

UNIT 1 CONCEPT, NATURE AND SCOPE OF PERSONNEL ADMINISTRATION

Structure

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1.0 OBJECTIVES

After reading the unit, you should be able to :

- explain the concept of personnel administration ;
- discuss the nature and meaning of personnel administration;
- highlight its evolution and development; and
- discuss the scope of personnel administration.

1.1 INTRODUCTION

People of a country are an important asset for it, so is the case with organisations. The successful functioning of an organisation depends on its manpower and quality of leadership. The manpower by itself does not contribute to the development of an organisation, it has to be converted into human resources through systematic planning, adequate training and proper education. Without the growth of human resources called the human capital, goals and objectives of an organisation can never be achieved. Human capital can be defined as the sum total of knowledge, skills and aptitudes of the people in the society. Development of human resources poses a major challenge for the developing countries like India. Manpower planning is an important tool for developing human resources. Investments in manpower planning whether made by government or a private organisation belong to the individual and do not depreciate. In fact they increase with the passage of time. Thus human resources are an important part of the total resources of an organisation. Though financial resources, physical resources (the work place, machinery etc.) and technological resources are also very important, it is the human resources which are most vital as they generate the other resources. Adequate utilisation of human resources would automatically lead to optimum utilisation of financial, physical and technological resources. No organisation can achieve the desired goals without effective management of all its resources, but human capital is the most essential element of an organisation. As personnel administration deals with the management of the human resources, the study of its concept, nature, scope and development assumes importance. These aspects will be highlighted in this unit.

1.2 CONCEPT OF PERSONNEL ADMINISTRATION

The tasks of government are increasing everyday. Development and welfare orientations have led to the expansion of government and its administrative machinery. As the tasks, responsibilities and activities of organisations whether public or private multiply, the demands on personnel, at every level, in terms of efficient discharge of their duties also rise. Thus the task of personnel administration is to assure a steady source of people who can contribute to the success of an organisation and meet the growing demands of development. To understand the concept of personnel administration, it is very essential to first understand the meaning and nature of the term.

1.2.1 Personnel Administration : Meaning

Personnel administration is that part of administration which is concerned with people at work and with their relationships within an organisation. It refers to the entire spectrum of an organisation's interaction with its human resources from recruitment activity to retirement process. It involves personnel planning and forecasting, appraising human performance, selection and staffing, training and development and maintenance and improvement of performance and productivity. Personnel administration is closely related to an organisation's overall effectiveness.

There is no standard definition of the term 'personnel administration': Still there is a widespread unanimity among writers on its meaning, scope and purpose. According to Flippo, personnel function is concerned with the procurement, development, compensation, integration and maintenance of the personnel of an organisation for the purpose of contributing toward the accomplishment of that organisation's major goals and objectives. Dale Yoder uses the term "manpower management" instead of "personnel management" and includes both labour relations and personnel administration within its ambit. According to him, "the term effectively describes the processes of planning and directing the application, development and utilisation of human resources in employment. Employers, employees, unions and public agencies all have important roles to play in these processes".

According to Thomas G. Spates, "personnel administration is a code of the ways of organising and treating individuals at work so that they will each get the greatest possible realisation of their intrinsic abilities, thus attaining maximum efficiency for themselves and their group and thereby giving to the enterprise of which they are a part, its determining competitive advantage and optimum results."

Michael Jucius defines personnel administration as "the field of management which has to do with planning, organising, and controlling various operative functions of procuring, developing, maintaining and utilising a labour force such that the:

- "objectives for which the company is established are attained economically and effectively;
- "objectives of all levels of personnel are served to the highest possible degree;
- "objectives of the community are duly considered and served."

The Institute of Personnel Management in U.K. defines personnel management as "that part of the management function which is primarily concerned with the human relationships within the organisation. Its objective is the maintenance of those relationships on a basis which, by consideration of the well-being of the individual, enables all those engaged in the undertaking to make their maximum personnel contribution to the effective working of that undertaking." The Indian Institute of Personnel Management has also adopted this definition.

The above-mentioned definition was replaced in 1966 by a more elaborate definition. It reads, "Personnel management is that part of the management function which is concerned with people at work and with their relationships within an enterprise. Its aim is to bring together and develop into an effective organisation the men and women who make up an enterprise and, having regard to the well-being of an individual and of working groups, to enable to make their best contribution to its success."

In particular, personnel management is concerned with the development of policies governing:

- Manpower planning, recruitment, selection, placement and termination
- Education and training, career development
- Terms of employment, methods and standards of remuneration
- Working conditions and employees' services
- Formal and informal communication and consultation both through the representatives of employers and employees and at all levels throughout the organisation
- Negotiation and application of agreements on wages and working conditions, procedures for the avoidance and settlement of disputes.

Personnel management is also concerned with the "human and social implications of change in internal organisation and methods of working and of economic and social changes in the community."

Thus we can say that personnel administration deals with the recruitment, placement, training, disciplinary measures, monetary and non-monetary incentives and retirement benefits of the human beings or the personnel within an organisation. It also deals with the nature of human relationships in an organisation, interaction between the human beings within an organisation and interaction of human beings with the organisation. Personnel administration includes all activities and functions relating to policy formulation, planning, policy implementation, social change and modernisation, administrative reforms and public relations in an organisation. It aims at optimum utilisation of human resources in order to achieve maximum results with minimum wastage of funds and technology.

Personnel administration is variously known as 'personnel management', 'labour relations', 'manpower management', labour welfare management', etc. But the term 'personnel administration' connotes a wider meaning, it includes both personnel management and industrial relations. Many a times the terms labour relations and industrial relations are used interchangeably with personnel administration but it is always better to distinguish between them. The term 'labour relations' refers primarily to the relation between management and organised labour. It includes negotiations of contracts with unions. It deals with handling of differences with unions and business agents. Some organisations have a labour relations officer or director whose primary task is to advise and assist top management in their dealing with union representatives. This official may or may not report to personnel administrator. In an unionised organisation, where there is no labour relations officer or director, the personnel administrator performs the task of labour relations officer.

Thus personnel administration aims at:

- Effective utilisation of human resources
- Desirable working relations among all members of the organisation
- Maximum development
- Meeting the organisation's social and legal responsibilities.

According to Michael J. Jucius, personnel management should aim at:

- a) attaining economically and effectively the organisational goals;
- b) serving to the highest possible degree the individual goals; and
- c) preserving and advancing the general welfare of the community.

To obtain these objectives, personnel administration is concerned with planning, organising, directing, coordinating and controlling the cooperative efforts of individuals within an organisation.

1.2.2 Nature of Personnel Administration

Personnel function is crucial in any administrative organisation. The organisation cannot afford to ignore it. Hence it becomes a basic responsibility of the management, be in the government or in semi or non-government organisations. The changes in the socio-economic environment has its effect on management. The management environment keeps changing due to the changes that occur in the total socio-economic environment. The political environment also affects the work environment in an organisation. Such changes get reflected in personnel administration. These changes can be:

- i) changing mix of the personnel entering government service organisation
- ii) changing values of personnel
- iii) increasing expectations of the government from their employees, and
- iv) increasing expectations of the people from the government at different levels.

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

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

Personnel administration does not always function in a formal organisation. No organisation can solely run on the basis of formal rules and regulations, it comprises human beings who are structured in an authority and responsibility network in order to carry out the tasks and activities for the fulfilment of organisational objectives. This formal structure is supplemented, supported or sometimes obstructed and on occasions taken over by the informal organisation. Informal organisation grows within the formal organisation. It is a natural phenomenon and is based on social and cultural relations among the personnel of formal groups. Political, economic and psychological factors also contribute to the growth of informal organisation.

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

Check Your Progress 1

- Note : (i) Use the space given below for your answers.
(ii) Check your answers with those given at the end of the unit.

- 1) What is meant by personnel administration?

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- 2) Discuss the nature of personnel administration.

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1.3 PERSONNEL ADMINISTRATION: EVOLUTION AND DEVELOPMENT

While the evolution and development of personnel administration in U.K. and U.S.A. was largely voluntary, in India, the growth of personnel administration can be attributed to the efforts made by the government. While in the West, the pioneering work in the field of personnel management was motivated by the managerial preoccupation with the concept of welfare, in India, unsystematic recruitment practices, growing labour unrest, loss of production etc., initiated some interest in personnel management.

In U.K., personnel administration had its origin in the concept of welfare as propounded and practised by some of the enlightened entrepreneurs, who sought the establishment of modern personnel administration. The term personnel management actually originated in the U.S.A.

It was F.W. Taylor's scientific management which laid the foundation for the development of personnel administration. Taylor laid emphasis on scientific selection and systematic training and development of the individual worker. H.L. Gantt, a close associate of Taylor, in scientific management movements, foresaw the need for obtaining the willing cooperation of the worker. He maintained that it was not enough to tell the worker how to do a job, but it was also necessary to promote the ability and willingness to do a job. Mary Parker Follett also laid stress on training and development aspects of management. The pioneers of scientific management, apart from increasing efficiency, aimed at fighting fatigue and monotony among the workers.

Most important breakthrough for personnel administration was Elton Mayo's Hawthorne experiments and the human relations movement. These experiments paved the way for using the disciplines of sociology, psychology, industrial psychology, social psychology etc., with a view to understanding employees and organisational behaviour and influencing them through a motivational approach. All this led to the gradual evolution and development of a theory and practice of personnel management.

There were also other events and influences which led to the growth of personnel management. Various revolutionary concepts like mass production, mass distribution and mass financing were evolved by industrial and business empires. The labour shortages during the world wars and various labour problems posed a challenge to management. With the Great Depression in 1929, big business suffered a severe setback. The State, the public and the trade unions, aimed at efficient professional management. Their demands were, elimination of waste and maximum utilisation of resources, particularly human resources.

All these developments in America emphasised the fact that management of people or personnel management is just as important as the management of production. Thus the entrepreneurial interest, apart from other events in the sphere of worker welfare provided the source of inspiration for the evolution of modern dynamic personnel administration.

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

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

Now the number of personnel is increasing at a very fast rate, expenditure on personnel is also correspondingly increasing. There has also been a trend in regard to the diversification in the personnel as more and more specialists, experts and technicians are being appointed in government departments, public and private organisations. Contemporary personnel does not just deal with welfare of employees but also aim at achieving profits for the organisation. The motive is to earn profits as well as benefits for the organisation and its employees.

1.4 SCOPE OF PERSONNEL ADMINISTRATION

Personnel administration incorporates all aspects of management of persons in organisation. The primary objective of personnel administration, as we have read earlier in the unit, is to ensure effective utilisation of human resources in pursuit of organisational goals. The personnel administration departments should design and establish an effective working relationship among all the members of an organisation by division of organisational tasks into jobs, defining clearly the responsibility and authority for each job and its relation with other jobs in the organisation. Personnel administration must try to enthuse among the employees feelings of commitment, involvement and loyalty to the organisation. The aim is to establish cordial relations among the employees and do away with frictional situations arising out of personal jealousies, rivalries and prejudices. Personnel administration also has to curb unfavourable practices like favouritism and nepotism in an organisation.

Personnel administration has to concentrate on various aspects of management like recruitment, training, promotion, conditions of service, employees welfare, employer-employee relations and processes of morale and motivation. It has to develop links with immediate, intermediate and external environment to make itself effective and efficient.

As the tasks of organisation increase, the responsibilities of personnel administration also increase accordingly. It is not possible to solve the problems with a one-time and one-stroke decision. Larger the system more are the complexities. Take for example, the Government of India, it is divided into ministries, departments, divisions, units etc. It is spread over the entire length and breadth of the country. Lakhs of people work in it, they operate at different hierarchical levels and carry out a large variety of functions. A number of services and their division into groups constitute the entire workforce of the Central government. Almost similar is the situation in each state. Personnel administration has to cater to all these aspects. It requires continuous managerial input.

Planning and providing for the regular supply of the needed manpower for different positions and in different numbers is an important task of the government. The process of recruitment and utilisation of each micro-unit of human resource calls for effective personnel administration, similarly, creating and maintaining desirable working relationships also call for a series of continuous efforts on the part of the personnel. Those responsible for personnel administration have to work for it constantly.

The achievement of these two objectives becomes easier if the organisation provides appropriate opportunities for individual development. These opportunities can be in the form of training, internal and external mobility, promotion, recognition and reward. They act as strong motivators and satisfiers. Besides, salary structuring of lakhs of employees is a wholesome task because each category has to be adequately and equitably compensated for the contribution it is expected to make towards organisation's objectives. This is also a work of personnel administration. The working force also has to be subjected to certain discipline in order to regulate proper performance of duty. Framing of conduct rules, laying down procedures of disciplinary action, enforcement of those rules and adoption of appropriate procedures are also a part of personnel administration.

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

1.5 CONCLUSION

Thus we can say that it is the personnel which more than anything else determines the quantity and quality of the performance and output of an organisation. Even the contribution of money and material to the performance of an organisation depends substantially upon their manipulation by the human beings in an organisation. Even the poorly devised machinery may be made to work if it is manned with well-trained, intelligent and imaginative staff. On the other hand, the best planned organisation may produce unsatisfactory results if it is operated by mediocre and disorganised staff. Personnel constitute an integral part of the organisation. It is with their requisite skills, aptitude, integrity and organising capacity that they can build the image of their organisations as effective institutions in nation building.

Personnel administration with its ever increasing responsibilities has become an indispensable part of management. There is a need for making personnel administration responsible for bringing about innovative changes in the structure of organisation, undertaking personnel research and conducting attitude surveys. There is also a need for making personnel administration accountable for formulating cost effective policies and programmes and establishing positive relationship between the organisation and environment. A constantly changing scenario calls for better recruitment procedures, newer training techniques, re-training methods, mid-career training, more coordination between private and public welfare programmes, effective organisational development, better performance appraisal devices and more useful leadership methods.

Check Your Progress 2

- Note : (i) Use the space given below for your answers.
(ii) Check your answers with those given at the end of the unit.

- 1) Highlight the development of personnel administration in India.

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- 2) Discuss the scope of personnel administration.

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1.6 LET US SUM UP

It is clear that no organisation can afford to disregard the needs of its personnel. Every organisation has to keep its personnel satisfied. Personnel are the means through which organisations develop. In this unit we familiarised ourselves with the meaning and nature of personnel administration. The evolution and growth of personnel administration was highlighted. The unit also discussed the scope of personnel administration.

1.7 KEY WORDS

Formal Organisation : Formal organisation is one which is deliberately planned and designed and duly sanctioned by the competent authority. It is bound by rules, regulations and well-defined procedures.

Great Economic Depression : The world wide economic depression that started in 1929 and lasted till 1935. During this period purchasing power with the buyers was very high but there was a severe shortage of goods in the market. It means that demand for goods was more than the supply. The period was marked by low economic activity, inflation and mass unemployment.

Hawthorne Experiments : Experiments conducted by Elton Mayo and his associates at the Hawthorne Plant of the Western Electric Company (Chicago). The experiments spreading over a period of nine years (1924-32) laid that the

management should concentrate on human situations, motivation, employer-employee relations, stability of the labour, conducive working conditions and supervision. It emphasised the need for informal organisation.

Informal Organisations : These are shadow organisations of formal organisations. They are ill-defined and do not have definite organisational goals. The relations between the members of these organisations are not specific. They function in a flexible manner and are not bound by rigid rules and regulations.

Joint Consultative Machinery : It is a consultative body which consists of representatives of both employers and employees. This body meets at regular intervals to discuss matters concerning the interests of employers and employees and arrive at certain agreed settlements. Matters relating to conditions of service of employees, welfare of staff, management policies relating to improvement of efficiency and work standards are discussed by this machinery.

Line Agencies : In order to carry out the major primary functions of the government, a number of departments or administrative agencies are established. These are called line agencies because they are directly concerned with the execution or fulfilment of the primary objectives of the government. They are responsible for controlling, regulating, directing and commanding the administration and come frequently in direct contact with people. Government departments and public corporations are the examples of line agencies.

Staff Agencies : These agencies perform the secondary functions in administration. They assist the line agencies in carrying out their functions. They provide them with the necessary assistance, advice, counsel, support, information and statistics etc. Some examples of staff agencies are UPSC, Prime Minister's Office, Cabinet Secretariat etc. Line agencies cannot function without the help of staff agencies.

Taylor's Scientific Management : F.W. Taylor advocated a close collaboration and deliberate cooperation between the workmen and the management. His philosophy of management was based on four basic principles viz., the development of a true science of work, scientific selection of workers, the scientific education and development of workmen and establishing cooperation between the management and workers. Taylor's contribution to the development of scientific management was recorded in his papers; *A Piece Rate System* (1895), *Shop Management* (1903) and *Art of Cutting Metals* (1906).

1.8 REFERENCES

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1.9 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points :
 - personnel administration is that part of administration which is concerned with people at work
 - it deals with the relationship of people within an organisation

- it deals with all aspects of administration of personnel from recruitment to retirement
 - it involves personnel planning and forecasting
 - it relates to the functions of policy formulation, policy implementation, social change, modernisation, administrative reforms and public relations
 - it aims at optimum utilisation of human resources
 - it is also called 'personnel management', 'labour relations' 'manpower management' etc.
- 2) Your answer should include the following points:
- the changes in the socio-economic environment has its effect on personnel administration
 - it is also affected by political environment
 - there has been diversification in personnel functions
 - there has been proliferation of personnel activities
 - personnel are required to perform line and staff functions
 - personnel administration functions in both formal and informal organisations
 - the problems of personnel administration differ from one organisation to the other.

Check Your Progress 2

- 1) Your answer should include the following points:
- Royal Commission on Labour, recommended the appointment of Labour Officers in 1931
 - the industrial disputes of 1920s forced the government and businessmen to think in terms of promotion of personnel administration
 - recognition of Trade Unions in India
 - appointment of Labour Officers with the Jute Mills
 - the Tripartite Labour Conference in 1941 gave a boost to establishment of cordial labour relations
 - the Factories Act of 1948 laid down the appointment, duties and qualifications of Welfare Officer in industries
 - emergence of Personnel Officer in various organisations.
- 2) Your answer should include the following points:
- personnel administration incorporates all aspects of management of persons in an organisation
 - personnel administration has to establish cordial relations among the employees
 - it concentrates on various aspects of management like recruitment, training, promotion, employees' welfare etc.
 - it has to constantly interact with the changing social, economic and political environment
 - framing of conduct rules and laying down procedures of disciplinary action are an important part of personnel administration
 - provision of a Joint Consultative Machinery, establishment of public service tribunals and retirement benefits are the responsibilities of personnel administration.

UNIT 2 FUNCTIONS AND SIGNIFICANCE OF PERSONNEL ADMINISTRATION

Structure

- 2.0 Objectives
- 2.1 Introduction
- 2.2 Functions of Personnel Administration
 - 2.2.1 Manpower Planning
 - 2.2.2 Recruitment, Training and Promotion
 - 2.2.3 Salary Structuring
 - 2.2.4 Employees, Welfare
- 2.3 Significance of Personnel Administration
- 2.4 Let Us Sum Up
- 2.5 Key Words
- 2.6 References
- 2.7 Answers to Check Your Progress Exercises

2.0 OBJECTIVES

After reading this unit you should be able to:

- discuss the various functions of personnel administration viz. manpower; planning, recruitment, training, promotion, salary structuring and employees' welfare; and
- highlight the significance of personnel management in an organisation.

2.1 INTRODUCTION

As we read in unit 1, personnel administration is a crucial part of an administrative system. Administration sets for itself certain goals and objectives and personnel administration assists it to achieve them. It performs various functions in order to fulfil organisational objectives. The successful functioning of an organisation is dependent on the effectiveness of its personnel system. The functions like recruitment of personnel, upgradation of their skills, formulation of a sound promotion policy, maintenance of discipline in the organisation, redressal of personnel grievances, improvement of their working conditions etc. fall within the purview of personnel administration. This unit will try to highlight these functions. A more detailed discussion on these functions with regard to personnel system in India will be made in Blocks 4, 5, 6 & 7 of this Course.

2.2 FUNCTIONS OF PERSONNEL ADMINISTRATION

Some of the important functions of personnel administration are:

- a) Manpower Planning
- b) Recruitment
- c) Training
- d) Promotion
- e) Salary structuring
- f) Employees' welfare

No organisation can function efficiently unless and until the above-mentioned functions are given proper attention. Let us now discuss these functions briefly.

2.2.1 Manpower Planning

Before the formal process of selection of personnel begins, an organisation has to make an assessment of its requirements in terms of number of personnel needed for a job, definition of a job, the skills and specialisation it entails, the duration for which personnel are required, nature of work etc. Manpower planning is engaged with these type of activities. Organisations whether large or small, whether public or private, are in constant need of manpower. They require men and women for different levels of positions for performing different kinds of jobs at different places and intervals. The number of personnel with defined skills and specialisations needed at different periodic intervals have to be forecasted. Manpower planning predicts the number of personnel an organisation will have to hire, train or promote in a given period.

Manpower planning makes long range estimates of the general and specific manpower needs of the organisation for different activities. By anticipating the need for various types of skill requirements and levels of personnel, well in advance, a manpower plan is able to give adequate lead time for recruitment, selection and training of such personnel. It controls delays and is a very effective device to develop the required sources from which needed personnel can be made available.

The objectives of manpower planning are:

- to ensure optimum use of human resources currently employed
- to assess or forecast future skills requirements if the organisation's overall objectives are to be achieved
- to provide control measures to ensure that necessary resources are available as and when required
- to determine recruitment level
- to anticipate the weaknesses of organisational procedures and avoid unnecessary dismissals.
- to determine training levels
- to provide a basis for management
- to assess future accommodation requirements.

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

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

2.2.2 Recruitment, Training and Promotion

Recruitment

Once the determination of manpower needs has been made, the recruitment and selection processes can begin. Recruitment is the process of searching for prospective workers and stimulating them to apply for jobs in the organisation. It is a positive function which aims at increasing the selection ratio, that is the number of applicants per job opening. In contrast, the selection process is a 'negative' function because it attempts to eliminate applicants leaving only the best to be absorbed in the organisation.

Recruitment determines the tone and calibre of the services whether public or private. A faulty recruitment policy inflicts a permanent weakness upon the

administration. Not even an effective training policy can make faultily recruited persons bright and efficient. The basic elements of a sound recruitment policy include:

- discovery and cultivation of the employment market for posts in the organisation
- use of attractive recruitment literature and publicity
- use of scientific tests for determining abilities of the candidates
- tapping capable candidates from within the organisation
- placement programme which assigns the right man to the right job; and
- a follow-up probationary programme as an integral part of the recruitment process.

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

An organisation cannot fill its vacancies from one single source only. It must carefully combine some of these services, weighing their cost and flexibility, the quality of personnel they supply and their effect on the present work force. A planned recruitment programme provides the organisation with job applicants from whom a required number of selections are made. There is no standard selection procedure for recruitment. Usually the selection is made through a written test or an interview or both.

The final step in the selection process is that of inducting the new employee into the new social setting of his/her work. This is done by familiarising the employee with the new surroundings and the rules and regulations of the organisation. Various training methods are used to upgrade the skills of the new recruits and integrate their goals with the organisational goals, we will now discuss some of these methods.

Training

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

Training adjusts the employees with the constant changes in the goals and techniques of organisations. The deficiencies of the new appointees may be corrected by imparting them necessary training. Training helps broaden the vision and outlook of the appointees. It equips those already in the service for higher positions and greater responsibilities, it enhances the efficiency of the employees and helps build integrity and morale of the employees.

The terms training and education are closely related. Training is the art of increasing the knowledge and skill of an employee for doing a particular job. It is concerned with imparting specific skills for a particular purpose. On the other hand education is a broader term, it is concerned with increasing general knowledge and understanding of the employee's total environment. The need for training is

universal. Everybody needs training so as to effectively discharge the obligations of his/her office. It is a continuous process.

Training can be informal or formal. Informal training is training by doing the work and learning from mistakes. The ultimate success of informal training depends upon the experience and seniority of the senior officer and his/her interest in the new entrant. The aim of formal training is to inculcate administrative skills in the personnel through well-defined courses. Informal training improves the quality of administration. Pre-entry training, orientation training, in-service training, vocational training, post-entry training etc. are some of the examples of formal training. Different methods of imparting training can be lecture method, case study method, syndicate method etc. Whatever be the methods, the basic aims of training are always:

- inculcating fresh knowledge among the employees
- upgrading their skills
- familiarising the inducts to the organisation, its environment, work conditions, rules, norms and goals
- attuning the employees to the new needs of the organisation
- broadening the views and outlook of employees
- maintaining the morale of the employees
- development of novel attitudes; and
- reducing waste, accidents, turnover and absenteeism.

Every administrative system must pay adequate attention to its training requirements. A well trained, well-aware and properly skilled personnel system is the very heart of an organisation.

Promotion

Another vital function of personnel administration is promotion. The word 'promote' is derived from the Latin expression 'promovere', it means 'to move forward'. Promotion means advancement of an employee to a job better than the present one in terms of greater responsibilities, more prestige or status, greater skill and increase in pay. The need for promotion arises from a variety of factors. An organisation is able to retain the services of its personnel by the device of promotion. Lower positions in the organisation are able to attract competent persons if it makes provisions for its personnel to move higher. A sound policy of promotion fosters a feeling of belongingness in the personnel, contributes towards the continuity in policies and practices and leads to building up of traditions and conventions in the organisation.

According to W.F. Willoughby, a sound promotion system should fulfil the following conditions:

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

The employees should be made aware not just of the opportunities for promotion open to them but also of the definite lines along which such promotion is to be expected and the conditions that must be fulfilled by them in getting it. This means that there should be a definite goal before them towards which they can work. Normally promotions are departmental that is, a vacancy in a higher post in a department is usually filled from among the employees of that department even though older or more experienced officials may be awaiting their chance for promotion in another department. Interdepartmental promotions occur when there is

no suitable candidate within the department to fill a particular post and when a new department is created or an old one is expanded.

There are two principles which are used in the system of promotion:

- i) principle of seniority
- ii) principle of merit.

The principle of seniority is an age-old principle. Employees attach great importance to the length of service. According to H. Finer, "it is automatic and avoids the need for making individual distinctions between one person and another, of placing the young over the old, of measuring the responsibility for the result of promotion."

But, this gives rise to two basic questions. Is the employee with the longest service necessarily the most competent? If employees automatically qualify for higher jobs by being senior, will new employees be motivated to give good performance? Yet, seniority cannot be rejected altogether by using the internal method of promotion, the administration can keep the morale of employees high and also encourage a competitive spirit for better performance. Use of external method does provide for the competitive spirit to grow but in the process affects the morale of the employees adversely. Using the principle of merit in promotion requires fair practices.

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

Taking into consideration the weak and strong points of both the principles, a mix of the two is adopted in the organisations while selecting candidates for promotion, both seniority and merit are given due weightage. Each organisation must have a sound promotion policy. If promotions get governed by favouritism, the 'left outs' will in all probability continue floating in the same organisation nursing grievances against employers. Thus promotion has to be based on just and fair norms as it is a powerful means in the hands of the organisation to reward its faithful workers. It is a powerful means to lead the employees towards the desired goals.

2.2.3 Salary Structuring

Development of a sound salary system is an important function of personnel administration. Salary has to be structured in such a way that the employees of the organisation feel adequately rewarded and resources available to the organisation are optimally utilised. Following are the requirements for the development of a sound pay system:

- i) the pay structure should be simple and rational
- ii) the pay of a post should be related to the duties and responsibilities attached to that post
- iii) it should take into consideration the qualifications and experience prescribed
- iv) it should be comprehensive and adequate to enable the employee to have a feeling of the total emoluments and to maintain a certain standard of living and
- v) it should take into account the comparable salaries paid in alternative occupations.

Comprehensibility and adequacy are the standard tasks of a sound pay structure. Good compensation plans, well-administered, have a salutary affect on the entire organisation. Employees are happier in their work, cooperation and loyalty are higher, productive output is up and quality is better. In the absence of such plans compensations are determined subjectively on the basis of haphazard and arbitrary decisions. This creates several inequities which are among the most dangerous sources of friction and low morale in an organisation. Although there can be both monetary and non-monetary forms of compensation prevalent in an organisation, yet it is the former which is the most basic element by which individuals are attracted to an organisation, persuaded to remain there and induced to engage in a behaviour that is beneficial to the organisation.

Each organisation should structure the salaries of its employees in such a way that no employee feels inadequately rewarded. Apart from basic salary, additional allowances such as house rent allowance, conveyance allowance, recreation allowance, leave encashment, festival loan etc. can be given to the employees. Moreover the salary scales have to be constantly revised in view of price rise or increase in profits for the organisation.

2.2.4 Employees, Welfare

Welfare of employees is one of the most important functions of personnel administration, a good personnel system always gives topmost priority to the well-being of employees. A sound personnel policy, proper recruitment and promotion techniques, conducive training methods etc. create a certain physical and mental condition of the employees so necessary for good performance. These conditions need to be maintained as well. Motivation of employees and building up of their morale at different levels help in maintaining these conditions. All types of welfare programmes in an organisation are to help in maintenance of these conditions only.

Employees' benefit programmes create and stimulate morale which contributes to the creation and maintenance of favourable attitude towards work and work environment. These programmes include fringe benefits such as holidays, different types of leave entitlement, education facilities, canteen facilities, leave travel fare concession etc. Employee's physical condition is maintained through safety and health programmes, group health insurance plans, regular medical examinations, proper working conditions like proper lighting, ventilation, space and equipment etc. These are all employees' welfare measures.

Maintenance of discipline and following a code of conduct in the organisation also helps in creating conducive work environment in the organisation which is important for employees' welfare. Penalties for violation of rules, for misperformance or for non-performance vary widely in severity. The more usual forms of disciplinary action are warning or reprimand, reassignment to other duties, suspension from duty for a certain period of time, demotion to a position of lower rank or grade and dismissal or removal from the service. Strict disciplinary actions are very essential as they increase the efficiency of work, raise the morale of the employees and keep the inefficient out of the organisation.

As a model employer, an organisation provides many social welfare and security services for its employees. These can be in the form of certain tangible benefits. Some of these benefits supply financial protection against certain risks such as illness accident, unemployment and loss of income due to retirement. Some other benefits provide extra leisure, extra income and better work environment. These programmes fulfil the physical, mental, financial, recreational as well as the social needs of the employees.

A proper retirement scheme is also very essential for employees' welfare. The organisation needs to assure its employees an easy and carefree life in their old age. The age of retirement can be anywhere between 50 and 65. Proper retirement benefits attract talented persons to the organisation, they help the system of promotion, through these benefits efficiency of employees increases. Besides pension, some other benefits such as allowances to take care of inflation, medical facilities, provident fund, family pension, travel concessions are also provided to the retired employees. The primary aim of all these benefits is to provide necessary means of livelihood and freedom from certain worries to the employees in their old age. Efforts must be made to provide counselling to help the retired personnel to utilise their time and money effectively. All possible information should be passed on to employees who are seeking retirement, external expertise can also be used by the organisation in terms of financial planning, planning for a second career etc. A carefully devised retirement plan must always form a part of planning package of an organisation.

Redressal of employees' grievances is yet another very important aspect of employees' welfare programmes. The interests of the employees and the employers should not be in conflict. Over the decades there has been an increasing consciousness about common needs and interests of the employees. The employees'

various ways and channels to solve the problems of the employees. Redressal cells in the organisation should try to remove the grievances of the personnel quickly and systematically. The organisation has to provide to its employees effective leadership. It has to generate the will to work among the employees. Inculcation of morale, of that spirit, that state of mind, which expresses itself in loyalty, enthusiasm, cooperation, pride in the service and devotion to duty is the end of the whole personnel system. Employees must have a sense of security, achievement and belongingness in the organisation. Through attitude surveys and proper recruitment, selection, promotion, training, salary structuring policies, an organisation can formulate suitable welfare schemes and develop a conducive work environment for its employees.

Check Your Progress 1

Note : (i) Use the space given below for your answers.
(ii) Check your answers with those given at the end of the unit.

- 1) What is meant by manpower planning?

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- 2) Recruitment is a very important function of personnel administration. Not even a proper training programme can undo the harm caused by a faulty recruitment procedure. Discuss.

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- 3) Discuss the different principles used in the system of promotion.

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- 4) What are the various methods an organisation can employ for the general welfare of its employees?

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2.3 SIGNIFICANCE OF PERSONNEL ADMINISTRATION

The quality of an organisation is dependent on the quality of its employees, that is, the personnel it employs. With the development of science and technology and growth of welfare functions in order to meet the demands of expanding population,

the organisations whether public or private, have to perform a large number of tasks varied and complex. It is only possible if the personnel engaged in the attainment of objectives are efficient and sincere.

Among the three components required for developmental tasks, personnel, money and material, it is the personnel or the human element which determines the quality and quantity of the performance and output. Even the contribution of money and material to performance depends substantially upon their manipulation by the human beings in an organisation.

Walter R. Sharp has aptly remarked, "good administration is a composite of effective organisation, adequate material facilities and qualified personnel... Even poorly devised machinery may be made to work if it is manned with well-trained, intelligent, imaginative and devoted staff. On the other hand, the best planned organisation may produce unsatisfactory results if it is operated by mediocre or disgruntled people. As per Ferrel Heady "The importance of administration is almost universally recognised amongst commentators on development. Visually an effective bureaucracy is coupled with a vigorous modernising elite as a prerequisite for progress "

Thus, we can say that without efficient personnel, the organisational tasks can never be fulfilled. Without efficient bureaucracy, the government can never make its plans and policies a success. The performance of the organisation and growth of its personnel is linked with the competence of personnel constituting the organisation. Human resource development, as we read in unit 1, is the key to the efficiency of personnel. No country should neglect the development of human resources. We also witness a complete wastage of human resources due to unemployment, underemployment and malemployment. Positive steps have to be taken to remove these problems. The increase in labour force must entail an increase in economically active population. The greatest natural resource of a nation is its people. Investments in developing human resources through training, career development, planning, counselling, selection, job-enrichment programmes and designing suitable performance appraisal and reward systems can go a long way in maintaining the morale and motivation of people high. These programmes consequently influence organisational effectiveness.

The most important problem in public personnel administration is to ensure that vast manpower resource employed in the state sector yields the best possible return. Efficiency of public employees or the effectiveness of personnel system depend on several factors, such as the quality of talent attracted to and retained in the public service, nature of training which the employees receive, values and motivation of employees, standards and norms set up by formal and informal work groups, effectiveness in inter-personal relationships, styles of supervision and leadership, nature and adequacy of work tools and procedures for decision-making and the character of interrelationships with the political process and social environment.

The ARC had observed that "the present personnel system does not make for a rational and optimum utilisation of human resources within the civil service to the best advantage of administration as well as the community."

During the last 40 years, the country has taken up past developmental responsibilities. This calls for an effective personnel system in order to formulate and carry out organisational functions. Public as well as private organisations are growing day by day, they both have a significant role to play in pursuit of developmental goals and it is only through the help of right personnel and management of the human resources that these objectives can be realised.

Check Your Progress 2

- Note : (i) Use the space given below for your answer
(ii) Check your answer with that given at the end of the unit.

- I) Highlight the significance of personnel administration.

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2.4 LET US SUM UP

Personnel administration has become a very crucial part of an administrative system. The attitudes of the work force have undergone a change over the last few decades. The age-old employer-employee relationship of loyalty and commitment is no longer the only important reason for effective functioning of a system. Employees' expectations have gone up due to greater democratisation, better employment opportunities and changes in the technical environment and societal behaviour. The employees of today are concerned more with the recognition, decision-making participation more challenging tasks, they are less concerned with job security, they also give higher preference to leisure. Personnel administration has to thus reorient its policies in order to meet the ever changing and growing needs of the employees.

Employee development must now be an important activity of personnel administration. More emphasis should be there on orientation training and self-development schemes. The functions of recruitment, training, promotion, salary structuring and employees' welfare also have to change according to the change in time. The effective working of these functions is a must for personnel system. As all these functions are interdependent, that is neglect of one may adversely affect the other function, the organisation has to give equal time and attention to all these activities.

Success of any administrative system depends on how effectively it handles its personnel functions. The growing significance of personnel administration calls for continuous and systematic changes in personnel functions in order to fulfil the expanding needs of the employees and the organisations. This unit familiarised us with the different functions of personnel administration, and their importance and significance in administrative system.

2.5 KEY WORDS

Case Study Method : Refer to Block 3, unit 11.

Compensation Plan : An orderly system for the payment of salaries to employees is referred to as a compensation plan. It consists of a schedule of pay scales applicable to classes of positions covered by the plan and rules for administration. Generally, the compensation plan includes a separate pay scale for each class of positions. Each pay scale includes within itself a range of salary rates, consisting usually of minimum, intermediate and maximum rates.

Employment Referrals : Some industries with a record of good personnel relations encourage their employees to bring suitable candidates for various openings in the organisation.

Financial Planning : It means establishing the need for finance for the retired, their sources of income, items on which to spend money, budget for income and expenditure. It helps in augmenting sources of income for the retired persons. It educates them on meaningful use of time and leisure. Education on the need for social activities, self-development, health care and legal affairs is also included in financial planning.

Group Health Insurance : It entails the usual financial protection against loss of life, based on term insurance at low rates made possible by the random spreading of the risks among members of a fairly selective group.

In-Service Training : Refer to unit 11, Block 3.

Job Analysis : It is the process by means of which a description is developed of the present methods and procedures of doing a job, physical conditions in which the job is done, relation of the job to other jobs and conditions of employment. It is intended to reveal what is to be done as opposed to what should be done.

Job Description : The results of a job analysis are laid down in job description. Writing job descriptions for production workers, clerical people and first line supervisors is an established practice. A more recent development is job description for managers in an organisation.

Job Specification : It is a statement of minimum acceptable human qualities necessary to perform a job satisfactorily. Making job description as its base, it lays down the abilities and qualities that a worker should possess in order to hold the job in question.

Morale : It is the capacity of an individual or a group of people to move persistently and consistently towards a common goal. The group should have a strong confidence in the desirability of the goal.

Orientation Training : Refer to unit 11, Block 3.

Professional Meetings : Some companies send representatives to professional gatherings to recruit employees.

Probation Programme : Refer to unit 13, Block 3.

Syndicate Method : Refer to unit 11 Block 3.

Unsolicited Appointees : Such type of appointees are those who gather at factory gates to serve as casual workers or who send in their requests for appointment against a vacancy, if any, they are also an important resource of external recruitment.

Vocational Training : The employee is to be trained in the specialised technique or skill which is essential for his/her vocation.

Work Force Analysis : Under this the possibility of absence or loss of personnel through retirement, promotion, transfer, death, discharge, or any other cause is considered and suitable adjustment is made in the number of persons needed.

Work Load Analysis : The aim of this analysis is to make a forecast of sales.

2.6 REFERENCES

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2.7 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
 - manpower planning is engaged with assessment of requirements in an organisation in terms of personnel needed for a job, definition of a job, duration of a job etc.
 - it predicts the number of personnel an organisation will have to hire, train or promote in a given period
 - it makes long range estimates of the general and specific manpower needs of the organisation
 - it gives adequate lead time for recruitment, selection and training
 - it controls delays and makes optimum use of human resources
 - it ensures control measures to ensure that necessary sources are available as and when required
 - without effective manpower planning, the other functions of personnel administration cannot be performed properly.
- 2) Your answer should include the following points:
 - recruitment is the process of searching for prospective workers and stimulating them to apply for jobs in the organisation
 - it aims at increasing the selection ratio
 - it matches the personnel characteristics of potential employees with the job requirements
 - recruitment can be made through internal and external sources
 - training aims at imparting professional knowledge, broader vision, correct patterns of behaviour, habits and aptitudes
 - no proper training can undo the harm caused by faulty recruitment procedure, it cannot make the faultily recruited personnel bright and efficient.
- 3) Your answer should include the following points:
 - principle of seniority
 - principle of merit.
- 4) Your answer should include the following points:
 - motivation of employees and building up of their morale
 - fringe benefits
 - health and safety programmes
 - maintenance of discipline
 - social welfare and security services
 - proper retirement schemes
 - proper redressal machinery in the organisation
 - an organisation has to provide to its employees effective leadership.

Check Your Progress 2

- 1) Your answer should include the following points:
 - to meet the expanding demands of a large population, organisations have to perform a number of tasks, personnel thus have become a crucial part of any organisation
 - without efficient personnel the organisational tasks can never be fulfilled
 - development of human resources cannot be neglected
 - the greatest natural resource of a nation is its people
 - investments in developing human resources through training, career development, planning, proper counselling, selection, job-enrichment programmes is a must for organisational effectiveness
 - an effective personnel system is needed to formulate and carry out the organisational functions.

UNIT 3 PUBLIC SERVICES AND THEIR ROLE IN ADMINISTRATIVE SYSTEM

Structure

- 3.0 Objectives**
- 3.1 Introduction**
- 3.2 Meaning of Public Services**
- 3.3 Relationship between the Government and the Public Services**
- 3.4 Scope of Public Services**
 - 3.4.1 Transition from 'Traditional' to 'Modern State'**
 - 3.4.2 Growth in the Functions of Public Services**
- 3.5 Role-Models for Civil Services**
- 3.6 The Changing Role of Public Services**
- 3.7 Let Us Sum Up**
- 3.8 Key Words**
- 3.9 References**
- 3.10 Answers to Check Your Progress Exercises**

3.0 OBJECTIVES

After reading this unit, you should be able to :

- discuss the meaning and importance of public services;
- explain the relationship between the government and the public services;
- highlight the scope and functions of public services; and
- describe the different role-models for public services.

3.1 INTRODUCTION

If the 'executive' is one of the three organs of the government, the other two being 'legislature' and 'judiciary', 'public services' form the arm of the executive. Its function is to convert the goals and objectives of the executive into reality. The executive segment of the government needs the help of an organisation which may be termed Public Administration for the proper formulation and implementation of its programmes. One of the important parts of Public Administration is the 'public services'. Public services is an instrument of development and change. It has become one of the most essential and vital parts of the administrative system. The role and functions of the public services within the administrative system constitute an important focus of study. This unit will highlight the role and importance of public services in the administrative system.

3.2 MEANING OF PUBLIC SERVICES

'Public Services' are generally defined to mean the civil services constituted by the government to translate all its plans and programmes into implementable action. In common usage, civil service means that branch of governmental machinery which is concerned not with law making but with law enforcing functions. In the executive branch of the government, there are two parts, the ministers and civil servants. The civil servants carry out the orders of the ministers and advise them in policy formulation. According to E.N. Gladden, "Civil Service is the name of an important government institution comprising the staffs of central administration of the state. It

is more for it stands for a spirit essential to the success of modern democracy, an ideal of vocation in public officials who devote their lives to the service of the community." In administrative parlance, public services have a slightly wider connotation in the sense that they are taken to cover, besides civil servants, extended group of employees who may be working in public sector undertakings, nationalised banks and other quasi-governmental organisations funded wholly or partly by the government. While the civil servants are the holders of civil posts, whose remuneration in India is paid out of Consolidated Fund of India, others are not so paid. In Britain, they are also accepted as "those servants of the crown other than holders of the political and judicial offices, who are employed in civil capacity and of course, remunerated through budget passed by Parliament."

In brief, as H. Finer stated, "Civil Service is a professional body of officials, permanent, paid and skilled" and further, classified British Civil Service into three categories, administrative (policy formulation and execution); technical (scientific and specialised categories like doctors, engineers etc.) and manipulative (executing orders of the first two classes). Public services is an important instrument of political modernisation in the developing societies. Well-knit and well-organised public bureaucratic structure precedes electoral democracy. It provides stability and continuity to the system of government.

Public services is a blend of certain features viz. expertise, vitality and leadership. This blend enables the public services to function in an independent and efficient manner.

3.3 RELATIONSHIP BETWEEN THE GOVERNMENT AND PUBLIC SERVICES

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

Bureaucrats have more knowledge, experience, inter-governmental ties and time than the politicians. Both are actually dependent on each other. The relationship between the government and public services has provided that the dichotomy between policy formulation and implementation can never be strictly maintained in practice.

Experience has shown that this type of compartmentalisation between governmental and administrative activities is partly, but not wholly true. It is very difficult for the government to be only concerned with policy formulation whereas for the services to only deal with administration of these formulated policies. Both in theory and practice, there is frequent crossing of boundaries, as a result a relationship of complimentarity, mutuality and interdependability has developed between the two. The government sets the goals for public services, hence it is instrumental as a tool to achieve these goals.

Check Your Progress 1

Note : (i) Use the space given below for your answers.
(ii) Check your answers with those given at the end of the unit.

- 1) What is meant by 'public services'?

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- 2) Highlight the relationship between the government and public services.

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3.4 SCOPE OF PUBLIC SERVICES

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

3.4.1 Transition from 'Traditional' to 'Modern' State

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

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

If development becomes the focus, planning becomes essential, for it is only through a systematic and scientific planning that the resource-mobilisation and input-utilisation within the shortest time is possible in order to attain optimal output. Administration thus has to pay attention to policy formulation, programme design, project management and programme evaluation. For all this, efficient and effective public services is required since efficiency in the conduct of government business depends primarily on the ability of personnel employed by the state. Government cannot afford to have personnel, within the services, who are not fit, meritorious and competent. When the country adopts development oriented goals and objectives, the governmental duties become not only socio-economically compulsive but also acquire new dimensions.

This calls for efficient and qualified personnel. Plans for administrative reforms can only be successful if they are accompanied by a heightened attitude and motivated ability on the part of the public personnel. A competent personnel is, thus the sine qua non of an effective public services and the qualities that are sought for in public personnel are integrity, ability, dedication, devotion to duty, intelligence and diligence.

3.4.2. Growth in the Functions of Public Services

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

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

A modern State may act as the director, entrepreneur or stimulator of private initiative, or indeed in all the three capacities. In a socialist economy practically all organised effort is placed in the public sector and its entire management becomes the concern of the public services. Many countries because of their prevailing social and economic conditions and availability of resources are committed to reserving the largest possible sphere of activity to private enterprise and local initiative. But even in these countries vast increasing functions and activities concerning national level opinion are undertaken by the government. The capitalist economies have witnessed an expansion of their public services. In these countries, many such areas have come up which are solely under the public sector, where the private sector is not able to enter.

The twentieth century, thus, is witnessing an extension of governmental functions beyond all limits. The concept of welfare and service State has been almost universally accepted. Governments have taken up the responsibility of utilisation of manpower, natural resources and technology to create an environment conducive to all-round economic development and social well-being. This further strengthens the role of public services. The demands of the people upon their government have become insistent, the government is considered to be an agency to meet these urgent demands and devise ways to overcome social and economic deficiencies in the administrative system.

The Public Services have become today one of the most essential and vital parts of the government. As the civil services form a very important part of public services, this unit will emphasise more on the functions and role of the civil services. The civil servants perform a number of functions. The major functions are:

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

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

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

Administrative Adjudication : The civil servants today exercise quasi-judicial powers also. They determine the cases on issues involving the rights and obligations of private citizens or parties. Some judicial powers have to be in the hands of civil servants in order to secure public interest and protect the poor from exploitation. The growth of administrative adjudication is the result of the need to have reasonable and speedy justice in cases under social enactments and cases involving technical complexities. The civil servants enforce policies and therefore are able to give judgement according to the requirements of the policies.

Besides these, the routine functions of civil services are licensing and inspection, regulation of government policies, collection of taxes, taking note of working conditions etc.

Thus in brief, civil servants perform the functions of:

- a) Advising the government regarding the programmes. Providing the ministers with necessary information and statistics.
- b) Implementing the plans, policies and programmes formulated by the Government.
- c) Monitoring and evaluating the programmes of the Government.
- d) Carrying out the tasks delegated to them by the Government.
- e) Determining cases on issues involving rights and obligations of private citizens and parties.

3.5 ROLE-MODELS FOR CIVIL SERVICES

Instrumentality Role

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

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

Neutrality Role

The neutrality role of the civil services is in consonance with its instrumentality role. It is thus clear that if civil services have to perform, in the right spirit of their structural functional framework, they have to be "neutral" in their approach, outlook and activities. No way should their political values affect their conduct and behaviour. Civil servants are the objective, dispassionate and non-partisan band of

professionals who should do a job entrusted to them with clinical proficiency, efficiency and dedication. Once a policy has been decided and decision taken to implement the programme, all that civil servants should do is to try to use all the available resources in an optimum manner for the execution of the programme. In other words, the civil services must not be allowed to take political sides. The individual value-system may certainly come into play while rendering advice to the ministers or at the time of strategising for policy but not thereafter. The civil servants are not the political agents but servants of the state. Political neutrality is the sine qua non of civil servants, the civil service and party politics should be kept poles apart. Thus the civil servants are expected to implement the policies decided upon by the government. It is neither responsible for political content of programmes nor it has to defend it in public.

Commitment Role

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

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

Impersonality Role

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

Anonymity Role

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

Professionality Role

The civil servants are employed for their knowledge, skill, expertise, experience, competence and merit. They must utilise all their skills to implement the development programmes with full zeal and enthusiasm. The civil servants must be trained to use

all the mental, physical and technical skills at hand in a most effective and efficient manner. The aim should be to train civil servants in such a way that maximum results can be achieved with minimum inputs at the least cost within the shortest time frame. Professional excellence, result motivation and intellectual integrity should be their motives. Learning and continuing education should be built into the system itself, for that is the foundation for building a professional super structure. Professional role of the civil servants is the genesis of their existence.

3.6 THE CHANGING ROLE OF PUBLIC SERVICES

In view of the growing complexities of governmental tasks, the future administrators must acquire knowledge in the fields of science and technology, social and behavioural sciences, modern tools of management, human relations in management and administrative research and development. The Administrative Reforms Commission observed that the "role of generalists" in administration is losing its validity in several fields. This is an inevitable consequence of the increasing application of science and technology in solving administrative problems.

In the context of the new challenges of change that the public services have to face, the latter cannot escape two compulsions, one of adaptation and the other of professionalisation. Various factors like changing political scenario, growing aspirations of people, expanding scale of administrative operations, increasing size of administrative structure and developing science and technology are forcing public services to adapt to the different changes and professionalise itself.

According to Gabriel A. Almond, the public services have to attend to certain functions either in combination with political authorities, confidentially, independently or single handedly and openly. He identified seven such functions and categorised them into input and output functions. Input functions are political socialisation, interest articulation and aggregation and political communication. The output functions comprise rule-making, rule application and rule adjudication. For discharging these functions properly, the public services must address themselves to two types of relationships, one of mutual compliance, referring to 'internality' relationship and other of adaptation, relating to 'externality' relationship. Both influence the performance of public services and must therefore be integrated. To cope up with these colossal functions, the public services must acquire and develop appropriate and adequate capacities. Unless they are fully equipped, they cannot help in achievement of goals of the programmes and policies and can lead to a wide gap between declared objectives and their realisation. The public servants must undertake capability generation programmes (such programmes must aim at increasing the capability of public servants in order to perform the administrative tasks properly) within the framework of specific needs, particularistic environment, local culture and ethos. With the growing involvement of public services in the public sector enterprises and other quasi-government undertakings, they have to become more flexible and adaptable.

Check Your Progress 2

Note : (i) Use the space given below for your answers.
(ii) Check your answers with those given at the end of the unit.

- 1) What are the different functions of civil services?

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- 2) What do you understand by the commitment role of civil services?

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- 3) The neutrality role of the civil services is in consonance with its instrumentality role. Discuss.

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3.7 LET US SUM UP

The efficiency of public services is very essential for the proper functioning of any administrative system. The public servants are constantly engaged with the formulation, implementation and evaluation of policies and programmes. Due to increase in governmental tasks and complexities of its activities, the civil services are involved with delegated legislation and administrative adjudication. The concept of Welfare State has brought the government and public services closer to the people, a cordial relationship between the public services, the government and the people has to be established. This unit highlighted all these aspects and discussed the meaning, scope and role-models of public services.

3.8 KEY WORDS

Consolidated Fund of India : In India, the centre and states have each its consolidated fund to which all receipts are credited and all authorised payments are debited.

Externality Relationship of Public Servants: The relationship between the public on the one hand and government on the other. It means that the public servants have not adapted themselves to the nature of governmental policies and growing aspirations of the people.

Input Functions : The activities which are connected with the formulation of rules, policies and programmes are called input activities or functions, these functions decide the nature of rules and programmes in an organisation. Activities like assessment of resources available, selection of best possible alternative, interest articulation are all input functions.

Internality Relationship of Public Servants: The relationship among the public servants. The relationship of mutuality and cordiality has to be established among the public servants. The externality relationship is dependent on the internality relationship of public servants.

Output Functions : After the rules and the programmes of the organisation are decided upon, they have to be formalised, implemented, monitored and evaluated. The activities relating to these tasks are output activities or functions.

Political Modernisation : Political modernisation in developing societies means that the masses should participate in governmental decision-making, that the regional loyalties of individuals should be replaced by the secular loyalties of citizenship and the roles of various structures of the society should not remain diffused.

Sine qua non : Indispensable condition or qualification.

Welfare State : A State which makes substantial provisions for the welfare and well-being of its citizens especially the deprived sections and those in need, through law and administration.

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3.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
 - public services are the services constituted by the government
 - it is entrusted with the task of implementing the plans of the government
 - public services include the civil servants and the employees working in public sector undertakings quasi-governmental organisations and nationalised banks
 - public services is a professional body of experts
 - expertise, vitality and leadership are some of the important features of public services.
- 2) Your answer should include the following points:
 - public services is an important arm of the government
 - dichotomy between policy formulation and implementation can never be strictly maintained in practice
 - public services are also involved in policy formulation and government also does not restrain from policy implementation every time
 - public servants have more knowledge, time and experience than the politicians.

Check Your Progress 2

- 1) Your answer should include the following points:
 - civil servants advise ministers on policy issues
 - they are engaged in delegated legislation
 - as the functions of government are increasing, the role of civil services is becoming more important
 - they carry out the formulated plans and programmes
 - they are engaged with administrative adjudication
 - civil services are engaged with monitoring and evaluation of government programmes.
- 2) Your answer should include the following points:
 - many views have been expressed on commitment role of civil services
 - instead of personalised commitments which the civil servants usually display, the commitment should be towards the objectives of the programmes and ideals of the Constitution.

Your answer should include the following points :

- civil services have to be neutral in their outlook and activities
- their political values should not affect their conduct and behaviour
- they should be a non-partisan band of professionals
- they should try to implement the policies without bothering about the people involved, they should try to utilise the resources in an optimum manner to achieve maximum results
- they should only play an instrumental role
- civil servants should not become the prime movers behind policy making, at least they should not involve themselves in policy making full-fledgedly.

UNIT 4 CHARACTERISTICS OF PUBLIC PERSONNEL ADMINISTRATION IN INDIA

Structure

- 4.0 Objectives**
- 4.1 Introduction**
- 4.2 Characteristics of Public Personnel Administration in India**
- 4.3 Public Personnel Administration: Some Dysfunctionalities**
- 4.4 Evolving an Efficient Public Personnel System**
- 4.5 Let Us Sum Up**
- 4.6 Key Words**
- 4.7 References**
- 4.8 Answers to Check Your Progress Exercises**

4.0 OBJECTIVES

After reading this unit you should be able to :

- discuss the various characteristics of public personnel administration in India;
- describe the dysfunctionalities in the present personnel administrative system; and
- highlight the future trends in personnel administration and the ways and means of improving the personnel system.

4.1 INTRODUCTION

As we read in Unit 3, the public services represent the government's instrumentality for realising the objectives of the State. The services are personified in the public personnel and have structural-procedural aspects built into them. Services are based on 'cadre' system and are regulated by a number of rules, regulations, directives, instructions etc. through which the conditions of the employment of the personnel recruited and retained in the services are governed. The functions of the government have expanded manifold in modern times and so have the public services. The services have increased in number, categories and specialities. Besides administrators, managers and clerical personnel, the public services today have technical people of all conceivable kinds, doctors, engineers, scientists, technologists etc. The services have now to look after the administrative, programmatic and implementational aspects of governmental policies, besides helping the political executives with advice on the desirability, feasibility and viability of policies.

If government, and therefore, Public Administration is peculiarly and primarily concerned with the achievement of what O. Glenn Stahl has described as "order and promise", meaning thereby "assurance of current stability and faith in the future", the public personnel are the people who make it possible. These people, undertake various kinds of activities, from trivial to critical, which affect the entire fabric of society. No aspect of citizen life can now escape the attention of government and, therefore, of the public personnel. If 'development' in all its varied dimensions and facets is the focus, it needs to be seen whether the prevalent personnel system meets the requirement and, if not, in what direction, it needs to be reformed, restructured and revamped. This unit will deal with the general characteristics of personnel administration, its dysfunctionalities and future prospects.

4.2 CHARACTERISTICS OF PUBLIC PERSONNEL ADMINISTRATION IN INDIA

Public personnel administration in India comprise the public services of the country. By now you must be familiar with the meaning and scope of public services in India, their role in the administrative system must have also become clear. 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 larger number of people and is engaged with the supply of varied services. Public personnel administration does not exist in a vacuum. It is the product of basic public policy, it operates under public scrutiny, it mirrors general social and economic conditions, and it has a continuous impact upon the general welfare. The government is dependent on the public personnel system for the implementation of its programmes, without proper utilisation of human services, no policy, programme or rule can be made successful.

Present Public Personnel Administration is a Legacy of the Past

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

The preponderant characteristics of public personnel system were:

- it was 'elitist', exclusive in outlook and approach
- it displayed despotism in action and behaviour
- it maintained safe and wide distance from the people
- it developed structural rigidity and functional frigidity
- it was too hierarchic and precedent adherent
- it had no human relations orientation
- it had feudalistic, and separatist attitude and temper
- it had no welfare or development motivation.

India became independent in 1947, but could not develop or structure a novel public personnel system. Our Independence was accompanied by painful partition of the country, communal riots, massive migration of displaced persons and influx of refugees. Moreover we had to tackle with the complicated problems of integration of states, depletion of administrative personnel due to voluntary retirement of British ICS officers and transfer of Muslim ICS officers to Pakistan. If the health of the economy was bad on account of the after effects of the second world war and partition, the condition of administration, particularly personnel administration was worse. The basic administrative structure remained the same. There were gaps in the cadre, experienced senior level officers were very few in number and competent personnel were just not available.

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

Public Personnel System Aims at Fulfilment of the Goals of the Government

Personnel system, for that matter any system must have a purpose which has to be related to the objectives of the organisation. In the case of public personnel administration in India, its basic aim is the facilitation and fulfilment of the goals of government. This is the rationale for creating the government services, this is the justification for their existence. Once the goals have been formulated, the public personnel system must rise to implement the programmes and achieve the qualitative and quantitative targets by judiciously harnessing the available resources, keeping two dimensions in view, time and cost. For this purpose, public personnel system is involved with the functions of recruitment, selection, placement, training, health, safety, performance-rating, promotions and general welfare of the employees.

Increase in Development Functions

The extension of social security benefits and an enlarged public aid to education have become very important functions of the government. The government has assumed the larger responsibility of achieving security and well-being of all citizens. Implementation of these changes is not an easy task. The skills and experience of public service is required for this purpose. The public service is an essential social instrument, it bridges the gaps between legislative content and its fulfilment. Public service can help to establish and strengthen the minimum conditions required for economic development. It is responsible for laying down conditions for the maintenance of law and order, development of infrastructural facilities and favourable administrative structure. The public services by fixing certain general or specific output objectives, play an important role in modifying the resource structure of the country. The public services have now taken control of government undertakings or semi-government bodies.

Growing Number of Public Personnel

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

Growing Number of Specialists in Public Services

The concept of Welfare State, increase in the aspirations of people and the growth of science and technology has brought forth the demand for increasing role of specialists in administration. New specialism, new techniques, new methods are now being expected from the civil servants. The role of the specialists in public services has thus become very crucial and their number in the services is constantly increasing. The expanding role of specialists will be properly dealt with in Unit 9 of the next Block.

Low Rate of Turnover of Employees in Government Service

The rate of turnover of government employees is quite low in India. According to O Glenn Stahl, the employees leave their jobs for a variety of reasons like voluntary resignation, optional retirement, instances of death or frequent transfers. In India people accept the government service as a career and do not resign on their own due to permanency and moderately good conditions of service. Reasonable hours of work, good leave entitlements, provident fund and retirement benefits, housing and health facilities attract the people to public services and are even able to retain them. Sound promotion policy is another factor which encourages public personnel and fosters a feeling of belongingness in them. In addition, an adequate retirement and pension system also encourage personnel to continue in service till their retirement. Thus the turnover of public personnel is quite low. Most references of turnover are confined to the vacancies occurring due to death, removal, dismissal and retirement.

Prevalence of Rank Classification in the Services

Classification of governmental position is a must for a career service based on merit. It enables rational standards or norms to be set up for the selection of personnel, permits uniformity in the method of describing different types of jobs and establishes an alike basis for giving equal status and equal pay for equal work. There are two well-known systems of classification, one is Rank Classification and the other is Duties or Position Classification. India follows the system of rank classification. In India, the public personnel are classified into 'classes' as well as 'services'. We have four classes of service, class 1, class 2; class 3, class 4, these are now called Group A, B, C and D services, corresponding to differences in the responsibility of the work performed and the qualifications required.

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

- 1) All-India Services
- 2) Central Services, Group A, B, C & D
- 3) State Services
- 4) Specialist Services
- 5) Central Secretariat Services, Group A, B, C & D

Rank classification system is very easy to understand and administer, it promotes mobility by facilitating transfers within the services, it is flexible in operation, it opens more career opportunities for individuals. But this type of system violates the principle of 'equal pay for equal work', it does not define the contents of any job in detail, it does not explain what is expected of a post. This system is not conducive to the formulation of scientific standards on which selection of personnel, training, posting, transfer, career development, promotion etc. may be organised. The position classification system prevalent in the USA, Canada, Philippines etc. has various advantages over rank classification system prevalent in our country. You will study the classification of civil services in India in detail in unit 8 of Block 2.

Limited Political Rights of Civil Servants

Extremely limited political rights of the civil servants have been regarded as one of the essential conditions to maintain the discipline, integrity and political neutrality of the services. To ensure political neutrality of the public services, the civil servants are denied direct participation in the political activities. The Government of India's Civil Services Conduct Rules for ensuring neutrality of the service in politics provide the following:

- 1) Rule 5 of the Central Civil Service (Conduct) Rules, 1964, prohibits civil servants from taking part in politics. They cannot be members of any political party or any organisation which takes part in politics nor can subscribe in aid of or assist in any other matter, any political movement or activity.
- 2) Clause 2 of Rule 5 of the Central Civil Services (Conduct) Rules requires the civil servants to endeavour to prevent any member of their family from taking part in, subscribing in aid of or assisting in any manner any movement or activity which tends, directly or indirectly, to be subversive of the government as established by law. In case the civil servant fails to prevent a member of his family from indulging in any of the aforesaid actions, he has to make a report to the effect to the government.
- 3) Article 326 of the Constitution of India guarantees the right of franchise to every citizen of India, whose age is 18 years or above and who does not suffer from other disqualifications. But under the Conduct Rules the civil servants are not free to give an indication to the public of the manner in which they propose to vote or have voted.
- 4) Rule 4 of the All India Services (Conduct) Rules, 1954, civil servants are forbidden to canvass or use their influence in an election to any legislature or local authority.

- 5) Civil servants cannot express themselves on political issues. According to Rule 8 of the Central Civil Services (Conduct) Rules they are prohibited to communicate any official document or information to any one whom they are not authorised to communicate.

Thus we can conclude that the political rights of the civil servants are extremely limited. The higher civil servants must be above politics, as they have to serve the changing governments drawn from different political parties with the same vigour and honesty. According to Masterman Committee Report, "the public interest demands the maintenance of political impartiality in the Civil Service and confidence in that impartiality is an essential part of the structure of Government.....". Therefore, it is necessary that political rights of the civil servants are limited.

Role of Public Service Commission in Public Personnel Administration

The Public Service Commission is an independent statutory body. In India, the Public Service Commission has been so designed as to function only as an advisory body. All rights regarding the appointments of personnel are vested in the Government. The Constitution does not envisage vital role for the Commission in personnel administration. The Constitution of India provides for a Union Public Service Commission and for State Public Service Commissions along with a Joint Public Service Commission on the request of two or more state governments.

The functions of the Union and State Public Service Commissions may be summarised as follows:

- 1) To advise the Government on matters regarding the method of recruitment and principles to be followed in making appointments to the civil services either directly or by promotion.
- 2) To conduct examinations, written as well as personality tests, for appointments to the civil services of the respective governments.
- 3) To advise the government on matters relating to the suitability of candidates for promotion and transfer. Recommendations for such promotions are made by the concerned departments and Commission is requested to ratify them.
- 4) The Commission is consulted on matters relating to temporary appointments for periods between one to three years, grant of extension of services and re-employment of certain retired civil servants.
- 5) The Commission is also consulted on matters relating to regularisation of appointments, claims for the award of pension, claims for reimbursement of legal expenses incurred by the Government servants in defending legal proceedings instituted against them relating to acts done in the execution of their official duties, claims for pension, or compensation in respect of injuries sustained on duty.
- 6) The Commission is also consulted while making of an order in any disciplinary case in the conditions like, (i) censure; (ii) withholding of increments or promotions; (iii) reduction to a lower service, grade or post; (iv) compulsory retirement; and (v) removal or dismissal from service.
- 7) The Commission has to present to the President or the Governor, as the case may be, its annual report, with its recommendations.

There is a provision that the Parliament and the State legislatures, as the case may be, may confer additional functions on their respective Public Service Commissions.

Thus the Public Service Commission is a recruiting agency with purely advisory role, consulted also in certain disciplinary and other matters. There are some statutory restrictions on the powers of the Public Service Commissions. According to an amendment in Article, 320, which was effected in 1961, it is not necessary for the President to consult the UPSC in a case where he proposes to make an order for the removal, dismissal or reduction in rank of a civil servant after he is satisfied that such action is necessary in the interest of the security of the State. The role of the UPSC and SPSCs will be dealt with in Unit 10 of Block 3.

Check Your Progress 1

Note : (i) Use the space given below for your answers.
(ii) Check your answers with those given at the end of the unit.

- 1) Increase in the developmental functions and the growing role of specialists in the Public Services are the important characteristics of public personnel administration in India. Explain.

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- 2) Discuss the role of Public Service Commission in public personnel administration.

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- 3) The present public personnel administration is a legacy of the British. Discuss.

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4.3 PUBLIC PERSONNEL ADMINISTRATION IN INDIA : SOME DYSFUNCTIONALITIES

Over the decades the personnel administrative system in the country has developed certain functionalities and dysfunctions. To make public personnel system effective, the dysfunctions have to be properly identified and removed.

The Conference on Personnel Administration held in 1968 under the auspices of Indian Institute of Public Administration, New Delhi, laid that "the existing personnel system did not meet the requirements of a desirable personnel administrative system. The existing system leaned too heavily on cadres. Our elite is more "status-oriented" rather than "achievement-oriented". The cadre system's sanction is based on the criterion of an outdated selection system by means of a purely academic examination.

The requirements i.e. the desirable ingredients of a good and sound personnel system were identified as follows, namely:

- i) The best man for the job
- ii) Increasing professionalisation
- iii) Competitiveness in selection for higher administrative positions
- iv) Placement to be job-oriented and not status trapped
- v) Motivation for better performance
- vi) Equal pay for equal work
- vii) Objective evaluation of performance
- viii) Rational promotion and personnel development system
- ix) Appropriate organisation of functions of government and appropriate policies and practices to enable optimum personnel performance.

In a Seminar on "Public Services and Social Responsibility", organised by Indian Institute of Advanced Study in Shimla (October 1973), some of the characteristic inadequacies and weaknesses of the public service system in India were identified and debated. They were :

- 1) Bureaucracy, especially its higher echelons, has acquired a class character. In operation, its instrumental role is often subordinated, and it emerges as an end in itself.
- 2) The gap between the administration and the citizen is widening. Though unpalatable, it is, nevertheless, true that bureaucracy has been somewhat insensitive to the needs of the latter and has lost credibility.
- 3) The public services are immobilised by their size. Today bureaucracy has become a slow-moving and dull-witted giant.
- 4) There are contradictions and incompatibilities at different levels of bureaucracy. Frequent confrontations between these levels paralyse the entire machine.
- 5) The public services have become a prisoner of their own procedures and precedents. Negative thinking appears to prevail. This leads to inaction rationalised in various ways.
- 6) The public services are becoming increasingly inadequate in taking up the new tasks and challenges. Even in the maintenance of law and order, bureaucracy often finds itself ineffective. In the economic field, its performance has generally been poor. It has rarely been able to take a dynamic view of the emerging problems. It tries to cure today's ill with yesterday's remedies, quite often these do not work.
- 7) The generalist tradition still prevails, on the contrary, need of the day is specialisation. Little attention appears to be given to evolving structures for specialised roles to meet the challenges of the emerging constellation of social needs.
- 8) In the general area of policy making, the public services have not given a convincing account of themselves, they act by hunches and intuition rather than trained insights.

In its Report on Personnel Administration, the Administrative Reforms Commission (ARC) (1968) while emphasising the need for a new personnel system dealt with various aspects of personnel system in Central Government and highlighted its shortcomings.

The first of these shortcomings, according to ARC, relates to professional inadequacy of the system to face the great diversification of the functions which calls for a variety of skills in the higher administration.

Secondly, ARC diagnosed that the "tenure system" through which non-professional and non-committed 'birds of passage' are brought temporarily, impeded "building up new expertise in personnel".

Thirdly, it laid that "generalism" which has been the hallmark of Indian personnel system has lost "its validity in several fields and is declining in importance" as an inevitable consequence of rapidly "growing technological sophistication" in administration.

Fourthly, it would be in public interest to cast the net wide and choose the best material in an effort to match jobs with the persons possessing needed qualification. In the prevalent system, man-job-match is not ideal, nor is it consciously practised, in view of the application of "cadre" concept.

Fifthly, in the policy advice and managerial decisions where specialist—professionals are not expected "to involve themselves directly" the whole process is amateurish, frustrating and time consuming.

Sixthly, there is irrationality in the "remuneration pattern of the different services" which does not "provide for recognition of merit, adequate opportunities for promotion and continuous incentive for good performance."

Eightly, "adherence to seniority has proved damaging to quality." Finally "the present personnel system does not make for a rational and optimum utilisation of human resources."

4.4 EVOLVING AN EFFICIENT PUBLIC PERSONNEL SYSTEM

The public personnel system has to perform many vital tasks, human element is the most crucial part of any system and it has to be adequately utilised. Various dysfunctionalities that have developed in the public services over the decades are posing a lot of hurdles in the pursuance of administrative objectives. The problems like the increasing gap between the administration and citizens, the immobility of public services, red-tapism, obsolete methods of operation etc. have to be tackled properly.

In order to evolve an efficient public personnel system a much more closer interaction is called for between the public servants and the citizens. The concept of isolation of civil servants from the public has to be done away with. Constant interaction between the public personnel and government can also solve the difficulties to a great extent, a positive and cordial relationship between the minister and the public servant is needed. According to H. Finer, "However adequately organised the political side of the government, however wise the political philosophy, high leadership and command, these will be of no effect without the body of officials who are experts in applying power and wisdom to the particular cases and are permanently and specially employed to do so."

There is a need for citizen's participation in administrative processes. Citizens should not just be the recipients of the fruits of the implemented programmes, they must actively take part in the formulation, implementation and monitoring of plans as well. Role of voluntary agencies, planning bodies at the grassroots level and panchayat bodies has become very important. These bodies must aim at optimal utilisation of human resources.

Media can also play an effective role in removing the dysfunctionalities of public personnel administr It can highlight the methods adopted by administration in removal of citizens grievances. It can draw the attention of people to the difficulties faced by citizens in their interaction with the administrative personnel and the ways or methods by which they can voice them. Media can highlight the role of non-governmental organisations and cooperatives in increasing people's participation in administration.

Check Your Progress 2

Note : (i) Use the space given below for your answers.
(ii) Check your answers with those given at the end of the unit.

1) Discuss the dysfunctionalities of the present public personnel system.

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2) In what way can we evolve an efficient public personnel system?

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4.5 LET US SUM UP

No administrative system can function properly unless and until its personnel are honest, hard-working and efficient, unless they are properly recruited, trained and promoted and unless they enjoy certain benefits in the organisation. The various characteristics of public personnel system differentiates it from the personnel system prevailing in the private organisations. The increasing developmental and welfare functions are posing new challenges for the public personnel system. The present system, which is a British legacy has to try to transform many of its features and functions which have lost their relevance. The aspirations of people, the change in the attitudes of employees, the stress on developmental activities calls for a revamping in the personnel system. This unit gave us an idea about the different characteristics of public personnel administration, its dysfunctions and the way by which these can be tackled.

4.6 KEY WORDS

Despotism : Cruel and unfair government by a ruler or rulers who have absolute powers.

Tenure System : The system of filling senior posts in the Secretariat by officers who come from the states or from the Central services for a particular period and who after serving their tenure, revert back to their parent states or services.

Position Classification : The object of position classification is to provide a basis for fixing fair pay for work performed. A position is a basic organisational unit. Each position represents certain well-defined duties regarding the work assigned to the position and matters for which an employee is held accountable. Duties in a class should be sufficiently similar.

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4.8 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
 - the government has assumed the larger responsibility of achieving security and well-being of the citizens, for this purpose, skills and expertise of public services is needed
 - public services bridges the gap between the formulation and implementation of the policies

- civil services is responsible for establishing and strengthening the conditions required for economic development, maintenance of law and order, development of infrastructural facilities etc.
- civil services is responsible for modifying the resource structure of the country
- increasing developmental functions and aspirations of the people calls for new specialism, new techniques, new methods etc. in the public personnel administration
- number of specialists in administration is constantly increasing.

2) Your answer should include the following points:

- the functions of Public Service Commission are to advise the Government or matters relating to recruitment
- to conduct examinations
- to advise the government on the suitability of candidates for promotion and transfers
- it is consulted regarding matters relating to temporary appointments
- matters relating to regularisation of appointments
- matters relating to disciplinary action against the employees.

3) Your answer should include the following points:

- the top bureaucracy is a spill over of British rule
- during the British period, the higher civil services were manned by either British or Indians recruited from higher economic and feudal strata of society. The lower subordinate levels comprised Indians only.
- the public personnel system during the British period was elitist, displayed high authoritarianism, was too hierarchic, had no developmental or welfare orientation and was too rigid in structure
- after Independence, the basic administrative structure remained the same
- after Independence two basic changes took place, first, the civil service became accountable to executive and second, civil service became an instrument of development.

Check Your Progress 2

1) Your answer should include the following points:

As per the seminar on "Public Services and Social Responsibility" organised by Indian Institute of Advanced Study in Shimla (1973)

- bureaucracy has acquired a class character
- the gap between citizen and administration is widening
- the public services are immobilised by their size
- there are contradictions and incompatibilities at different levels of bureaucracy
- public services has become a prisoner of its procedures and precedents
- in economic field, the performance of bureaucracy has been poor
- performance of public services in the area of policy making has not been very convincing
- According to ARC—Public Services suffer from a professional inadequacy, it not able to face the great diversification of the functions
- tenure system has impeded building up of new expertise in the personnel
- technologically sophisticated tasks of administration calls for new specialism in the services. Emphasis on generalism has lost its validity
- vocational remuneration policy
- improper utilisation of human resources
- adherence to seniority has proved damaging to quality.

2) Your answer should include the following points:

- closer interaction between public servants and citizens is needed
- constant interaction between the public personnel and government can also solve problems
- need for citizen's participation in formulation, implementation and monitoring of policies
- role of media in highlighting the problems of administration and the grievances of citizens
- need for increase in the participation of NGOs and cooperatives in

UNIT 5 CIVIL SERVICE IN THE CONTEXT OF MODERN BUREAUCRACY

Structure

- 5.0 Objectives
 - 5.1 Introduction
 - 5.2 Meaning of Bureaucracy
 - 5.3 Types of Bureaucracy
 - 5.4 Features of Bureaucracy
 - 5.5 Role of Bureaucracy
 - 5.6 Growing Importance of Bureaucracy in Recent Years
 - 5.7 Merits and Demerits of Bureaucracy
 - 5.8 Let Us Sum Up
 - 5.9 Key Words
 - 5.10 Some Useful Books
 - 5.11 Answers to Check Your Progress Exercises
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5.0 OBJECTIVES

After reading this unit you should be able to :

- state the meaning of bureaucracy and its various types
 - explain the various features of bureaucracy
 - discuss the growing importance of bureaucracy in recent years
 - describe the merits and demerits of bureaucracy; and
 - highlight the expanding functions of bureaucracy.
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5.1 INTRODUCTION

Bureaucracy is an essential part of an organisation. Every organisation, whether big or small adheres to bureaucratic structure in some form or the other. Lately, the bureaucracy has come under severe criticism. Most people refer to it only negatively. Yet, despite its manifest deficiencies or exposed vices, no organisation, whether it is in governmental, public or private sector, has been able to do away with bureaucracy. On the contrary, all big institutions or organisations, for example, educational institutions, service agencies, research bodies, charitable trusts etc., have made the bureaucratic structure a vital part of their existence. Thus it can be stated that bureaucracy has a strong staying and survival capacity. Even the critics and opponents admit that there is more to be gained by keeping or retaining bureaucracy than abandoning it.

We have to, therefore, analyse as to why bureaucracy has become absolutely indispensable. It will, thus, be useful to have a closer look at the meaning and significance of bureaucracy, its growing importance, its features, functions, merits and demerits. This unit will try to highlight these aspects.

5.2 MEANING OF BUREAUCRACY

Bureaucracy is a difficult term to define. It means different things to different people. There are almost as many definitions of bureaucracy as there are writers on the subject who emphasise different aspects of bureaucracy. As such there is no terminological accuracy about the concept of bureaucracy. Some equate bureaucracy with efficiency and others with inefficiency. To some, it is a term synonymous with civil service and for others it refers to a body of officials. But basically, bureaucracy is a systematic organisation of tasks and individuals into a pattern which most effectively achieves the desirable ends of such collective effort. It is a regulated administrative system organised as a series of interrelated

In a more traditional sense the term bureaucracy is derived from the Latin word 'bureau' which means 'desk' and Greek word 'cracy' which means rule. Thus it refers to desk rule or desk government. It was a Frenchman, Vincent de Gournay, who first coined the term bureaucracy in 1765. The normative model of bureaucracy emphasises the structure of organisation. While the empirical model of bureaucracy, that is bureaucracy in the modern context, emphasises the behavioural and functional patterns in organisation.

If we look into structural features of bureaucracy like hierarchy, division of labour, system of rules etc., bureaucracy is value-neutral. From behavioural angle, since it displays certain characteristics like objectivity, rationality, impersonality, rule orientation etc., bureaucracy shows some functional i.e. positive as well as some dysfunctional i.e. negative symptoms. From the achievemental point of view, it can be regarded as a pattern of organisation that maximises efficiency of administration.

5.3 TYPES OF BUREAUCRACY

Bureaucracy is influenced by social, cultural, economic and political factors. With the result, at different points of time in history, it has taken different shapes and forms. Fritz Morstein Marx has categorised bureaucracy into the following four types :

- 1) The Guardian bureaucracy
- 2) The Caste bureaucracy
- 3) The Patronage bureaucracy
- 4) The Merit bureaucracy

The Guardian bureaucracy was prevalent in China upto the advent of the Sung period (960 A.D.) and in Russia during 1640 and 1740. The bureaucracy comprised guardians who were selected on the basis of their education and were then trained in right conduct. They were considered the custodians of justice and welfare of the community. Marx defined this type as "a scholastic officialdom trained in right conduct according to the classics".

The Caste bureaucracy has a class base. According to Marx, it "arises from the class connection of those in the controlling positions". In this type, recruitment is made from one class. Such type is widely prevalent in oligarchical political systems. Under such systems only persons belonging to upper classes or higher castes can become public officials. Thus, in ancient India, only Brahmins and Kshatriyas could become high officials. According to Marx, another way in which such a type manifests itself is, by "linking the qualifications for the higher posts with arrangements that amount to class preference". This is what Willoughby has described as the aristocratic type existing in England till recently where aristocratic classes were preferred to the civil service positions.

Another name for the Patronage bureaucracy is the "spoils system". Its traditional home has been the U.S.A., though patronage had full sway even in the U.K., till the middle of the 19th century where it helped the aristocracy to gain entry into the civil service. This type of civil service exists where public jobs are given as a personal favour or political award. It is interesting to note that this system worked differently in the U.K. and the U.S.A. In the U.K., patronage bureaucracy marched side by side with an aristocratic social order and fulfilled its purpose. In the United States, on the contrary, the system worked quite differently and jobs were distributed as spoils to the victorious political party. This system of patronage bureaucracy was condemned as an anachronism for its lack of technical competence, for its careless discipline, its concealed greediness, its irregular ways, its partisanship and for its absence of spirit of service.

The Merit bureaucracy has, as its basis, merit of the public official and it aims at efficiency of the civil service. It aims at "career open to talent". Here an attempt is made to recruit the best person for the public service, the merit being judged by objective standards. In modern times, this method is in vogue in all the countries. Appointment to public service is now no longer governed by class considerations, and it is no more a gift or a favour. The public servant is not a self-appointed guardian of the people. The civil servant in a modern democracy is really an official in the service of the people, and is recruited on the basis of prescribed qualifications tested objectively. Also he/she owes the job to no one except to one's hard work and intelligence.

5.4 FEATURES OF BUREAUCRACY

The concept of bureaucracy was fully developed by Max Weber. In the Weberian analysis, bureaucracy refers to the sociological concept of rationalisation of collective activities. According to Weber, it is important for the constitution of modern complex society, irrespective of its political complexion—capitalist or socialist. It describes a form or design of organisation which assures predictability of the behaviour of employees. Certain design strategies are built into the bureaucratic form of organisation :

- a) All tasks necessary for the accomplishment of goals are divided into highly specialised jobs. Thus division of labour and specialisation are ensured in the organisation.
- b) Each task is performed according to a consistent system of abstract rules. This ensures uniformity and coordination.
- c) Each member in the organisation is accountable to a superior for his and his subordinates' actions. The principle of hierarchy is thus emphasised.
- d) Each official conducts the business of his office in an impersonal, formalistic manner.
- e) Employment is based on technical qualifications and is protected against arbitrary dismissal. Promotions are based on seniority and achievement.

Weber's model of bureaucracy, it has been stated, serves as a frame of reference for social research into bureaucratic realities. This model is considered to be an 'ideal-type' or 'classical model'. To the extent the stated characteristics are present to the maximum in an organisation, that organisation is considered to have an ideal type of bureaucracy.

From the Weberian formulation, one can deduce a set of structural features and another set of behavioural characteristics. Structurally, a bureaucratic form of organisation exhibits the following characteristics :

Division of Labour

The total task of the organisation is broken down into a number of specialised functions.

Hierarchy

The structure of bureaucracy is hierarchical. The extent of authority is determined by the levels within the hierarchy.

System of Rules

The rights and duties of the employees and the modes of doing work are governed by clearly laid down rules. Observance of rules is said to prevent arbitrariness and bring about efficiency.

Role Specificity

Every employee's role in the organisation is clearly earmarked with specific job description. The organisation's expectations of each employee are limited to his job description.

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

Rationality

Bureaucracy represents a rational form of organisation. Decisions are taken on strict evidence. Alternatives are considered objectively to arrive at a decision.

Impersonality

A bureaucratic form of organisation does not entertain any irrational sentiments. Personal likes and dislikes are not expected to come in the way of work performance. Official business is conducted without regard for persons. It is a machine-like organisation and as such it is characterised by high degree of impersonality.

Rule Orientation

Depersonalisation of the organisation is achieved through formulation of rules and procedures which lay down the way of doing work. The employees are to strictly follow the rules in discharge of their duties.

Neutrality

As, an aspect of impersonality, this characteristic implies unbiased thinking i.e. bureaucracy serves any kind of political regime without being aligned to it. It has commitment to work only and to no other value.

Against these positive behavioural characteristics of bureaucracy, there are certain negative or dysfunctional characteristics. These are (a) buck-passing (b) red-tapism (c) reluctance to delegate authority (d) extreme objectiveness (e) strict adherence to rules and regulations (f) rigidity (g) unresponsiveness to popular demands and desires (h) self aggrandisement (i) conservatism (j) precedent-addiction (k) diffusion of responsibility (l) ignoring human element in administrative behaviour (m) arrogance etc. We will be discussing in detail, the merits and demerits of bureaucracy in Section 5.7.

Check Your Progress 1

Note : i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the unit.

- 1) What do you understand by bureaucracy?

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- 2) State the different types of bureaucracy.

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- 3) Discuss the features of bureaucracy.

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5.5 ROLE OF BUREAUCRACY

Bureaucracy has a very important role in bringing and sustaining development and growth in a country. It is almost universally expected that bureaucracy be so designed and shaped as to respond willingly and effectively to policy leadership from outside its own ranks. Bureaucracies under a wide variety of political regimes display similarities and diversities at the same time. As Ferrel Heady has said, "bureaucracy should be basically instrumental in its operation, that it should serve as an agent and not as master".

But we cannot assert that bureaucracy can or should play strictly an instrumental role, uninvolved in policy making and unaffected by exposure to political process. In fact the major cause for worry about bureaucracy is the possibility of its moving away from the instrumental role to become a primary power wielder in the political system. La Palambora felt that restricting the bureaucracy to an instrumental role is all the more difficult in developing nations "where the bureaucracy may be the most coherent power centre and where, in addition, the major decisions regarding national development are likely to involve

authoritative rule-making and rule-application by governmental structure which results in the emergence of ‘over-powering’ bureaucracies”.

Bernard Brown and Milton Esman acknowledge the centrality of administration in developing systems, while advocating that it be strengthened rather than downgraded.

Thus, bureaucracy essentially is an instrumentality of the government and is an aid, an essential equipment, for operational purposes. Bureaucracy by its, recruitment, training, style and culture is best suited for playing the role of adviser to politicians rather than playing the politician’s role. In any democratic set-up, where the party with the mandate of majority of the people gets the controlling authority to govern, it is the politicians who have to fulfil people’s demands and aspirations; they reflect nation’s will. Therefore, any one who does not represent the people cannot speak for them. Bureaucrats thus have no primacy, no supremacy, in determining such macro-level national policies. They can, at best, tender professional advice and render assistance, as may be needed from time to time, to the political policy makers in defining and refining the policies. They play, most certainly, the significant crucial role in implementing such policies and taking decisions within the overall framework of such policies.

In normal circumstances, the bureaucrats, since they are professionally trained in their art of “driving under direction”, have perfected the technique of ‘decision-making’. But otherwise, when it comes to “discontinuity” or “uncertainty”, that is, at the time of emergency, they look for directives and seek dictates. Rule application, rule interpretation and rule-adjudication are some of the tasks better done by the bureaucrats. Politicians do not remain in power permanently as they come and go through time-bound electoral process. Political executives are temporary masters, but bureaucrats are permanent employees of the state. They are recruited for their superior merit, knowledge, professional competence, technical know-how, experience and expertise. Their primary concern is goal realisation. It is only after the laws regarding the social, political and economic issues have been made that the bureaucrats come in the picture. And whatever further is required to implement these laws is taken over by the bureaucrats and completed. Whether it is the making of rules and regulations under the system of ‘delegated legislation’ or issuance of necessary directives and guidelines, the bureaucracy performs its functions rather well.

Administrative efficiency through a series of decision-making and decision-implementing activities is the handiwork of bureaucracy. If bureaucracy is often criticised for inefficiency in administration, its deficiencies, slowness, conservatism, negativism, delays etc., it has also to be appreciated for all its achievements in terms of socio-economic development and progress.

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

5.6 GROWING IMPORTANCE OF BUREAUCRACY IN RECENT YEARS

Bureaucracy plays an instrumental role in converting the government policies into programmes, programmes into projects and projects into tasks for bringing about development. In a developing country like India, government has to act as the “regulator, mediator, underwriter, provider of services, promoter of national standards of decent living and economic and social diagnostician and repairman”. State penetration in development process is vital in a country committed towards achieving full employment, satisfactory rate of growth, stable prices, healthy balance of payments, increased production and equitable distribution; this automatically calls for bureaucratic intervention.

In situations of development and change, bureaucracy provides the vast majority of necessary professional, technical and entrepreneurial resources. Without bureaucracy, government cannot function and will not be able to achieve whatever goals it has set for social and economic advancement. Bureaucracy is the agency of such accomplishment. It is involved in all major economic and social activities viz., education and literacy, health and family welfare, rural development and renewal, industrialisation and urbanisation, institutional restructuring, infrastructural modernisation and diverse nation-building programmes.

The importance of bureaucracy is fast growing. The larger the doses of development the greater is going to be the crucial significance of bureaucracy. Now let us understand some of the reasons responsible for growing importance of bureaucracy in recent years.

Increasing Population

If one takes a look at the national scenario, it is apparent that population is increasing. This is more so particularly in developing societies where the population is increasing in geometrical proportion, outpacing the resource-generation and all other developmental endeavours. Population explosion implies more mouths to be fed, which means more food requirement and this necessitates higher production. This requires provision of all necessary ingredients like irrigation, fertilisers, seeds, storage, marketing etc. Similar is the situation in regard to industry. It is the administrative bureaucracy which is called upon to take charge and manage these tasks. The bureaucracy becomes the 'go-between' with the people on the one hand and government on the other. The importance of bureaucracy would naturally rise, with the expanding role it is asked to play.

Industrial Development

Industrial development of the country, economic growth through trade and commerce, setting up of steel plants, petrochemicals, fertiliser plants etc., inevitably lead to expansion of administration and reliance on bureaucracy. It is required, not only in policy-programmes but also for ground level executional activities.

The Growing Need of Welfare of People

The 'Welfare State' philosophy with the fundamental objective of rendering service to the people necessitating, all round societal development has made it imperative to usher in a 'bureaucratic state'. Where government is the only significant social sector willing to assume the responsibility for 'transformative welfare', bureaucracy has to mobilise the necessary resources.

Multifarious Activities of Modern State

The activities of the modern state have become so diverse and have multiplied so much in scale that more and more public personnel, in their manifold varieties and categories are to be recruited. The developmental, regulatory and even traditional law and order or security functions of governmental administration have grown and people's dependence on administration for more and more things has magnified the importance of bureaucracy.

Rising Expectations of People

The present times are witnessing a revolution in the rising expectations of the people. Gone are the days when people were passive, dumb, non-questioning and non-assertive. Masses today are demanding, questioning and asserting. They have become conscious of their rights and are demanding better education, health, housing, decent standard of living and better quality of life.

All these constitute the modern charter of demands of the people which would mean a long agenda of action for the government, leading, in turn, to widening the rectangle of responsibilities and importance of public bureaucracy.

5.7 MERITS AND DEMERITS OF BUREAUCRACY

We have discussed in one of the earlier sections about the structural and behavioural characteristics of bureaucracy. The merits and demerits of bureaucracy flow basically from the structural strength and behavioural weaknesses of bureaucracy respectively. The very fact that bureaucracy is continuing till date despite several criticisms from almost all

quarters, proves, beyond doubt, that there is some intrinsic merit in bureaucracy, otherwise, it would have been wound up long back.

As has been stated, bureaucracy is organised on the principle of division of labour, which leads to specialisation which is a welcome feature of organisational rationalisation and economic development. Through division of labour, bureaucracy promotes expertise and professionalism.

Similarly, bureaucracy's other structural feature of hierarchy leads to distribution of authority and makes possible better and more effective supervision of work. Hierarchy facilitates orderly arrangement of superior-subordinate relationship and integrates the various roles of the different functionaries. Apart from setting up vertical network, the horizontal work relationships lead to better consultation, pooling of experience, exchange of views and consensual decision-making after taking into account multiple points and counter points. If hierarchy sometimes induces delay, it also makes possible sound policy making.

Bureaucracy basically is an administrative system based on clear and well understood rules and regulations which would eliminate personal prejudices, nepotism and idiosyncrasies. Systematisation of rules and regulations reduces the sphere of individual discretion which contains the element of corruption. Strict observance of rules in public organisations and government have, to a large extent, reduced the scope of norm-deviation and has promoted the development of ethical behaviour in the bureaucrats.

As a structural-functional system bureaucracy represents a rational form of organisation. It reflects organisational orderliness, objectivity and stability.

Similarly, impersonality is also one of the merits of bureaucracy. Decisions are based not, on communal or regional considerations, but generally keeping the interests of the community as a whole and other social considerations in view i.e. keeping 'public interest' in view. In fact one of the strong points of bureaucratic functioning is that much of the decision-making activity is done through files and papers where statutory or well documented rules and regulations predominate.

Another merit of the bureaucracy is its neutrality. Bureaucracy being the instrument of the governmental organisation is supposed to act in the best interests of the state policy without too much of personal commitment or sectarian bias. The traditional or classical bureaucracy, particularly of the Weberian variety, is based on the political neutrality principle under which the bureaucrats must not display, either in their action or behaviour, any inclination towards any political ideology. They are supposed to perform the instrumental role and discharge their allotted duties and perform the tasks assigned to them in a professional manner, not swayed by personal likes and dislikes.

Bureaucracy is a system where selection of officials is done by merit and the officials are subject to discipline and control in their work performance. Hence better results are likely to flow from a valuable combination of best brains and rationalised structural functional arrangement.

Max Weber has stated : "the purest type of exercise of legal authority is that which employs a bureaucratic administrative staff". According to Herbert Morison "bureaucracy is the price of parliamentary democracy".

The contribution of bureaucracy to governmental administration is quite significant. It has made administration more efficient, stable, objective, impartial and consistent. In fact, it is almost indispensable. Hence what is needed, is to guard against those characteristics and defects which distort its functionality. It should be subject to a continuing review so that it can be kept on its right orbit.

Demerits of Bureaucracy

The demerits of bureaucracy also flow from those very structural features and characteristics which make for its merits. In fact, the positive behavioural traits could themselves be converted into negative dysfunctionalities if not handled with care.

Many and varied criticisms have been levelled against bureaucracy. One of its strongest

critics was Ramsay Muir, who in his book ‘How Britain is Governed’, has stated that “under the cloak of democracy, it has thriven and grown until, like Frankenstein’s Monster, it sometimes seems likely to devour its creator”. Lord Hevert characterised the power and authority of bureaucracy as ‘Neo-Despotism’.

Bureaucracy has been characterised as unresponsive to popular demands and desires. It is often found that people who come to the various officials for help or assistance are needlessly harrassed—which gives the impression that bureaucrats derive pleasure out of such harrassment of people. Often bureaucrats show utter lack of concern for public demands or popular aspirations. They become so regulated by the system that they are indifferent to public interest.

Bureaucracy has also given rise to diffusion of responsibility. No one in the official hierarchy wishes to take positive responsibility. “Passing the buck” and transferring the responsibility for either wrong action or inaction is one of the very natural characteristics of bureaucracy.

Bureaucracy also suffers from the vices of excessive redtapism or excessive formalism. Redtapism, which implies ‘strict observance of regulations’ has become one of the symbols of bureaucracy. It is one of the peculiar phenomena of bureaucracy that it lays too much emphasis on procedure through “proper-channel” and precedents which become improper or costly from the point of view of achievement of results and accomplishment of targets.

Lack of dynamism, rigid conformity and non-conformism are other maladies of bureaucracy. It is conservative. It wants to play safe and will not like to go beyond the orbit of safety. Generally bureaucrats do not favour risk, adventurism, forward looking vision. With the result, bureaucracy only plays the game of the possible under the dictates of precedents or orders of superiors.

Empire-building is one of the built-in-tendencies of bureaucracy. The bureaucrats, particularly the ones at the higher level, believe in expanding the frontiers of power by creating and multiplying different organisations under them and justifying their actions on grounds of usefulness or essentiality.

In bureaucracy, there is less accountability but more pseudo-authority; whereas authority and responsibility should go together as they are the two sides of the same coin.

Bureaucracy is obsessed with routine and trivial matters rather than a concern for substance. It has also the reputation of being needlessly rigid in outlook and indifferent to popular aspirations, which sometimes promotes a perception that “bureaucracy is contra-democracy”. Walter Bagehot comments, “It is an inevitable defect, that bureaucrats will care more for routine than for results”. Similarly, Burke states that “they will think the substance of business not to be more important than the forms of it”.

Check Your Progress 2

- Note :** 1) Use the space given below for your answers.
2) Check your answers with those given at the end of the unit.

- 1) Discuss the role of bureaucracy.

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- 2) State the reasons for the growing importance of bureaucracy in recent years.

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3) Discuss the merits of bureaucracy.

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4) What are the demerits of bureaucracy?

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5.8 LET US SUM UP

Bureaucracy is an essential part of an organisation. In this unit, we have discussed the meaning of bureaucracy, its various types, as identified by Morstein Marx, viz., the Guardian, Caste, Patronage and Merit bureaucracies. We have highlighted Weber's 'ideal type' model of bureaucracy which brings out certain positive structural and behavioural characteristics.

Bureaucracy plays a very important role in bringing and sustaining growth and development in a country. Various aspects of the role of bureaucracy have been touched upon. In recent years certain factors have contributed to the growing importance of bureaucracy like rising expectations of people, multifarious activities of the modern state, Industrial development etc., these have been dealt in the unit. Though bureaucracy has been looked at derogatively by many, we have not been able to do away with it despite its deficiencies. This establishes the fact that there is some intrinsic merit in bureaucracy. The merits and demerits of bureaucracy have been dealt with extensively in the unit.

5.9 KEY WORDS

Anachronism : Something which seems very out of date.

Buck Passing : It is an informal expression to mean passing on blame or responsibility to someone else.

Devour : Destroy.

Frankenstein's monster : A fictional character who destroyed its own creator.

Horizontal Work relationships : Work relationships between people of the same rank in different hierarchies in an organisation.

Idiosyncracy : One's own peculiar or unusual habits, likes, dislikes etc.

Neo-Despotism : In earlier times people had to contend with the power of an autocratic ruler, i.e. a despot. In modern times the outer appearance is democratic i.e. benevolent rule by the people's representatives. But in fact the real powers are concentrated in the powerful hands of bureaucracy. Hence, the use of the term neo-despotism.

Population Explosion : Rapid and large-scale increase in population.

Self-aggrandisement : The act or process of making oneself more influential or wealthy especially by ruthless means.

5.10 SOME USEFUL BOOKS

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- Marx, F.M. 1957. *Administrative State*, University of Chicago Press : Chicago.
- Merton, Robert K. et al (Ed), 1952. *Reader in Bureaucracy*, Free Press : Glencoe.
- Sinha, V.M. 1986. *Personnel Administration — Concepts and Comparative Perspective*, R.B.S.A. Publishers : Jaipur.
- Srivastava, Om Prie, 1991. *Public Administration and Management — The Broadening Horizons (Vol.2)*, Himalaya Publishing House : Bombay.

5.11 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points :
 - There is no terminological accuracy about the concept of bureaucracy.
 - Basically, it is considered as a systematic organisation of tasks and individuals into a pattern which most effectively achieves the desirable ends of such collective efforts.
 - Traditionally it was referred to as desk government or rule.
 - The normative model of bureaucracy emphasised the structure of organisation whereas the empirical model stressed behavioural and functional patterns in organisation.

- 2) Your answer should include the following points :
 - Guardian bureaucracy
 - Caste bureaucracy
 - Patronage bureaucracy
 - Merit bureaucracy.

- 3) Your answer should include the following points :

The structural features of bureaucracy include :

 - Division of Labour
 - Hierarchy
 - System of rules
 - Role specificity.

The behavioural characteristics of bureaucracy are :

 - Rationality
 - Impersonality
 - Rule-orientation
 - Neutrality.

Check Your Progress 2

- 1) Your answer should include the following points :
 - Important role played by bureaucracy as an instrument of the government, as an aid for operational purposes.
 - It renders professional advice and assistance from time to time to the political policy makers in defining and refining the policies.
 - Bureaucracy plays a crucial role in implementation of policies and taking decisions within the overall framework of such policies.
 - Discharges the important tasks of rule application, rule interpretation and rule-adjudication.
 - Responsible for goal realisation, accomplishment of objectives, programmatic effectiveness and efficiency of administration.

- 2) Your answer should include the following points :

- Industrial development
 - Growing need of welfare of people
 - Multifarious activities of modern state
 - Rising expectations of people.
- 3) Your answer should include the following points :
- Division of labour leads to specialisation, expertise, professionalism
 - Distribution of authority and effective supervision of work
 - Rules and regulations eliminate personal prejudices, nepotism; promotes the development of ethical behaviour in the bureaucrats
 - Impersonality
 - Neutrality
 - Organisational orderliness, objectivity and stability.
- 4) Your answer should include the following points :
- Unresponsive to popular demands and desires
 - Diffusion of responsibility
 - Excessive redtapism or undue formalism
 - Lack of dynamism, adventurism and forward looking vision
 - Self perpetuating
 - Empire building
 - Lack of accountability
 - Concern for routine and trivial matters.

UNIT 6 BASES OF BUREAUCRACY

Structure

- 6.0 Objectives
 - 6.1 Introduction
 - 6.2 Basis of Position of Bureaucracy
 - 6.3 Bureaucracy—Representative Nature
 - 6.4 Broadening Base of Indian Bureaucracy
 - 6.5 Let Us Sum Up
 - 6.6 Key Words
 - 6.7 Some Useful Books
 - 6.8 Answers to Check Your Progress Exercises
-

6.0 OBJECTIVES

After reading this unit, you should be able to :

- discuss the basis of position of bureaucracy
 - explain the representative nature of bureaucracy; and
 - describe the broadening base of Indian bureaucracy.
-

6.1 INTRODUCTION

Bureaucracy is the instrumentality of the government to translate the formulated policies into programmes and programmes into realities. Modern state has assumed an array of new functions in the fields of social development, economic progress, institutional modernisation, nation-building, enrichment of the quality of life for the people. To attend to all these activities, the government of the day must have an adequate administrative machinery so that the welfare programmes and developmental missions of the government can be implemented in the most effective manner. Bureaucracy of the country is precisely in charge of these challenges of change to transform a society poised for a take-off. In the previous unit i.e. 5, we have discussed the role of bureaucracy, its increasing importance in recent years. In this unit, we shall discuss the basis of position of bureaucracy in India and the case for representative bureaucracy. This unit highlights the broadening base of the Indian bureaucracy, some of the studies undertaken in India relating to socio-economic background of the public bureaucracies.

6.2 BASIS OF POSITION OF BUREAUCRACY

There are different personnel systems in different countries. Indeed, it is difficult to find uniformity in the matter of personnel practices, civil service laws, bureaucratic structure and other dimensions of bureaucracy. Every country has its own societal tradition, environmental compulsions, economic and institutional influences which shape the administrative and personnel system of the government. Bureaucracy occupies an important place in every system. What is important is to know the basis of position of bureaucracy from where does it derive its authority, since all the administrative powers are vested in bureaucracy. Regarding this there is neither a common practice or theory. The French Constitution laid down that the fundamental principles governing the civil service fall within the domain of law and authority of legislature. But application fell within the sphere of regulation of authority of the executive i.e. the parliamentary legislation and rules and regulations made by the executive there under constitute the basis of bureaucracy. In the United Kingdom, civil service had been regarded as ‘Sovereign’s Service’. The Parliament being sovereign, it can make any law that it deems fit regarding the organisation and regulation of matters concerning bureaucracy. In USA, part of the civil service is controlled by Statutes/Acts passed by the Congress and the other part by the President through instructions and orders within the framework of laws.

In India, the bureaucracy derives authority from the Constitution, parliamentary legislations, rules, regulations issued within the framework of statutes. Parliament may create All India Services common to the Union and the States and also regulate the recruitment and conditions of service of members of such services. The Indian Administrative Service (I.A.S.) and the Indian Police Service (I.P.S.) which came into being prior to the commencement of the Constitution were deemed to be services created by Parliament under Article 312. Parliament has enacted the All-India Services Act to regulate the recruitment and other conditions of service of the All-India Services in consultation with the states. There is a large number of rules and regulations concerning the various aspects of service conditions of the members of All-India Services, framed in pursuance of the authority given under the State Acts.

So far as the Central Services are concerned, Parliament has not framed any act so far. The conditions of service including recruitment of the Central Service Officers are regulated by a large number of rules as well as regulations made in pursuance of the authority given under Article 309 of the Constitution.

In a parliamentary democratic system where ultimate power belongs to the people and is exercisable through their representatives in the Parliament, pure discretionary and arbitrary rules concerning bureaucracy are not possible and also not encouraged. In such a system, unlike in monarchical and feudal systems of administration, right from recruitment and selection to their retirement, everything is governed by specified rules, executive instructions, orders etc., issued by the executive organs of the government from time to time. The position of bureaucracy is not exposed to vagaries of individual whims or personal predilections. Patronage, nepotism and other forms of corruptive influences and norm deviations are sought to be reduced. In other words, where the Constitution is supreme and parliamentary legislation is the authority and the rules and regulations exist as governing guidelines for bureaucracy, there is a greater scope for not only positive fairplay but also equitous opportunity is afforded to all members of the society to join the bureaucracy through prescribed procedures. Obviously, the base of bureaucracy becomes not only Constitutionally ordained and legally well-defined, but also gets broad based and representative.

In Section 6.4, we will examine how representative and broad based Indian bureaucracy is and its various aspects.

6.3 BUREAUCRACY—REPRESENTATIVE NATURE

Bureaucracies in most of the countries till about the middle of the nineteenth century comprised men drawn from a numerically small upper classes as it was felt they were more capable to occupy administrative positions. But slowly the introduction of merit for appointment to civil services and the growth of representative institutions, emphasised the need for having a representative bureaucracy. This interest derived, in the first instance, in the U.K. from sporadic charges made about the unrepresentative character of the British Civil Service and its domination by the middle class. It was against this background that Kingsley's work on representative bureaucracy (the term representative bureaucracy was first used by Donald Kingsley in 1944) and Kelsall's detailed study of the social composition of the British administrative class (1955) were undertaken. The social base of bureaucracy, particularly the Administrative Class in Britain, had earlier been highly 'elitist'. The landed aristocracy, the feudal lords, those who studied in Oxford and Cambridge Universities used to be attracted to and formed the central core of the civil service which had high prestige and status. But with passage of time, there has been broadening of the base, as more and more people from working classes, are now entering the higher civil service through open competition, besides being promoted from subordinate grades. For instance, in Britain in 1966, a significant component of the total membership of the administrative class to the extent of 40% were promoted from lower ranks. With the introduction of 'Method II' examination for recruitment to civil services, people with adequate learning capabilities are entering bureaucracy which is now becoming more representative than before.

In France, Bottomore's researches (1954) into the French higher Civil Service were in part inspired by contemporary accusations against it as an unprogressive, urban middle class monopoly. Likewise, the Warner Groups, in America in their study on 'The American

Federal Executive' (1963) intended to find out whether the bureaucrats were representative of the kinds of citizens ordinarily found in America. The social base of the American Civil Service is broader as compared to India or the UK. Paul P. Vanriper attributed the success of American democracy, in part at least, to the representative character of the Federal Civil Service.

The objective of all these studies as discussed above was to find out how representative a higher civil service of the particular country is of the respective regions, occupational groups and classes. It is felt that the more representative the bureaucracy is of the various sections of society, it will be more responsive to their needs.

Check Your Progress 1

- Note:** 1) Use the space given below for your answers.
2) Check your answers with those given at the end of the unit.

- 1) Discuss the basis of position of bureaucracy in the UK and the USA.

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- 2) Describe the sources through which bureaucracy derives authority in India.

.....

- 3) The term 'Representative Bureaucracy' was coined by
 a) Bottomore
 b) Kelsall
 c) Donald Kingsley
 d) Warner

6.4 BROADENING BASE OF INDIAN BUREAUCRACY

The modern state is an administrative state. As discussed earlier, the functions of the government representing the state have expanded so extensively and comprehensively that even the minutest aspects of citizen's life have been brought under the regulatory control of the state apparatus. The government has become the prime-mover, initiator and promoter in various activities, supplementing and complementing the private endeavours. With the expansion of governmental charter of responsibilities bureaucratic intervention and even penetration has become pronounced. It creates a great demand on the educational system of the country, which has to throw up the requisite number, and kind of 'marketable' bureaucrats of different types and skills. There was a time when, in the context of limited educational opportunities available, the "elites" of the society used to fill the higher civil services of the country. The elitist character of the Indian Civil Service is well known. Now with the frontiers of education expanding phenomenally even the groups traditionally thought to be outside the administrative umbrella, have now been brought within the ambit of bureaucracy. Those belonging to rural areas, scheduled castes, scheduled tribes and backward castes are entering the bureaucracy and the base has expanded.

Let us now discuss the findings of a few research studies undertaken in India on socio-economic background of the bureaucracy. The focus of these studies has been on higher civil services. The first such study relating to public bureaucracy was conducted by R.K. Trivedi and D.N. Rao in 1960 on "Regular recruits to the IAS", and sought to look into the background of the directly recruited IAS officers with a view to finding out whether

(a) any significant patterns or trends have emerged over the last thirteen years in regard to their social background as revealed by their fathers' occupations and their rural/urban affiliations etc., (b) there is any concentration of the direct recruits belonging to any particular economic class and (c) any particular type of education (e.g. public school or foreign universities) or studies in certain regional universities in the country have given any added advantage to the candidates in the open competitive examinations.

This study brought out the fact that in so far as the occupations of the fathers of the regular recruits are concerned, there is predominance of government servants, followed by teachers, advocates, etc. 79 per cent of the total number of recruits were from urban areas while 21 per cent of them were from rural areas. Women accounted for 3.1 per cent of the regular recruits to the I.A.S. Those belonging to the scheduled castes and tribes constituted 2.1 and 1.5 per cent respectively of the total recruits. The study further brought out that about 1/3 of the total number of recruits came from upper income-bracket families. Though the average representation of persons belonging to the lower-income group is only 8.9 per cent, their numbers and percentage have been steadily increasing since 1950 at the expense of those in the middle income group category. About 10.2 per cent and 4.4 per cent of the recruits were those who were educated in public schools and foreign universities respectively. However, since 1956 an upward trend has been noticeable. The universities which contributed the largest number of successful candidates to the I.A.S. were the universities of Madras, Delhi, Allahabad and Punjab.

Another study was conducted by C.P. Bhambri during 1966-67 on the Socio-Economic Background of Higher Civil Service in India. The sample comprised about 309 probationers undergoing training at the National Academy of Administration, Mussoorie. Their educational background revealed that about 75% of them had Master's degree from Indian Universities while 11% possessed qualifications substantially higher than Master's degree. The socio-economic background of the recruits showed heterogeneity as there were children of persons holding the highest posts at the union and state levels in the fields of administration, judiciary, army, police as well as children of school teachers, clerks, revenue officials etc. In our country where an overwhelming majority of the population is engaged in agriculture this study revealed that nearly 17% of the recruits into the higher civil services belonged to farming families. Out of these 17%, most of them with an agricultural background belonged to middle income brackets in the rural society and a small number were from rich landowning class.

The next study that was undertaken in 1971 was by Subramaniam, entitled "Social Background of India's Administrators". This research study revealed that nearly 80 per cent of the entrants to the higher civil services in India were drawn from the urban salaried and professional middle class. Those belonging to the business classes were less represented compared to the civil servants and professionals. Those drawn from a commercial background were mostly the sons of small-town merchants or the employees of small business houses. The farmers and agricultural labourers forming the bulk of the workforce were grossly under represented in all the services even more than the artisans and the industrial workers.

Within this broad picture of middle class dominance, the social composition has broadened. One obvious reason for this is the recruitment of a quota of candidates from the scheduled castes and tribes. This broadening of the social background, has also been accompanied by features such as a more even distribution of recruits from different states, different language-groups, and different educational institutions. Although there has been a simultaneous fall in proportion of first class graduates, still, greater proportion of them come from public schools, better colleges, and enter services due to their good performance in the examination and interview.

These few studies, have, unfortunately, not been updated. There must have been many changes in the socio-economic landscape of this country, which, in their turn, might have created counterpart-impact on the bureaucracy in India, by influencing its social composition, character and representativeness. But on the basis of certain derived secondary information, some impressionistic trends can be inferred.

Civil Service examination conducted by the U.P.S.C. for recruitment of higher non-technical civil servants throws up significant and relevant data about the educational background of

the candidates, the spread of scheduled castes and scheduled tribes members (which would give an indication of their social background), universities which contribute the successful candidates (indicating the regional representation of bureaucrats) etc. Let us analyse, these aspects on the basis of data of Civil Services (Main) Examination, 1987 which is presented below. The number of candidates who actually appeared in the examination was 9103, out of which 817 candidates were finally recommended for appointment.

Table I, below indicates the distribution of candidates according to (i) degrees obtained by them i.e. Higher ((Hons.)/Post-Graduate/Doctoral) degrees and pass degrees (ii) proportion of first class vis-a-vis others and (iii) performance of those with first class vis-a-vis others with success ratio.

Table I

	No. of candidates who appeared	Ist class	Others	No. of candidates who qualified	Ist class	Others
Higher Degrees	6264 (68.81%)	3618 (57.76%)	2646 (42.24%)	616 (75.40%)	451 (73.21%)	165 (26.79%)
Pass Degrees	2839 (31.19%)	1339 (47.16%)	1500 (52.84%)	201 (24.60%)	113 (56.22%)	88 (43.78%)

There are about 135 universities spread in different parts of the country, from which the candidates appear for the higher civil services. The top ten universities in relation to the number of candidates appearing in the examination, together with the success ratio, is at Table II below:

Table II

S.No.	Name of University	No. appeared	No. qualified	Success ratio
1)	Allahabad University	714	42	1:17:00
2)	Andhra University, Waltair	228	25	1:9:12
3)	Delhi University	1089	154	1:7:07
4)	Jawaharlal Nehru University, New Delhi	227	46	1:4:93
5)	Lucknow University	232	20	1:11:60
6)	Osmania University, Hyderabad	226	20	1:11:30
7)	Panjab University, Chandigarh	279	28	1:9:96
8)	Patna University	365	21	1:17:38
9)	Rajasthan University, Jaipur	708	52	1:13:61
10)	Utkal University	271	14	1:19:36

These ten Universities provided 4337 (47.64%) candidates who appeared, of which 422 (51.65%) qualified. It may be noted that the three universities which accounted for more than 500 candidates (appeared) are Allahabad, Delhi & Rajasthan. Of these three, Delhi's success ratio (1:7:07) is higher than the overall success ratio (1:11:14). It is also noteworthy that the three Presidency Universities i.e. Calcutta, Bombay and Madras do not find any place in the top ten universities which furnish largest number of candidates who appear, although the success ratios of these 3 universities (Calcutta—1:9:92, Bombay—1:13:37 and Madras—1:9:47) are much better than many of these ten universities. Interestingly, from the success-ratio, Tamil Nadu Agricultural University, Coimbatore had the best record in 1987 examination (1:3:30), followed by Indian School of Mines, Dhanbad (1:3:87), I.I.T., Delhi (1:4:60) and Jawaharlal Nehru University, New Delhi (1:4:93) etc., though this by itself does not reveal much. But one thing is clear that there is a wide variety of candidates from all kinds of general and technical disciplines, e.g., Humanities, Social Sciences, Linguistics, Pure Sciences, Veterinary Science, Agriculture, Technology, Medicine, Mining etc. Indeed, in 1987 Civil Services Examination, 9103 actually appeared in the Main Examination with as many as 48 optional subjects in fields such as Management, Public Administration, Economics, Political Science, Psychology, Sociology, Statistics, Commerce & Accountancy, History, Law, Anthropology, Zoology, Geology, Philosophy, Literature, Engineering (Civil & Mechanical) etc. History claimed the highest number of successful candidates (263 out of 3403), followed by Sociology (201 out of 2067), Political Science & International Relations (141 out of 1409), Physics (92 out of 865), Anthropology (85 out of 734), Psychology (80 out of 821), Economics (80 out of 792), Public Administration (76 out of 754), in that order.

The performance of candidates obtaining first division varied considerably from university to university, but there were at least 55 universities/institutions belonging to Andhra Pradesh, Tamil Nadu, Assam, Himachal Pradesh, Uttar Pradesh, West Bengal, Bihar,

Kerala, Jammu & Kashmir, Maharashtra, Karnataka, Rajasthan, Manipur, Orissa, Punjab & Gujarat from which no candidate having first division succeeded in qualifying for appointment. Interestingly, out of 10 candidates holding Doctoral Degrees who appeared, none could qualify.

Age-distribution of the successful candidates also make revealing study. 49% of the general candidates belonged to the age-group of 21-24 years and 51% to 24-26 years. As against this 15% of the SC/ST candidates belonged to 21-24 age-bracket, 27% to 24-26 years, 23% to 26-28 years, and 35% to 28-33 years. Apart from the aspects of age-composition-and-mix in the service cadres, and proportion of direct recruits to promotees, it has significant dimensions, in deciding about the number of chances to be given as also the upper age limits to be allowed for the examinations.

Representation of Scheduled Castes/Scheduled Tribes in Civil Services

During 1984 to 1987, SC/ST candidates have been appointed against the full quota of their reserved vacancies in i) Civil Services (Main) Examination, ii) Indian Forest Service Examination, iii) Combined Medical Services Examination, iv) Special Class Railway Apprentice Examination, & v) Asstt. Grade Examination. The 'short-fall' cadres' are:

- a) Engineering Service Examination
- b) Indian Statistical Service Examination
- c) Geologists' Examination
- d) Stenographers' Examination.

This would indicate low 'backward class' representation in the various techno-professional cadres of the public services, though things are improving, of late.

The tables below indicating the representational position of SC/ST against their reservation would show that things have improved phenomenally over the years.

REPRESENTATIONAL INCREASE OF SCHEDULED CASTES

Group	Scheduled Castes		Representational increase with ref. to 1965 figures	
	in 1965	in 1987	Absolute terms	%age
A)	318	4752	4434	1394.3
B)	564	7857	6993	809.3
C)	96114	308119	212005	220.5
D)	201073	234743	33670	16.7

REPRESENTATIONAL INCREASE OF SCHEDULED TRIBES

Group	Scheduled Tribes		Numerical Increase	
	in 1965	in 1987	Absolute term	%age
A)	52	1182	1130	2173.1
B)	103	1450	1347	1307.7
C)		90160	77770	627.7
D)	36444	28220	29776	77.5

Alongwith the increase in the representation of SC/ST in the federal civil services, there has also been substantial representation of 'other backward classes' (OBCs) for whom there was no reservation. The figures (compiled in 1979) indicating the SC/ST and OBC proportions of the total employees (all classes/groups together) in the Central Government (including Public Sector Undertakings), as given in the table below, reveal hopeful trends:

	Total Employees	SC/ST	OBC
Ministries/Deptts.	73339	12343 (16.83)	3545 (4.83)
Autonomous Bodies/ All/Sub Offices	90761	163948 (18.06%)	131012 (14.43%)
PSUs	590689	117864 (19.95%)	62650 (10.61)
TOTAL	1571638	294155 (18.72)	19720 (12.55%)

As against 18.72% for SC/ST who enjoyed constitutional safeguards in the form of reservation and many other concessions and privileges the OBC percentage stood at 12.55% which is quite high, when set against the background of their socio-economic and educational backwardness and no guaranteed facilities at the ground as well as recruitment levels. Of course, their percentage in total population is also higher (in fact more than double) than that of SC/ST combined (52% against 22.5%), which limits to a great extent, the representative character of the public bureaucracy.

But certain emerging trends which are noticeable in recent years in India, relating to widening base of bureaucracy are:

- 1) More and more scheduled castes/tribes are entering in large numbers in civil service cadres—not only against reserved quota but also on their merit. During the last many years there has been no SC/ST shortfall in recruitment to higher civil services, except in certain professional cases.
- 2) Other Backward Classes also are following suit in terms of numerical increase in their representation in the civil services—which indicates a good widening of the base of bureaucracy.
- 3) Due to the spread of educational facilities in the country side, the urban hold is declining and more and more candidates with rural background are being inducted in the civil services.
- 4) Civil Service is no longer the monopoly of ‘Oxbridge’—type of convent and public school boys & girls. Since there is now a more even spread of other educational institutions which are throwing up greater number of successful candidates in competitive examinations.
- 5) Though ‘middle class’ still dominates the civil service scenario, along with ‘upper’, the ‘lower’ middle class also is making their presence more and more which is breaking the earlier ‘economic barrier’ of the higher civil services.
- 6) Children of civil servants, academicians, professionals, etc., still preponderate in the civil services, though other classes belonging to ‘lower-middle’ and ‘lower’ communities are also sending their wards in increasing number.

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

Check Your Progress 2

Note: 1) Use the space given below for your answers.

2) Check your answer with the answer given at the end of the unit.

- 1) Comment on the emerging trends relating to the widening base of Indian bureaucracy.

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6.5 LET US SUM UP

Bureaucracy is an essential instrument of the government in implementing the policies and programmes of the government. In this unit, we have discussed the important question of basis of position of bureaucracy. The dangers of patronage, nepotism, other corruptive influences gets lessened, when the bureaucracy is governed by specified rules, executive instructions issued by the executive organs of the government. We have also discussed the representative nature of bureaucracy and the studies undertaken in this field in countries like U.K., U.S.A., France. The unit highlights the widening base of bureaucracy in India at

higher levels and the major findings of a few studies undertaken in India in this direction. In this respect, certain emerging trends noticeable in recent years are also discussed.

6.6 KEY WORDS

Method II Examination : This was one of the avenues of entry into the administrative class in the UK introduced in 1945. Under this method candidates are required to appear at a qualifying examination consisting of three papers—Essay, English and General papers. After qualifying in the examination, selected candidates are taken to a countryhouse for an extended interview by the Civil Service Selection Board. The candidates are again required to appear for an interview before the final Selection Board.

Predilections: Strong likes.

Representative Bureaucracy : A Civil Service representing adequately every caste, class and religious groups of population. This type of bureaucracy is expected to be responsive and responsible to the people of the country.

6.7 SOME USEFUL BOOKS

Bhambri, C.P. 1972. *Socio-economic Background of Higher Civil Service in India in Administrators in Changing Society*, National Publishing House : Delhi.

Jain R.B. and O.P. Dwivedi. 1989. *Bureaucracy in India: The Developmental Context in Jain R.B. (Ed.) Bureaucratic Politics in the Third World*, Gitanjali Publishing House: New Delhi.

Sinha, V.M. 1986. *Personnel Administration—Concepts and Comparative Perspective*, R.B.S.A. Publishers: Jaipur.

Subrahmaniam, V. 1971. *Social Background of India's Administrators*, Publication Division, Government of India: New Delhi.

6.8 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
 - In the UK, laws framed by the Parliament regarding the organisation and regulation of matters concerning the bureaucracy form its basis.
 - In the USA, the basis of position of bureaucracy is determined partly by Statutes and Acts passed by the Congress and also by the President through instructions and orders within the framework of laws.
- 2) Your answer should include the following points:
 - Constitution
 - Decisions
 - Rules and regulations issued within the framework of statutes.
- 3) C

Check Your Progress 2

- 1) Your answer should include the following points:
 - Increase in the entry of candidates belonging to scheduled castes, scheduled tribes, other backward castes into the Civil Services.
 - Due to the spread of educational facilities in the country side, the urban hold is declining and more candidates with rural background are entering the bureaucracy.
 - The earlier 'economic barrier' of the higher civil services is being broken with the 'upper' and 'lower middle class' making their presence along with the middle class.

UNIT 7 DEVELOPMENT OF PUBLIC SERVICES IN INDIA

Structure

- 7.0 Objectives
 - 7.1 Introduction
 - 7.2 Civil Services until the Advent of the East India Company
 - 7.3 Civil Services under the East India Company (1675-1857)
 - 7.4 Imperial Civil Service (1858-1917)
 - 7.5 Civil Services under the Government of India Acts, 1919 and 1935
 - 7.6 Civil Services in the Post-Independence Era
 - 7.7 Let Us Sum Up
 - 7.8 Key Words
 - 7.9 Some Useful Books
 - 7.10 Answers to Check Your Progress Exercises
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7.0 OBJECTIVES

After reading this unit, you should be able to :

- explain the system of civil services existing in India until the advent of the East India Company
 - discuss the civil services under the East India Company
 - describe the Imperial Civil Services
 - state the changes brought about in the civil services under the Government of India Acts, 1919 and 1935; and
 - discuss the civil services in the post-Independence era.
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7.1 INTRODUCTION

The development of public services in India is neither a phenomena of modern India, nor, as is often assumed, the contribution of British rule in India. There is historical evidence of presence of a civil service structure in ancient India but it lacked good operational framework or institutional arrangements. Also there was no continuity in civil services, as any change in the regime, would bring changes in the civil service. The term civil service and the system as we know was introduced for the first time by the British. The present day civil service is the result of successive changes under the rule of East India Company and the Crown.

This unit deals with the system of civil services that was prevalent until the advent of the East India Company and the development of civil services under the East India Company and the Crown under various acts. It will also explain the structure of civil services and changes brought about in it in the post-Independence era.

7.2 CIVIL SERVICES UNTIL THE ADVENT OF THE EAST INDIA COMPANY

Until the Mauryan period in Indian history beginning around 321 B.C., there is insufficient data on the structure of Indian public services or their management. Kautilya's Arthashastra, written around 300 B.C., is an extensive treatise on government and administration. It is mentioned that 'Amatyas' and 'Sachivas' were the important administrative functionaries during the Mauryan period. There were 'sthanikas' who used to function as executive officials. The highest ranking officers in the administrative hierarchy were the 'mantrins' who were chosen from amongst the 'Amatyas'. During the Gupta period too, it is said that civil administration was under the charge of the 'Mantrins'. A new office of

'Sandhivigrahi' who was in charge of foreign affairs, was introduced during this period. In ancient times, recruitment to these offices was done on the basis of heredity and family background. In India, recruitment on the basis of open competitive system was not known during that period, though in China, such a system was in vogue since 120 B.C.

During the Moghul period the administrative system was centralised. No distinction was made between the civil and military administration. Civil Service was organised on a military basis and controlled by the military department. The Moghul administration in India presented a combination of certain features of the Arabic administrative system with certain classical Indian administrative practices. The presence of this foreign element in the Moghul administration can be illustrated by reference to their provincial administration.

In the early centuries of the Arab rule, especially in Egypt, two political functions were sharply distinguished, the governorship and treasury. The Governor (called 'Amir') had control over the military and police only. Alongside was the head of the treasury (called 'Amil'). These two officers provided an effective system of neutral checks and balances. Under the Moghul administration too, this was the relationship between the 'Subahdar' or provincial governor and the 'Diwan' or the revenue chief of the province.

Civil Services in an organised form, as existing now, evolved through various stages during the rule of the East India Company and the British Crown, about which we will study in the following sections.

7.3 CIVIL SERVICES UNDER THE EAST INDIA COMPANY (1675-1875)

Formative Stage

The development of the civil services in India dates back to the first quarter of the 17th century, when some British merchants, under the banner of the East India Company, came to India for the purposes of trade. The earliest organised civil service in British India was the 'Covenanted Civil Service' which constituted a group of men who carried on the trade of the East India Company and were known as its 'civil servants'. These were distinct from the naval and military officers of the company. The servants of the company were purely commercial agents, known as 'factors' and were incharge of the trading stations which were established along the sea coasts. These 'factors' were neither statesmen nor administrators, but those who had some knowledge of Eastern trade.

In 1675, the company established a regular gradation of posts. Thus a youngman was recruited first as an 'apprentice' to later become a 'writer' and, after serving in this capacity for five years, could be promoted as a 'factor'. The 'factors' after putting in three years service could be promoted as 'Junior Merchants' who usually after a period of three years of service could become 'Senior Merchants'. The business transacted by these officials was commercial in nature. Initially, the power of appointment to these posts vested with the Court of Committees but, in 1714, it was laid down that appointments in the company were to be made through the recommendatory nomination of the members of the Court of Directors. Every writer had to enter into a covenant or indenture with the company. It was a long document which contained many conditions including faithful, honest, diligent and careful service and bound the writers to observe, keep and fulfil each and every order of the company and the Court of Directors. Hence they were known as covenanted civil servants. This patronage principle operated in varied modes and forms till 1833, when limited competitive element in the selection of company writers was introduced.

1765-1853—The Mercantile Service Assuming the Role of an Administrative Service

For over a century and a half, the service remained a purely commercial service. Later, from 1760 onwards, as trade expanded administrative tasks increased and the civil service of the company started assuming more administrative responsibilities. By 1765 the term 'civil servant' came to be used in the records of the company. The grant of Diwani to the Company by the Moghuls in 1765, was another landmark in the territorial acquisition of the company and consequent increase in the administrative duties of the civil servants of the company. In 1772, the directors of the company decided to function as diwans themselves and took over the administration. Besides the civil service needed to be streamlined, as there was the problem of the covenanted servants being engaged in private trade and bribery.

The Regulating Act of 1773 made a clear distinction between the civil and commercial functions of the company which resulted in a separate personnel classification. The commercial transactions of the company were to be kept separate from revenue and judicial administration, which were to be conducted by a separate class of servants. The Act also prohibited private trading by all those civil servants responsible for collection of revenues or administration of justice. Private trading was restricted to those engaged in commercial transactions. It forbade civil servants from accepting any gifts from the people.

The patronage principle which was in vogue in the recruitment of servants, was also extended to promotions in the service. Nepotism was rampant and all this had an effect on the civil service which was demoralised. The Pitt's India Act of 1784 with regard to civil service laid down that the vacancies in the Governor General's Council were to be filled by the covenanted civil servants. The Crown was given the power of removing or recalling any servant of the company. The Act for the first time laid down age limits for new entrants in the service of the company. It fixed the minimum age for appointment to the post of writer at fifteen years and maximum at eighteen years.

It can be said that the Charter Act of 1793 made a significant contribution to the development of civil services in India. It laid down that any vacancy occurring in any of the civil offices in India "shall be filled from amongst the civil servants of the company belonging to the Presidency in which such vacancies occurred". The Act excluded outsiders from entering the service even though they enjoyed patronage in England. The Act tried to improve the morale of the civil service by making it a closed and exclusive service. The maximum age limit for appointment to the post of writer was raised to 22 years.

In 1800, Governor General Wellesley, established the college at Fort Williams with the objective of training civil servants. But this was not favoured by the Court of Directors. Finally, in 1806, the Court of Directors decided to set up a training institution at Haileybury in England which was accorded a statutory status by the Charter Act of 1813. The writers nominated by the Court of Directors of the Company were required to undergo two years of training at the institution and pass an examination before they were confirmed as writers. The areas of training included European classical languages, law, political economy, general history, oriental languages etc. This College was abolished later in 1857.

The designations of merchants, factors etc., continued till 1842 even though they did not perform any commercial functions after the Charter Act of 1833. This Act, which completely prohibited trade and commerce, proposed a significant change in the civil services. It proposed the introduction of a limited competitive examination. The need for a strong bureaucracy was felt in the 1830s as a replacement for the patronage exercised by the Company. A system of open competition through examination and adequate provision of education and training of the civil servants was sought. The proposal for open competition which was mooted for the first time by Lord Grenville in 1813, could never materialise. Lord Macaulay, speaking in the British Parliament on 10th July, 1833 on the Charter Act said 'it is intended to introduce the principle of competition in the disposal of writerships and from this change I cannot but anticipate the happiest results'. A clause was inserted in the Charter Act granted to the company declaring that henceforth fitness was to be the criterion of eligibility to the civil services irrespective of caste, creed or colour.

The proposal of having open competition did not come into effect till 1853, though the Charter Act contained a provision in this regard. The old powers, rights, of the Court of Directors to nominate candidates for admission to the College of Haileybury were to cease in regard to all vacancies which occurred on or after April 1854. The Act provided for appointment of members of the covenanted civil service of India on the basis of a suitable competitive examination which was to be held in London. The President of Board of Control, Sir Charles Wood appointed a five-member Committee headed by Lord Macaulay to advise on the measures to be adopted to give effect to the Act of 1853, which, at least in theory, threw open appointments in the Indian Civil Service to competition without any discrimination. The committee (popularly known as Committee on the Indian Civil Service) laid down certain age limits for admission to the college of Haileybury. It desired that the minimum age limit be raised to eighteen and the maximum to twenty-five. It was in favour of civil servants entering the service at a young age but also specified, that they should have received the best, the most liberal, the most finished education that the country could then afford. It laid emphasis on general education, strengthening of understanding, which

precedes special education or training in any skill. The Committee recommended the selection of candidates on the results of a competitive examination, and also laid stress on the need for completion of a period of probation before the final appointment of the candidates. It was not in favour of continuance of the College at Haileybury. It also laid down that the examination should be so conducted as to ensure the selection of candidates with thorough and not superficial knowledge.

These recommendations were accepted by the Board of Control and regulations were framed governing the examination and selection of candidates to the civil service. The first examination under the Board of Control was held in 1856. The following years witnessed significant changes in the civil services, about which we will read in the next section.

Check Your Progress 1

Note : 1) Use the space given below for your answers.
2) Check your answers with those given at the end of the unit.

- 1) Discuss the formative stage of the civil service under the East India Company.

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- 2) What changes were brought about by the Regulating Act of 1773?

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- 3) Discuss the recommendations of the Macaulay Committee on Indian Civil Service set up in 1853.

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7.4 IMPERIAL CIVIL SERVICE (1858-1917)

On the termination of company's government in 1858, Indian administration came directly under the Crown. The Government of India Act, 1858 vested the power of superior appointments of a political nature with Her Majesty. Her powers, in actual practice, were exercisable by the Secretary of State for India, a Minister of Cabinet rank, who was to be assisted by an under secretary and a council of fifteen members. The powers and functions exercised by the Board of Control and Court of Directors were transferred to the Secretary of State in Council. The responsibility for the conduct of competitive examinations for appointment to her Majesty's civil service was transferred to the Civil Service Commission (set up in 1855) in London.

With 1858, started a new era in the history of public services in India. The system of reserving certain posts for the members of the covenanted service was introduced. This continued upto Independence and still to some extent is a part of the successor service i.e. the Indian Administrative Service. The Indian Civil Service Act, 1861 reserved certain principal posts to be filled from the covenanted service. All these posts were put in a

schedule. It also laid down that any person, Indian or European, could be appointed to any of the offices specified in the schedule annexed to the Act provided he had resided for at least seven years in India. A person appointed under it had to pass an examination in the vernacular language of the district in which he was employed and also remain subject to such departmental tests and other qualifications as the authorities might impose. All appointments were to be reported to the Secretary of State and unless approved by him within twelve months, were declared void. The provisions of this Act did not obviously satisfy the Indian public opinion and its growing demand for Indianisation of services. The Act virtually remained a 'dead letter' partly on account of the disinclination of authorities to give effect to it and largely because of the basic difficulty in implementing the recruitment requirements of the Act.

There was growing demand by educated Indians to secure employment in the Covenanted Civil Service. There was failure on the part of British to fulfil the assurance given in the Government of India Act, 1833 and Queen's Proclamation of 1858. The Act provided that no Indian 'shall by reason of his religion, place of birth, descent, colour, or any of them, be disabled from holding any place, or employment' under the Government of the East India Company. The selection based on patronage prevented Indians from getting into the service. Though open competition was introduced under the Charter Act of 1853, the provisions such as fulfilment of fitness criteria for competition, holding of examination in London did not let Indians compete.

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

New rules were framed in 1879, which established the Statutory Civil Service; it provided that a fifth of covenanted civil service posts was to be filled by the natives. Only Indians were eligible to be appointed to this by the local government subject to approval of Government of India and the Secretary of State. Unfortunately, the statutory system also failed to achieve the purpose for which it was created. With the Indian National Congress, passing in its very first session, in December, 1885, a resolution for simultaneous civil service examination in England and India, the pressure for Indianisation increased further. The British government decided to consider the question of admission of Indians either to the covenanted civil service or to the offices formerly reserved exclusively to the members of the service.

Aitchison Commission

A Commission headed by Sir Charles Aitchison was appointed in 1886, to prepare a scheme of admission of Indians to every branch of public service. It was expected to look into the question of employment of Indians not only in appointments, ordinarily reserved by law for members of the covenanted civil service but also in the uncovenanted service covering lower level administrative appointments. The Commission rejected the idea of altering the system of recruitment to the covenanted civil service. It advised the abolition of the Statutory Civil Service and advocated a three-fold classification of civil services into Imperial, Provincial and Subordinate. The provincial service was an exclusive sphere of extended Indian employment in the public service. It also proposed a reduction of the list of the scheduled posts reserved by the Act of 1861 for the members of the covenanted civil service and the transfer of a certain number of posts to the provincial civil service.

As recommended by the Commission, the Statutory Civil Service was abolished. The designation covenanted civil service was also done away with and the civil services of the country were divided into three grades—the imperial, provincial and subordinate civil service. The superior posts were included in the imperial civil service and recruitment to it was to be made by the Secretary for State in Council. The provincial civil service was designated after the name of the particular province to which it belonged. The lower level grades of the uncovenanted service were constituted into a subordinate service. The practice of holding examinations for entry to the civil service in England, continued as the Commission strongly advocated it. It was of the view that since the Indian Civil Service represented the only permanent English official element in India, examinations in England became essential to maintain the English principles and methods of the government.

The demand for Indianisation became persistent and there was mounting pressure for holding simultaneous examinations in England and India. Once again, the question of Indianisation was examined by a Public Service Commission in 1912 under the chairmanship of Lord Islington, the then Governor of New Zealand. The Commission observed that at that time Indians constituted only 5% of the civil service. The Commission supported "two separate channels of access to the Indian Civil Service itself, one in England (open to all alike) and one in India (open to statutory natives of India only)". It sought to apply a method for inducting Indians to the higher offices by reserving twenty-five per cent posts for them, i.e. 189 out of 755 posts were to be filled by them. It proposed categorisation of the services under the Government of India into Class I and II. But no radical change in the structure of the organisation of the civil service was envisaged by the Commission. Also it took nearly four years for it to submit the report. As a result, due to lapse of time, the proposed measures came to be regarded as inadequate by the enlightened public opinion in India.

7.5 CIVIL SERVICES UNDER THE GOVERNMENT OF INDIA ACTS, 1919 AND 1935

On 20th August 1917, E.S. Montague, the then Secretary of State in India, issued the historic declaration in the House of Commons announcing the British Government's new policy of "increasing association of Indians in every branch of the administration, development of self governing institutions with a view to the progressive realisation of responsible Government in India as an integral part of British Empire". A year later, i.e. in 1918, Montague and Chelmsford (the then Viceroy), both in their joint report on Constitutional changes, expressed supplementing the recruitment to civil services in England by fixing a definite percentage of recruits from India. The percentage was fixed at thirty-three per cent for superior posts with an annual increase of one-and-a-half per cent. They proposed an increase in percentage of recruitment to other services in India. They were in favour of appointments to be open to all branches of public services without racial discrimination and holding a separate competitive examination in India.

The Government of India Act, 1919 on Constitutional reforms recommended a threefold classification of services into All India, provincial and subordinate. All the Imperial services then functioning in the provinces whether in the reserved or transferred departments, were designated as the 'All India Services'. Special safeguards were guaranteed to the members of All India Services in regard to dismissal, salaries, pensions and other rights. The Act proposed as a safeguard against political influence the constitution of a Public Service Commission entrusted with the task of recruitment to the service.

In 1922, the first competitive examination was held under the supervision of the Civil Service Commission. The Indian candidates selected on the basis of its results were put on probation for two years at an English University.

The Lee Commission

In the midst of great political furore in India over the negative British response towards Indianisation of services and in view of the several complicated problems in relation to the public service matters, in 1923 a Royal Commission on Superior Civil Services in India under the chairmanship of Lord Lee was appointed. The Commission recommended the division of main services into three classes : (a) All India (b) central and (c) provincial. The central services were those which dealt with the Indian states and foreign affairs, with administration of the state railways, posts and telegraphs, customs, audit and accounts, scientific and technical departments. The Commission recommended that the Secretary of State should retain the powers of appointment and control of the All India Services (mainly Indian Civil Service, Indian Police Service, Indian Medical Service, Indian Forest Service and Indian Service of Engineers) operating in the reserved fields of administration. The most important recommendation of the Lee Commission was regarding services operating in the transferred fields (e.g. Indian Educational Service, Indian Agricultural Service, Indian Veterinary Services etc.), whose further recruitment and appointments were to be made by the concerned local governments. Thus those services were to be provincialised. The existing members of the All India Services were to retain all rights of the officers of All India Services, but the provincial governments were given powers of appointment only on occurrence of fresh vacancies.

In regard to the central services, the Commission limited the power of appointment of Secretary of State to the Political Department, Imperial Customs Department and the Ecclesiastical Department. Appointments to all the other central services were to be made by the Government of India. The Commission recommended twenty per cent of superior posts to be filled by promotion from provincial service.

To maintain superior standards of recruitment by regulating the exercise of patronage, the Commission urged the establishment of the Statutory Public Service Commission (as recommended by the Government of India Act, 1919). This Public Service Commission was to perform the functions of recruitment of personnel for the All India, central and provincial services, and also other quasi-judicial functions connected with discipline, control and protection of the services. It also made detailed recommendations about the various conditions of service like pay, pension, leave, passage, housing etc. As regards Indianisation, it suggested that out of every hundred posts of Indian Civil Service, forty should be filled by direct recruitment of Europeans, forty by the direct recruitment of Indians and twenty by promotion from the provincial service so that in fifteen years i.e. by 1939, half would be held by Indians and half by Europeans.

The recommendations of the Lee Commission were accepted by the British Government. With the discontinuance of the All India Services in the transferred departments, the only All India Services which survived were the Indian Civil Service, Indian Police, Indian Service of Engineers (Irrigation Branch), Indian Medical Service (Civil Branch) and Indian Forest Service (except in the provinces of Burma and Bombay). The Public Service Commission in India was set up in 1926 and the examination for recruitment to civil service in 1927 was supervised by it on behalf of the Civil Service Commission in England.

The Government of India Act, 1935 (Indianisation of Higher Civil Services etc.)
As the Act of 1935 introduced provincial autonomy under responsible Indian Ministers, the rights and privileges of the members of the civil services were carefully protected. The protection of the rights and privileges of the civil service was a special responsibility of both the Governors and the Governor General.

It was provided that a civil servant was not to be dismissed from service by an authority below the rank of the officers who had appointed him. The salaries, pensions, emoluments were not subject to the vote of the legislature. The Act also provided for the setting up of a Public Service Commission for the federation and a Public Service Commission for each of the provinces, though two or more provinces could agree to have a Joint Public Service Commission.

As a result of introduction of provincial autonomy under the Act, only three services i.e. Indian Civil Service, the Indian Police Service and Indian Medical Service were to continue as All India Services. Recruitment to other All India Services (Indian Agricultural Service, Veterinary Service, Educational Service, Service of Engineers, Forest) were provincialised, their recruitment and control coming under the provincial government. The serving members continued on existing terms and the conditions of service were fully protected.

7.6 CIVIL SERVICES IN THE POST-INDEPENDENCE ERA

After Independence the structure of the civil services underwent a change. Three types of services viz., All India Services, central services and state services were created.

All India Services

The Constitution of India had recognised only two All India Services namely the Indian Administrative Service and Indian Police Service. The Indian Administrative Service replaced the former Indian Civil Service and similarly in 1951 Indian Police Service was constituted in place of the Indian Police. In 1966 another All-India Service i.e. the Indian Forest Service, was created. The members of the All India Services, like the central services are recruited and trained by the central government, but they are assigned to different states. They serve the respective state government to which they are allotted and their service conditions are also governed by the states, except that disciplinary action against them can be taken only by the President of India in consultation with the Union Public Service

Commission. They also serve the central government on deputation and after a fixed tenure, they are expected to return to their respective states.

In 1951, All India Services Act was passed. By virtue of powers conferred by sub-section (1) of Section (3) of this Act, the central government framed new set of rules and regulations pertaining to the All-India Services, as the old rules at certain places had become redundant.

Central Services

These services are under the control of the Union Government and are responsible for the administration of central subjects. These include, Indian Foreign Service, Indian Audit & Accounts Service, Indian Postal Service etc.

State Services

These are services exclusively under the jurisdiction of the state governments and primarily administer the state subjects. However 33 per cent of posts in the All-India Services are filled by promotion from the state services.

This three-fold classification of services reflects the Constitutional pattern of division of subjects into Union, State and Concurrent. Also this is a unique feature of our federal system.

Recommendations of Administrative Reforms Commission on Civil Services

As a sequel to the forming of the Department of Administrative Reforms in 1964, Administrative Reforms Commission (ARC) was set up in 1966. Its objective was to focus on "the need for ensuring highest standards of efficiency and integrity in the public services and for making public administration a fit instrument for carrying out the social economic goals of development as also one which is responsive to the people". The twenty reports of the Commission containing in all 581 recommendations constituted landmark efforts at

- adapting the administrative system or procedure to the demands of developmental functions or tasks;
- improving efficiency, effecting economy and raising administrative standards;
- maintaining a balance between the demands of the present and needs of the future, as well as between innovative change and administrative stability;
- promoting responsiveness of the administration to the people.

The Commission, aided and advised by three study teams, made fervent plea for professionalism and specialism in the civil services. It made recommendations for systematic planning for cadre management in civil services, new systems of performance appraisal and promotion, Civil Service Tribunals, training etc. One of the important recommendations, which was expected to make a profound impact on the human resource management system in the central government related to the setting up of a central personnel agency in the form of a separate Department of Personnel functioning directly under the Prime Minister. This structural reorganisation was expected to systematise and rationalise the management of human resources from a central point with a uniform directional focus. There is a detailed discussion on the evolution, functions and role of Department of Personnel in Unit 10 of Block 3 of this course.

Check Your Progress 2

Note : 1) Use the space given below for your answers.
2) Check your answers with those given at the end of the unit.

- 1) What were the important features of the Indian Civil Service Act, 1861?

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- 1) Discuss the measures taken by the British Government to give effect to the recommendations of Aitchison Commission.

- 3) Describe the major recommendations of the Lee Commission on superior civil services.
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7.7 LET US SUM UP

Civil Services, though, not in an organised form, have existed since ancient times. This unit discussed the civil services during the ancient and medieval times. Later, with the advent of East India Company, the civil service constituted a group of men known as factors who carried on its trade. Gradually, with the change in emphasis of functions of the company from trade to administration, the civil service also started assuming administrative functions. There is a discussion on various changes brought about in the civil service from 1765-1853 through various Acts. In 1853, recruitment to the civil service on the basis of patronage was replaced by open competition. We also read about the developments in the civil service, since 1858, when the Indian administration came directly under the Crown. We pointed out that in order to meet the growing demand of Indians to secure employment in the civil service, the British government appointed various Commissions. Though certain changes were brought about, these were considered inadequate by the Indians. This unit highlighted the significant changes brought about in the civil services under the Government of India Acts, 1919 and 1935. It also discussed the constitution of civil services in the post-Independence period.

7.8 KEY WORDS

Ecclesiastical Department : Department dealing with matters relating to the Church.

Grant of Diwani : In 1765, the Company secured the right to collect taxes in Bengal, Bihar and Orissa.

Patronage : The practice of making appointments to the Company's office through favour.

Provincial Autonomy : Under the Government of India Act, 1935, the provinces were given a separate legal status, specified subjects were allotted to it and a federal relationship with the centre was established.

Queen Victoria's Proclamation : It was declaration of 1858, which expressed the Queen's intention to administer the Government of India for the benefit of all her subjects i.e. all those under her authority and control resident therein and declared that "In their prosperity will be our strength, in their contentment our security."

Reserved and Transferred Subjects : The Government of India Act, 1919 introduced a two-level government at the provincial level under which the subjects were divided into reserved and transferred. The transferred subjects were placed under the control of the newly elected ministers who were responsible to the provincial legislature. The reserved subjects remained under the control of Governor-in-Council.

Statutory Civil Service : A new scheme created in 1879, provided for the constitution of Statutory Civil Service. It provided that a proportion not exceeding one-fifth of the persons appointed by the Secretary of State to the Indian Civil Service should be Indians nominated by local governments.

Statutory Natives of India : This comprised Indians and members of the domiciled community i.e. those who were residing in India formerly called Eurasians and now known as Anglo-Indians.

7.9 SOME USEFUL BOOKS

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- Sinha, V.M., 1986. *Personnel Administration—Concepts and Comparative Perspective*, R.B.S.A. Publishers : Jaipur.
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7.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points :
 - Formation of Covenanted Civil Service in the initial stages, which consisted of a group of men who carried on the trade of the East India Company.
 - These youngmen known as factors were incharge of trading stations and had some knowledge of Eastern trade.
 - Establishment of a system of regular gradation of posts from apprentice to senior merchants in 1675.
- 2) Your answer should include the following points :
 - Distinction made between the civil and commercial functions of the company resulted in separate personnel classification.
 - The commercial transactions of the company were to be kept separate from revenue and judicial administration.
 - Prohibited private trading by all those civil servants who were responsible for collection of revenue or administration of justice.
 - Private trading was allowed to those engaged in commercial transactions.
- 3) Your answer should include the following points :

Features of the Macaulay Committee recommendations are :

 - Laid down age limits for candidates seeking admission to the college of Haileybury.
 - Selection of candidates on the basis of a competitive examination.
 - Emphasised on general education of the candidates which precedes special education or training in any skill.
 - Examination was to be conducted in order to ensure selection of candidates with thorough and not superficial knowledge.

Check Your Progress 2

- 1) Your answer should include the following points :

The important features of the Indian Civil Service Act, 1861 are :

 - Reserved certain principal posts to be filled by the members of the covenanted civil

- service and all these were listed in a separate schedule.
- Laid down residence for at least seven years in India as a prerequisite for appointment of any Indian or European to offices specified in the schedule.
 - All appointments were to be reported to the Secretary of State for approval.
- 2) Your answer should include the following points :
- Abolition of the Statutory Civil Service.
 - Categorisation of the civil services of the country into Imperial, provincial and subordinate.
 - The designation covenanted civil service was done away with.
 - Inclusion of superior posts in the Imperial civil service, the appointments to which were to be made by the Secretary for State in Council.
 - The provincial civil service was to be named after the province to which it belonged.
- 3) Your answer should include the following points :
- The important recommendations of the Lee Commission are :
- Three-fold classification of services into All India, central and provincial.
 - Recruitment to the services operating in the transferred fields, to be made by the concerned local governments.
 - Twenty per cent of the superior posts to be filled by promotion from provincial service.
 - Setting up of the Statutory Public Service Commission entrusted with functions of recruitment to services and other quasi-judicial functions.

UNIT 8 CLASSIFICATION OF SERVICES (CADRES)

Structure

- 8.0 Objectives
 - 8.1 Introduction
 - 8.2 Classification of Services—Meaning and Importance
 - 8.3 Bases of Classification
 - 8.4 Advantages of Classification
 - 8.5 Types of Classification
 - 8.6 Classification of Services in India during the Pre-Independence Period
 - 8.7 Classification of Civil Services Since Independence
 - 8.8 Critical Appraisal of the Existing Classification System
 - 8.9 Recommendations of the Administrative Reforms Commission (ARC)
 - 8.10 Recommendations of the III and IV Central Pay Commissions on Classification of Services
 - 8.11 Let Us Sum Up
 - 8.12 Key Words
 - 8.13 Some Useful Books
 - 8.14 Answers to Check Your Progress Exercises
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8.0 OBJECTIVES

After studying this unit you should be able to :

- state the meaning, importance and bases of the classification of services
 - discuss the advantages and types of classification
 - explain the system of classification of services in India during the pre-Independence period
 - describe the present system of classification of services
 - critically evaluate the existing classification system; and
 - shed light on the recommendations of the Administrative Reforms Commission and the third and the fourth Central Pay Commissions on classification of services.
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8.1 INTRODUCTION

India's Civil Services as existing today have evolved through different stages and phases from mercantile to governmental, from colonialised (British) to the existing Indianised form. The structural aspects, organisational arrangements and the staffing patterns have all been moulded to suit the specific requirements of the times and the controlling authority. The Government of India, in 1947, inherited an organisational structure of the services from the British and retained its basic features without any radical or drastic innovations. The classification of the services followed more or less the same philosophy, the same principle and a similar pattern. In fact, Indian Independence in 1947 did not bring about any break in the administrative system of the country; on the contrary, it formally institutionalised and later constitutionalised the inheritance. The present system of the classification of services is but marginally a varied form and version of what existed before 1947. It is, therefore, worthwhile to have an understanding of the system as it evolved through various stages to the present form.

This unit will explain the meaning, importance, basis and advantages of the classification system. We will also discuss the pattern of classification of services during the pre-Independence period and changes brought about in it on the basis of recommendations of the various Commissions and Acts. The present system of classification of services, its critical

appraisal, the recommendations of the Administrative Commission, the I, II III & IV Pay Commissions have also been dealt with.

8.2 CLASSIFICATION OF SERVICES—MEANING AND IMPORTANCE

In simple words, classification is the process of division of things or persons on the basis of common characteristics. In personnel administration classification means grouping of various positions on the basis of their duties and responsibilities. Positions having similar duties and responsibilities are put together in one class. A class has been defined by Stahl as “a group of positions sufficiently alike in their duties and responsibilities to justify common treatment in various employment processes”.

The importance of classification of services cannot be overemphasised. Classification brings some orderliness into the system and makes for uniform treatment of all the people who are grouped together on certain criteria. It also makes possible justification of differential privileges given to certain distinct categories. The duties, responsibilities, qualification requirements, eligibility conditions, salary, status, even authority to be vested, all depend, to a great extent, on the proper system of classification. Hence it has considerable functional value and validity. According to Finer, “upon proper classification depends the efficiency of recruitment, the possibility of creating a rational promotional system, and the equitable treatment of people working in different departments”.

Classification of services is important because it determines the operational jurisdiction of the services and the nature of the responsibilities to be discharged as also the jobs to be performed by the incumbents of different groups within the services. It facilitates identification of various hierarchic layers and functional segments of the services at any given time. Classification is an organisational tool of great importance, which, if administered properly, can bring satisfaction to the functionaries. We will discuss in detail the advantages of classification of services in Section 8.4.

8.3 BASES OF CLASSIFICATION

As said, earlier, classification is a process of grouping objects, alike in one or more characteristics, in classes, taking into account several criteria for such classification. Hence it is important for us to know the bases of such classification. Functional identity is one such basis. Functions are determined on the basis of job-tasks, duties and responsibilities. When jobs similar in nature are indexed, they form a group and there can be higher or lower groups of broadly similar work units. The functionaries working on such jobs require certain general or specific qualifications which are often related to the class of such jobs.

There can be many bases of classification like qualifications, duties and responsibilities. From the administrative point of view, however, classification on the basis of duties and responsibilities, nature and spheres of activities, job similarities etc., is appropriate and useful. The duties and responsibilities assigned to a position determines its significance rather than its qualifications and salary. A number of similar or identical positions, when put together constitute a ‘class’. The positions which are in one class have identical qualification requirements and salary structure. In India, the classes are further grouped into broad occupational groups called ‘service’ like All India Services, Central and State Services. We follow the system of rank classification of services in India, about which we will read in Section 8.5:

8.4 ADVANTAGES OF CLASSIFICATION

Classification of service is no more regarded as an organisational necessity but as a functional necessity. Its main justification has been not only in terms of the systematisation of the services it offers but also in the wide and extensive support it provides to management. In addition, classification provides for a major control mechanism and offers a set of both realistic and accurate planning devices.

Facilitates Proper Division of Work

Classification system, as a tool of management, offers considerable assistance in developing an administrative hierarchy and in making proper division of work. This makes it easy for the management to organise its work and divide it properly amongst the various levels. Also, the classification system sets out the necessary hierarchy and establishes the levels in it.

Removes Arbitrary Standards

The classification system, by institutionalising pay structure and other terms of service based on certain objective criteria, can remove arbitrary standards. This makes it possible for the management to remove personalised considerations in matters relating to civil services and to ensure fair treatment to employees. Such a system generates a substantial feeling of security and justice in the minds of an average employee.

Promotes Employee Motivation

The classification system can be employed by the management for directing its operations and for sustaining employee motivation and provide necessary incentives. A systematically developed classification scheme makes it possible for the management to identify areas of work, differentiate between employees according to the job they do and also to promote employees who show potentialities for doing higher kind of duties, thereby giving recognition to the deserving and meritorious personnel.

Ensures Effective Manpower Planning and Utilisation

An immediate assessment of the type and quantum of skills available within an organisation is easily made, thereby locating the persons qualified in each category. It makes it easy to control the intake of skills in proportion to the requirements and also to build up a personnel inventory.

Lays Down Uniform Work Standards

The classification system also makes it possible to devise uniform work standards for the various levels which helps in enhancing the productivity of the existing personnel. It prevents wastage of skills, by seeing that an employee is given tasks commensurate to his/her skills. Enacting a minimum standard of work output is made possible and high priced and scarce skills can thus be more effectively utilised.

Speeds up the Recruitment Process and Indicates Training Needs

Classification is also a planning device. In an organisation, once specifications for necessary personnel and their qualifications are determined at various levels, it becomes easy to plan for their supply. It becomes easy especially for the recruiting agency to prescribe standards for application as well as for examination of the candidates. The recruiting agency is then in a position to phase the recruitment programme, advertise for a group of similar jobs, organise the schedule of recruitment by time periods and even devise a speedy recruitment process in a critical area.

Under a good classification system, the recruitment process will also quickly indicate the training needs. In cases of dearth of personnel possessing any particular skills or requisite qualifications, it indicates, to the concerned authority, the need for developing certain related training programmes. Similarly, when employees from a certain level are being promoted to higher level jobs, it becomes easy in identifying the type of training programme that can prove helpful to these employees to meet the demands of the higher job.

Helps in Maintaining Uptodate Personnel Records

The classification system also makes it easy to maintain upto date personnel records. Once record-keeping is made a part of the system, individual cases or that of a group are amenable to organised treatment. Easy availability of such records helps in knowing about the size of the service, each of its levels, of its functional group as well as the rate of turnover. All these are useful for management in handling many service problems, study employment trends and patterns and plan its personnel policies and programmes.

8.5 TYPES OF CLASSIFICATION

Classification, being a process of grouping objects, alike in one or more characteristics into classes, there can obviously be several criteria for such classification. But there are two well known types of classification, one which was developed in the Britain and the other in the

United States. The basic distinction between the British and the US systems really lies in the “position” versus “rank” concept in the civil services. Almost all over the world, the government posts have been classified by these two well known methods. A brief mention about this has already been made in Block 1. Let us now discuss these two types in detail.

Position Classification

The more sophisticated of the two types is the ‘position’ classification system. This is prevalent in the USA. Position connotes a group of current duties and responsibilities assigned by a competent authority requiring the full time or part time employment of one person. It has been defined as the work consisting of the duties and responsibilities assigned by competent authority for performance by an employee or an officer.

In position classification, a person’s rank, salary etc., depends on the functions of the position—the duties and responsibilities attached to the job he/she performs. Here the duties and responsibilities which are attached to the job are more important than the person discharging those duties. In the view of Milton M Mandell “By classification is meant the grouping of positions on the basis of similarity of duties and qualifications requirements”. The International Civil Service Advisory Board of the United Nations also endorsed this view and states “It is the consensus of the organisations that the general level of duties and responsibilities constitutes the only realistic basis for achieving a comparable classification of posts”.

In position classification, positions that are comparable are brought together into a common group called ‘class’. The ‘class’ or ‘class of positions’ is made up of positions which are sufficiently similar in (a) kind of subject matter of work, (b) level of difficulty and responsibility, (c) qualification requirements of the work, so as to enable similar treatment in personnel and pay administration. So that is how a class is formed in position classification system.

Now there is one more term known as ‘grade’ and let us understand what it is. A grade is used to denote all classes of positions which (although different with respect to kind or subject matter of work) are sufficiently similar as to (a) the level of difficulty and responsibility and (b) the level of qualification for the job. (For example, civil engineer, accountant, geologist etc.) Hence in a grade, all classes are brought together irrespective of the occupation, but those which are of comparable levels of responsibility.

Under the position classification system, each position should be placed in its appropriate class. Each class should be placed in its appropriate grade. Thus, we bring together positions which are alike or very closely related into a class. Positions which are in one class are closely comparable in duties, responsibilities and needed qualifications, and can be dealt with as a unit for personnel, budgetary and organisational purposes. We bring together into class-series all the classes which are in the same occupational group. Classes in a series form a logical occupational pattern and define the hierarchy of responsibility for that occupational group. We have one more logical grouping, that of grade. We bring together into a grade all classes, regardless of occupation, which are of comparable responsibility. Hence grades form logical groups for the setting of pay scales.

Rank Classification

This type of classification is followed in Britain and India. This is the traditional way, in which public servants are classified in a hierarchical order according to their rank, in a sense, as in the case of the Army.

The classification of the British “Treasury Classes” to which the Indian Public Services is a close parallel, is a good illustration of classification by rank system. Here the status and salary of a person are determined with reference to the service he/she is assigned after recruitment. For example, a person belonging to the Indian Administrative Service may serve either in the Secretariat, or in the field or in any Corporation, but he/she would be drawing the same salary and holding the same status in each case.

Modern position classification does not accept the traditional notion that environmental background and general educational attainment makes a person qualified enough to handle any and every kind of job in the government. It is thus a science of administrative specification and requires that specific skills and knowledge be prescribed and accepted for each ‘level’, ‘post’ or ‘position’ in the public service.

Position classification thus tries to classify public service on the basis of a uniform job-language. In position classification, the main objective is to lay the foundation for equitable treatment for the public service employees by the accurate definition, orderly arrangement, and fair evaluation of positions of each employee in the public service. Whereas rank classification is based on job-performance in respect of a cluster of functional positions by a group of people, with diverse qualifications/experience/aptitude but of same or similar rank, as in Army or India's cadre based services.

Check Your Progress 1

- Note :** 1) Use the space given below for your answers.
2) Check your answers with those given at the end of the unit.

- 1) What do you understand by classification? Discuss the importance of classification of services.

.....

- 2) Explain any four advantages of the classification of services.

.....

- 3) What are the types of the classification of services? Discuss their features.

.....

8.6 CLASSIFICATION OF SERVICES IN INDIA DURING THE PRE-INDEPENDENCE PERIOD

As a result of the British rule, the civil services in India came to be classified on the British pattern. The system of classification of services during the British period also, underwent various changes time and again. Let us now discuss briefly, the classification of services in the pre-Independence period.

Classification of Services into Covenanted and Uncovenanted

Till nearly the end of the 19th century, superior services in India were manned almost exclusively by Europeans, most of whom belonged to what was known as the "Covenanted Services". The civil servants appointed in England for service in India had to subscribe to covenants with the Company "by which they bound themselves not to trade, not to receive presents, to subscribe for pensions and so forth". The Writers (about whom we have read in Unit 7) had to sign certain agreements and conditions between the company and himself. These were embodied in an accompanying document called 'Covenant' and hence the term 'Covenanted Civil Services', evolved.

The policy of the East India Company in the initial stages, particularly since 1781, was to reserve all civil posts in India for the covenanted civil servants from England. The Charter

Act of 1793 categorically laid down that all civil posts below the rank of a councillor should be filled by covenanted civilians recruited in England. But the limited supply of covenanted civilians could not meet the growing needs of the Company. Therefore, persons who did not belong to the covenanted civil service which comprised people from England, had to be appointed to serve in subordinate capacities, and they came to be known those belonging to the “Uncovenanted Service” in contradistinction to the covenanted civilians. The uncovenanted service comprised mostly Indians.

Slowly, the spread of western education in India, aided principally through the efforts of Lord Macaulay, awakened in Indians lively expectations of being employed in the higher offices reserved for the Covenanted Civil Service. As we have read in Unit 7, the Charter Act 1833, provided that no formal positive disqualifications were to be there in the employment of Indians in any office. Later, the Charter Act of 1853, threw open all posts in the Covenanted Civil Service to public competition. But difficulties arising from the conduct of competitive examinations being held in England practically debarred Indians, save in a very few cases, from availing themselves of the right to compete. Then the transfer of power from the Company to the Crown through the Government of India Act, 1858 and the Proclamation of Queen Victoria promising “free and impartial admission of Indians to offices in Her Majesty’s Service” brought new hopes to the people in the country.

Threefold Classification of Services as Recommended by Aitchison Commission

In 1886, the Public Service Commission under the presidentship of Sir Charles Aitchison (more widely known as Aitchison Commission) was set up. It was to examine the system under which ‘natives of India’ were admitted to the higher branches of the civil administration i.e. Covenanted Civil Service either under the Government of India Act, 1858 or the Act of 1870. It recommended a three-tier system of classification of services:

- i) the old Covenanted Service was to be designated “Imperial Civil Service of India” recruitment to which was through conduct of a competitive examination in England. They were appointed by the Secretary of State for India.
- ii) A local civil service in each province to be called the “Provincial Civil Service” was recommended to be constituted consisting of all those offices not reserved for the members of Covenanted Service. It proposed to remove the lower grade appointments from this service and to add at its top a few highly paid posts normally reserved for the members of the Covenanted Civil Service. Recruitment to this service was to be done in each province under various methods adapted to local circumstances.
- iii) The third tier was “Subordinate Civil Service” which was to be constituted by transferring the lower grade posts from the uncovenanted service.

The orders of the Secretary of State on the Aitchison Commission report were embodied in a resolution of the Government of India passed on 21st April 1892. The old scheme of classification into covenanted and uncovenanted was done away with. The “Imperial Civil Service of India” and the “Provincial Civil Service”, designated after the name of the province to which it belonged, came into existence. The Imperial Services and the Provincial Services constituted the higher services and apart from Subordinate Services there was another category of Inferior Services comprising clerks, typists, peons and messengers. In the case of higher civil services, the classification was based not on any rational formula of duties or functions, but on the basis of their recruitment.

In fact, the Royal Commission on Public Services in India known as Islington Commission (1912-15) pointed out this anomaly and suggested a new classification, consisting of two classes in the Services—Class I and Class II.

Changes brought about in the Classification of Services under the Government of India Act, 1919

After the introduction of the Government of India Act, 1919, the Imperial Services or superior services as they were called, came to be divided into two classes according to the subjects administered, e.g., subjects which were under the direct management of the central government in India and subjects which were primarily controlled by the provincial governments. The former were classified as Central Services and the other class which worked primarily under the provincial governments came to be known as the All India Services, as these were recruited by the Secretary of State to work in any part of India.

Since the Government of India Act, 1919 introduced the system of dyarchy at the provincial

level, the departments of the provincial governments were divided into 'reserved' and 'transferred'. As a result, the services operating at the provincial level, came to be differentiated into one sphere or the other. Those services which were assigned primarily in the reserved sphere were the Indian Civil Service, the Indian Police, the Irrigation Branch of the Indian Service of Engineers (the whole cadre of this service in Assam, and except the provinces of Burma and Bombay) and the Indian Forest Service. The recruitment and control of these services was the responsibility of the Secretary of State. The services which were functioning in the transferred departments were the Indian Educational Service, the Indian Agricultural Services, the Indian Service of Engineers (Roads & Buildings branch), the Indian Forest Service (in Bombay & Burma) and the civil side of the Indian Medical Service.

It was decided to retain these services, not only in "reserved" areas but also in "transferred" spheres, with the Secretary of State in Council continuing to recruit and control them. The basic conditions of service of all these services were framed, determined and guaranteed by Secretary of State and in effect, they were the Secretary of State Services, with the right of deployment vested ultimately in the superior authority in London.

Following the Government of India Act, 1919, changes were made in the service structure. The superior or Imperial Services were separated into All-India Services and the Central Services—usage that has continued to this date. The Civil Services (Classification, Control and Appeal) Rules made in 1930 indicated that the public services in India were categorised into (i) the All India Services, (ii) the Central Services, Class I, (iii) the Central Services, Class II, (iv) the Provincial Services, (v) the Specialist Services, and (vi) the Subordinate Services. Of these, the Provincial Services came under the jurisdiction of the provincial governments. The specialist services covered some of the technical fields like engineering. The Central Services were divided into (i) Class I, (ii) Class II, (iii) Subordinate Services, and (iv) Inferior Services.

The main distinction then between the Class I and Class II Services was that for the former, all first appointments were made by the Governor-General in Council while for Class II positions, a lower authority was empowered to make the appointments. Class I and Class II officers generally enjoyed the "gazetted" status, while the 'subordinate' and the 'inferior' officers had no such status symbol. The Subordinate Services consisted of posts carrying ministerial, executive, or outdoor duties and the inferior services those posts of peons or messengers, whose maximum pay at that time did not exceed Rs. 30/- per month.

Recommendations of the First Central Pay Commission

The important step in the direction of classification of services came in 1946, when the first Central Pay Commission reviewed the matter. It took exception to the description of the services as "subordinate" and "inferior" on the ground of its being derogatory and recommended its substitution by a numerical calling. It recommended that these two services be called Class III and IV respectively. The technical services were also drawn into the classification so that no separate class of technical services is hereafter made. Accordingly the fourfold classification of services into I, II, III & IV was adopted by the Government.

8.7 CLASSIFICATION OF CIVIL SERVICES SINCE INDEPENDENCE

Civil Services, after Independence, have been categorised into three types—All India Services (common to both Centre & States), Central Services (for purely Central subjects) and State Services (for administration of subjects under State jurisdiction). The All-India Services, like the Central Services, are recruited and trained by the Central Government, but, for work, they are assigned to different States. They serve state governments and their service conditions are also governed by states, except that the disciplinary action against them can only be taken by the President of India in consultation with the UPSC. Frequently, they also serve the central government on deputation, and after a fixed tenure they are expected to return to their respective states. The rules and regulations governing the new services are framed in consultation with state governments and the Union Public Service Commission (UPSC), in accordance with All-India Services Act, 1951. Art. 312 of the Constitution of India has constitutionalised the 'formation of Indian Administrative Service

(IAS) and Indian Police Service (IPS)’. This was done on the eve of Independence as a result of the decision taken in Premiers’ Conference in 1946. Later, Indian Forest Service was also included as the third All India Service.

Central Services

- a) The Civil Services of the Union are classified into four categories as follows:
 - i) Central Services Class I: This category has services like Indian Foreign Service, Central Health Service, Railway Service, Central Secretariat Service etc.
 - ii) Central Services Class II: This includes services like Central Secretariat Stenographer Service Grade I, Telegraph Engineering Service, Telegraph Traffic Service etc.
 - iii) Central Services Class III: This comprises services like Central Secretariat Clerical Service, Post and Telegraph Accounts Service etc.
 - iv) Central Services Class IV: This category consists of peons, sweepers, gardeners etc.
- b) General Central Service.

Central civil posts of any class not included in any other Central Civil Service are deemed to be included in the General Central Service of the corresponding class and a government servant appointed to any such post is deemed to be a member of that service unless he/she is already a member of any other central civil service of the same class.

State Civil Services

These are services exclusively under the jurisdiction of the state government, and primarily administer the state subjects. However, in recent years, 33-1/3% of posts in the All-India Services are filled by promotion from the State Civil Services and 15% of these 33-1/3% quota from other State Services.

This triple scheme of services viz., All-India, Central and State, somewhat reflects the constitutional pattern of concurrent subjects, union subjects and state subjects. This is a unique feature of the federal system in India which is not found elsewhere.

8.8 CRITICAL APPRAISAL OF THE EXISTING CLASSIFICATION SYSTEM

The classification system of the services in India has been criticised on many grounds—

As the Second Pay Commission Report puts it, “the lines of division run horizontally across the service, resulting in a grouping of services and posts on a non-departmental and non-occupational basis”. There may be several grades in one class, which may be indicative of the salary and hierarchy in the services, but not of functions or occupation

The designation of the officer in India does not indicate anything beyond his/her position in the hierarchy of officials from top management to the lowest rung of the ladder. For example, the Class I services in India have the following hierarchy—Secretary, Special or Additional Secretary, Joint Secretary (the top executives, corresponding to the Administrative class of the British Civil Services). The middle management (corresponding to the Executive class in the British Civil Service) consists of the two levels viz. Deputy Secretary and Under Secretary. Corresponding to the “Clerical Officers” class of the British Civil Service, there is in India, the position of “Section Officer” or a “Superintendent”, which is a class II post with “Gazetted” status. Below this level, the posts of Assistant belong to Class II without the “Gazetted” status. The upper division clerks, lower division clerks, typists and the like positions are grouped in Class III. Both these groups correspond roughly to the Clerical Assistant Class of the British Civil Service. The Class IV staff comprises “peons” and “messengers” and other employees performing “house-keeping functions”. Designations in Class I category do not indicate the nature of work done by the incumbent. The title of section officer in Class II only shows that the incumbent is a first line supervisor, while generally, the titles below these levels do indicate the nature of work of an incumbent.

This is precisely because of the fact that the civil services in India are organised on the “generalist” principle rather than on the “specialist” principle. But, at present the services,

particularly at the higher levels, are categorised into generalist, functional and technical services. The IAS, the IPS, the IFS, and the Central Secretariat Service may fall into the first category. The functional services include the Indian Revenue Service, the Indian Customs Service, the Defence Accounts Service and the like. The technical services include Central Engineering Service, Telegraph Engineering Service, etc. Unlike the practice in the US, there are no specific qualifications needed for entry to the first two categories e.g., generalist and functional. In India, training in functional subjects in the second category of posts is given only after the initial recruitment, and there is no rigid professionalisation, as in the US.

The other differences between the Class I and other services are: (a) while all the first appointments to Class I posts are made by the President, the lower authorities have been delegated powers to make such appointments in other cases; (b) all posts in Class I, and the bulk of the posts in Class II, are "gazetted" but others are not; (c) The President is the disciplinary authority for the Class I, and the appellate authority for Class II; the disciplinary and appellate authorities for Class III and IV are mostly heads of departments or officers working under them; and (d) while direct recruitment to all Class I and Class II services/posts is made in consultation with the UPSC, there is no such general rule in regard to Class III and Class IV services.

The Indian Classification System has been criticised on many grounds. In 1959, the employees' organisations represented to the Second Pay Commission that the existing system of classification should be abolished on the grounds that it promoted "class consciousness" and constituted a sort of caste system "which may satisfy some vanities, but serves no public purpose". The Pay Commission, while agreeing with this view, noted:

Other countries, including those with a large and complex civil service organisation, have apparently, not found it necessary to superimpose upon their civil service grades and occupational groups a broad horizontal classification like ours, and we do not think that any serious inconvenience will be caused to the administration in India if the classification under consideration is given up. We, therefore, recommend the abolition of the present classification.

In spite of this specific recommendation, however, the classification of services in India continues to be on the same pattern. Recently, another suggestion about the regrouping of Central Services into a "unified" civil service was made on the grounds that it will eliminate narrow departmental prejudices, and will provide the central administration with a body of people trained in the work actually handled in the concerned departments and agencies. However, as a senior civil servant in India has pointed out that in view of the fact that the Central, State, and All-India Services more or less reflect the constitutional pattern of union, state and concurrent spheres of administrative power, it is not, therefore, possible to have a unified civil service co-terminus with the dimensions of the entire country.

Within the union and the state fields, separately the possibility of a unified service could, perhaps, be considered, particularly in respect of non-technical services as distinguished from scientific and technical services. Moreover, because of the need of growing professionalisation in the services, it will not be in the interest of efficient administration to constitute a "unified" civil service for the Union Government. This is quite a controversial issue and in view of the repeated advice by the Administrative Reforms Commission for such a reform, the issue was examined at length at a later stage, but no decision was taken officially.

The classification system in India suffers from some other defects. Firstly, the numerical calling in the classification i.e. Class I, II, III & IV is only a matter of convenience, as there is a constant overlapping of pay criteria in services and posts between two different classes. Secondly, the system has never been designed nor intended either for orderly grouping of the services or as a tool of managing the personnel. And thirdly, the different provisions of pay and other benefits of service necessitate the maintaining of a large staff to check and calculate those benefits. Thus there is ample justification for the system to be revised under a plan of classification for the entire personnel of the government.

8.9 RECOMMENDATIONS OF THE ADMINISTRATIVE REFORMS COMMISSION (ARC)

The issue of evolving a rational classification system of services has been examined by the Administrative Reforms Commission, and the third and fourth Central Pay Commissions about which we will read in the next section.

The extent of variations in some of the pay scales for jobs of similar and comparable duties and responsibilities both at the centre and in the states, and of the disparities in the pay scales obtaining between one state and another state for the same or similar positions has been a serious disturbing factor in administration. As the Administrative Reforms Commission observed, "this is one of the major factor for strikes, agitations, inter-service tensions and rivalries, indifferent attitude to work, poor performance, frustration and low morale of the employees. Jobs similar in nature and with comparable difficulties, duties and responsibilities should, therefore, carry the same scales not only in the central government but also between the Centre and the States....".

There are many examples where certain jobs have been overvalued and certain others carrying heavier responsibilities have been undervalued e.g. qualified engineers in the Government of India doing only file work, of medical personnel joining lower positions at the headquarters, qualified educationists occupying a position in a Ministry requiring just an average competence, of agricultural scientists being attracted to headquarters organisations for doing routine paper work, leaving important field positions. Similarly, the private secretaries of ministers are in the grade of Deputy Secretaries and occasionally even Joint Secretaries. There are similar anomalies even in the lower posts. The existing pay structure introduces differences based on the Service origin of the person holding the post. Secretariat posts generally carry a higher pay in comparison with field posts. The pattern which prevails today does not take into account the rapid changes which have taken place in the nature of work that is done by the civil services.

The ARC pointed out some of the defects in the classificatory grading structure, which are as follows:

- i) In the absence of a careful evaluation of the work-content of jobs at certain levels and the matching of scales of pay thereto, the healthy principle of equal pay for equal work cannot be implemented. Failure to adopt this principle has an adverse effect on the morale of the personnel, and also adds to the cost of administration.
- ii) The absence of a rational pay structure which could take into account distinct levels of work and responsibility makes it difficult to put through a programme of career development based on the discovery and development of talent and a planned deployment thereof.
- iii) The existence of a multiplicity of scales of pay for different groups neither makes for a rational system of remuneration related to work content nor does it facilitate the selection of personnel from different Services for higher positions.

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.

The task of grading is burdensome, but should not be an impossible one. All these posts could be evaluated and assigned to common pay scales, each representing a grade. These grades may be divided into three levels, namely, junior, middle and the senior. The progress of an officer of an established service among the grades within each level should, of course, be on the basis of proved performance.

ARC recommended that

- 1) The posts in the civil service should be grouped into grades so that all those which call for similar qualifications and similar difficulties and responsibilities are grouped in the same grade. The number of such grades may be between 20 and 25.
- 2) All the Class I posts may be evaluated and assigned to, say, nine common pay scales. These nine grades or pay scales may be divided into three levels, namely, junior, middle and senior. The progress of an officer of an established Class I Service among the grades within each level should be on the basis of proved performance. Promotions

- from the junior to the middle level and from the middle to the senior level should be by selection.
- 3) The Department of Personnel should undertake, urgently, a detailed study for the purpose of determining the grades as well as the posts to which they should be attached.

The Commission was of the view that after all the Class I posts under the centre and those to be manned by the All-India Services in the states have been evaluated and allotted to the various grades, other posts at the centre as well as in the states be taken up for examination and the entire civil service be brought into a framework of 20 to 25 grades.

The advantages of such a unified grading structure are:

- a) an automatic upward movement in a time scale will be checked;
- b) each officer will have to display positive merit to deserve promotion from one grade to the next;
- c) a more conscious assessment of each officer's work will become a practical necessity with concomitant benefits;
- d) it will provide sufficient scope for genuine merit to earn accelerated promotion and it will enable government to stop comparatively mediocre officers at a stage where their unmerited progress should be arrested;
- e) the existence of identical grade in the different services will facilitate mobility;
- f) the replacement of distinctive pay scales which now apply to different services by a unified system will help in curing the psychological complexes which such pay scales are, at present, bringing in their wake; and
- g) it will make it unnecessary to provide, save in rare cases, special pays to Secretariat posts.

With the pace at which the number as well as the variety of jobs in the civil service are increasing, the task of getting the best person for each job will be greatly facilitated by a unified grading structure.

8.10 RECOMMENDATIONS OF THE III & IV CENTRAL PAY COMMISSIONS

In the civil service under the central government, the pay range within which the scale of pay of a post falls normally determines its classification. Several exceptions have been made to these general criteria and certain categories, which on the basis of their pay range, though they qualify for the lower class, have been placed in the next higher class.

The division of the civil service into four classes was adopted on the recommendations of the First Pay Commission. As said earlier, a number of employee associations had urged before the Second Pay Commission, that this scheme of classification promoted "class consciousness" within the service and should therefore, be done away with. The Commission came to the conclusion that the existing classification served no practical purpose and, on the other hand, it had an unhealthy psychological effect. The Commission recommended that the classification should be given up and the amendments that would be necessary in respect of the Central Civil Service (Classification, Control and Appeal) Rules of 1957 and of certain other rules and orders should be carried out.

The government, however, could not accept this recommendation since it was found that the existing classification was convenient for personnel management purposes. A proposal to replace the existing nomenclature of Class I, Class II, Class III and Class IV by Group A, Group B, Group C and Group D also seems to have been considered since the word 'Class' might hurt the susceptibilities of some sections of the employees. This proposal was also not accepted since it was felt that a mere change in the name was of no practical value.

The Third Pay Commission, however, felt that, some kind of a classification for purpose of personnel administration was necessary. This classification should take into account equivalence of the work content at the different levels of various occupational groups to rationalise pay ranges. The present system of classification is fairly well known, and the employees have become accustomed to it. It has the advantage that orders can be issued, or the existing orders amended, by referring to the particular classes covered. The Pay Commission however suggested that the term 'Class' be avoided, so as to create a healthy psychological climate. It should be possible to describe the existing classes as "Groups".

the government itself seems to have contemplated at one time. In other words, it may be feasible to redesignate the existing Classes I, II, III and IV as Groups A, B, C and D. In conformity with the revised pay structure, the pay ranges applicable to each of these groups should, according to the Third Pay Commission, be the following:

Pay or maximum of the scale of the post	Grouping
Not less than Rs. 1300 (950)	A
Not less than Rs. 900 (575) but less than Rs. 1300 (950)	B
Over Rs. 280 (110) but less than Rs. 900 (575)	C
Rs. 280 (110) or less	D

(Note: The figures in brackets are those of the Second Pay Commission's monetary minimum and maximum for the purpose of classification of services posts into classes I, II, III & IV. The terminology, Group, in place of Class, came with the Third Pay Commission.)

Like the Third Pay Commission, the Fourth Pay Commission also had an occasion to go into the question of classification of services and posts. While noting that the staff side of the National Council (JCM) had suggested discontinuance of classification of employees under different groups, the Commission was of the opinion that classification made it possible for government to examine and decide matters of common interest to the group or groups concerned. It played vital role in disciplinary matters also, besides being by now a well understood system. The Fourth Pay Commission recommended groupwise classification as follows:

Pay or maximum of the scale of the post	Grouping
Not less than Rs. 4000/-	Group A
Not less than Rs. 2900/- but less than Rs. 4000/-	Group B
Over Rs. 1500/- but less than Rs. 2900/-	Group C
Rs. 1150 or less	Group D

This scheme of classification has been accepted by the Government.

Check Your Progress 2

Note: 1) Use the space given below for your answers.
2) Check Your answers with those given at the end of the unit.

- 1) Discuss in brief the pattern of classification of services during the British period.

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- 2) Critically evaluate the present system of classification.

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- 3) Discuss the recommendations of the III and IV Central Pay Commissions on the classification of services.

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characteristics. In personnel administration, classification of services means grouping of various positions on the basis of duties and responsibilities. We have discussed in this unit the meaning, importance, bases and advantages of classification of services. There are two major types of classification i.e. Position and Rank Classification, the former prevailing in the USA and the latter in the UK and India. The classification of civil services in India has been influenced very much by the British pattern. The unit has discussed the classification of services during the pre-Independence period. In the initial stages they were classified into Covenanted and Non-covenanted Services. Later changes were brought about on the basis of Aitchison Commission's recommendations, by the Government of India Act, 1919. We have discussed the classification of services after Independence, and also critically evaluated the existing system. The unit highlighted the views of the Administrative Reforms Commission and the changes brought about in the system of classification of services on the basis of the recommendations of the Third and Fourth Central Pay Commissions.

8.12 KEY WORDS

First Pay Commission: This Commission was appointed in 1946, under the chairmanship of Sri Srinivasa Varadachariar to enquire into and report on the conditions of service of the Classes I, II and Subordinate Central Services. The terms of reference of the Commission included consideration of the structure of pay scales and standards of remuneration, the leave rules and retirement benefits.

Fourth Pay Commission: This was set up by the Government of India in July 1983 under the chairmanship of Justice P.N. Singhal. It was constituted with the objective of examining the then existing structure of emoluments and conditions of service as well as other benefits available to all central government employees, personnel belonging to All-India Services, employees of union territories and armed forces. It was assigned the task of suggesting changes that may be desirable and feasible.

Gazetted Status : A government employee having gazetted status is one whose appointment, transfer, promotion, retirement etc., are announced in the official gazette in a notification issued by order of the Governor. A gazetted officer holds charge of an office and his/her duties are of a supervisory nature.

Manpower Planning: It is the process of developing and determining objectives, policies and programmes that will develop, utilise and distribute personnel or human resources in an organisation so as to achieve economic and other goals.

Second Pay Commission: The Commission of Enquiry on emoluments and conditions of service of central government employees (1957-59) also known as the Second Pay Commission was appointed by the central government on 21 August, 1957. It was set up to examine the principles which should govern the structure of emoluments and conditions of service of central government employees.

Third Pay Commission: It was set up by the Government of India in 1970 under the chairmanship of Shri Raghbir Dayal. It was to give consideration to the principles which should govern the structure of emoluments and conditions of service of central government employees and to formulate measures which should be taken to change the structure of emoluments and service conditions.

Unified Grading Structure: This is a system where all posts in the civil service would be grouped into categories so that all those which require similar qualifications and involve similar difficulties and responsibilities fall in the same category. All the civil service posts after evaluation are assigned to certain common pay scales, each representing a grade. These grades may be divided into levels like junior, middle and senior. The progress of an officer of an established service among the grades, within each level is to be on the basis of proved performance.

8.13 SOME USEFUL BOOKS

Goel S.L. 1984. *Public Personnel Administration*, Sterling Publishers: New Delhi.

Jain, R.B. (Ed), 1983. *Public Services in a Democratic Context*, Indian Institute of Public Administration, New Delhi.

Jain, R.B. (Ed), 1976. *Contemporary Issues in Indian Administration*, Vishal Publications: New Delhi.

Misra, B.B. 1970. *The Administrative History of India*, Oxford University Press: London.

Panandikar Pai, V.A. 1966. *Personnel System for Development Administration*, Popular Prakashan: Bombay.

Sinha, V.M. 1986. *Personnel Administration—Concepts and Comparative Perspective*, R.B.S.A. Publishers: Jaipur.

Stahl, O. Glenn, 1976, *Public Personnel Administration (7th edition)*, Harper and Row: New York.

8.14 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

1) Your answer should include the following points:

Classification is the grouping of various positions having similar duties and responsibilities in one class. Classification of services is important because it

- brings some orderliness into the system and ensures uniform treatment to those who are grouped together on certain criteria;
- determines the duties, responsibilities, qualification requirements, salary structure, authority to be vested etc.
- determines the operational jurisdiction of the services; and the nature of the responsibility to be discharged.

2) Your answer should include any four of the following points:

- Facilitates proper division of work
- Removes arbitrary standards
- Promotes employee motivation
- Ensures effective manpower planning and utilisation
- Lays down uniform work standards
- Speeds up the recruitment process and indicates training needs
- Helps in maintaining upto date personnel records.

3) Your answer should include the following points:

Two types of classification of services

a) Position Classification

b) Rank Classification

- Position classification is prevalent in the USA. In this system, positions which are comparable in respect of their functions, duties and responsibilities are brought together into a class. Hence class consists of those positions which are similar in relation to the subject matter of work, level of difficulty and responsibility and qualification requirements.
- The rank classification system prevails in the Britain and India. Here the employees are classified in a hierarchical order and the salary and status of a person is determined with reference to the service one is assigned after recruitment.

Check Your Progress 2

1) Your answer should include the following points:

- Classification of services into covenanted and non-covenanted services.
- Threefold classification of services into Imperial, Provincial and Subordinate Services.
- Changes brought about in the classification of services under the Government of India Act, 1919.

2) Your answer should include the following points:

- The designation of the officers in India based on rank classification system does not indicate anything about the functions, duties and responsibilities. All it indicates is his/her position in the hierarchy of officials.
- The numerical calling in the classification is only a matter of convenience, as there

- The system has not been designed either to bring about orderly grouping of services or as a tool of managing the personnel.

Classification of Services (Cadres)

3) Your answer should include the following points:

- The Third Central Pay Commission felt that a scheme of classification based on the work content at different levels of the various occupational groups, and hence of pay ranges, is necessary.
- The term 'class' also has to be avoided so as to create a healthy psychological climate.
The existing classes of I, II, III and IV are to be redesignated as A, B, C and D based on certain pay ranges.
- The Fourth Pay Commission endorsed the group-wise classification of services and brought about certain changes in the scale of the posts falling in these groups.

UNIT 9 GENERALISTS AND SPECIALISTS

Structure

- 9.0 Objectives
 - 9.1 Introduction
 - 9.2 Generalists—Meaning
 - 9.3 Role of Generalists
 - 9.4 Specialists—Meaning
 - 9.5 Role of Specialists
 - 9.6 Controversy between the Generalists and Specialists in India
 - 9.7 Evolving a Suitable Way Out
 - 9.8 Conclusion
 - 9.9 Let Us Sum Up
 - 9.10 Key Words
 - 9.11 Some Useful Books
 - 9.12 Answers to Check Your Progress Exercises
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9.0 OBJECTIVES

After studying this unit, you should be able to :

- explain the meaning of generalists
 - discuss the role of generalists in administration
 - comment on their role in administration
 - highlight the controversy between the generalists and specialists; and
 - suggest suitable ways of resolving the controversy.
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9.1 INTRODUCTION

The generalists and specialists are two broad functional categories in the government. They play a very important role in rendering advice to the political executives, policy making and in implementation of policies. The present day administration has become more specialised in nature and hence requires different types of personnel with necessary skills, knowledge and qualities to discharge its functions. The controversy between these two groups of functionaries, both of whom are necessary in modern organisations, is however age old, and still one of the fiercely fought-out issues of Public Administration. As early as in 1958, James Fesler recorded the revival of the controversy in England. After a decade, in 1968, the Fulton Report on Civil Services opened the issue afresh and provoked debate. In India, following the tradition of the Indian Civil Service (ICS) from the days of British, the supremacy of the generalists was more or less accepted initially and not very seriously challenged. The Indian Administrative Service (IAS), the successor of the ICS, gained in importance with its personnel generally occupying the top posts both in the central as well as the state governments besides the positions of heads of various departments. But this predominance of the generalists in administration led to discontent which has gained momentum in recent years.

In this unit, we will discuss the meaning, functions and the role of generalists and specialists in administration so that their claims and counter claims, leading to the controversy could be understood in a proper perspective.

9.2 GENERALISTS—MEANING

Before we discuss the role of generalists in administration, let us first know the meaning of the term ‘generalist’. According to Leonard White “general administration is understood to mean those duties which are concerned with the formulation of policy; with the coordination and improvement of government machinery and with general management and

control of the departments". Thus a generalist administrator is concerned with all types of administrative process indicated by the word POSDCORB i.e. planning, organising, staffing, directing, coordinating, reporting and budgeting

The generalists secure their entry in administration on the basis of their having obtained a university degree, irrespective of the subjects in it. Their having attained a certain level of education indicates the essential minimum extent of intellectual and mental development. Also the posting of a generalist civil servant in any department of the government has nothing to do with his/her education or any administrative experience. For example, a generalist entrant with commerce background can be posted in irrigation department.

In a purely negative sense, a generalist is a person who is not an expert or a scientist. But in a positive sense, the notion of a generalist is applicable to a person who is called a professional administrator, if administration is to be regarded as a field and a profession, as that of law, engineering or medicine. In his/her professional capacity a generalist possesses the skills and techniques of a manager and a kind of politician. As a manager, generalist is entrusted with the responsibility of getting things done; and as a "politician", he/she is responsible for interpreting the public opinion in the context of the complex social, economic and even political problems of the state.

There are various meanings attached to the term 'generalist'. In one strand of thought, particularly the British, generalist means an amateur administrator who has had education in linguistics or classics with a "liberal education augmented by certain personal qualities of character, poise and leadership, good intuitive judgment, right feelings, and a broad background rather than narrowly specialised knowledge and skills".

The second usage, very close to what the Second Hoover Commission of USA meant by a Senior Civil Service, identifies generalist as a "rank-in-man corps" (about which we will discuss in detail in Unit 13 of Block 3 of this Course) of highly experienced administrative specialists or career executives who are available for flexible assignments and capable of furnishing essential administrative advice and necessary policy support.

There is yet another school of thought which considers a person as a generalist who is known by the proportion of administrative work actually performed compared with his/her specialist duties. According to this school, a specialist can turn out to be a generalist, when he/she performs managerial or administrative duties, either in the higher hierarchies of his/her own functional field or outside his/her specific discipline.

A related and fourth usage refers to a person as a generalist who combines both high competence in professional or administrative skills with training in the area he/she administers. These are considered to be 'super bureaucrats' who can take a large and long-range view and are not limited by a narrow picture of their substantive specialisation.

A generalist, has, however, been traditionally defined as one who possesses no specialist or technical qualification in the sense of having earlier gone through a specific vocational or professional course. But lately, even persons belonging to techno-professional disciplines such as engineering, medicine, agriculture etc., are gaining entry to the generalist fold, the assumption being that there need be no correlation between the substance of their specific knowledge and the discharge of their generalist duties, howsoever specialised some of these assignments may be. In an organisation, be it a government department or a public enterprise or any other administrative institution, as one moves up in the hierarchy, the functions become more and more generalist in nature. The generalist functions of policy making and direction assume importance. These functions more or less remain the same even in technical departments like irrigation, health, agriculture etc. Hence what seems significantly important to be a generalist, is a mind, a mental discipline, a way of thought and an angle of vision, which he/she acquires apart from the liberal education, and through movement from post to post with wide-ranging, diversified experiences. This helps the generalist in adopting a comprehensive yet integrative approach to a variety of problems, uncontaminated by too much knowledge about any one of them. Having known who a generalist is, now let us discuss his/her role in administration.

9.3 ROLE OF GENERALISTS

The ancestry of the generalist dominating the administrative machinery at the top can be

traced to the administrative philosophy of England in nineteenth century where generalism was made an absolute principle of administration. The two authorities that helped in the build-up of a generalist image by lending their solid support towards the recognition of generalist supremacy were the Northcote Treveleyan Report on the Organisation of Permanent Civil Service (1854) and the Macaulay Report on the Indian Civil Service (1854) about which we have read in Unit 7 of this Block. The emphasis was on young graduates, who with no specific education or technical background, should form the elitist part of the administration. In India also, as in England, this administrative arrangement came as the logical extension of the same philosophy. The Indian Civil Service during the British period dominated the administrative scene with its members deployed on various positions in government. The experts and specialists during those days were fewer in number and the Indian Civil Service was groomed into an elite service.

If it is assumed that generalists are equipped with a vibrant mind and a perceptive understanding of the entire field of administration, it is but natural that they would be given the role of overseeing the top rung of the administrative management. Thus generalists have a supreme role in the formulation of policy i.e. in assisting the political executives to evolve it—with all the requisite data and advice as to the strong and weak points of a projected policy. It is the generalist, who functioning generally as Secretary or Head of Department, does the coordinating job and takes the necessary measures, even in specialised matters, before they are put up to the ministers who often are not specialists in those fields. The role of generalists in such cases is one of the conveyor belt which funnels right kind of data and advice in such a manner that it can be used by top policy makers for action. The ‘balancing’ role i.e. performing reconciliatory function between conflicting viewpoints, is also played by the generalists. This is possible because of their capacity to view things in an overall perspective, generated on account of their non-specialist background and exposure to wider fields of experience and administrative reality.

The generalists also play a dominant role in problem-solving spheres. Since most important techno-professional work in the governmental organisations has become inter-disciplinary, one arbiter in the form of a generalist administrator is needed to articulate a rational, cost-effective, most beneficial alternative solution. Moreover, in the implementation of decisions, apart from policy formulation, the generalists role is well accepted and recognised.

The generalist has to function as a synthesiser, integrator and coordinator of knowledge as well as of action. He/she is a person who is supposed to be competent enough to handle any situation or job pertaining to law and order, emergency, public relations, planning, social change etc. The field experience the generalist has is assumed to generate in him/her certain qualities like prompt and sound decision making, tact, imagination, objectivity, organisational leadership etc. A special position is assigned to the generalists in administration, as the political executives, who are usually lay people with exposure to only peoples’ problems and not to technical expertise depend on the ‘administrator’ i.e. generalist, with whom they have identity of approach, ideas and ideals.

9.4 SPECIALISTS—MEANING

A specialist is one who has special knowledge in some particular field. Specialists in government, are therefore, those who are recruited to posts for which professional, scientific, technical or other specialist qualifications are essential and includes engineers, scientists, doctors, lawyers, statisticians, economists and other technical people. To qualify as a specialist, the basic requirement should be an ‘institutional’ speciality, that is to say, one must have a pre-employment spell of either techno-professional academic education and/or pre-entry vocational or occupational training. The hallmark of a specialist is, thus, said to be devotion to the discipline, continued commitment to his/her professional cause and practice and pursuit of a speciality. Pro-generalists generally view specialists as narrow, uni-disciplinary professionals who treat all issues from a very limited angle or vision. Also they are incapable of comprehending in a holistic manner the complexities of live administrative and management problems and hence are unfit to hold top policy posts.

9.5 ROLE OF SPECIALISTS

There is no doubt that present day administration has become technical, professional and specialised. The concept of 'development' viewed as a dynamic process, directed towards transformation of the entire society including socio-political and economic aspects, has a major impact on the functions of bureaucracy. If the state has to be accepted, in the process of modernisation, as regulator, mediator, provider of services, economic and social diagnostician, the bureaucracy has to offer the basic support to the states playing such a role. For doing so, the bureaucracy must be professionally equipped. Whether it is an administration dominated by generalists or specialists the fact remains that every one must be professional in the role, as without professionalism the chances of success are limited.

The assumption that the technical element in the administration is a minor factor or experts do not have holistic, comprehensive approach cannot be totally correct. One of the important factors responsible for the narrow outlook of the specialists is the system of their education and training. It may not similarly be correct that generalist has all the necessary specialised elements or can fully comprehend and judge between conflicting expert advice. Hence, the services of both are required in administration.

The specialist inputs are required in tackling the complex and technical problems of modern administration which have become quite technical. Also the various areas in the administration call for varied skills, expertise and experience. In programme planning in the scientific and technical fields, and in execution of such projects, the specialists' inputs are vitally necessary. All the policy making and decision making functions in the specialist jurisdiction of the government must be the responsibility of the specialists.

Administration is taking charge of managing vast changes following the assumption of all developmental functions by the government in the social and economic life of the people. Administration in future is going to be characterised by new developments in the fields of science and technology, social and behavioural sciences, decision making, human relations in management etc. Each of these areas require professionalistic intervention. For example, the introduction of the computer has made a significant impact on the nature of administration. It helps not only in information storage, retrieval and communication, but also in decision making.

Apart from these, even in the traditional areas of administration there is increasing recognition of the role of specialists. For instance, a District Collector, as head of the administration at district level, in the discharge of regular functions, requires the expert advice of other specialists working in the district like the engineers, District Health Officers etc.

Check Your Progress 1

- Note :**
- 1) Use the space given below for your answers.
 - 2) Check your answers with those given at the end of the unit.

- 1) Discuss the role of generalists in administration.

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- 2) Who are the specialists? Comment on their role in administration.

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9.6 CONTROVERSY BETWEEN THE GENERALISTS AND SPECIALISTS IN INDIA

The genesis of the ‘generalist and specialist’ controversy in India can largely be traced to the concept of ‘nearness’ or ‘remoteness’ from the area of top policy making. It is more post-centred rather than person-oriented, and the tussle between the two is in reality for holding certain positions. The real debate should be around formulating a satisfactory and adequate staffing policy or better still, evolving a progressive, constructive and objective-oriented, egalitarian personnel philosophy. Let us now discuss the reasons responsible for the controversy between the generalists and specialists.

Certain historical reasons are responsible for establishing the supremacy of the generalist in Indian administration, which also accentuated the dichotomy between these two categories of personnel. As we have read in Unit 7 of this Block the public service in India during the British period was more or less a closed system with no lateral entry. It comprised young persons who on the basis of a competitive examination gained entry to it. It was a hierarchical career pattern from the district to the central level with majority of the posts reserved for members of the Indian Civil Service. The ‘intelligent amateur theory’ reigned supreme in the constitution of the generalist services. As you all are aware, this continued even after Independence as it was felt that the old frame of public services was quite useful to provide stability to the government, in tackling the problems of law and order, integration of princely states etc. Hence the concept of All-India Services was evolved with the Indian Administrative Service replacing the earlier Indian Civil Service. Hence, the supremacy of the generalist civil service established in India, was the result of certain historical circumstances. This led to resentment in the technical and functional services which also wanted to be entrusted with policy making functions.

The suitability of the generalist for all policy making positions is questioned by specialists on the ground that the change in the functions of government in present times calls for certain professionalism which is not possessed to such an extent by the generalists. Also by reserving all senior managerial positions to the generalists especially to the IAS, the government is deprived of the expert advice and specialised knowledge of the specialists. However it is generally argued by the pro-generalists that the field experience gained by them at the district and state levels in the initial years of their career helps them in the task of decision making. But the specialists feel that this field experience is not sufficient to discharge the multi-varied tasks of the government which requires special or expert knowledge. And also, this sort of field experience is not just the prerogative of the generalists as it can be secured by the specialists. For example, a doctor working in a Primary Health Centre is exposed to all sorts of field problems as can be experienced by a District Collector. This makes him/her acquire certain administrative skills in addition to his/her technical competence.

Another point of contention between the generalists and specialists comes from their being organised into separate hierarchies. This leads to situations where the expert advice rendered by the specialist is submitted to the generalist for his/her approval. This is justified on the ground that since specialists tend to have a biased outlook tilted towards their speciality and since policy making needs to consider matters in totality, the generalist is best suited to take the final decision. This is due to specialists being denied access to senior administrative positions.

Yet another aspect of the controversy relates to the privileged position enjoyed by the Indian Administrative Service due to high salary, better career prospects and also its monopoly of top administrative positions as posts of secretaries in the government departments; in fact even the positions of heads of most executive departments are reserved for the generalists. Career wise too, a member of the Indian Administrative Service after serving for about ten years or so in a state administration, moves to the Central Secretariat and at times becomes even the Secretary of a department or ministry. The specialists feel that their position and status in the administrative hierarchy is not commensurate with the contribution they make to the technological advancement of the country. Their being denied access to the policy making powers is attributed to their being overshadowed by the generalists.

The generalists often move from one department to the other and at times to a public

enterprise or even a semi-government institution. But the mobility of the specialists is restricted in the sense that they are transferred or promoted in the same department. The specialists view the frequent movement of the generalists as a hindrance in the way of acquiring adequate and indepth knowledge in any one aspect of the department's work. This, the specialists feel may have a negative impact on proper policy making.

The superficiality of this much spoken polarisation between a generalist bureaucrat and a specialist technocrat is being gradually realised and accepted in many quarters. It is being felt that the 'intelligent amateur' theory prevalent in Britain during the nineteenth century does not hold good now. With the growth of science and technology the administration has become very complex in nature. Hence the present day administration requires the services of both generalists and specialists and there is need for encouraging cooperation between the two.

India's Second Five Year Plan mentions that 'distinction between administrators and technical personnel exercising administrative functions, and/or between officials in different grades and cadres which are sometimes drawn, are already out of place'. The Fourth Five Year Plan is even more forthright in making a commitment for altering the structure of administration so that specialists, technicians and experts may be enabled to make their contribution in a reasonable manner at all levels of administration.

It is important for us to discuss the recommendations of the Administrative Reforms Commission (1969) on this issue. The Commission took note of the fact that the nature of the functions of the government has undergone a significant change. With emergence of new areas of administration it needs a diversity of skills to administer various programmes of development. It felt that still a great relevance is placed on the 'generalist'. Due to growing technological sophistication, the Commission observed that many of the posts in the specialised and technical areas can be filled adequately by experts who have the knowledge of the relevant discipline. It is only due to their lack of opportunity and proper career development that the specialists have not acquired necessary skills for holding the higher administrative positions in the Secretariat. The Commission recommended (a) a rational system of filling policy advisory positions with men possessing the required qualifications and competence, (b) senior management posts to be filled by both generalists and specialists, (c) adoption of a rational pay structure so as to reflect the actual responsibilities of each job, (d) to enable talent in the lower ranks to move up to higher positions in the civil service on the basis of competence and performance.

The Fulton Committee (1968) in its report on the re-organisation of the British Civil Service also commented that "our aim is not to replace specialists by administrators, or vice-versa. They should be complementary to one another. It is rather, that the administrator, trained and experienced in his subject matter, should enjoy a more fruitful relationship with the specialist than in the past, and the service should harness the best contribution from each".

There is no denying the fact that in their own functional situations both generalists and specialists have important contributions to make. It is neither feasible nor desirable to replace one category by the other. Indeed it is not as though something tremendous is going to be achieved if all generalists were to be replaced by specialists. Similarly, jobs of pure specialists cannot also be taken over by generalists, as for example, the functions of the Chief of Army Staff cannot be taken over by a Secretary to a Government department. Thus, while, co-existence among the specialists and generalists has to be accepted as a fundamental fact of administrative life, the real issue is in what fashion or in what structure or role the relationship should exist.

9.7 EVOLVING A SUITABLE WAY OUT

One way to tackle this problem is to experiment with integrated hierarchy in place of present 'separate' and 'parallel' hierarchies. In separate hierarchies, policy is determined by the generalists and the function of the specialists is to execute it. Whereas in parallel hierarchy, each class has its own parallel sub-hierarchy and work between the two is coordinated by frequent liaison. The organisation of generalists and specialists in separate hierarchies, with the policy and financial aspects of the work reserved exclusively for generalist administrators, has certain disadvantages such as slowing down the process of decision

making and management, generating inefficiency and preventing the specialists from exercising the full range of responsibilities normally associated with their professions.

To overcome these and also to remove the barriers that at present debar the specialists from reaching the top levels of management, wider outlets need to be provided by suitably modifying the prevailing concept of 'monopoly of generalism' i.e. by encouraging liberal entry of specialists as administrative and policy functionaries at key levels. More importantly the specialists should be integrated into the main hierarchy, and along with other generalist administrators, sharing equal responsibilities in policy formulation and management. They should enjoy identical status, executive responsibility and authority which would help in preservation of their morale and confidence. Such an integration scheme enables technical experts to be in the 'central pipeline' so that technical advice and policy structures are not separated into water-tight compartments. A total distinction between policy making and executive functioning is neither possible nor desirable because policy has often to flow out of executive experience. Integrated hierarchy could be brought about by constituting a unified civil service consisting of both generalists and specialists with uniform emoluments and other conditions of service. In India, while no steps were taken in this direction, Pakistan went ahead in creating a unified civil service in 1973 wherein all the services and cadres in their civil service were merged in one service.

Of late, certain measures have been taken in our country to induct specialists into higher administrative positions at the Centre as well as in States. The Department of Atomic Energy has all along been headed by a nuclear scientist. Similarly, the Department of Space and Electronics also had technical persons as Secretaries and so is the case with the Department of Science and Technology which has a scientist as a Secretary. Scientific research organisations and departments are also dominated by scientists.

Another experiment which has been tried to give specialists due place in areas of policy making and administration is conferring on them the ex-officio status of Joint/Additional Secretary to the Government. For example, members of the Railway Board, who are heads of operating departments, are ex-officio secretaries in the Ministry of Railways.

The present need obviously is for more purposive development of professionalism in administration. The base of such professionalism is not necessarily provided by a single speciality but a variety of backgrounds and disciplines. For example, the administrators of price-policy must know in sufficient depth and detail all the economic implications of that particular measure. Hence it becomes essential for the government to organise at the top an expert layer of personnel, who though initially coming from either the generalist or specialist background, would need to be developed into a professionally competent group in order not merely to effectively execute programmes but also to aid and advise the top political executives in matters of important policies.

The ARC was also of the opinion that there is a need for more purposive development of professionalism in public services. This could be brought about through innovative training programmes and career planning and development. It is desirable to inculcate the desired functional specialism required for the generalists and also 'generalist' qualifications for the specialists. Though proper career planning is not being seriously thought of in public services, the Department of Personnel, Training, has to think seriously in this direction. The Central Training Division in the Department of Personnel, through training programmes like the Executive Development Programmes for senior officials, annual training conferences on specific themes etc. is trying to make both the generalists and specialists aware of the developments in the subject matter, and also about various aspects of management, programme planning etc.

One of the major causes of discontent among the specialists, as discussed earlier, is the demand for higher salary and emoluments on par with the generalists. It appears that the imbalances still persist. Even the recommendations of the Fourth Pay Commission about which we will discuss in Unit 19 of Block 5 could not achieve much breakthrough in this matter. But the government has to see to it that some kind of parity is established in the pay scales of generalists and specialists. The talent and skill of specialists needs to be suitably rewarded.

9.8 CONCLUSION

The conventional ‘specialist vs. generalist’ formulation is not merely fallacious, it is also thoroughly inadequate to meet the problems of present day Public Administration. It is fallacious because the assumption of exclusive direct relationship between study of ‘generalist’ subjects such as humanities, social sciences and attributes like open-mindedness, broad vision and comprehension, sound intuitive judgment, coordinative skills etc., can neither be established nor sustained in reality. There is also the further untenable assumption that those who pursue technical disciplines, become by the mere fact of studying them, incapable of possessing these attributes.

The increasing need for both scientific concepts and theories as well as experiential knowledge, high quality judgment, and decision making capacity have made such dichotomy as ‘generalist vs. specialist’ meaningless. The important qualities which policy makers at the top must possess now, be they generalists or specialists, are high level intellectual ability, dedicated commitment to a cause, awareness of significant aspects of areas of development, a willingness to take risks and a strong determination to accomplish the desired results. Thus, the word ‘versus’ between the two important occupational groups needs to be replaced by the phrase ‘and’ so that both might team together to fulfil the determined goals.

The partnership responsibility of the two groups in facing the new challenges under conditions of quickening socio-economic change is a necessary ingredient of national goal fulfilment. The necessity for collaborative role of generalists and specialists is now recognised and accepted almost everywhere. The real question to be posed and faced therefore is not ‘generalist vs. specialist’ but how to develop this new brand of public administration professionals who blend expertise with the nature of work.

Check Your Progress 2

- Note :** 1) Use the space given below for your answers.
 2) Check your answers with those given at the end of the unit.

- 1) Discuss the reasons for the controversy between the generalists and specialists in administration.

.....

- 2) Comment on the suitable ways that can be evolved to minimise the tussle between the two.

.....

- 3) What are the recommendations of Administrative Reforms Commission on the issue of generalists and specialists?

.....

9.9 LET US SUM UP

Generalists and Specialists are the two broad functional categories in administration who provide necessary inputs in policy formulation and implementation. We have discussed the meaning and different connotations attached to the term, 'generalist'. The unit highlighted the role of the generalist in administration in various capacities as a synthesiser, integrator, arbiter and coordinator. We have also explained the meaning of specialists and his/her significant contribution to administration in present times. Various reasons for the controversy which arose between the generalists and specialists have been discussed in detail. Gradually it is being realised that both generalists and specialists constitute important components of administration and there is no question of one replacing the other. Certain ways are evolved to minimise the tensions between the two and efforts have been made to induct specialists into policy making administrative positions. Career planning and development of both generalists and specialists has been emphasised. The unit has dealt in detail with suitable ways of resolving the controversy.

9.10 KEY WORDS

Career Planning and Development : Career refers to an individual's entire worklife. Career planning and development refers to all those steps taken, which affect a person's progress or promotional opportunities in the organisation, his/her changing employment possibilities leading to higher status, pay raise and better conditions of service.

Egalitarian Personnel Philosophy : A personnel policy which seeks to provide equal rights and opportunities to all the people.

Executive Development Programme : This is a training programme meant for Group A officers of All-India/Central Services which aims at enhancing their awareness towards the socio-economic environment, imparting knowledge of modern management concepts, techniques, tools etc.

Fallacious : A formal word used to express that an idea, argument or reason is wrong because it is based on incorrect information or faulty reasoning.

Fulton Committee : The Committee appointed in the UK in 1966 to study the organisation, recruitment, management and training arrangements for the civil service and to recommend changes in the context of changed responsibilities of the civil services and the new educational system.

Parallel Hierarchy : In this type of work arrangement system a specialist, like for example a Director General will be working along with a generalist like Deputy Secretary.

Professionalism : Specialised competence or knowledge in a field.

Rank in Corps : It is career pattern where the focus is on the person and the corps or any particular unit to which he/she belongs and keeping this in view, all matters relating to assignment, training etc., are considered.

Second Hoover Commission : The expansion of activities of the government in the United States during the post-Second World War period necessitated the appointment of a Commission on Organisation of the Executive Branch of the Government (1953-55) popularly known as Second Hoover Commission. (The first Hoover Commission was constituted in 1949.) It was set up to look into the operations of the government and offer recommendations for improvement.

Separate Hierarchy : In this system where the generalists and specialists are organised in separate hierarchies, the policy is determined by the generalists and the specialists are responsible for its execution.

9.11 SOME USEFUL BOOKS

Avasthi & Maheshwari, 1987. *Public Administration*, Lakshmi Narain Aggarwal : Agra.

Commission on Personnel Administration, 1969. *Report of the Administrative Reforms*, Government of India, Manager of Publications: Delhi.

Singh Mohinder & Hoshiar Singh, 1989. *Public Administration in India : Theory and Practice*, Sterling Publishers : New Delhi.

Subramanian, Malathi, 1987, *Management of Public Administration (Patterns in the Generalist Vs. Specialist)*, Deputy Publications : Delhi.

9.12 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

1) Your answer should include the following points :

The role of generalists in :

- Policy formulation.
- Policy implementation.
- Integrating various viewpoints.
- Rendering advice to the political executives.
- Problem solving process.

2) Your answer should include the following points :

- Specialists are those who have knowledge in some particular field and are recruited to posts for which professional, scientific, technical or other specialist qualifications are required.
- Specialist inputs are required in tackling complex and technical problems of modern administration.
- In programme planning in scientific and technical fields and in execution of such projects services of specialists are required.
- They have an important role to play in policy formulation and decision making in the specialised areas.
- Their expertise is required in traditional areas of administration as well as new spheres of activity.

Check Your Progress 2

1) Your answer should include the following points :

- The supremacy of generalists in administration which was established during the colonial period resulted in dichotomy between the generalists and specialists.
- The suitability of the generalists for all policy making positions is questioned by the specialists as the functions of government in present times calls for professionalism.
- Organisation of the generalists and specialists into separate hierarchies.
- Privileged position enjoyed by the Indian Administrative Service due to high salary, better career prospects and its monopoly of top administrative positions which is being denied to specialists.
- Restricted mobility among the specialists.

2) Your answer should include the following points :

The recommendations of the Administrative Reforms Commission included :

- a rational system of filling policy advisory positions with men possessing the required qualifications and experience;
- senior management posts to be filled by both generalists and specialists;
- adoption of a rational pay structure which would reflect the actual responsibilities of each job;
- to enable talent in the lower ranks to move up to higher positions in the civil service on the basis of competence and performance.

3) Your answer should include the following points :

- Constitution of integrated hierarchy in place of 'separate' and 'parallel hierarchy'.
- Providing for entry of specialists as administrative and policy formulating functionaries at key levels.
- Development of professionalism in administration through training, career planning and development of both generalists and specialists.

UNIT 10 ROLE AND FUNCTIONS OF DEPARTMENT OF PERSONNEL/ UPSC/SPSC/SSC

Structure

- 10.0 Objectives
- 10.1 Introduction
- 10.2 Need for Central Personnel Agency
- 10.3 Evolution of Department of Personnel
- 10.4 Structure of the Ministry of Personnel, Training, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare
- 10.5 Role and Functions of the Ministry of Personnel, Training, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare
- 10.6 Evolution of Union Public Service Commission
- 10.7 Constitution of the Union and State Public Service Commissions
- 10.8 Functions of the Public Service Commission
- 10.9 Advisory Role of the Public Service Commission
- 10.10 Staff Selection Commission – Genesis
- 10.11 Role and Functions of Staff Selection Commission
- 10.12 Structure of the Commission
- 10.13 Let Us Sum Up
- 10.14 Key Words
- 10.15 Some Useful Books
- 10.16 Answers To Check Your Progress Exercises

10.0 OBJECTIVES

After studying this unit, you should be able to:

- highlight the need for Central Personnel Agency,
- discuss the evolution, structure, role and functions of Ministry of Personnel, Training, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare,
- trace the evolution of Public Service Commissions and comment upon their advisory role,
- discuss the functions of Public Service Commissions, and
- explain the structure and functions of Staff Selection Commission.

10.1 INTRODUCTION

The role of 'personnel' in 'administration' is crucial to its effective functioning and that is why 'personnel administration' is at the heart of Public Administration. If administration is the instrument at the hands of political executives who are responsible for the governance of the country in a democratic set up, the personnel constitute the pivot around which administration revolves. The broad goals of Public Administration, its functions and basis, policies and programmes, measures and methodologies, behaviour and action, its mission and vision and delivery system depend upon the personnel in administration. The total tone and quality of Public Administration is in fact dependent upon the personnel working in public offices and institutions.

It is therefore, of utmost importance that attention is focused on this vital 'input' i.e. personnel administration. While dealing with many of its integral aspects, the inevitable question that comes up for study is the organisation needed for it — that is

to say, who would plan for it, who recruits, selects and retains personnel who undertakes their deployment and development, who compensates, promotes and motivates, and other related aspects. All this has to be done not on an ad-hoc basis, but as part of an institutional arrangement, as a system and as a continuous management task.

In Government of India, all these activities in relation to personnel are attended to by the Department of Personnel which is the Central Personnel Agency. Then there is the Union Public Service Commission, (UPSC) an advisory body which is assigned the task of recruitment and selection of personnel to civil services. Similarly recruitment to lower level grades in administration is done through Staff Selection Commission (SSC). In this unit, you will study about the role, evolution and functions of the Department of Personnel, UPSC/SPSC and the Staff Selection Commission.

10.2 NEED FOR CENTRAL PERSONNEL AGENCY

The State today is no longer performing only the peripheral and regulatory functions, but in the perspective of the people's revolution of rising expectations, has become a change agent, accelerator of economic development, prime mover of social advancement and upgrader of individual fulfilment and cultural enrichment. In the process, it permeates into various facets of the citizen's life. With the change in the purpose and philosophy of the state, the functions of the government have also correspondingly changed in terms of variety, complexity and universality. Due to the expansion of the governmental tasks, methodology of operation of the administration would have to acquire a new direction and orientation. To meet the legitimate urges and demands of the people, the government must necessarily undertake massive modernisation programmes and transformative tasks, converting the old traditional administration to a development administration defined by Weidner as an action-oriented, change-oriented and goal-oriented administrative system concerned with the achievement of definite programmatic objectives.

In such an administrative arrangement, "personnel" is the most significant of the three inputs, the other two being "machinery" and "methods". Organisational refinement and procedural sophistication cannot carry the administrative "delivery system" beyond a point, unless the personnel working on the machine and manipulating the methods can be made professional masters of their work. Total administrative system vitally depends for its effectiveness and ultimate success on its personnel sub-systems.

For grooming such personnel, professionally, motivationally and culturally a sound organisational support system is necessary. Creation of such an institutional structure can be found in what has come to be called Central Personnel Agency (CPA). The CPA constitutes the nodal agency for authority which is the clearing house for all significant personnel activities, which could give unified central direction in formulating futuristic policies and also in planning other developmental and promotional programmes. In other words, this institution, the Central Personnel Agency or Department, has to play the leadership role in respect of a dynamic and forward looking personnel policy-making and application of modern personnel practices. The value and validity of such an institution lies in its professional approach, multidisciplinary orientation and expert staffing, apart from bold experimentation in structural patterns.

10.3 EVOLUTION OF DEPARTMENT OF PERSONNEL

In a large and complex organisation like the Government of India, the personnel functions of the Central Government used to be performed by the Ministry of Home Affairs through its Services and Establishment Officer's Wings. In the discharge of these responsibilities the Home Ministry worked in close liaison with the

Establishment Division of the Ministry of Finance which was almost a joint-management exercise. The Union Public Service Commission, a constitutional authority set up under Article 315 of the Constitution of India, played a vital advisory role in this framework of Central Personnel Administration, besides making recruitment and selection through examination and interviews for the higher civil services and posts under the Union Government. There were also some other organisations and agencies, consultation with which was required for a comprehensive and effective management of personnel in government. This arrangement which continued till August 1970, made for division of responsibility and amounted to a lack of unified central direction in the matter of personnel. This emphasised the necessity of personnel functions being handled from a central direction, by a Ministry or Department which should be a focal point of direction and formulation, guidance and superintendence, evaluation and control. There was a need for making this Ministry or Department fully responsible for not only the current day to day tasks but also prospective, developmental programmes in the context of a changing environment of national goals and democratic socialist ideologies of a welfare state.

It was the Estimates Committee of the Third Lok Sabha (1966) which for the first time advocated the creation of a single agency under the Cabinet Secretariat, responsible for regulation of the terms and conditions of civil services. It observed that “the ever expanding role of the government in a welfare state with its national concomitant of a large civil service, calls for effective personnel control through a single agency. This unified agency should be under the control of the Cabinet Secretariat and made responsible for regulating the terms and conditions in respect of services as a whole, replacing the earlier dual control of the Home Ministry and the Finance Ministry”.

In Britain also, at about the same time, the “Committee on Civil Service” under the chairmanship of Lord Fulton, after diagnosing the ills of multiple control and management system in the civil services in Britain suggested two major institutional changes:

- i) the responsibility for recruitment and selection carried out by the Civil Service Commission should be brought together with other functions of central management within a single organisation.
- (ii) The expanded and unified central management of the service should be made the responsibility of a new Civil Service Department created specifically for that purpose.

These recommendations were accepted by the British Government and accordingly the Civil Service Department was set up.

In India the Administrative Reforms Commission (ARC) enquired into the various facets of public personnel administration in depth. The Deshmukh Study Team of the Commission which studied the machinery of the Government of India and its procedures of work has pointed out that “the fashioning of an effective central personnel agency and the allocation to it of all functions of an overall character in the field of personnel administration is one of the most important reforms required in the machinery of the Government of India”. It visualised that the Central Personnel Agency should come into being in the form of a Department of Personnel with a full-time and wholly independent secretary as its head.

Visualised Personnel Functions of Central Personnel Agency (CPA)

Some of the principal functions of the Central Personnel Agency of the Government of India, as visualised by the Study Team, related to:

- formulating overall personnel policies, in areas like recruitment, promotion, morale, vigilance and discipline, career development, training and maintaining liaison with the UPSC and other concerned organisations;
- providing guidance and leadership to the departmental personnel agencies in personnel management, both generally and through advice on individual cases;
- hunting for talent and regulating appointment to key posts, keeping in touch with the process of the Bureau of Public Enterprises;

- undertaking and promoting research in personnel administration, serving as a clearing house of information on modern aspects of personnel management, and manpower planning for government requirements;
- overseeing generally the implementation of policies and regulations formulated by the department through a system of inspections and reporting.

Structural Blueprint for Central Personnel Agency

To effectively undertake the above charter of tasks, the following structural blue-print for the CPA had been suggested:

- i) A policy wing consisting of
 - a policy formulation division; and
 - a policy implementation division.
- ii) A career systems wing consisting of
 - an appointments division dealing with key appointments, talent hunting, etc., and
 - a cadre management division dealing with management problems of the IAS and centralised aspects of Central Secretariat Service.
- iii) A development division for formulating development and training programmes.
- iv) An inspection and house-keeping wing consisting of
 - an inspection division to oversee implementation, and
 - a house-keeping division serving as the internal personnel office of the department.

ARC's Recommendations on Department of Personnel

The Administrative Reforms Commission (ARC) had generally agreed with the recommendations of the Deshmukh Study Team. The ARC's own recommendations in so far as Department of Personnel was concerned were as follows:

- a) A separate Department of Personnel should be set up, with a full Secretary in charge who should work under the general guidance of the Cabinet Secretary.
- b) This Department should have the following functions and responsibilities:
 - formulation of personnel policies on all matters common to the Central and All-India Services, and inspection and review of their implementation;
 - talent hunting, development of personnel for "senior management" and processing of appointment to senior posts;
 - manpower planning, training and career development;
 - foreign assistance programme in personnel administration;
 - research in personnel administration;
 - discipline and welfare of staff and machinery for redress of their grievances;
 - liaison with the Union Public Service Commission, State Governments, professional institutions, etc., and
 - staffing of the middle-level positions of the Centre (of Under-Secretaries and Deputy Secretaries) with the assistance of and on the advice of the Establishment Board.
- c) The Department of Personnel should not itself administer any service cadre. The administrative control of different service cadres should vest with individual Ministries and Departments concerned.
- d) The administration of the IAS, IPS and the centralised aspects of the Central Secretariat Service should be the responsibility of the Ministry of Home Affairs.
- e) The management of the Indian Economic Service and of the Indian Statistical Service should be transferred to the Department of Economic Affairs.
- f) The Cabinet Secretary should by convention be regarded as Secretary-General of the new Department of Personnel, without being formally so designated. He should be actively involved in the development of and selection for "senior management" but not in appointments below that level.
- g) The new Department of Personnel should be placed directly under the Prime Minister.

- h) An Advisory Council on Personnel Administration may be set up to act as a feederline of new ideas and thinking on personnel administration. It should be composed of official and non-official experts in different aspects of personnel management drawn from all over the country.
- i) The Establishment Board should be located in the new Department of Personnel and the Secretary of this Department should be its Chairman. The Board should deal with appointments only upto and including Deputy Secretary.

On the acceptance of the recommendations of the ARC, the Department of Personnel was set up in 1970. It was then located in Cabinet Secretariat and functioned under Prime Minister of India, assisted by a Minister of State in the Department of Personnel.

The question of location of Department was itself a thorny, somewhat politicised issue, debated differently in different quarters. While the Study Team of the ARC (headed by Deshmukh) suggested its being placed under the Ministry of Home Affairs, the ARC recommended its placement under the Prime Minister directly, to enable it to function under the general guidance of the Cabinet Secretary who should be regarded by convention as Secretary General of the Department of Personnel. The Government of India agreed with the ARC and lodged the Department in the Cabinet Secretariat where it remained till 1977, when, with the change of regime in the Central Government (from Congress Party to Janata Party) the Department was merged with the Ministry of Home Affairs as one of its Departments "within the Ministry". It again changed – from "within" to "under" the Ministry of Home Affairs as a separate Department in January, 1985. Finally, in March, 1985, the erstwhile Department of Personnel became a fulpledged Ministry of Personnel, Training, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare under the overall charge of the Prime Minister assisted by a Minister of State for Personnel.

10.4 STRUCTURE OF THE MINISTRY OF PERSONNEL, TRAINING, ADMINISTRATIVE REFORMS, PUBLIC GRIEVANCES, PENSIONS AND PENSIONERS' WELFARE

The Ministry comprises three separate Departments viz.,

- Department of Personnel & Training;
- Department of Administrative Reforms and Public Grievances; and
- Department of Pensions and Pensioners' Welfare

All the three departments are functioning under the charge of Secretary (Personnel) who is assisted by three Additional Secretaries, six Joint Secretaries and other supporting staff including Directors, Deputy Secretaries, Under Secretaries, etc. The Department of Personnel and Training has six wings which are mentioned below along with a brief outline of their functions:

- i) **Policy & Planning Wing:**
 - Research in Personnel Administration; Liaison with expert institutions, Universities, Industries and Civil Services Department of Foreign Governments; Advice on Personnel Administration etc.
- ii) **Training Wing:**
 - Formulation and Co-ordination of training policies for All India and Central Services; all establishment and training matters relating to the National Academy of Administration, Mussoorie, including Refresher Courses for IAS and other officers; training programmes sponsored at Indian Institute of Public Administration; liaison with training institutions within the country and abroad; National Training Policy; organisation of research/evaluation of training programmes, etc.
- iii) **All India Services Wing:**
 - All matters relating to recruitment and post recruitment conditions of Service; framing and application of rules and regulations for the All India Services etc.

iv) **Establishment Wing:**

- All Establishment matters; Union Public Service Commission, Staff Selection Commission, State Public Service Commission; Recruitment Rules; interpretation relating to Civil Service Rules and Regulations; determination of conditions of service for Civil Services etc.

v) **Vigilance Wing:**

- Vigilance cases relating to officers of IAS, Indian Forest Service and some other Group 'A' services; disciplinary proceedings; Central Vigilance Commission (CVC) and State Vigilance Commission; establishment matters of Central Bureau of Investigation (CBI) and CVC; complaints of corruption relating to Central Ministries, State Governments, Union Territories, commercial firms etc.

vi) **Executive Officer's (E.O.'s) Wing:**

- Processing of cases with the Appointments Committee of the Cabinet; all appointments of the Board of Management of the Public Sector Undertakings; Maintenance of Executive Record forms of IAS and Central Secretariat Service (CSS) officers; training of Central Secretariat Service Officers in State/Central Field Organisation; Training and Fellowship in Institutes in India and abroad; requests from Foreign Governments and International Organisations for Indian Personnel for service under them; Maintenance and proper custody of confidential reports of IAS and CSS (Gr.I and Selection Grade) Officers; Middle Management; Senior Management; Career Management, etc.

10.5 ROLE AND FUNCTIONS OF THE MINISTRY OF PERSONNEL, TRAINING, ADMINISTRATIVE REFORMS, PUBLIC GRIEVANCES, PENSIONS AND PENSIONERS' WELFARE

The Department of Personnel and Training within the Ministry of Personnel, Training, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare is the central agency responsible for policy formulation and coordination of all activities in the sphere of public personnel management, including administrative vigilance, training, staff welfare, machinery for joint consultation and compulsory arbitration, reservation of scheduled castes and tribes and other categories in the civil services, administrative reforms, public grievances, and pensions. The Department does the rule-making job for the various all-India and central services, which include final interpretation of regulations in cases of doubt and also the overview of implementation and cadre management. It also concerns itself with developmental aspects of the civil servants through training (inside and outside the country), career management through experience-cum-productivity oriented deployment, deputation and assignments, applied and futuristic research on personnel policy and planning besides performing promotional functions by instituting objective rewards and punishment systems, conflict-management mechanisms and need-based employee-welfare schemes. The Department of Personnel controls IAS and Central Secretariat Services and looks after all administrative matters relating to Central Vigilance Commission (CVC) Central Bureau of Investigation (CBI), Administrative Tribunal, Union Public Service Commission, Staff Selection Commission and Indian Institute of Public Administration (IIPA). It also oversees the functioning of Lal Bahadur Shastri National Academy of Administration, Mussoorie and Institute of Secretariat Training and Management, New Delhi.

The Ministry during its two decades of existence, has undertaken some important measures like:

- Option of voluntary retirement to government employees after 20 years of service with 5 years additional service benefit.
- National Management Programme for Officers of Central/All India Services, of Public and Private sector executives in cooperative endeavour with four Indian Institutes of Management (Ahmedabad, Bangalore, Calcutta & Lucknow) and Xavier Labour Relations Institute, Jamshedpur which is a good effort to orient our administrators towards concepts of Management.

- Complete restructuring of the Pension scheme of Central Government which enables payment of pension and other benefits/dues by the date of retirement.
- The experiments of holding Pension Adalats and Shikayat Adalats for on-the-spot settlement of grievances of retired staff and others aggrieved.
- Special Recruitment drive for Scheduled Castes and Scheduled Tribes so as to wipe out the backlog of vacancies reserved for them but not filled by them.

The role of the Ministry, in the emerging context of modern day requirements of a democratic state should not lie just in the maintenance of status quo but in the building of a planned system where the best in the society gets attracted towards Civil Services. The field for a modern Ministry of Personnel is vast impinging on every aspect of bureaucrat's life like career development, cadre management & review, staff welfare, public grievances, research in personnel policies etc. It is also true that it is not possible to bring about significant changes in all these areas at once in the system. Resource constraint, paucity of adequate and trained manpower, structural support and many other factors tend to come in the way of reforms.

Check Your Progress 1

Note: i) Use the space given below for your answers
ii) Check your answers with those given at the end of the unit

1) Comment upon the need for having a Central Personnel Agency.

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2) What were the recommendations of the ARC on the Department of Personnel?

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3) Discuss the functions of Ministry of Personnel, Training, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare.

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10.6 EVOLUTION OF PUBLIC SERVICE COMMISSION

It was the Government of India Act, 1919, which for the first time recognised the need for the setting up of a Public Service Commission in India. It was of the view that an expert body, free from political interference should be set up, entrusted with the task of recruitment of civil servants and regulation of their service matters. The objective of the Public Service Commission as indicated in the Act (vide section 96c) was to "discharge in regard to recruitment and control of the public services in India, such functions as may be assigned thereto by rules made by the Secretary of State in Council".

In 1924, the Lee Commission again recommended that the Statutory Public Service Commission contemplated by the Government of India Act 1919, should be set up without delay with the following functions:

- i) Recruitment of personnel for the public services and the establishment of proper standards of qualification for admission to these services.
- ii) quasi-judicial functions connected with the disciplinary control and protection of the services.

It was not until 1926 that the Public Service Commission was set up for the first time, consisting of four members in addition to the Chairman. The functions of the Commission were advisory in nature. The Public Service Commission (Function) Rules of 1926 provided that the Commission be consulted on matters connected with

- recruitment to All-India and Central Services, Class-I and Class-II
- determining qualifications for recruitment by selection and syllabi for examination
- promotion and disciplinary matters of these services
- pay and allowances, pensions, provident or family pension funds, leave rules and conditions of service of these services. The Lee Commission did not suggest for the establishment of similar Commission in the provinces.

Later, the first Round Table Conference held in London in 1930, the British Government in its Constitutional proposals of 1933 and the Joint Committee on Indian Constitutional Reforms (1933-34) emphasised the establishment of Public Service Commission in provinces in addition to the Federal Public Service Commission. These suggestions found a concrete shape in the Government of India Act 1935 which envisaged a Public Service Commission for the Federation and a Provincial Public Service Commission for each province or group of provinces. They were entrusted with the functions of conducting examinations for appointment to the public services and the government was under an obligation to consult the commission on major matters concerning their conditions of service.

With effect from 1st April, 1937, the then Public Service Commission at the Centre became the Federal Public Service Commission (FPSC).

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

- to conduct written examination and interview for the purpose of appointment to a specified group of civil services and posts of the Government of India
- to advise the Government in matters of framing rules in regard to methods of recruitment, principles of promotion, disciplinary aspects, certain conditions of services such as disability pension etc.

10.7 CONSTITUTION OF THE UNION AND STATE PUBLIC SERVICE COMMISSIONS

In Part XIV- Chapter II of the Constitution of India, *vide Article 315*, it has been provided that:

- i) Subject to the provisions of this article, there shall be a Public Service Commission for the Union and a Public Service Commission for each State;
- ii) Parliament may by law provide for the appointment of Joint Public Service Commission if two or more states agree that there be one Public Service Commission for that group of States, and if a resolution to that effect is passed by the House or where there are two Houses, by each House of the Legislature of each of those States.
- iii) The Union Public Service Commission, if requested to do so by the Governor of a State, may with the approval of the President, agree to serve all or any of the needs of the State.

Membership

The Chairman and other members of the Public Service Commission are appointed, in the case of Union Public Service Commission or a Joint Commission by the President of India and in the case of State Public Service Commission, by the Governor of the State. It has also been provided that (as

nearly as may be) one-half of the members of every Public Service Commission should be persons who have held office for at least ten years either under the Government of India or under the Government of State.

Tenure

A member of a Public Service Commission holds office for a term of six years from the date on which he enters upon his office or until he attains, in the case of Union Public Service Commission, the age of 65 years and in the case of a State Public Service Commission or a Joint Commission, the age of 60 years, whichever is earlier.

On the expiry of the term of office, a person who held office as a member of the Public Service Commission is ineligible for re-appointment to that office. The Chairman of the UPSC shall be ineligible for further employment under the Government of India or Government of any State. However, on ceasing to hold office, the Chairman of a State Public Service Commission would be eligible for appointment as Chairman or as any other member of the Union Public Service Commission but not for any other employment. Similarly, a member other than the Chairman of the UPSC shall be eligible for appointment as the Chairman of the UPSC or the Chairman of a State Public Service commission but not for any other employment.

The President, or the Governor as the case may be, may determine, by regulations, the number of members of the Commission and their conditions of service, and also make provision as regards the number of members or the staff of the Commission and their conditions of services. Conditions of service of a member of the Public Service Commission cannot be varied to his disadvantage after his appointment.

Removal

The Chairman or any other member of the Public Service Commission can be removed from their office by the order of the President on ground of proved misbehaviour, after Supreme Court's enquiry and confirmation of guilt in accordance with the procedure prescribed under Article 145. The President in the case of UPSC or Joint Commission, and the Governor in the case of State Commission, may suspend from office the Chairman or any other member of the Commission in respect of whom a reference has been made to the Supreme Court, until the President has passed appropriate orders on the Supreme Court's report. The President, has the authority to remove by order the Chairman or any other member of a Public Service Commission, if:

- i) he is adjudged an insolvent, or
- ii) engages himself in any paid employment outside the duties of his office, or
- iii) he is unfit to continue in office by reason of infirmity of mind or body.

10.8 FUNCTIONS OF THE PUBLIC SERVICE COMMISSION

As stipulated in Article 320, the functions of the Public Service Commission are as follows:

- It shall be the duty of the Union and the State Public Service Commissions to conduct examination for appointments to the services of the Union and the services of the State respectively.
- It shall also be the duty of the Union Public Service Commissions, if requested by any two more States to assist those States in framing and operating schemes of recruitment for any services for which candidates possessing special qualifications are required.
- It shall be the duty of the Union Public Service Commission or the State Public Service commission, as the case may be, to advise on the following matters (on which a Public Service Commission shall have to be consulted),---namely,

- a) on all matters relating to methods of recruitment to civil services and for civil posts;
- b) on the principles to be followed in making appointment to civil services and posts and in making promotions and transfers from one service to another and on the suitability of candidates for such appointments, promotions or transfers;
- c) on all disciplinary matters affecting a person serving under the Government of India or the Government of a State in a civil capacity, including memorials or petitions relating to such matters;
- d) on any claim by or in respect of a person who is serving or has served under the Government of India or the Government of a State, in a civil capacity, that any costs incurred by him in defending legal proceedings instituted against him in respect of acts done or purporting to be done in the execution of his duty should be paid out of the Consolidated Fund of the State;
- e) on any claim for the award of a pension in respect of injuries sustained by a person while in service under the Government of India or the Government of a State or under the Crown in India or under the Government of an Indian State, in a civil capacity, and on any question as to the amount of any such award.

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

It has further been provided that the President, in respect of the all-India services and also in respect to other services and posts in connection with the affairs of the Union (and the Governor in respect to other services and posts in connection with affairs of a State) may make regulations specifying the matters in which it shall not be necessary for a Public Service Commission to be consulted.

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

Through an Act of the Parliament (or Legislature of a State), additional functions may also be extended to a Public Service Commission.

The Public Service Commissions will be required to present annually to the President (or Governor as the case may be) a report as to the work done by the Commission and such a report shall be caused to be laid before each House of Parliament (or the Legislature of the State), together with a memorandum explaining the cases of non-acceptance by the Government of the advice of the commission and the reasons therefor.

10.9 ADVISORY ROLE OF THE PUBLIC SERVICE COMMISSION

The Public Service Commissions are entrusted with important constitutional duties and obligations and yet are assigned only an advisory role. The nature of the Federal Service Commission under the Government of India Act, 1935, was also advisory. The Public Service Commission renders advice to the government and the latter is under no legal obligation to act according to its advice. The constitution makers intended to give the Commission only an advisory role as they did not want the Cabinet or the Executive to be bound by the advice of any other agency.

But a question arises whether the Commission with its advisory status can effectively exercise its functions. Though the government is not bound by the advice of the Commission, necessary safeguards have been provided in the Constitution against the possible disregard of the advice of the Commission by the government. As said earlier, every year, along with the submission of the Commission's annual report before the House of Parliament in case of UPSC and the State Legislature in case of State Public Service Commission, a memorandum also needs to be presented, explaining the cases of non-acceptance of the advice of the government alongwith the

reasons. Further, any advice tendered by the Commission cannot be rejected without the approval of the Appointments Committee of the Cabinet. Due to these checks, the number of such cases had remained low.

The Public Service Commissions in their forty years of functioning has substantially realised the Constitutional objectives of equality of opportunity and non-discrimination amongst all citizens of India for public employment. Indeed, the Commissions have ensured that not only no preferential treatment is accorded to the "elites" of the society but also that candidates from backward classes and other strata of society, with intrinsic merit are also selected to the civil services to make it really "representative". The Commissions have also shown, in good measure, their firmness to stand up to "executive" pressure and stick to their stand and advice, without fear or favour.

Check your progress 2

Note: i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the unit.

- 1) Trace the evolution of Public Service Commission in India.

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- 2) Discuss the functions of the Public Service Commission.

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10.10 STAFF SELECTION COMMISSION—GENESIS

It may be seen from the functions of the Union and State Public Service Commissions that they recruit only a small percentage of the total number of positions in the Government of India or the States. The objective of setting up of Staff Selection Commission is to rationalise the arrangement of making lower level appointments to the non-technical grades of the Government of India.

The genesis of the Staff Selection Commission could be traced to the recommendations of the Estimates Committee of the Parliament. In its 47th Report (1967-68), it recommended the setting up of a Staff Selection Commission, taking the responsibility for conduct of examinations for recruitment to lower categories of posts from the Union Public Service Commission. The UPSC was overloaded with the task of holding examinations for recruitment leading to delays in the conduct of examinations, announcement of results leading to problems in filling up vacancies in the Government of India particularly at the junior levels. Hence there arose a need for constituting a separate body entrusted with the task of recruitment to the junior levels. As an interim measure, an examination wing was added to the Secretariat Training School which was re-named later as the Institute of Secretariat Training and Management.

The Administrative Reforms Commission (ARC) in their Report on Personnel Administration drew attention to the fact that the bulk of the staff of the government at the centre and in the states belonged to the class III and IV categories. Keeping in view the identical nature of qualifications required for entry into these posts in various offices, the Commission recommended pooling of the recruitments of the non-technical posts by different departments and selection of personnel either by

joint recruitment or through a Recruitment Board. After a careful consideration of this recommendation, the Government of India decided to constitute the Subordinate Selection Commission in 1975. It was renamed as Staff Selection Commission which came into existence in July 1976. The Commission is required to conduct examinations and make recommendations for recruitment to Lower Division Clerk's Grade, Stenographer's Grade and several other categories of Class III (Gr.C) appointments under the various departments and subordinate offices of the government.

10.11 ROLE AND FUNCTIONS OF STAFF SELECTION COMMISSION

The Staff Selection Commission in the first instance, took over all the ongoing functions relating to the conduct of examination previously performed by the Examination Wing of the Institute of Secretariat Training and Management. Slowly, the Commission has taken over by and large, all the middle and subordinate level non-technical recruitment of the entire central government establishments in and outside Delhi, which constitute numerically about 55% of the entire work force of the government.

The Commission is responsible for conduct of Clerks Grade examination, examinations for recruitment of Auditors, Junior Accountants, Income Tax and Central Excise Inspectors, Sub Inspectors of Delhi Police/CBI/Narcotics, Junior Technical Assistants etc. It also holds limited departmental competitive examinations for Upper Division Clerk Grade, Grade 'C' Stenographers, Grade 'D' Stenographers.

The Commission follows three distinct procedures of recruitment:

- 1) Recruitment through written examination where personality traits are not considered important at the time of initial entry (eg. Lower Division Clerks, UDCs, Auditors, Stenographers etc.)
- 2) Recruitment through written examination and interviews where personality traits are important even at the initial entry stage (eg. Inspectors of Income Tax and Central Excise, Sub-Inspectors of Delhi Police, CBI etc.)
- 3) Selection through interviews where an All-India examination is not warranted but a proficiency or trade test is administered if necessary.

10.12 STRUCTURE OF THE COMMISSION

The Staff Selection Commission comprises a Chairman, Secretary and two members. It has a secretariat of 300 staff of which 47 are gazetted officers. The Commission has a network of six Regional Offices headed by Regional Director functioning at Allahabad, Bombay, Calcutta, Delhi, Guwahati and Madras. These assist the Commission in the implementation of its policies and programmes, supervision and overseeing of field operations, maintaining liaison with the state governments and making arrangements for smooth and impartial conduct of examinations and interviews at centres within their jurisdiction.

The Staff Selection Commission has lately assumed a new role of advising the Ministries/Departments/Organisations to review and recast essential and desirable qualifications for specific categories or groups of posts, having regard to the requirements of the job and availability of candidates. Also due to rigorous efforts made by the Commission in making its examinations popular in the areas where there is sizeable number of scheduled castes and scheduled tribes, there has been an enormous increase in the response of those categories in taking the examination.

It has emerged as a catalytic agent and motivator in organising pre-recruitment training programme for scheduled castes and scheduled tribes applicants through provision of centrally prepared coaching material, coaching-cum-guidance centres etc. It also undertakes special recruitment drive (special examination) for filling up vacancies reserved for blind, deaf and dumb candidates.

The procedures and practices adopted by the Staff Selection Commission as an examining and recruiting agency are largely based on the system adopted over the decades by the UPSC. But it has also made some innovations of its own to suit the requirements of mammoth recruitment at the base level of the government which contributes significantly to the stability of the administrative hierarchy.

Check your progress 3

Note: i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the unit.

- 1) What are the reasons for the setting up of Staff Selection Commission.

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- 2) Discuss the functions of the Staff Selection Commission.

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10.13 LET US SUM UP

In this unit, we discussed the evolution and importance of Central Personnel Agency, which is responsible for all personnel activities right from policy formulation to other promotional and developmental programmes. The unit highlighted the functions of the Department of Personnel which was created in 1970 as Central Personnel Agency, and later in 1977 became a fullfledged Ministry of Personnel, Training, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare. This unit dealt extensively with the evolution and functions of Public Service Commissions in India which is responsible for recruitment and other service matters of civil servants. We have also discussed the advisory role of the Public Service Commission, and the necessary safeguards which have been provided in the Constitution against any possible disregard of the advice of the Commission by the government. Apart from the Union and State Public Service Commissions, there is a Staff Selection Commission created in 1976 with the responsibility of recruiting personnel to middle and subordinate level non-technical categories of posts in the government. The unit also explained the role and functions of the Staff Selection Commission.

10.14 KEY WORDS

Career Management: It is the task of ensuring orderly, systematised progression of people in organisation through a series of jobs or positions, each offering increased challenge, autonomy and responsibility. Its objective is to attain a better performance from its personnel in realising the goals of the organisation with the fulfilment of developmental needs of people working in it.

Feederline of new ideas: A channel through which ideas can be transmitted successively to the main system.

Insolvent: A person without money, goods or any estate sufficient to pay debts incurred by him/her.

Lee Commission: The Commission under the Chairmanship of Lord Lee set up in 1923 which was also known as Royal Commission on the superior civil services in India.

Manpower Planning: It is the process of developing and determining objectives, policies, programmes that will develop, utilise and distribute manpower so as to achieve economic and other goals.

Cadre Management: It is the task of periodic review of cadres of various services to bring about rationalisation of the cadre structure, with a view to enhance, the efficiency and morale of officers. It also includes making projections of requirements of personnel for future.

10.15 SOME USEFUL BOOKS

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10.16 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
 - Expansion in the tasks of government, which now has to undertake modernisation, development programmes, converting the traditional administration into development administration.
 - Need to make the personnel working in organisations professional masters of the work as the administrative system depends on their effectiveness.
 - Creation of an institutional structure like Central Personnel Agency for grooming such personnel in a professional manner.
 - It shall be a nodal agency for giving unified central direction to personnel activities.
 - Important role assigned to the agency in formulating forward looking, dynamic personnel policies and application of modern personnel practices.

- 2) Your answer should include the following points:
- Setting up of Department of Personnel with a Secretary in charge under the Cabinet Secretary.
 - Functions of the Department relating to formulation of personnel policies, development of personnel, research in personnel administration etc.
 - The Department to be divested of the function of administering any service cadre.
 - The Cabinet Secretary to be the Secretary General of the Department by convention.
 - The Department to be placed directly under the Prime Minister.
- 3) Your answer should include the following points:
- The ministry is responsible for policy formulation and coordination of activities in the sphere of personnel administration including administrative vigilance, training, staff welfare, administrative reforms, public grievances and pensions.
 - Exercise of control over Indian Administrative Service and Central Secretariat Services.
 - It looks after administrative matters relating to Central Vigilance Commission, Central Bureau of Investigation, Tribunal etc.

Check Your Progress 2

- 1) Your answer should include the following points:
- Recommendation of Government of India Act 1919 which for the first time recognised the need for setting up of a Public Service Commission.
 - Recommendation of the Lee Commission regarding the setting up of Public Service Commission.
 - Creation of Public Service Commission in 1926.
- 2) Your answer should include the following points:
- Conduct of examination for appointments to the services of the Union and States.
 - To render advise on matters relating to methods of recruitment to civil services and civil posts.
 - On principles to be followed in making appointment to civil services and posts and also in making promotions and transfers.
 - On disciplinary matters.
 - On claims by persons serving under the Government of India or state, for reimbursement of costs incurred in defending legal proceedings instituted against him/her or for award of pension in respect of injuries sustained by a person while in service under the government.

Check Your Progress 3

- 1) Your answer should include the following points:
- Increase in the workload of UPSC in holding examinations for recruitment.
 - Delay in conduct of examinations, announcement of results leading to problems in filling up vacancies at the junior levels in the government.
 - Recommendation of the Estimates Committee of the Parliament which stressed the need for setting up of Staff Selection Commission.
 - Commission entrusted with the task of recruitment to lower categories of posts in the Government of India.
- 2) Your answer should include the following points:
- Conduct of examinations for recruitment of Clerks, Auditors, Junior Accountants, Income-Tax, Central Excise Inspectors, Sub-Inspectors of Delhi Police/CBI/Narcotics etc.
 - Holds limited departmental Competitive examinations for UDC, Grade 'C' & 'D' Stenographers.
 - Renders advise to the Ministries/Departments/Organisations in reviewing, recasting certain essential and desirable qualifications for specific categories of posts.
 - Organises pre-recruitment training programmes for scheduled castes and tribes.