
<p>to improve or increase an employee's skill, and to develop his attitudes and schemes of values in a desired direction. 2.</p>				
<p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>				

38/291	SUBMITTED TEXT	18 WORDS	47% MATCHING TEXT	18 WORDS
<p>training; (b) short -term and long term training; (c) pre-entry and post-entry training; (d) departmental and central training., and (</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

39/291	SUBMITTED TEXT	16 WORDS	96% MATCHING TEXT	16 WORDS
<p>classification is the grouping of positions on the basis of similarity of duties and qualifications requirements'.</p>				
<p>SA soma_law.pdf (D40876123)</p>				

40/291	SUBMITTED TEXT	33 WORDS	100% MATCHING TEXT	33 WORDS
<p>a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different types of jobs and establishes</p>				
<p>W https://egyankosh.ac.in/bitstream/123456789/19262/1/Unit-4.pdf</p>				

41/291	SUBMITTED TEXT	33 WORDS	91% MATCHING TEXT	33 WORDS
<p>a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different types of jobs and establishes</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

42/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>basis for giving equal status and equal pay for equal work.</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

43/291	SUBMITTED TEXT	14 WORDS	89% MATCHING TEXT	14 WORDS
<p>If positions are the raw materials of classification, the class is the operating unit.</p>				
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				

44/291	SUBMITTED TEXT	13 WORDS	76% MATCHING TEXT	13 WORDS
<p>a 'group of positions sufficiently alike in respect to their duties and responsibilities</p>				
<p>W https://www.mass.gov/doc/personnel-administration-rules-pars/download</p>				

45/291	SUBMITTED TEXT	20 WORDS	100% MATCHING TEXT	20 WORDS
<p>a class is a 'group of positions sufficiently alike in respect to their duties and responsibilities to justify common treatment in</p>				
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				

46/291	SUBMITTED TEXT	71 WORDS	93% MATCHING TEXT	71 WORDS
<p>and recording the duties and other distinctive characteristics of the positions to be classified (job analysis and descriptions. 2. Grouping the positions into classes upon the basis of their similarities. 3. Writing such standards or specifications for each class of positions as will indicate its character, define its boundaries, and serve as a guide in allocating individual positions to the class and in recruitment and examinations. 4. Installation by allocating individual positions to the classes thus described. Three of</p>				
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				

47/291	SUBMITTED TEXT	25 WORDS	82% MATCHING TEXT	25 WORDS
<p>incumbents, competence on the job, level of responsibility entailed in the job, rank and personal status of the employee, etc. The precise mix of these depends,</p> <p>SA soma_law.pdf (D40876123)</p>				
48/291	SUBMITTED TEXT	13 WORDS	84% MATCHING TEXT	13 WORDS
<p>the basis of classification is the rank and personal status of the incumbent</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
49/291	SUBMITTED TEXT	18 WORDS	100% MATCHING TEXT	18 WORDS
<p>is the rank and personal status of the incumbent rather than the precise duties inherent in the post. In India,</p> <p>SA soma_law.pdf (D40876123)</p>				
50/291	SUBMITTED TEXT	14 WORDS	100% MATCHING TEXT	14 WORDS
<p>corresponding to differences in the responsibility of the work performed and the qualifications required.</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
51/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>they continue to be the members of the particular service until they retire (or, resign),</p> <p>they continue to be the members of the particular service until they retire or resign.</p> <p>W https://egyankosh.ac.in/bitstream/123456789/19262/1/Unit-4.pdf</p>				
52/291	SUBMITTED TEXT	15 WORDS	MATCHING TEXT	15 WORDS
<p>they continue to be the members of the particular service until they retire (or, resign),</p> <p>90%</p> <p>SA CC-PA-09.pdf (D165362591)</p>				

53/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the recruitment and the conditions of services of persons appointed to</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
54/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the recruitment and the conditions of services of persons appointed to</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				
55/291	SUBMITTED TEXT	19 WORDS	67% MATCHING TEXT	19 WORDS
<p>by law the recruitment and the conditions of services of persons appointed to these services. Accordingly, the All India Services</p> <p>SA soma_law.pdf (D40876123)</p>				
56/291	SUBMITTED TEXT	12 WORDS	95% MATCHING TEXT	12 WORDS
<p>All India Services - the Indian Administrative Service, the Indian Police Service,</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
57/291	SUBMITTED TEXT	17 WORDS	90% MATCHING TEXT	17 WORDS
<p>All India Services - the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.</p> <p>SA BPAE 143 Unit 8 D2.doc (D111974109)</p>				
58/291	SUBMITTED TEXT	17 WORDS	68% MATCHING TEXT	17 WORDS
<p>All India Services - the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.</p> <p>SA soma_law.pdf (D40876123)</p>				

59/291	SUBMITTED TEXT	27 WORDS	100% MATCHING TEXT	27 WORDS
<p>practical purposes. The time has come to give a decent burial to the present system and to make it a true representative of futuristic working environment in the Government’.</p>		<p>practical purposes. The time has come to give a decent burial to the present system and to make it a true representative of futuristic working environment in the government.</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				
60/291	SUBMITTED TEXT	16 WORDS	90% MATCHING TEXT	16 WORDS
<p>with the proposed reorganization of various grades into ‘levels’ the existing system of classification of services</p>		<p>With the proposed reorganization of various grades into levels, the existing systems of classification of services</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				
61/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>for developing among civil servants a feeling that they all belong to a common public</p>		<p>for developing among civil servants a feeling that they all belong to a common Public</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				
62/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>it violates the principle of ‘equal pay for equal work’.</p>		<p>It violates the principle of equal pay for equal work.</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				
63/291	SUBMITTED TEXT	18 WORDS	52% MATCHING TEXT	18 WORDS
<p>In respect of some of these services, like Indian Economic Service, Indian Statistical Service and the Indian Forest Service,</p>				
<p>SA soma_law.pdf (D40876123)</p>				
64/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>it violates the principle of ‘equal pay for equal work’.</p>				
<p>SA soma_law.pdf (D40876123)</p>				

65/291	SUBMITTED TEXT	22 WORDS	80% MATCHING TEXT	22 WORDS
<p>low morale in the civil service. Secondly, it overlooks the claims of merit as the basis of holding a particular position, the system</p>				
<p>SA soma_law.pdf (D40876123)</p>				
66/291	SUBMITTED TEXT	21 WORDS	92% MATCHING TEXT	21 WORDS
<p>It does not define the contents of any job in detail. It does not describe what is expected of a post,</p>				
<p>W https://egyankosh.ac.in/bitstream/123456789/19262/1/Unit-4.pdf</p>				
67/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>the claims of merit as the basis of holding a particular position the system being</p>				
<p>SA soma_law.pdf (D40876123)</p>				
68/291	SUBMITTED TEXT	18 WORDS	83% MATCHING TEXT	18 WORDS
<p>the object of position classification has been to provide a basis for fixing fair pay for work performed</p>				
<p>W https://egyankosh.ac.in/bitstream/123456789/19262/1/Unit-4.pdf</p>				
69/291	SUBMITTED TEXT	13 WORDS	89% MATCHING TEXT	13 WORDS
<p>A position is a basic organizational unit. Each position represents certain well-defined duties</p>				
<p>W https://egyankosh.ac.in/bitstream/123456789/19262/1/Unit-4.pdf</p>				
70/291	SUBMITTED TEXT	25 WORDS	88% MATCHING TEXT	25 WORDS
<p>is not conducive to the formulation of scientific standards on which selection of personnel, training, posting, transfer, promotion, career development, etc., may be organized. Position Classification 79</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

71/291	SUBMITTED TEXT	14 WORDS	82% MATCHING TEXT	14 WORDS
	Stahl, 'If positions are threw material of classification, the class is the operating unit.'		Stahl says if positions are the raw material of classification, the class is the operating unit.	
	<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>			

72/291	SUBMITTED TEXT	35 WORDS	96% MATCHING TEXT	35 WORDS
	Each position represents certain well-defined duties and responsibilities, the latter two terms signifying the work assigned to a position and the matters for which an employee is held accountable. A position must remain differentiated from its occupant.			
	<p>SA soma_law.pdf (D40876123)</p>			

73/291	SUBMITTED TEXT	79 WORDS	75% MATCHING TEXT	79 WORDS
	steps in the development of a position classification: (i) Analyzing and recording the duties and other distinctive characteristics of the position to be classified (job analysis and description) (ii) Grouping the position into classes upon the basis of their similarities (iii) Writing such standard or specifications for each class of positions as will indicate its character, define its boundaries and serve as a guide in allocating individual positions to the class and in recruitment and examinations (iv) Installation by allocating individual positions to the classes thus described Position classification		steps in the development of positions classifications, namely, ? analysis and recording the duties and other distinctive characteristics of the positions to be classified (job analysis and description); ? grouping the positions into classes on the bases of their similarities; ? writing such standards or specification for each class of positions as will indicate its character, define its boundaries, and serve as a guide in allocating individual positions to the class and in recruitment and examinations; and ? installation by allocating individual positions to the classes thus described Advantages of position classification	
	<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>			

74/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
	are paid according to the difficulty and responsibility of their		are paid according to the difficulty and responsibility of their	
	<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>			

75/291	SUBMITTED TEXT	30 WORDS	82% MATCHING TEXT	30 WORDS
<p>The different criteria for evaluation of jobs for purposes of determining their class are: • Nature of occupational field • Complexity and difficulty in performing duties • Scope of responsibility • Knowledge and skill needed</p>				
<p>SA soma_law.pdf (D40876123)</p>				
76/291	SUBMITTED TEXT	23 WORDS	100% MATCHING TEXT	23 WORDS
<p>It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different 84</p>		<p>It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different</p>		
<p>W https://egyankosh.ac.in/bitstream/123456789/19262/1/Unit-4.pdf</p>				
77/291	SUBMITTED TEXT	22 WORDS	100% MATCHING TEXT	22 WORDS
<p>It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				
78/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>basis for giving equal status and equal pay for equal work.</p> <ul style="list-style-type: none"> • 				
<p>SA CC-PA-09.pdf (D165362591)</p>				
79/291	SUBMITTED TEXT	25 WORDS	82% MATCHING TEXT	25 WORDS
<p>incumbents, competence on the job, level of responsibility entailed in the job, rank and personal status of the employee, etc. The precise mix of these depends,</p>				
<p>SA soma_law.pdf (D40876123)</p>				
80/291	SUBMITTED TEXT	15 WORDS	70% MATCHING TEXT	15 WORDS
<p>class is a "group of positions sufficiently alike in respect to their duties and responsibilities</p>		<p>Class, a group of positions sufficiently similar in respect to the duties and responsibilities</p>		
<p>W https://www.mass.gov/doc/personnel-administration-rules-pars/download</p>				

81/291	SUBMITTED TEXT	21 WORDS	100% MATCHING TEXT	21 WORDS
A class is a "group of positions sufficiently alike in respect to their duties and responsibilities to justify common treatment in		a class is a group of positions, sufficiently alike in respect to their duties and responsibilities, to justify common treatment in		
W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf				

82/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
on a country's administrative value system and culture. • There are two well-known systems of classification				
SA soma_law.pdf (D40876123)				

83/291	SUBMITTED TEXT	13 WORDS	84% MATCHING TEXT	13 WORDS
the basis of classification is the rank and personal status of the incumbent				
SA CC-PA-09.pdf (D165362591)				

84/291	SUBMITTED TEXT	20 WORDS	92% MATCHING TEXT	20 WORDS
is the rank and personal status of the incumbent rather than the precise duties inhering in the post. • In India,				
SA soma_law.pdf (D40876123)				

85/291	SUBMITTED TEXT	14 WORDS	100% MATCHING TEXT	14 WORDS
corresponding to differences in the responsibility of the work performed and the qualifications required.				
SA CC-PA-09.pdf (D165362591)				

86/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
the recruitment and the conditions of services of persons appointed to				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)				

87/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the recruitment and the conditions of services of persons appointed to</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

88/291	SUBMITTED TEXT	20 WORDS	67% MATCHING TEXT	20 WORDS
<p>by law the recruitment and the conditions of services of persons appointed to these services. • Accordingly, the All India Services</p>				
<p>SA soma_law.pdf (D40876123)</p>				

89/291	SUBMITTED TEXT	12 WORDS	95% MATCHING TEXT	12 WORDS
<p>All India Services - the Indian Administrative Service, the Indian Police Service,</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

90/291	SUBMITTED TEXT	17 WORDS	90% MATCHING TEXT	17 WORDS
<p>All India Services - the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.</p>				
<p>SA BPAE 143 Unit 8 D2.doc (D111974109)</p>				

91/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>it violates the principle of 'equal pay for equal work'. It violates the principle of equal pay for equal work.</p>				
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				

92/291	SUBMITTED TEXT	17 WORDS	68% MATCHING TEXT	17 WORDS
<p>All India Services - the Indian Administrative Service, the Indian Police Service, and the Indian Forest Service.</p>				
<p>SA soma_law.pdf (D40876123)</p>				

93/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
it violates the principle of 'equal pay for equal work'.				
SA soma_law.pdf (D40876123)				
94/291	SUBMITTED TEXT	14 WORDS	96% MATCHING TEXT	14 WORDS
rank and personal status of the incumbent rather than the precise duties in the				
SA soma_law.pdf (D40876123)				
95/291	SUBMITTED TEXT	32 WORDS	84% MATCHING TEXT	32 WORDS
The different criteria for evaluation of jobs for purposes of determining their class are: • Nature of occupational field; • Complexity and difficulty in performing duties; • Scope of responsibility; and • Knowledge and skill needed. 4.				
SA soma_law.pdf (D40876123)				
96/291	SUBMITTED TEXT	21 WORDS	97% MATCHING TEXT	21 WORDS
made by the Secretary of State. The All-India Services were ultimately responsible to the Government of India and the Secretary of State.				
SA CC-PA-09.pdf (D165362591)				
97/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee,				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)				
98/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee,				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)				
99/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
the foundation of the civil service in the modern sense				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)				

100/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>the foundation of the civil service in the modern sense</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				
101/291	SUBMITTED TEXT	18 WORDS	72% MATCHING TEXT	18 WORDS
<p>made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
102/291	SUBMITTED TEXT	18 WORDS	72% MATCHING TEXT	18 WORDS
<p>made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				
103/291	SUBMITTED TEXT	20 WORDS	90% MATCHING TEXT	20 WORDS
<p>Select Committee of the British Parliament sat to investigate into the East India Company's affairs and the Indian administration. The committee</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
104/291	SUBMITTED TEXT	23 WORDS	95% MATCHING TEXT	23 WORDS
<p>In 1931-32, the Select Committee of the British Parliament sat to investigate into the East India Company's affairs and the Indian administration. The committee</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
105/291	SUBMITTED TEXT	23 WORDS	95% MATCHING TEXT	23 WORDS
<p>In 1931-32, the Select Committee of the British Parliament sat to investigate into the East India Company's affairs and the Indian administration. The committee</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

106/291	SUBMITTED TEXT	33 WORDS	100% MATCHING TEXT	33 WORDS
<p>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’.</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

107/291	SUBMITTED TEXT	11 WORDS	95% MATCHING TEXT	11 WORDS
<p>the Board to adopt limited competition as the basis for selection.</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

108/291	SUBMITTED TEXT	17 WORDS	100% MATCHING TEXT	17 WORDS
<p>the tests. The examinations were to be held in London. Consequently, the first examination under the new</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

109/291	SUBMITTED TEXT	17 WORDS	100% MATCHING TEXT	17 WORDS
<p>the tests. The examinations were to be held in London. Consequently, the first examination under the new</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

110/291	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>the Secretary of the State- in-Council to regulate appointments to the Indian Civil</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

111/291	SUBMITTED TEXT	13 WORDS	100% MATCHING TEXT	13 WORDS
<p>the Secretary of the State- in-Council to regulate appointments to the Indian Civil</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

112/291	SUBMITTED TEXT	42 WORDS	71% MATCHING TEXT	42 WORDS
<p>the Secretary of the State- in-Council to regulate appointments to the Indian Civil Services; he was to act with the aid and advice of Her Majesty's civil service commissioner. In 1860, the maximum age for admission to the open competition was lowered to 22 years</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

113/291	SUBMITTED TEXT	15 WORDS	96% MATCHING TEXT	15 WORDS
<p>In 1860, the maximum age for admission to the open competition was lowered to 22 years</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

114/291	SUBMITTED TEXT	18 WORDS	88% MATCHING TEXT	18 WORDS
<p>In 1860, the maximum age for admission to the open competition was lowered to 22 years and it was</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

115/291	SUBMITTED TEXT	25 WORDS	100% MATCHING TEXT	25 WORDS
<p>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</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

116/291	SUBMITTED TEXT	25 WORDS	100% MATCHING TEXT	25 WORDS
<p>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</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

117/291	SUBMITTED TEXT	25 WORDS	100% MATCHING TEXT	25 WORDS
<p>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</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

118/291	SUBMITTED TEXT	16 WORDS	76% MATCHING TEXT	16 WORDS
<p>In 1886, a Commission that consisted of Sir Charles Aitchison, the then lieutenant Governor of Punjab,</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
119/291	SUBMITTED TEXT	16 WORDS	70% MATCHING TEXT	16 WORDS
<p>In 1886, a Commission that consisted of Sir Charles Aitchison, the then lieutenant Governor of Punjab,</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
120/291	SUBMITTED TEXT	16 WORDS	70% MATCHING TEXT	16 WORDS
<p>In 1886, a Commission that consisted of Sir Charles Aitchison, the then lieutenant Governor of Punjab,</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				
121/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>recommended that the services should be divided into three categories -</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
122/291	SUBMITTED TEXT	37 WORDS	96% MATCHING TEXT	37 WORDS
<p>recruitment to the first category was to continue, as before, in England; however, recruitment to the other two categories was to be made by the provisional Governments, partly on a competitive basis and partly through promotion from the Subordinate Services.</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
123/291	SUBMITTED TEXT	17 WORDS	89% MATCHING TEXT	17 WORDS
<p>the increasing association of Indians in every branch of the administration and the gradual development of self-governing institutions</p> <p>SA CC-PA-09.pdf (D165362591)</p>				

124/291	SUBMITTED TEXT	21 WORDS	62% MATCHING TEXT	21 WORDS
<p>of the following services: • The Indian Civil Service • The Indian Police Service • The Indian Forest Service • The Indian Education Service •</p>				
<p>SA BPAE 143 Unit 8 D2.doc (D111974109)</p>				

125/291	SUBMITTED TEXT	37 WORDS	34% MATCHING TEXT	37 WORDS
<p>The Indian Civil Service • The Indian Police Service • The Indian Forest Service • The Indian Education Service • The Indian Agricultural Service • The Indian Civil Veterinary Service • The Indian Forest Engineering Service • The Indian Medical service (Civil) • The</p>				
<p>SA soma_law.pdf (D40876123)</p>				

126/291	SUBMITTED TEXT	67 WORDS	82% MATCHING TEXT	67 WORDS
<p>The Indian Civil Service • The Indian Police Service • The Indian Forest Service • The Indian Education Service • The Indian Agricultural Service • The Indian Civil Veterinary Service • The Indian Forest Engineering Service • The Indian Medical service (Civil) • The Indian Service of Engineers Appointments to these services were to be made by the Secretary of State. The All-India Services were ultimately responsible to the Government of India and the Secretary of State.</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

127/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee,</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

128/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>the Royal Commission on the Superior Services in India, under the chairmanship of Viscount Lee,</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

129/291	SUBMITTED TEXT	19 WORDS	55% MATCHING TEXT	19 WORDS
<p>the Indian Civil Services, Indian Police Service, the Irrigation Branch of the Indian Service of Engineers, and except in the</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

130/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>appointments were being made and controlled by the Secretary of State. (</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

131/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>appointments were being made and controlled by the Secretary of State. (</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

132/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>should be made for provincial governments, particularly in transferred fields, namely,</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

133/291	SUBMITTED TEXT	13 WORDS	85% MATCHING TEXT	13 WORDS
<p>Indian Veterinary Service, the Road and Building Branch of the Indian Service of Engineers</p>				
<p>Indian Veterinary Service, and the Roads and Building Branch of the Indian Service of Engineers.</p>				
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				

134/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>should be made for provincial governments, particularly in transferred fields, namely,</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

135/291	SUBMITTED TEXT	49 WORDS	94% MATCHING TEXT	49 WORDS
<p>should be made for provincial governments, particularly in transferred fields, namely, the Indian Educational Service, the Indian Agriculture Service (Civil), the Indian Veterinary Service, the Road and Building Branch of the Indian Service of Engineers and Forest Service in Bombay. The personnel for these services, were, further, to be recruited by the provincial governments. (</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

136/291	SUBMITTED TEXT	11 WORDS	83% MATCHING TEXT	11 WORDS
<p>strategic from the point of view of maintaining the standard of administration—</p>				
<p>strategic posts from the point of view of maintaining the standards of administration'</p>				
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				

137/291	SUBMITTED TEXT	27 WORDS	90% MATCHING TEXT	27 WORDS
<p>the grounds of proportionate pensions if at any time the department in which they had been employed should be placed under the control of the concerned ministers. The</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

138/291	SUBMITTED TEXT	53 WORDS	99% MATCHING TEXT	53 WORDS
<p>It is recognized that in every country there are certain posts in its administrative set-up, which might be called strategic from the point of view of maintaining the standard of administration—there can be no doubt that the standard of administration depends upon the calibre of the Civil Servants, who are appointed to these posts—The Constitution provides that</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

139/291	SUBMITTED TEXT	14 WORDS	100% MATCHING TEXT	14 WORDS
<p>members of which alone could be appointed to these strategic posts throughout the Union'.</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

140/291	SUBMITTED TEXT	15 WORDS	90% MATCHING TEXT	15 WORDS
<p>they are less susceptible to local and regional pressures than officers from within the state. •</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

141/291	SUBMITTED TEXT	19 WORDS	63% MATCHING TEXT	19 WORDS
<p>The members of such Services hold the key posts in the States and render independent advice to the Ministers,</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

142/291	SUBMITTED TEXT	19 WORDS	63% MATCHING TEXT	19 WORDS
<p>The members of such Services hold the key posts in the States and render independent advice to the Ministers,</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

143/291	SUBMITTED TEXT	12 WORDS	88% MATCHING TEXT	12 WORDS
<p>the direct control of the centre, would carry out the president's policies</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

144/291	SUBMITTED TEXT	52 WORDS	71% MATCHING TEXT	52 WORDS
<p>Article 312 empowers parliament to create one or more All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so. Further, the Indian Administrative Service and the Indian Police Service</p>				
<p>Article 312 (1) empowers the Parliament of India to create one or more All -India services if the Council of State declared by resolution supported by not less than two-thirds of the members present and voting that it is necessary and expedient the national interest to do so. further provides the constitutional basis for the Indian Administrative Service and the Indian Police Service</p>				
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				

145/291	SUBMITTED TEXT	34 WORDS	67% MATCHING TEXT	34 WORDS
<p>All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so.</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

146/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>the Indian Administrative Service and the Indian Police Service, which</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

147/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the Indian Administrative Service and the Indian Police Service, which were</p>		<p>the Indian Administrative Service and the Indian Police Service which were</p>		
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				

148/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>the Indian Administrative Service and the Indian Police Service, which</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

149/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>of vital importance to the administrative system as a whole,</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

150/291	SUBMITTED TEXT	22 WORDS	50% MATCHING TEXT	22 WORDS
<p>it determines the tone and quality of the public services, and on it rests the usefulness and relevance of the machinery of government</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

151/291	SUBMITTED TEXT	19 WORDS	100% MATCHING TEXT	19 WORDS
<p>recruitment stands for the search for proper personnel to perform the various activities and obligations in the process of administration.</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

152/291	SUBMITTED TEXT	17 WORDS	94% MATCHING TEXT	17 WORDS
<p>Recruitment is the process of searching for prospective employees and stimulating them to apply for jobs in organization'.</p>				
<p>SA OBJECTIVE II.docx (D55415245)</p>				

153/291	SUBMITTED TEXT	26 WORDS	92% MATCHING TEXT	26 WORDS
<p>The increasingly technical nature of public service and growth of democratic ideas and institutions have made the problem of recruitment much more important today than even before.</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

154/291	SUBMITTED TEXT	42 WORDS	61% MATCHING TEXT	42 WORDS
<p>public employees. In short, recruitment is the first step in the employment programme and it is regarded everywhere as the core of the personnel management process. The credit for developing a scientific system of recruitment forth first time goes to China where recruitment through competitive examinations was</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

155/291	SUBMITTED TEXT	13 WORDS	84% MATCHING TEXT	13 WORDS
<p>examination is intended to assess the intellectual qualities and depth of understanding of</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

156/291	SUBMITTED TEXT	21 WORDS	76% MATCHING TEXT	21 WORDS
<p>critical powers of assimilation, clear and logical exposition, balance of judgement, verity and depth of interest, ability for social cohesion and leadership and</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

157/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the Federal Public Service Commission under the Government of India Act, 1935.</p> <p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>		<p>the Federal Public Service Commission under the Government of India Act 1935.</p>		
158/291	SUBMITTED TEXT	21 WORDS	76% MATCHING TEXT	21 WORDS
<p>critical powers of assimilation, clear and logical exposition, balance of judgement, verity and depth of interest, ability for social cohesion and leadership and</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				
159/291	SUBMITTED TEXT	21 WORDS	45% MATCHING TEXT	21 WORDS
<p>the Indian Civil Service and the Indian Police was not resumed but new services known as the Indian Administrative Service and the</p> <p>SA soma_law.pdf (D40876123)</p>				
160/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the Indian languages included in the Eighth Schedule to the Constitution,</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
161/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the Indian languages included in the Eighth Schedule to the Constitution,</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				
162/291	SUBMITTED TEXT	25 WORDS	69% MATCHING TEXT	25 WORDS
<p>on the basis of the total of the marks obtained at the main examination and the post-training test, taking into account the candidate's preferences for the services.</p> <p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>		<p>on the basis of the total marks obtained in the Main examination and the Post-Training at LBS Academy, taking into account the candidate's for the Services 5)</p>		

163/291	SUBMITTED TEXT	11 WORDS	87% MATCHING TEXT	11 WORDS
<p>Agriculture, Animal Husbandry and Veterinary Science, Anthropology, Botany, Chemistry, Civil Engineering, Commerce</p> <p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/po_sc-III.pdf</p>		<p>Agriculture, Animal Husbandry and Veterinary Science, Botany, Chemistry, Civil Engineering, Commerce,</p>		

164/291	SUBMITTED TEXT	21 WORDS	70% MATCHING TEXT	21 WORDS
<p>list of optional subjects includes Agriculture, Animal Husbandry and Veterinary Science, Anthropology, Botany, Chemistry, Civil Engineering, Commerce and Accountancy, Economics, Electrical Engineering,</p> <p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>		<p>List of optional subjects for Main Examination: Group-1 (Agriculture (ii) Animal Husbandry and Veterinary Science (iii) Anthropology (iv) Botany (v) Chemistry (vi) Civil Engineering (vii) and Accountancy (viii) Economics (ix) Engineering (</p>		

165/291	SUBMITTED TEXT	15 WORDS	70% MATCHING TEXT	15 WORDS
<p>Engineering, Medical Science, Philosophy, Physics, Political Science and International Relations, Psychology, Public Administration, Sociology, Statistics, Zoology, Literature</p> <p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>		<p>Engineering (Medical Science (xviii) Philosophy (xix) Physics (xx) Political Science and International Relations (xxi) Psychology (xxii) Public Administration (xxiii) Sociology (xxiv) Statistics(xxv) Zoology Group-2 Literature</p>		

166/291	SUBMITTED TEXT	18 WORDS	81% MATCHING TEXT	18 WORDS
<p>candidates are permitted to make three attempts for each of the three categories of services within the permissible age</p> <p>SA Chapter Four.docx (D107775756)</p>				

167/291	SUBMITTED TEXT	42 WORDS	100% MATCHING TEXT	42 WORDS
<p>asked questions on matters of general interest. The object of the interview is to assess the personal suitability of the candidate for a career in public service by a board of competent and unbiased observers. The test is intended to judge the mental caliber of</p> <p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

168/291	SUBMITTED TEXT	42 WORDS	100% MATCHING TEXT	42 WORDS
<p>asked questions on matters of general interest. The object of the interview is to assess the personal suitability of the candidate for a career in public service by a board of competent and unbiased observers. The test is intended to judge the mental caliber of</p>				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)				

169/291	SUBMITTED TEXT	45 WORDS	82% MATCHING TEXT	45 WORDS
<p>intellectual qualities but also social traits and his interest in current affairs. Some of the qualities to be judged are mental alertness, critical powers of assimilation, clear and logical explosion, balance of judgement, variety and depth of interest, ability for social cohesion and leadership, intellectual and moral integrity. The</p>				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)				

170/291	SUBMITTED TEXT	45 WORDS	82% MATCHING TEXT	45 WORDS
<p>intellectual qualities but also social traits and his interest in current affairs. Some of the qualities to be judged are mental alertness, critical powers of assimilation, clear and logical explosion, balance of judgement, variety and depth of interest, ability for social cohesion and leadership, intellectual and moral integrity. The</p>				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)				

171/291	SUBMITTED TEXT	59 WORDS	100% MATCHING TEXT	59 WORDS
<p>The interview test is not intended to be a test either of the specialized or general knowledge of the candidates which has been already tested through their written papers. Candidates are expected to have taken an intelligent interest not only in their special subjects of academic study but also in the events which are happening around them both within and outside their</p>				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)				

172/291	SUBMITTED TEXT	59 WORDS	100% MATCHING TEXT	59 WORDS
<p>The interview test is not intended to be a test either of the specialized or general knowledge of the candidates which has been already tested through their written papers. Candidates are expected to have taken an intelligent interest not only in their special subjects of academic study but also in the events which are happening around them both within and outside their</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

173/291	SUBMITTED TEXT	28 WORDS	82% MATCHING TEXT	28 WORDS
<p>provision for the reservation of appointments or posts in favour of any backward class or citizens, which, in the opinion of the State, is not adequately represented in the</p>				
<p>provision for the reservation in appointments or posts in favour of any backward class citizen which in the opinion of the State is not adequately represented in under the</p>				
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				

174/291	SUBMITTED TEXT	18 WORDS	75% MATCHING TEXT	18 WORDS
<p>the State from making any provision for the reservation of appointments or posts in favour of any backward</p>				
<p>SA soma_law.pdf (D40876123)</p>				

175/291	SUBMITTED TEXT	15 WORDS	90% MATCHING TEXT	15 WORDS
<p>citizens, which, in the opinion of the State, is not adequately represented in the services</p>				
<p>SA soma_law.pdf (D40876123)</p>				

176/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>of promotion to any class or classes of posts in the services under the State</p>				
<p>SA soma_law.pdf (D40876123)</p>				

177/291	SUBMITTED TEXT	18 WORDS	57% MATCHING TEXT	18 WORDS
<p>in favour of SCs and STs which in the opinion of the State are not adequately represented under the State'</p>				
<p>in favour of any backward class of citizen which in the opinion of the State is not adequately represented in services under the state.</p>				
<p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				

178/291	SUBMITTED TEXT	18 WORDS	66% MATCHING TEXT	18 WORDS
<p>in favour of SCs and STs which in the opinion of the State are not adequately represented under the</p>				
<p>SA soma_law.pdf (D40876123)</p>				
179/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>the foundation of the civil service in the modern sense</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
180/291	SUBMITTED TEXT	10 WORDS	100% MATCHING TEXT	10 WORDS
<p>the foundation of the civil service in the modern sense</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				
181/291	SUBMITTED TEXT	27 WORDS	56% MATCHING TEXT	27 WORDS
<p>Lord Cornwallis who made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries too. • During the first quarter of the 19</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				
182/291	SUBMITTED TEXT	27 WORDS	56% MATCHING TEXT	27 WORDS
<p>Lord Cornwallis who made far-reaching changes in administration by reserving all the superior services for the European servants and raising their salaries too. • During the first quarter of the 19</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				
183/291	SUBMITTED TEXT	11 WORDS	95% MATCHING TEXT	11 WORDS
<p>the Board to adopt limited competition as the basis for selection. •</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

184/291	SUBMITTED TEXT	23 WORDS	78% MATCHING TEXT	23 WORDS
<p>the tests. The examinations were to be held in London. Consequently, the first examination under the new system was held in 1855. • In 1893,</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)</p>				

185/291	SUBMITTED TEXT	23 WORDS	78% MATCHING TEXT	23 WORDS
<p>the tests. The examinations were to be held in London. Consequently, the first examination under the new system was held in 1855. • In 1893,</p>				
<p>SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)</p>				

186/291	SUBMITTED TEXT	13 WORDS	95% MATCHING TEXT	13 WORDS
<p>one and a half per cent. • The Government of India Act 1935</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

187/291	SUBMITTED TEXT	20 WORDS	100% MATCHING TEXT	20 WORDS
<p>Recruitment stands for the search for proper personnel to perform the various activities and obligations in the process of administration. •</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

188/291	SUBMITTED TEXT	21 WORDS	45% MATCHING TEXT	21 WORDS
<p>the Indian Civil Service and the Indian Police was not resumed but new services known as the Indian Administrative Service and the</p>				
<p>SA soma_law.pdf (D40876123)</p>				

189/291	SUBMITTED TEXT	43 WORDS	71% MATCHING TEXT	43 WORDS
<p>Article 312 empowers parliament to create one or more All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so. 2.</p>		<p>Article 312 (1) empowers the Parliament of India to create one or more All -India services if the Council of State declared by resolution supported by not less than two-thirds of the members present and voting that it is necessary and expedient the national interest to do so.</p>		
W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf				

190/291	SUBMITTED TEXT	34 WORDS	67% MATCHING TEXT	34 WORDS
<p>All India Services, if the council of States passes a resolution duly supported by not less than two-thirds majority of the members present and voting that it is necessary in the nation's interest to do so. 2.</p>				
SA CC-PA-09.pdf (D165362591)				

191/291	SUBMITTED TEXT	21 WORDS	100% MATCHING TEXT	21 WORDS
<p>Recruitment stands for the search for proper personnel to perform the various activities and obligations in the process of administration. 3. The</p>				
SA MA Politics SEM 1 public administration.pdf (D110639260)				

192/291	SUBMITTED TEXT	19 WORDS	57% MATCHING TEXT	19 WORDS
<p>Some of the qualities judged are mental alertness, critical powers of assimilation, balance of judgement, variety and depth of interest,</p>				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D133858331)				

193/291	SUBMITTED TEXT	19 WORDS	57% MATCHING TEXT	19 WORDS
<p>Some of the qualities judged are mental alertness, critical powers of assimilation, balance of judgement, variety and depth of interest,</p>				
SA S. MUTHURAJ Ph.D MANAGEMENT THESIS.docx (D142004288)				

194/291	SUBMITTED TEXT	31 WORDS	33% MATCHING TEXT	31 WORDS
<p>are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in</p>				
SA Unit 7 Recruitment and Promotion.docx (D40802211)				

195/291	SUBMITTED TEXT	31 WORDS	50% MATCHING TEXT	31 WORDS
<p>are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in</p>				
<p>SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)</p>				

196/291	SUBMITTED TEXT	25 WORDS	90% MATCHING TEXT	25 WORDS
<p>is a well articulated effort to provide for increase competence in public services, by imparting professional knowledge, broader vision and correct patterns of behaviour, habits and attitudes.</p>		<p>is a well-articulated effort to provide for an increased competence in the public services, by imparting professional knowledge, broader vision, and correct patterns of behaviour, habits and attitudes.</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				

197/291	SUBMITTED TEXT	35 WORDS	31% MATCHING TEXT	35 WORDS
<p>are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in the case of the</p>				
<p>SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)</p>				

198/291	SUBMITTED TEXT	13 WORDS	82% MATCHING TEXT	13 WORDS
<p>The Lal Bahadur Shastri National Academy of Administration at Mussoorie imparts training to the</p>				
<p>SA [CBC] v4 History of Capacity Building Reforms in India.docx (D159865109)</p>				

199/291	SUBMITTED TEXT	16 WORDS	71% MATCHING TEXT	16 WORDS
<p>Indian Administrative Service, Indian Foreign Service, Indian Audit, and Account Service, Indian Defence Accounts Service, Indian</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

200/291	SUBMITTED TEXT	38 WORDS	MATCHING TEXT	38 WORDS
	L. D. White says, 'Promotion means an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually		83%	
	SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)			
201/291	SUBMITTED TEXT	32 WORDS	94% MATCHING TEXT	32 WORDS
	an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually			
	SA Unit 7 Recruitment and Promotion.docx (D40802211)			
202/291	SUBMITTED TEXT	40 WORDS	89% MATCHING TEXT	40 WORDS
	L. D. White says, 'Promotion means an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually an increase		L. D.White : Promotion an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually an increase	
	W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html			
203/291	SUBMITTED TEXT	38 WORDS	83% MATCHING TEXT	38 WORDS
	L. D. White says, 'Promotion means an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually			
	SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)			
204/291	SUBMITTED TEXT	12 WORDS	83% MATCHING TEXT	12 WORDS
	promotion refers to the movement of an employee from one position to			
	SA OBJECTIVE II.docx (D55415245)			

205/291	SUBMITTED TEXT	18 WORDS	91% MATCHING TEXT	18 WORDS
<p>William G. Torpey observes, 'promotion refers to the movement of an employee from one position to another position</p> <p>SA Civil services in india pdf..final.pdf (D148892410)</p>				
206/291	SUBMITTED TEXT	11 WORDS	87% MATCHING TEXT	11 WORDS
<p>the employee'. Promotion is an important constituent of a sound personnel policy</p> <p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				
207/291	SUBMITTED TEXT	17 WORDS	88% MATCHING TEXT	17 WORDS
<p>Promotion is the advancement of an employee to better job, better in terms of greater responsibilities, more prestige,</p> <p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				
208/291	SUBMITTED TEXT	20 WORDS	69% MATCHING TEXT	20 WORDS
<p>the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and</p> <p>SA CC-PA-09.pdf (D165362591)</p>				
209/291	SUBMITTED TEXT	28 WORDS	93% MATCHING TEXT	28 WORDS
<p>Promotion is the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary'.</p> <p>SA OBJECTIVE II.docx (D55415245)</p>				
210/291	SUBMITTED TEXT	28 WORDS	100% MATCHING TEXT	28 WORDS
<p>Promotion is the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary'.</p> <p>SA soma_law.pdf (D40876123)</p>				

211/291	SUBMITTED TEXT	17 WORDS	94% MATCHING TEXT	17 WORDS
<p>Promotion involves a change from one job to another that is better in terms of status and responsibilities’.</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

212/291	SUBMITTED TEXT	17 WORDS	91% MATCHING TEXT	17 WORDS
<p>Promotion involves a change from one job to another that is better in terms of status and responsibilities’.</p>				
<p>SA OBJECTIVE II.docx (D55415245)</p>				

213/291	SUBMITTED TEXT	38 WORDS	98% MATCHING TEXT	38 WORDS
<p>A well developed promotion policy is essential for the efficiency of the employees. Promotion is a continuous incentive to efficient working on the part of the employee. The hope of promotion is sufficient to keep the man interested in the job.</p>				
<p>SA soma_law.pdf (D40876123)</p>				

214/291	SUBMITTED TEXT	12 WORDS	87% MATCHING TEXT	12 WORDS
<p>the content of the job - the level of skill, effort and responsibility—</p>				
<p>SA Manpower Training.doc (D17249078)</p>				

215/291	SUBMITTED TEXT	39 WORDS	91% MATCHING TEXT	39 WORDS
<p>seniority-cum-merit’. Promotions in India are made by the Union or State Government on the recommendation of the head of the department, sometimes with the approval of the Union or State Public Service Commission. In some cases approval of the Finance Department is necessary.</p>				
<p>SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)</p>				

216/291	SUBMITTED TEXT	55 WORDS	94% MATCHING TEXT	55 WORDS
<p>Promotions in India are made by the Union or State Government on the recommendation of the head of the department, sometimes with the approval of the Union or State Public Service Commission. In some cases approval of the Finance Department is necessary. There is no uniformity so far as the administrative machinery for promotion making is concerned. In some</p>				
SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)				

217/291	SUBMITTED TEXT	55 WORDS	94% MATCHING TEXT	55 WORDS
<p>Promotions in India are made by the Union or State Government on the recommendation of the head of the department, sometimes with the approval of the Union or State Public Service Commission. In some cases approval of the Finance Department is necessary. There is no uniformity so far as the administrative machinery for promotion making is concerned. In some</p>				
SA Unit 7 Recruitment and Promotion.docx (D40802211)				

218/291	SUBMITTED TEXT	17 WORDS	100% MATCHING TEXT	17 WORDS
<p>There is no uniformity so far as the administrative machinery for promotion making is concerned. In some</p>				
SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)				

219/291	SUBMITTED TEXT	13 WORDS	96% MATCHING TEXT	13 WORDS
<p>departments there are departmental promotion committees, while in certain others there are none. The</p>				
SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)				

220/291	SUBMITTED TEXT	13 WORDS	96% MATCHING TEXT	13 WORDS
<p>departments there are departmental promotion committees, while in certain others there are none. The</p>				
SA Unit 7 Recruitment and Promotion.docx (D40802211)				

221/291	SUBMITTED TEXT	13 WORDS	96% MATCHING TEXT	13 WORDS
<p>departments there are departmental promotion committees, while in certain others there are none. The</p>				
SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)				

222/291	SUBMITTED TEXT	62 WORDS	88% MATCHING TEXT	62 WORDS
<p>and the senior officers of the department. The departmental promotion committees consider the cases of all eligible candidates and draw up a list of candidates deemed fit for promotion. The committee evaluates the promotional cases on the basis of service records. There is the practice of having an annual confidential report in respect of every employee. It is a record of his work and conduct during the year.</p>				
SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)				

223/291	SUBMITTED TEXT	62 WORDS	88% MATCHING TEXT	62 WORDS
<p>and the senior officers of the department. The departmental promotion committees consider the cases of all eligible candidates and draw up a list of candidates deemed fit for promotion. The committee evaluates the promotional cases on the basis of service records. There is the practice of having an annual confidential report in respect of every employee. It is a record of his work and conduct during the year.</p>				
SA Unit 7 Recruitment and Promotion.docx (D40802211)				

224/291	SUBMITTED TEXT	62 WORDS	88% MATCHING TEXT	62 WORDS
<p>and the senior officers of the department. The departmental promotion committees consider the cases of all eligible candidates and draw up a list of candidates deemed fit for promotion. The committee evaluates the promotional cases on the basis of service records. There is the practice of having an annual confidential report in respect of every employee. It is a record of his work and conduct during the year.</p>				
SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)				

225/291**SUBMITTED TEXT**

113 WORDS

85% MATCHING TEXT

113 WORDS

being filled up by promotion from amongst the administrative and police services of the state. Such officers have served for 8 years as Deputy Collector or Deputy Superintendent of Police are considered eligible for promotion. There are separate promotion boards for IAS and IPS Cadres. The promotion board for IAS comprises:

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

The promotion board for IPS is constituted as:

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

The promotion boards consider the cases of all eligible candidates and draw up the panel for promotion. This panel is forwarded to

SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)**226/291****SUBMITTED TEXT**

113 WORDS

85% MATCHING TEXT

113 WORDS

being filled up by promotion from amongst the administrative and police services of the state. Such officers have served for 8 years as Deputy Collector or Deputy Superintendent of Police are considered eligible for promotion. There are separate promotion boards for IAS and IPS Cadres. The promotion board for IAS comprises:

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

The promotion board for IPS is constituted as:

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

The promotion boards consider the cases of all eligible candidates and draw up the panel for promotion. This panel is forwarded to

SA Unit 7 Recruitment and Promotion.docx (D40802211)

227/291	SUBMITTED TEXT	81 WORDS	88% MATCHING TEXT	81 WORDS
<p>There are separate promotion boards for IAS and IPS Cadres. The promotion board for IAS comprises: • Chief Secretary • Chairman, Revenue Board • An officer of the rank of commissioner • A senior secretary of the Government • The promotion board for IPS is constituted as: • Chief secretary • Director General Police • A senior officer of the police services • A senior officer of the administrative service The promotion boards consider the cases of all eligible candidates and draw up the panel for promotion. This panel is forwarded to</p>				
SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)				

228/291	SUBMITTED TEXT	40 WORDS	96% MATCHING TEXT	40 WORDS
<p>their consideration and final approval. Usually, the names recommended by the promotion boards are approved by the Commission. 2. Promotions in Central Services Promotions from Group-B central services to Group-A central services are made on the recommendations of the UPSC. In Group-A approximately 55</p>				
SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)				

229/291	SUBMITTED TEXT	40 WORDS	96% MATCHING TEXT	40 WORDS
<p>their consideration and final approval. Usually, the names recommended by the promotion boards are approved by the Commission. 2. Promotions in Central Services Promotions from Group-B central services to Group-A central services are made on the recommendations of the UPSC. In Group-A approximately 55</p>				
SA Unit 7 Recruitment and Promotion.docx (D40802211)				

230/291	SUBMITTED TEXT	40 WORDS	96% MATCHING TEXT	40 WORDS
<p>their consideration and final approval. Usually, the names recommended by the promotion boards are approved by the Commission. 2. Promotions in Central Services Promotions from Group-B central services to Group-A central services are made on the recommendations of the UPSC. In Group-A approximately 55</p>				
SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)				

231/291	SUBMITTED TEXT	19 WORDS	76% MATCHING TEXT	19 WORDS
<p>the posts are filled by promotion. To Group-B service and costs, there is relatively little direct recruitment; approximately 65</p>				
<p>SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)</p>				

232/291	SUBMITTED TEXT	19 WORDS	76% MATCHING TEXT	19 WORDS
<p>the posts are filled by promotion. To Group-B service and costs, there is relatively little direct recruitment; approximately 65</p>				
<p>SA Unit 7 Recruitment and Promotion.docx (D40802211)</p>				

233/291	SUBMITTED TEXT	19 WORDS	76% MATCHING TEXT	19 WORDS
<p>the posts are filled by promotion. To Group-B service and costs, there is relatively little direct recruitment; approximately 65</p>				
<p>SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)</p>				

234/291	SUBMITTED TEXT	23 WORDS	100% MATCHING TEXT	23 WORDS
<p>of the posts in this Group are reserved to be filled by Group-C staff. Promotion from Group D to Group C is not usual.</p>				
<p>SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)</p>				

235/291	SUBMITTED TEXT	23 WORDS	100% MATCHING TEXT	23 WORDS
<p>of the posts in this Group are reserved to be filled by Group-C staff. Promotion from Group D to Group C is not usual.</p>				
<p>SA Unit 7 Recruitment and Promotion.docx (D40802211)</p>				

236/291	SUBMITTED TEXT	23 WORDS	MATCHING TEXT	23 WORDS
<p>of the posts in this Group are reserved to be filled by Group-C staff. Promotion from Group D to Group C is not usual. 100%</p>				
<p>SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)</p>				

237/291	SUBMITTED TEXT	31 WORDS	80% MATCHING TEXT	31 WORDS
<p>Willoughby observes that 'Promotion of employees from one position to another probably ranks first in importance'. Protector says, 'To the employees promotion is of direct significance as a reward or possible reward. Actual</p>		<p>Willoughby stated that promotion of employees from one position to another probably ranks first in importance. To the employee"s promotion is of direct significance as a reward or possible reward. Actual</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				

238/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>not merely by pushing ahead unqualified persons but also by undermining the morale of the</p>		<p>not merely by pushing ahead unqualified persons but also by undermining the morale of the</p>		
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				

239/291	SUBMITTED TEXT	39 WORDS	92% MATCHING TEXT	39 WORDS
<p>A well developed promotion policy is very essential for the efficiency of the employees. Promotion is a continuous incentive to efficient working on the part of the employee. The hope of promotion is sufficient to keep a person interested in the job.</p>				
<p>SA soma_law.pdf (D40876123)</p>				

240/291	SUBMITTED TEXT	16 WORDS	73% MATCHING TEXT	16 WORDS
<p>enabled to move as rapidly up the promotion ladder as their merit deserves and as vacancies occur,</p>				
<p>SA soma_law.pdf (D40876123)</p>				

241/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>is a continuous incentive to efficient working on the part of</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

242/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>employee. The hope of promotion is sufficient to keep the</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

243/291	SUBMITTED TEXT	96 WORDS	90% MATCHING TEXT	96 WORDS
<p>the following essentials of a sound promotion system: • Adoption of standard specifications setting forth the duties and qualifications required for all promotions in the government service. • The classification of these promotions into distinct classes, salaries, grades and services. • The inclusion within this classification of all the higher administrative promotions except those having a practical character. • The adoption, so far as possible, of the principle of recruitment from within for filling up of higher posts. • The adoption of the principle of merit in determining the promotion of employees. • The provision of adequate means for determining the relative merits of employees eligible for promotion. 5.10.4</p>				
<p>W https://www.ijbmi.org/papers/Vol(5)6/H0506046054.pdf</p>				

244/291	SUBMITTED TEXT	34 WORDS	78% MATCHING TEXT	34 WORDS
<p>As Yonder and others observe, 'Promotion provides incentive to initiative, enterprises, and ambition; minimizes discontent and unrest; attracts capable individuals; necessitates logical training of advancement and forms an effective reward for loyalty and cooperation, long service, etc'.</p>				
<p>SA Manpower Training.doc (D17249078)</p>				

245/291	SUBMITTED TEXT	21 WORDS	97% MATCHING TEXT	21 WORDS
<p>Sometimes length of service, education, training courses completed, previous work, etc. are factors which are given weight while deciding on a promotion.</p>				
<p>SA Manpower Training.doc (D17249078)</p>				

246/291	SUBMITTED TEXT	38 WORDS	96% MATCHING TEXT	38 WORDS
<p>on the basis of the length of service of the employee. In general, an employee who has served longer is eligible for promotion. On the basis of this principle an employee is promoted to a higher grade or class.</p>				
SA soma_law.pdf (D40876123)				

247/291	SUBMITTED TEXT	18 WORDS	92% MATCHING TEXT	18 WORDS
<p>promotions are made on the basis of qualifications and achievement of an employee irrespective of his/her length of service.</p>				
SA MA Politics SEM 1 public administration.pdf (D110639260)				

248/291	SUBMITTED TEXT	15 WORDS	100% MATCHING TEXT	15 WORDS
<p>due incentive to the efficient and hard working employees and thus helps in building up</p>				
SA MA Politics SEM 1 public administration.pdf (D110639260)				

249/291	SUBMITTED TEXT	13 WORDS	89% MATCHING TEXT	13 WORDS
<p>employees are marked and on that basis the qualities of the employees are assessed. (</p>				
SA MA Politics SEM 1 public administration.pdf (D110639260)				

250/291	SUBMITTED TEXT	21 WORDS	52% MATCHING TEXT	21 WORDS
<p>minimum length of service (seniority) is fixed and then the meritorious person amongst those who possess the minimum experience, is selected for promotion.</p>				
SA soma_law.pdf (D40876123)				

251/291	SUBMITTED TEXT	16 WORDS	88% MATCHING TEXT	16 WORDS
<p>PERFORMANCE APPRAISAL Every organization has a system of assessment of performance of its employees periodically for determining</p>				
SA soma_law.pdf (D40876123)				

Original **252/291** **SUBMITTED TEXT** 15 WORDS **76% MATCHING TEXT** 15 WORDS

a system of assessment of performance of its employees periodically for determining the output of

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253/291 **SUBMITTED TEXT** 27 WORDS **53% MATCHING TEXT** 27 WORDS

The purpose of a performance appraisal system is primarily to assess the capabilities of a person in terms of his contribution towards the achievement of the organizational goals.

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254/291 **SUBMITTED TEXT** 28 WORDS **95% MATCHING TEXT** 28 WORDS

It, thus serves a short-term purpose of assessing the usefulness of an employee to the organization, and in the long run determines his potential for elevation to higher levels.

SA soma_law.pdf (D40876123)

255/291 **SUBMITTED TEXT** 32 WORDS **55% MATCHING TEXT** 32 WORDS

manage better utilizations of the services of that employee through either correction or position-change. The performance appraisal system consists of an annual appraisal by the superior of the subordinate. It is usually in the

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256/291 **SUBMITTED TEXT** 29 WORDS **98% MATCHING TEXT** 29 WORDS

performance appraisal: 1. At the end of each year, the official reported upon should submit a brief resume, not exceeding three hundred words, of the work done by him, bringing out

SA soma_law.pdf (D40876123)

257/291 **SUBMITTED TEXT** 47 WORDS **99% MATCHING TEXT** 47 WORDS

The resume should be submitted to the reporting officer and should form a part of the confidential report. This should be taken into account by the reporting officer while making his report or comments. 2. Only three gradations are to be made, viz., 'fit for promotion', 'not yet fit for promotion',

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258/291	SUBMITTED TEXT	70 WORDS	91% MATCHING TEXT	70 WORDS
<p>for promotion' when writing the confidential reports of secretariat officers of the level of under- secretary and above. Further, it has to be indicated whether the officer reported upon has any outstanding qualities which entitle him for promotion out of turn. 3. Good work done during the year should receive prompt appreciation either on a file, or in a tour or inspection note. The official concerned should be allowed to quote these in his resume. 4.</p>				
SA soma_law.pdf (D40876123)				

259/291	SUBMITTED TEXT	31 WORDS	33% MATCHING TEXT	31 WORDS
<p>are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in</p>				
SA Unit 7 Recruitment and Promotion.docx (D40802211)				

260/291	SUBMITTED TEXT	31 WORDS	50% MATCHING TEXT	31 WORDS
<p>are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in</p>				
SA Unit 7 Personnel Management-Recruitment and Promotion.docx (D76800779)				

261/291	SUBMITTED TEXT	35 WORDS	31% MATCHING TEXT	35 WORDS
<p>are made by the Union and State Governments, generally on the recommendations of the heads of departments, and often with the aid and advice of the state or union public service commission (in the case of the</p>				
SA BPAE 143 Unit 7 Recruitment and Promotion (1).docx (D110244093)				

262/291	SUBMITTED TEXT	34 WORDS	87% MATCHING TEXT	34 WORDS
<p>performance appraisal. It recommended: 1. At the end of each year the official reported upon should submit a brief resume, not exceeding three hundred words, of the work done by him, bringing out any special achievement</p>				
<p>SA soma_law.pdf (D40876123)</p>				

263/291	SUBMITTED TEXT	16 WORDS	91% MATCHING TEXT	16 WORDS
<p>The resume should be submitted to the reporting officer and should from a part of the confidential</p>				
<p>SA soma_law.pdf (D40876123)</p>				

264/291	SUBMITTED TEXT	29 WORDS	80% MATCHING TEXT	29 WORDS
<p>officers of the level of Under-secretary and above. Further, it has to be indicated whether the officer reported upon has any outstanding qualities which entitled him for promotion out of turn.</p>				
<p>SA soma_law.pdf (D40876123)</p>				

265/291	SUBMITTED TEXT	18 WORDS	75% MATCHING TEXT	18 WORDS
<p>fit for promotion out of turn; (ii) fit for promotion; and (iii) not yet fit for promotion. The</p>				
<p>SA dissertation by Anand kumar to alok sir.docx (D138857810)</p>				

266/291	SUBMITTED TEXT	17 WORDS	73% MATCHING TEXT	17 WORDS
<p>fit for promotion out of turn (ii) fit for promotion and (iii) not yet fit for promotion. 3.</p>				
<p>SA dissertation by Anand kumar to alok sir.docx (D138857810)</p>				

267/291	SUBMITTED TEXT	32 WORDS	93% MATCHING TEXT	32 WORDS
<p>Good work done during the year should receive prompt appreciation either on a file, or in a tour or inspection note. The concerned official should be allowed to quote these in his resume. 5.</p>				
<p>SA soma_law.pdf (D40876123)</p>				
268/291	SUBMITTED TEXT	16 WORDS	71% MATCHING TEXT	16 WORDS
<p>training in India. • A camp training school at Dehradun was started in 1940 to train</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				
269/291	SUBMITTED TEXT	14 WORDS	82% MATCHING TEXT	14 WORDS
<p>The Lal Bahadur Shastri National Academy of Administration at Mussoorie imparts training to the</p>				
<p>SA [CBC] v4 History of Capacity Building Reforms in India.docx (D159865109)</p>				
270/291	SUBMITTED TEXT	19 WORDS	62% MATCHING TEXT	19 WORDS
<p>Indian Administrative Service, Indian Foreign Service Indian Audit, and Account Service, Indian Defence Accounts Service, Indian Income Tax Service, Indian</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				
271/291	SUBMITTED TEXT	40 WORDS	96% MATCHING TEXT	40 WORDS
<p>promotion is determined on the basis of the length of service of the employee. In general, an employee who has served longer is eligible for promotion. On the basis of this principle an employee is promoted to a higher grade or class. •</p>				
<p>SA soma_law.pdf (D40876123)</p>				
272/291	SUBMITTED TEXT	21 WORDS	97% MATCHING TEXT	21 WORDS
<p>principle of merit, promotions are made on the basis of qualifications and achievement of an employee irrespective of his length of service.</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

273/291	SUBMITTED TEXT	15 WORDS	96% MATCHING TEXT	15 WORDS
<p>promotion as: 'the advancement of an employee to better job, better in terms of greater</p>				
<p>SA Manpower Training.doc (D17249078)</p>				

274/291	SUBMITTED TEXT	22 WORDS	65% MATCHING TEXT	22 WORDS
<p>promotion as: 'the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and</p>				
<p>SA CC-PA-09.pdf (D165362591)</p>				

275/291	SUBMITTED TEXT	28 WORDS	88% MATCHING TEXT	28 WORDS
<p>promotion as: 'the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary'.</p>				
<p>SA OBJECTIVE II.docx (D55415245)</p>				

276/291	SUBMITTED TEXT	26 WORDS	100% MATCHING TEXT	26 WORDS
<p>the advancement of an employee to better job, better in terms of greater responsibilities, more prestige, or status, greater skill and specially increased rate of pay or salary'.</p>				
<p>SA soma_law.pdf (D40876123)</p>				

277/291	SUBMITTED TEXT	17 WORDS	94% MATCHING TEXT	17 WORDS
<p>Promotion involves a change from one job to another that is better in terms of status and responsibilities.' 2.</p>				
<p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				

278/291	SUBMITTED TEXT	17 WORDS	91% MATCHING TEXT	17 WORDS
<p>Promotion involves a change from one job to another that is better in terms of status and responsibilities.' 2.</p> <p>SA OBJECTIVE II.docx (D55415245)</p>				
279/291	SUBMITTED TEXT	14 WORDS	78% MATCHING TEXT	14 WORDS
<p>The performance appraisal system consists of an annual appraisal by the superior of the</p> <p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				
280/291	SUBMITTED TEXT	27 WORDS	50% MATCHING TEXT	27 WORDS
<p>Let Us Sum Up 6.11 Answers to Check Your Progress 6.12 Probable Questions 6.13 Further Reading 6.1 LEARNING OBJECTIVES After going through this unit, you will be able to: • discuss the</p> <p>Let Us Sum Up Key Words References Answers to Check Your Progress OBJECTIVES After reading this unit you should be able to: discuss the</p> <p>W https://egyankosh.ac.in/bitstream/123456789/19262/1/Unit-4.pdf</p>				
281/291	SUBMITTED TEXT	13 WORDS	75% MATCHING TEXT	13 WORDS
<p>the public to demand higher standards of integrity, transparency, accountability in the public sector.</p> <p>the people to demand higher standards of ethics, transparency and accountability in the public sector.</p> <p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>				
282/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>the work of the subordinate. It is usually in the</p> <p>SA MA Politics SEM 1 public administration.pdf (D110639260)</p>				
283/291	SUBMITTED TEXT	19 WORDS	85% MATCHING TEXT	19 WORDS
<p>absence of any political activity or bias on the part of individual civil servant in the performance of his duties.</p> <p>SA Chapter 2.doc (D17023042)</p>				
284/291	SUBMITTED TEXT	20 WORDS	90% MATCHING TEXT	20 WORDS
<p>to a new social and economic order has to be consciously built and nurtured through the careers of our Civil Servants'.</p> <p>SA CC-PA-09.pdf (D165362591)</p>				

285/291	SUBMITTED TEXT	11 WORDS	100% MATCHING TEXT	11 WORDS
<p>right to information. • Taking measures to cleanse and motivate civil services.</p> <p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>		<p>right to information 3: taking measures to cleanse and motivate civil services.</p>		
286/291	SUBMITTED TEXT	31 WORDS	93% MATCHING TEXT	31 WORDS
<p>Set standards of service • Be open and provide full information • Consult and involve • Encourage access and promotion of choice • Treat all fairly • Put things right when they go wrong • Use</p> <p>W https://pdfcoffee.com/-public-administration-paper-iv-pdf-free.html</p>		<p>Set standards of services. 2. Be open and provide full information. 3. Consult and involve. 4. Encourage access and the promotion of choice. 5. Treat all fairly. 6. Put things right when they go wrong. 7. Use</p>		
287/291	SUBMITTED TEXT	14 WORDS	75% MATCHING TEXT	14 WORDS
<p>the public to demand higher standards of integrity, transparency, accountability in the public sector. •</p> <p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>		<p>the people to demand higher standards of ethics, transparency and accountability in the public sector.</p>		
288/291	SUBMITTED TEXT	12 WORDS	89% MATCHING TEXT	12 WORDS
<p>absence of any political activity or bias on the part of individual civil servant 188</p> <p>SA Chapter 2.doc (D17023042)</p>				
289/291	SUBMITTED TEXT	14 WORDS	75% MATCHING TEXT	14 WORDS
<p>the public to demand higher standards of integrity, transparency, accountability in the public sector. 2.</p> <p>W https://archive.mu.ac.in/myweb_test/SYBA%20Study%20Material/pol_sc-III.pdf</p>		<p>the people to demand higher standards of ethics, transparency and accountability in the public sector.</p>		
290/291	SUBMITTED TEXT	19 WORDS	85% MATCHING TEXT	19 WORDS
<p>absence of any political activity or bias on the part of individual civil servant in the performance of his duties.</p> <p>SA Chapter 2.doc (D17023042)</p>				
291/291	SUBMITTED TEXT	19 WORDS	85% MATCHING TEXT	19 WORDS
<p>absence of any political activity or bias on the part of individual civil servant in the performance of his duties.</p> <p>SA Chapter 2.doc (D17023042)</p>				

