

FL

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RECRUITMENT AND TRAINING
FOR
PUBLIC SERVICES
(New Delhi, April 6-7, 1957)



INDIAN INSTITUTE OF PUBLIC ADMINISTRATION
6, BHAGWANDAS ROAD
NEW DELHI-1.

K32X54

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PROGRAMME OF MEETINGS

April 6, 1957

6 P.M. : *Innaugural Session*

Inaugural Address by *Shri Govind Ballabh Pant*, Union Minister for Home Affairs.

7 P.M. : *First Business Session*

Recruitment to Public Services.

April 7, 1957

10 A.M. *Second Business Session*

Training of Civil Servants.

INAUGURAL SESSION

(April 6, 1957, 6 p.m.)

Prof. V.K.N. Menon, the Director of the *Institute*, briefly explained the purpose, and out-lined the programme of meetings of the Conference. He added that a brief resume of the discussions at the Seminar held on March 3 on "Recruitment and Training for Public Services", had also been circulated to the participants, in addition to the summary of proceedings and the working papers.

Shri V.T. Krishnamachari, Chairman of the Executive Council, requested *Shri Govind Ballabh Pant*, Union Minister for Home Affairs, to inaugurate the Conference.

Shri Govind Ballabh Pant, welcoming the delegates, said :—

This inauguration, which is in conformity with a growing passion, is somewhat embarrassing. It is still more so, when we are face to face with experts and the subjects to be dealt with are very complex and somewhat difficult in character. I agreed to the request of the Chairman, as I happen to be a member, and also a nominal office-bearer, of this *Institute*. I must confess to you that so far I have not been able to attend any of the meetings, and so I thought I should atone for my omissions. I welcome this opportunity as it enables me to express my appreciation of the work of this *Institute*, which has been in existence for more than three years and has already acquired some reputation.

The art of public administration is becoming more and more complicated. In the olden days, an administrator's function was a simple and straight-forward one. He was not to handle all the matters which affected the masses of the people directly. His function was more or less of a negative, or a protective character. The administrator

was concerned more with "standard" virtues. He had to look after dacoits, murderers and others — a sort of police work. That was because the country was under the heels of foreigners. Even then, the administrator played a very important part, although he had not much to do with the vital affairs of the common citizen. But by now, the whole perspective has changed. Public administration covers almost all the aspects of everyday life. It extends from cradle to grave. It has the largest and the heaviest task; and the responsibility and the potentialities that are needed of it today are more important than they were some years before. In this age of specialisation, everything seems to be changing fast, and the distances are becoming so short that, in spite of political and other setbacks, public administration has to take into account not only the developments within the country but also what happens outside. In our own country, there has been a great change not only in the political character of the State, but also in the developmental, social and economic fields, *i.e.*, there has been a thorough transformation of the country. The public administrator has therefore to be very alert, and has to do many things relating to the comprehensive work of administering the whole country. In the circumstances, the study of administrative problems and research into them have become all the more important for the administrator. The *I.I.P.A.* provides a forum for the discussion of such problems. It also enables people to apply their minds in scientific way to the study of many matters which though not directly connected with administration yet influence it.

The subjects on the agenda of the Conference — of recruitment and training — deserve some serious thought. There are, however, some allied issues of greater importance, which do not come strictly within the agenda of the present Conference but which must be borne in mind even while dealing with problems of recruitment and training. In England, U.S.A., and France where freedom has been enjoyed by the people for centuries and where the feeling of civic responsibility and of the duty that a public servant

owes to the society is deep-rooted, the people have not to worry much about the civil servants' obligations. The latter, however, remain the base of human relations in administration. As to the duties and responsibilities of public servants we have, first of all, to bear in mind that the methods and techniques of our administrations must conduce to the supreme purpose, the social purpose, to which administration should be wedded. It is true that good Government is no substitute for self-government. But it is no less true that self-government, if it does not conduce to good government, fails in meeting the wishes and the needs of the people. Thus, good government and self-government are inseparable and the one without the other cannot satisfy the requirements of the common man. After all, the main purpose of administration is to serve the community and to work for the betterment and the welfare—economic, cultural, spiritual—of every citizen; that is the real function. But, while in other countries the public servant has no doubts about his own place in the social system, in our own country because of the legacy that has been left to us by the foreign rule and the foreign administration, a consciousness of their duties to the society is not as developed and wide-spread among the civil servants as it ought to be. A public servant must realise that the people are the masters. He must understand, and he must never forget while discharging his duties, that he is a servant in the true sense of the term.

In the olden days, as you might have heard, a member of the I.C.S., which was supposed to be the steel-frame of British administration in the country, was said to be neither 'Indian' nor 'civil' nor a 'servant'. The men who bore those letters considered themselves to be the masters of the people and of the country. They were uncivil in their behaviour and they were, as a rule, non-Indians. They built up certain traditions. Some of those traditions are worth preserving, such as integrity, sense of duty, etc. The rest of the legacy has, I am afraid, led to the present situation. I do not know if every public servant today realises that he owes his duty to the people in the country, that he really is a

servant, and that it is the people who finance the fund out of which he gets his own salary. He who fails to realize this must also fail to adjust the tune of administration to the people's real needs.

I feel that, our system of recruitment or training must inculcate into the minds of all civil servants the feeling that they are servants in the real sense of the term, and that they have the opportunity to contribute to the happiness, welfare, prosperity and the advancement of the millions whom they have the good luck to serve. They must therefore realise that it is not the technique of administration but it is the human aspect of administration which deserves the first place. The civil servant must identify himself with the interest of the people. He should develop the feeling of sympathy, fellowship and comradeship with the poorest in the land so that he may serve the purpose for which he is paid by that poor man. In other countries, they have not to talk about these matters, because the human aspect of administration is taken for granted and no public servant can have any other notions about his relationship with the people. In other countries, it has not been necessary to emphasise especially that a public servant has to develop the quality of integrity. Every man there is supposed to be honest, every man is supposed to be anxious and eager to maintain the standards of decency, efficiency and purity in administration. It is only how these things can be achieved that one has to consider. Then, one has not to talk, in those countries, about the removal of corruption. The public servants there do not suffer from the handicaps from which the public employees do here. The salaries, at least in the lower grades, in India are low and it is difficult for the public employees, to make both ends meet.

It is because of the vitiated traditions that have come down to us that we have to forget and to unlearn something which was the characteristic of the anti-democratic rule. We have to give the highest priority to it. Whether it is the matter of recruitment or of training, or something else, we must constantly keep in view the basic fundamentals,

which are laid down in the preamble of our Constitution and the Directive Principles of State Policy. A public servant has to regulate his conduct in accordance with these governing principles to which he under his oath of office is expected to render allegiance faithfully not only in theory but also in practice. I personally think that this is something important, but also something so elusive that we have as yet failed to grapple with it fully.

We should, above all, ensure the fulfilment of the basic conditions on which our entire social structure has been built. A public servant has tremendous authority. While he may be working under "the democratic guard", his authority is becoming more and more magnified as the process of social reconstruction goes on. In a State which is working for social progress democracy is really an instrument for equipping an army of public servants with authority of an unlimited character. A missionary zeal and a spirit of service, should therefore be the guiding factor for all public servants. If these objectives are not there, then though our system of public administration may be equipped with elaborate and fine techniques of work, they will be of little use, being only tools and instruments. The technique is the thing which enables one to do something in a particular manner, but, unless the objective is constantly kept in view, however perfect the technique may be, the achievement may not be satisfactory.

I do not want to say much about recruitment. As you know, our system is based, for the most part, on the British model. It still continues to follow the British pattern to a large extent. For purposes of initial recruitment, we still depend on the general knowledge, on the intellectual capacity and ability of a youngman or woman. We do not seek any sort of proficiency in any specialised field at the time of entry to the civil service; we do not look for any specialised knowledge for any particular branch of administration in the person whom we recruit. I personally think that is the right method; for, after all, it is the human aspect of the problem which matters most and it is the

knowledge of human psychology, of economics or of sociology, and still more so the capacity to hold the balance between opposite forces and also the stamina to forge ahead in the face of all sorts of odds, that should determine the fitness of a person for the civil service, more than anything else. If he has a firm determination, if he has a balanced judgment and if he has the quality of self-reliance, I think other shortcomings can be overcome.

Our recruitment is confined to graduates not only for the higher rungs of the service ladder but also for some of the lower levels. We admit them also to the lower services mainly because instead of remaining without a job they are prepared to accept anything that may come their way. Thus, we get for our Superior Services those who have received the best education at universities. I know that, lately, there have been some complaints that our youngmen who seek admission into our services are not of that educational calibre which characterised those of the older generations. I belong to a bygone generation, to days not to come back again; but I have a feeling that the youngmen who come to our Services today are in no way worse than the youngmen who joined the Services in the past. I have perfect confidence in them; and I feel that, given responsibility from an early stage, they can come up to the expectations of anyone of us. But, if you cripple them, if you tell them from the very first day: "You are lacking in so many things; your father, grandfather and great-grandfather were much better than you; and you are no good", then you do not create that faith and confidence in them which is needed for progress and advancement. The "greatmen of the past" have all gone to the graves; and I should think that if our youngmen do not come up to the standards expected of them then the fault lies with us, with our system, and with our teachers not only in other educational places but also in institutions like the Indian Administrative Service Training School. As far as general knowledge and intellectual awakening are concerned, a youngman today has so many opportunities that even if he does not exert himself, knowledge is thrust upon him without his making any earnest

attempt to get it. If he does not read his books, he must go to the cinema or listen to the radio and thus acquire information of all types of things. The range of his knowledge is widened by easy access to modern amenities, and he learns without any effort a good many things of which I at least did not know anything in my student days, and of some of which I am still ignorant because I do not listen to the radio as regularly as he does. I have no time for all that. Not that I dislike it; but I am lost, enveloped in the dust and smoke of politics.

To re-emphasise, I do not subscribe to what is generally said about the qualities of our fresh recruits to the Services. The fact, on the other hand, is that they are generally wiser than their predecessors. If an analysis was made in a dispassionate way, our youngmen will be found thoroughly fit. The promise that they hold out is, in fact, heartening. I had the opportunity to check these impressions only last week when I saw the last batch that will shortly be coming out of the Indian Administrative Service Training School. I cannot tell you how happy I felt when I saw those youngmen, they were simply "bright" and I felt that with an army of youngmen of that character, I could fight any battle in any social, economic or cultural or other field. I think that the emphasis that is laid on intellectual ability, general culture and general knowledge is the right one and any effort to insist on knowledge of specialised matters pertaining to rules and regulations, forms and manual would defeat the purpose. We want in our country every public servant to be able to contribute to the re-building of a new order. He has not only to ape and to imitate, he has not only to rest on the oars, but he has also to acquire new steam, new boats and new oars, so that we may achieve the supreme purpose which we have in view. I shall be quite happy with a man who has the qualities of initiative and leadership even though he may be ignorant of any of those elements which constitute the 'red tape', because he is bound to acquire the latter subsequently in course of time.

We have, so far, been recruiting people who are graduates in arts or pure science; but others who have taken

degrees in applied science or in certain other subjects have been left out. We must take stock of the present situation and review the existing arrangements. I do not see how we can justifiably exclude from entry into the public services today anyone who has received a degree in applied science. I think such differentiations should be removed. We want more of technologists if we are going to expand in the industrial and economic fields. I do not know what experts think about this matter. I am only speaking to you as a layman. I am prepared to accept the advice of experts so long as my reason does not find itself in difficulty. We have our own culture and traditions; and every youngman coming out of a University should have an equal chance for serving the country. He should cultivate his mind and his "heart", and when selected for the civil services, he should turn to the genius of our people and work in full accord with the entire atmosphere in which he lives and in which he is expected to grow and thrive.

I am personally not fully satisfied with the present system of 'interview'. I feel that it has been given undue importance in our general scheme of competitive examinations. To disqualify people simply because they have not secured a certain number of marks in the interview seems to me to be rather hard. Out of the people who appear in our examinations, I think, only one in five is called for interview; and out of those who are lucky enough to get through the ordeal, 2 out of 3 are rejected in the course of the interview.

The interview constitutes the continuance of that "negative process" which had been the characteristic of our administration in the olden days. We have to develop a positive approach and outlook now. Approach any public servant as a citizen—I may perhaps be exaggerating—and he would not ordinarily respond to any of your requests enthusiastically. He is on a lookout for some new loophole which he can find to delay the consummation of what you would like to be achieved at once. In a government office, when you want to deposit even a sum of 10 lakhs of

rupees on account of the income-tax levied on you or on account of the fine imposed on you or on account of the contribution that you may be making for a good cause, the cashier, I think, regards it his duty to keep you waiting for half an hour or so. That only illustrates the negative attitude of our services which has to be cured; there must be a positive approach. So should it be in matters of recruitment and training for public services.

Here, therefore, I would like you to consider whether the interview should continue to be an integral part of, and almost the dominating, part of the competitive test for entry to the public services. The "formal" interview at times enables the wrong type of people to come in. It often happens that a youngman secures only 15% in the interview in the first year of taking the competitive examination and is rejected; but he gets 85% next year. How did his personality develop in the course of a year remains a secret to me. It is somewhat of "a mishap". Personally I would like the present system of interview to be reviewed fully. I do not in any way underrate the importance of personality; considerable weight should be attached to it. But, for securing that, I think we should first admit a man to the public service, see how he behaves in the Administrative Training School during the course of one year of his training, and find out if he is really lacking in those basic qualities which an administrator should possess. An interview, lasting from 15 to 20 minutes, even if the young man happens to be smart and daring, cannot by itself yield any convincing and conclusive results. I would therefore like to be guided for the most part by marks obtained by a candidate in the written papers and to also take the marks obtained in the interview into account, but not to disqualify him because of the failure to obtain a certain minimum in the interview.

There are certain other aspects of recruitment, but I do not want to deal with all of them just now. As you know, we have now a combined test for recruitment to the two all-India and certain senior central services. The all-India Services, especially the Indian Administrative

Service, and some of the senior central services, require much education of a general nature; while the Indian Accounts Service and the Indian Railway Service and some other similar services also require a minimum standard of technical education. It will, therefore, be worth considering whether, in view of the large responsibilities that will hereafter be entrusted to public servants in all spheres, it would not be advisable to give general training, of the type that is given in the Indian Administrative Service Training School, also to all persons who are to be recruited for these latter Services, so as to broaden their outlook and promote an emotional integration and unity between the various services. Again, there are too many compartments within the service structure and we have got a sort of a complicated heirarchy now. It is necessary to consider how these unnecessary strata and gradations can be simplified.

There are many problems relating to recruitment which may usefully be considered in relation to the training of civil servants. I personally wish that some methods should be devised to train our officers in the "basic fundamentals" which should govern their acts as civil servants. It is not, therefore, only the capacity to answer certain questions that should weigh for selection but also the sense of duty to society and fellowfeeling. Candidates may be asked "what are the Directive Principles?" Students should be tested and trained in such a manner that they may later live up to these principles. Can a method be really devised for that purpose? That seems to me to be the crux of the problem in our country. While other things may also be looked into, the question of indoctrination in the basic principles should not be neglected. We have to establish unity in our country. We have to ensure emotional unity everywhere. In England and the U.S.A. a public administrator has not much to do with these matters; but here if a public administrator fails to contribute towards the supreme demand of our country, the whole social and economic life would become paralysed. The basic thing have to be ensured first; our methods of recruitment as well as our methods of training should be adapted to the requirements

of the basic objectives of a welfare state, or a welfare state of socialistic pattern. We want to have a society in every city and village wherein all work together in harmony for material and spiritual progress without fear of any type. Enough food and shelter, enough opportunities to develop should be made available to everybody in the country. A public servant, in whatever sphere he may be, has to work towards this end. And there, I end.

DISCUSSIONS AT THE CONFERENCE

First Business Session

(April 6, 1957 : 7 p.m.)

RECRUITMENT TO PUBLIC SERVICES

(I) Points for Consideration

1. To what extent a degree should remain a qualification for direct recruitment to the administrative, executive and the higher clerical services?
2. (a) Does the general scheme of competitive examinations for recruitment to public services in India require any modifications; if so, what?
(b) Should the curricula for the examinations mainly include subjects having a direct bearing on the civil servant's work, or should they be more in the nature of tests of intellectual equipment and attainments?
(c) Is the conception of a Personality test, at which candidates who do not give evidence of certain personal qualities at an interview, lasting 20 to 30 minutes, are disqualified, a sound one?
3. Should the existing system of recruitment be reorganised on the lines of "cadet" system of recruitment in force for recruitment to Defence Services?
4. What should be the proportion of direct recruitment, to the administrative and executive services, to recruitment by promotion, keeping in view the need for incentives for good work for the departmental personnel and the desirability

of equipping the services with their due share of talented young persons from the universities?

5. With a view to enriching the administrative services with the diversity of experience and new ideas, to what extent should there be a regular lateral recruitment to the higher grades, at a higher-age level?

(II) Summary of Discussions

The *Chairman (Shri C.D. Deshmukh)* stated that the subjects of recruitment and training were inter-connected, but for purposes of convenience of discussion it would be better to take them separately. The first Business Session, he said, would therefore be devoted to discussion of "Recruitment to Public Services".

Shri Parshotam Lal stated that employees in lower services who were considered to be promising should be given ample opportunities for rising to higher grades. If the employees were convinced that the various classes of public services would not be treated as water-tight compartments and that there was no bar on the promotion of capable and industrious employees irrespective of the grade in which they were originally appointed, there would be a powerful urge for improved efficiency and better performance among all ranks of the services.

Shri U. Bhandaree urged that the civil servants in the lower levels should be allowed to take competitive examinations up to a higher age limit, say 35 years.

Shri Bodh Raj Sharma observed that the degree-requirement for entry to the services should not be dispensed with, as the nature of the work of an I.A.S. officer involved a fairly high level of education. The interview should last for four or five days to enable the senior officers to assess candidate's qualities of leadership and initiative and social attitudes.

Dr. V.K.R.V. Rao felt that insistence upon degree should continue in the interest of ensuring a minimum standard of academic ability in the higher services. The existing method of interview hardly gave satisfactory results; the interview boards generally did not have before them a detailed list and elaboration of qualities in regard to which they were to assess the candidates. The social attitudes and personality traits could be adjudged only by a longer exposure of the candidates, in an academy or training school. It would be appropriate to recruit a large number of people to such a school, impart them the necessary training and then select the best of them for particular services. The universities could help by maintaining regular records of students' performances both in the academic field and in matters of leadership, social habits, etc. The civil servants today could hardly find time to go in for wider reading, discussions or other intellectual and cultural interests. The traditionalism of the public administrators should be broken by affording opportunities to public servants to spend six months or a year at universities and by inducting academicians and other persons from outside into the services on special *ad hoc* appointments for a year or so.

Smt. Usha Dhar thought that while a degree need not be insisted upon for clerical jobs, it was obviously essential to restrict the number of applicants for higher services. For facilitating departmental promotions, the government employees should be afforded facility of evening colleges for getting higher education.

Dr. R.K. Nigam said that government servants employed on technical jobs would decidedly benefit from spending a short spell of time at universities after completing a period of service.

Shri P.P. Agarwal pointed out that any large scale recruitment by way of promotion from the clerical and ministerial services or from outside to the executive and administrative services was likely to create complications. The departmental promotees should be selected at a service-

age early enough for further development and put through the same training course as the direct recruit.

Shri V.P. Gupta complained about the lowering of educational standards. He thought that the solution of the present problems of recruitment lay in diversification both of education and employment opportunities.

Dr. H.K. Paranjape thought that the existing emphasis on general ability should be reduced; there should be differentiation and specialisation in different types of administrative work. In face of the changed character of a considerable proportion of governmental operations, it was essential to break up the generalist administrative cadres into more and more specialised ones. Recruitment to specialist cadres should be made by a joint competitive examination held by the Public Service Commissions. Some of the optional papers at present included in the syllabus of the joint competitive examination held by the UPSC should be made compulsory for recruitment to the specialised cadres of the services. Further, promotion to the top administrative posts should not be the monopoly of a certain type of administrative services; it should be open to all cadres. Middle and top level personnel for the public sector should be found not from outside but from within the state enterprises. The existing system, followed by the UPSC, of calling applications every time a post was to be filled, had led to considerable delays; it was obviously inefficient; the Commission should keep a standing record of all available personnel on a proper index system and should be able to recommend persons with suitable qualifications and experience at a short notice.

Shri Manohar Lal Sahdev urged that the recruitment policies of the Government should be reoriented suitably to remove the frustration existing within the services by providing larger opportunities for departmental promotions.

The *Chairman (Shri C.D. Deshmukh)* referred to the recommendations made in the First Five Year Plan in regard

to the training of Government personnel for work relating to formulation and execution of economic policies, management of industrial enterprises and community development. The Second Plan contained proposals for the formation of joint administrative cadres and other co-operative arrangements amongst States and between the Central and State Governments. He further pointed out that the experience of the U.K. in matters of recruitment revealed that there could be more than one alternative system, and that government servants with liberal education were often able to command higher salaries than scientists and technologists. The only sound and stable foundation for the development of administrative skills was a sound liberal education. Every expert, no matter how proficient and wide-read he may be, would be inherently inclined to have a bias towards his speciality. A basic orientation in general education should be essential for all students; and specialisation should not start too early. There were limits to what universities could do in this regard.

Shri C.D. Deshmukh further thought that the present form of personality test could be improved by extending its duration and by introducing psychological tests if they were found to be not very costly. It should, however, be borne in mind that all methods of selection, including psychological tests, needed a continuous revision. The fixation of a quota for departmental promotion was important enough but it was linked up with the nature and size of cadres and the availability of talent within and outside the services. Methods of recruitment and training should be so orientated as to produce breadth of outlook and richness of imagination in the services and to remove frustration which tended to depress and dampen the enthusiasm of the persons already in service.

Second Business Session

(April 7, 1957 : 10 a.m.)

I

RECRUITMENT TO PUBLIC SERVICES (contd.)

The *Chairman (Shri Gurmukh Nihal Singh)* said that before asking the Seminar to take up the subject of training, he would like those who have had not the opportunity yesterday, to express their views on "Recruitment to Public Services".

Shri T.P. Bhalla pointed out that the main emphasis in the past had been on the administrative side; and it needed to be shifted considerably to scientific, technological and industrial aspects of development. The new functions devolving on the government required a different type of personnel—those with an integrated education and outlook as well as with specialised training. A recent report of the West Bengal Public Service Commission mentioned that the educational standards of the examinees had gone down. Both the present pattern and methods of education and recruitment required a re-examination in the context of the changed circumstances. The Government should better appoint a committee to undertake this re-examination. *Shri Bhalla* personally felt that the pre-entry education of civil servants should be complete in all respects. The essential academic qualifications for entry to different services should be varied according to the nature of those services. For the General Services, the emphasis should mainly be on subjects of general knowledge in order to assess the candidate's alertness of mind, quickness in understanding and analysing, and the capacity for synthesis. Compulsory subjects in competitive examinations for recruitment to the administrative services should include Economics and Public Administration. The number of subjects for the written part

of the examination might be increased in order to give the candidates some option. The personality test for recruitment to the I.A.S. should not be disqualifying and its total marks should be reduced to 200. The training to be imparted after selection should be rapid and quick and varied to suit the requirements of the different services.

Shri A.R. Tyagi observed that there was not one single service but a number of public services in India. These were compartmentalised enough to give rise to a kind of high caste system inside the services. The service hierarchy was not sufficiently pyramidal to admit of adequate promotion opportunities for employees in the lower grades. What the country needed today was an integrated civil service; to be more precise 3 such services—a scientific service, an economic service and a management service. There should also be a scientific system of position classification; and quotas should be fixed for departmental promotions to higher posts.

Shri P.R. Nayar stated that the present form of interview was hardly adequate for judging a man's diligence and ability; it only enabled the interviewers to spot, what might be called, a flash of personality. It also helped to place a premium on boys educated in public schools and was thus biased in favour of superficial traits of personality. The selection system needed to be re-oriented for picking up candidates with real intellectual ability, integrity and character.

Shri Y.N. Sukthankar pointed out that while recruitment system needed a general overhaul to cope with an increased demand for service personnel of all types (including specialists), there should not be a rigid demarcation between specialists and non-specialists. As a public servant advanced in his service career, he tended to develop specialisation and skill as well as firmness; his tastes crystallised and he could change over from one direction to another to suit his aptitudes. The job of a successful administrator in modern age increasingly called for not specialised but diverse administrative experience. Therefore, what the existing system of selection and recruitment needed was a persistent effort towards improvement rather than any basic

reorganisation. It would be advantageous for Public Service Commissions to keep regular contact with the colleges and universities in order to tap the best talent from among the fresh graduates.

Shri A.D. Chakrabarty stressed the importance of job analysis in recruiting the right type of personnel. He felt that the existing drawbacks in the systems of recruitment and training could be overcome only by the application of psychometry to the selection process. He therefore was strongly in favour of the use of objective, psychological tests for assessing merit.

Shri Mahtab Singh thought that the proposal for fixing promotion quotas for departmental candidates was basically unsound. Most of the higher posts should, as a rule, go to persons serving within the department; direct recruitment should be made only when competent persons in requisite numbers could not be found from within the department. Adequate incentives were not available to junior officers for advancement. Apart from the lack of time and energy, they had no inclination to broad-base their personality as promotions were made on the basis of seniority-cum-merit as revealed by character rolls. This method of making promotions hardly gave satisfactory results, because character rolls were often written not on the basis of efficiency but on certain extraneous considerations. To remedy the existing state of affairs, it would be worth-while to constitute a system of promotion examinations covering both departmental rules and regulations and general knowledge papers and *viva voce*. Such an examination would provide an adequate outlet for talented junior officers and remove the prevailing deep sense of frustration in the lower grades.

Shri S.B. Bapat observed that while many useful suggestions had been put forward by the members, some of the proposals suffered from basic fallacies. One such fallacy related to confusing recruitment to services with recruitment to individual jobs. The existing system of classification of services in India was akin to the one obtaining in England. Class I service in India was equivalent to their Administrative

Class; Class II service to the Executive Class; and Class III service to the Clerical Class. Class IV service covered messengers and other allied workers. This classification of services was based not on the analysis of individual jobs but on differentiation in regard to the nature of work to be done and responsibilities to be undertaken. The American system of position classification was based on an entirely different concept; it was designed primarily as a method of pay fixation, insulated against political pressures in the short run. There were no organised services in the United States as in India.

Another common fallacy concerned the interview as a method of selection. It was generally believed that 15 or 20 minutes of interview were not enough a long time to assess the candidate's personality. But the experience of his colleagues as well his own was that 15 or 20 were good enough to weed out undesirable candidates; even this much time of exposure put quite a strain on the candidate as well as on the members of the Board. Objective and psychological tests had been advocated by many speakers; it must not however be forgotten that their actual application would require a great deal of time and money and also a high level of technical ability. The experience of the United Kingdom with these tests showed that the same results could be obtained with the normal type of interview and at a lesser cost.

Last but not the least, it was wrong to assume that personality test was unnecessary for the administrative services. The ability to grasp and to express effectively the facts and merits of a case was of prime importance for the administrator in his dealings both with the people and other government departments, especially in view of the recent trend towards increasing use of conference and discussion across the table, and greater participation by the people in the administrative process.

Shri D.L. Mazumdar pointed out that the administrative class had necessarily to be an integral part of the civil service, for the simple reason that administration in genera

must hold together the rest of the civil service. The chief function of the administration was generalisation. The more the specialisation, the more the need for the generaliser to put technical knowledge in a form and in a manner which would facilitate the formulation of policies; unless that was done, democracy would be completely misguided if not confused. There was thus no inherent conflict between the technical and administrative classes; both supplemented each other. Viewed in this background, the administrator must possess not only a working knowledge of economics but also an understanding of the pattern and behaviour of the economic system. Therefore, what was important was not merely some general pre-entry knowledge about the structure or working of the economic world in which he was placed but also systematic and adequate post-entry conditioning of the civil servant in social sciences like economics, sociology and psychology. The post-entry conditioning was all the more important for purpose of promoting in the administrator the capacity to integrate diverse specialised knowledge. The opening of the Administrative Staff College at Hyderabad removed a long outstanding lacuna in the field.

Shri Sukthankar felt that periodic interchange of personnel between Government and non-government departments for short periods would also help to diversify the administrator's experience and broaden the outlook.

Shri A.K. Chanda emphasised the need for integrating the diverse service structure and favoured one unified service with several constituent cadres for specialised functions but all with the same pay scales and other service benefits. He agreed that the degrees should remain an essential qualification for recruitment to the administrative and executive services, and felt that in the general scheme of competitive examinations more emphasis should be placed on constitutional and economic development and financial administration. The curricula should be so designed as to test the intellectual abilities and attainments of the candidates and should have no direct bearing on civil servants' work. The personality test was important, as it revealed generally

the self-possession, firmness of purpose and sense of values which a candidate had developed; a failure in the personality test, however, should not be disqualifying. *Shri Chanda* further pointed out that, in England and France, university education was generally beyond the means of the common people and hence the emphasis on departmental promotions to make the service more representative of national life. It also enabled the non-graduate civil servants, who developed ability and talent, to rise to higher executive and administrative positions. In India, on the other hand, the circumstances were different and facilities for securing a university degree were more wide-spread than in England and France. Furthermore, a long service in subordinate grades did not always help to develop in the civil servants those qualities of mind and character which were needed in higher levels; in fact, too long a service in the lower grades impeded their growth and development. This difference justified an adjustment of the percentage of posts reserved to be filled by promotions.

II

TRAINING OF CIVIL SERVANTS

(i) Points for Consideration

1. What are the conditions favourable for central institutions of training? How far do existing ones satisfy them? Are more central institutions possible?
2. Practical training in the I.A.S. School. How far can it be improved?
3. Should courses in the basic social sciences be included in the syllabus of the I.A.S. training?
4. The curricula of other central training institutions; how far are they satisfactory, e.g., the I.A. & A.S. training course?
5. Training Schemes for State Services.

(ii) Summary of Discussions

The *Chairman (Shri Gurmukh Nihal Singh)* invited the members present to express their views.

Shri A.K. Chanda thought there should be a single training institution for all officers of superior services; the period of probation should be longer; and the training curricula should be re-oriented to overcome the deficiencies in university education and to assist in the development of the intrinsic qualities of leadership.

Shri Parimal Y. Mehta said that one of the basic drawbacks of training institutions in India related to the making of theorists into trainers. Stressing the importance of integrating theoretical instruction with practical training on the job, he felt that such an integration was of special importance for the training of proficient instructors.

Fl. Lt. S.P. Srivastava was of the view that the training programme should promote in the trainees a realization of the identity of purpose underlying the public services. Recruits to different services of the same class should be put through a unified training programme at a national public service academy; a combined training of all services would help to create a uniformity of outlook. The training course should be for a duration of 3 years; the first year to be spent in general studies; the second year in *model* departmental training within the academy; and the third in field work. Training should also include instruction in public relations.

Prof. D.G. Karve thought that the existing methods and modes of training needed improvement in many directions. The teaching material should be related to the job the trainees were expected to do later; it should all the same be kept as general as possible and should in no way try to take the place of training on the job. Some kind of inter-state regional arrangements were necessary in regard to both recruitment and training for state administrative services. The short-term refresher courses organised for senior officers needed to be re-oriented as 'advanced courses of functional training'. Equally important was the object of imbuing the trainees with a sense of public service; here, the climate of training was of prime importance rather than a few lectures on the duties and obligations of the civil servant.

Shri A.R. Tyagi thought that the proposal for training of recruits in a national service academy was undemocratic; it would lead to the regimentation of the civil service. A system of liberal and popular education was *sine qua non* for instilling a democratic element in the minds of civil servants. The common man had to get himself educated under several handicaps and it was desirable that the maximum age limit for taking competitive examinations should be raised from 24 to 28. The need for co-ordinating the training schemes of various central and state government departments deserved immediate attention. There should be a separate Directorate of Training for the purpose, in the

Central Government; and research should be undertaken to assess the usefulness of the various methods of instruction and of teaching materials.

Shri P.P. Agarwal observed that the institutional training centres should not be located at the Union or State headquarters, but at a distance from them to enable the trainees to have an opportunity of living a corporate life. A training period of one year was too short; training should be for a longer period to enable the probationers not only to digest theoretical instruction but also to develop the right type of administrative attitudes. The limited usefulness of refresher courses would be considerably enhanced by their proper re-orientation. There should be inter-departmental refresher courses to enable the officers of one specialist class to appreciate the difficulties of other similar classes, and to realize for themselves how at times their certain decisions impeded rather than promoted the execution of government policies. The I.A.S. recruits allotted to a certain state should spend two to three years in other states to give them an experience of government activities and people's reactions there.

Shrimati Usha Dhar said that after 5 to 7 years of service the administrators could profitably spend a few months at universities to refresh their knowledge and broaden their outlook.

Shri S.L. Garg said that while the departmental competitive examination held for promotion to posts of Grade III Section Officers was in the existing circumstances basically sound, the notice of the examination usually given was short and although O & M Division is making efforts in this direction most of the prescribed up-to-date books and regulations were not available to the candidates on payment, being generally out of stock. This did not give equal opportunity to all candidates. In the granting of leave for the preparation of the examination also, the treatment accorded to candidates was not uniform.

The departmentally promoted Grade III Section Officers of the Central Secretariat Service should be given

an intensive training for 6 months to equip them for shouldering of higher responsibilities. These promoted Grade III Section Officers should not be treated adversely vis-a-vis direct recruits in regard to further promotions. The promotees to Grade II posts in the Central Secretariat should also be put through a suitable programme of training. The I.A.S. and senior secretariat officers in Central Ministries should, as in the good old days, be able to devote some time and effort to training the lower ranks.

Prof. V.K.N. Menon (Director) agreed with Prof. Karve that more attention should be devoted to the problems of recruitment and training at the state level. Thousands of persons were being taken up into the state services on administrative jobs of all kinds and the problems of their recruitment and training deserved special consideration. It was also worth examining whether the initial period of training could not better be spent on the job rather than in a training school. In France, the probationers spent the first year of their training on the job; in the second year they came back to the school; and the third year was partly spent on the job and partly in the school. At the state training school in Bihar, the recruits came back to the School after spending a short period in the field. On the whole, it seemed that it would be advantageous for trainees to first work on the job for sometime and then come to the training school.

Shri K.K. Sharma observed that experienced senior officers from districts should be invited to the training schools for short periods, say, 3 months, to live with and lecture to the trainees on their own experiences with the public and with the Ministers and Deputy Ministers; that would impart a realistic touch to the training programme. After the completion of training, the probationers should be attached to officers who are known not only for their efficiency but also for their integrity. At the present stage of development of the country, integrity was as essential as efficiency. The Indian Institute of Public Administration should also play its role in providing facilities for higher

training in administrative teaching for officers of the I.A.S., I.P.S. and State Administrative Services; it should not become just as a 34th or 35th university of India.

Prof. M.V. Mathur suggested that the candidates who came successful at the I.A.S. and allied services combined competitive examination should not be straightaway assigned to particular services; they should first undergo together for a year combined training at a national training institution. Initiative, leadership and other attributes of personality could be better judged during this initial common training period at the completion of which the recruits should be assigned to different services and cadres and sent out for training on the job.

Shri S.B. Bapat referred to the qualities mentioned by the Home Minister which a civil servant must possess—civility and humility, spirit of service, and integrity and morality. These and other attributes so essential for the effective functioning of the administrator in his job could be taught generally in 3 different ways : (1) by telling him what he should do; (2) by showing him how to do it; and (3) by seeing that he does it, and correcting and punishing him if he does not do it. A training school could impart instruction only by the first method of telling him. The senior officers under whom the probationer was placed for training on the job had a heavy responsibility—of ensuring that he learnt and did the job properly. India had quite a good system of inspection but the emphasis, placed in good old days, on training of subordinate personnel was conspicuously absent; the inspection reports as a rule did not show whether the trainee had taken up the assignment in the right spirit and was progressing on satisfactory lines.

Shri Autar Singh Rikhy stated that the training should be imparted primarily not through lectures but through seminars, discussion groups and field visits. On their placement in states, the probationers should be taken by the senior officers along with them on tour and familiarised not only with work details but also with the inspection process and also taught how to conduct themselves. More stress

should be laid on extra-curricular activities to develop in the probationers judgment and ability to tackle situations as they arise.

Dr. R.K.G. Gurbux suggested that week-end conferences between administrators and others might prove useful for improving the tone of public relations and giving the administrators a feeling of the pulse of the people. In re-orienting the existing schemes of training, due attention should be paid to persons already trained abroad in specialised fields like social welfare administration, personnel management, etc.

Shri G.R. Purohit underlined the importance of providing adequate opportunities for development of personnel of lower grades, from the point of view both of increased efficiency and higher staff morale. He further emphasized "that there should be no distinction in the services, namely, I.A.S., P.C.S. etc. in order to allow an equal opportunity to all officers for development and advance".

Shri U. Bhandaree stated that each state should preferably have an in-service training institute; and if that was not feasible it should make arrangements with similar schools of other states or of the Centre for training of recruits to its administrative services. The period of training for state civil service should be $2\frac{1}{2}$ years—2 years in the job and 6 months as preliminary training in a school. The fields of study should include the working of the collectorate, experience in various capacities as a magistrate, settlement work and administration of panchayats. The newly recruited officers of the judicial services should also be trained for about 6 months at the training school along with recruits to other services.

Shri Manohar Lal Sahdev drew attention of the conference to the desirability of including persons belonging to the Grade IV of the Central Secretariat Service in any programme of training which was formulated.

Shri Gurmukh Nihal Singh (Chairman), summing up the discussions, observed that in his opinion a pre-entry

qualification—whether a degree or success at a competitive examination—was essential for entry to the public service. As a rule, persons like engineers and scientists who had obtained professional degrees should not be taken away from their particular professions in view of the prevailing shortages of technical personnel; and entry to the administrative service should be confined to persons with a sound liberal education. As regards the interview, he agreed with *Shri S.B. Bapat* that 15 to 20 minutes exposure of any candidate before an Interview Board was sufficient for a proper assessment of his personality and capabilities. The Selection Board has also before it generally a record of his academic work and other experience, if any. The experience of the United Kingdom with Method II of Selection, in which psychological tests were used, in no way reflected adversely upon the use of method I *i.e.*, the traditional method of interview. A success in the interview should be compulsory for entry into the administrative services in view of the importance of initiative and leadership in implementing the various welfare and development activities of the State.

Referring to the increase in number of candidates taking competitive examination and the general deterioration in educational standards, *Shri Singh* felt that some kind of preliminary screening was necessary to reduce the number of applicants to a sizable proportion and to ensure uniformity in evaluation of answers. This could be achieved either by allotting a quota to each university or holding a preliminary weeding examination. *Dr. V.K.R.V. Rao* had suggested in this connection that the academic records of the candidates should be taken into account; this, however, did not seem feasible at the present time.

The direct recruits to the higher services should undergo a combined training programme at least for a period of one year; there should be no differentiation in this regard between probationers assigned to different services. The proposal put forward by *Prof. Mathur* that the actual allotment to various services should be made after the completion of

general training was likely to raise many practical difficulties; notwithstanding their assignment to a particular service, all recruits could be put through a common programme of training. The particular training for each type of service should be given in a separate institute. Such functional training of probationers at separate institutes would also allow them to specialise in certain aspects of their particular service.

Equally important was the organisation of refresher courses and seminars for senior officers. Here, the Indian Institute of Public Administration could do much useful work by arranging facilities for exchange of experiences. Universities too could run particular courses for the benefit of practitioners of administration. The services in India had adapted themselves remarkably well to political, economic and social changes which followed in the wake of independence. An important matter which seemingly fell outside the sphere of recruitment and training was the relationship between the political and executive heads of government departments; but even here the previous training undergone by the administrator, and by the politician, was important enough for maintenance of standards of independence, integrity and courage upon which depended considerably the success of the administration.

Prof. V.K.N. Menon (Director) thanked the participants for their valuable contribution to the Seminar, and observed that he was in particular grateful to Shri Govind Ballabh Pant, Union Home Minister, for inaugurating the Conference and also the chairmen of the two Business Sessions—Shri C.D. Deshmukh and Shri Gurmukh Nihal Singh—for steering the discussions. Thanks were no less due to the experts who had prepared the working papers but had preferred to remain unknown.

APPENDIX

Indian Institute of Public Administration

SEMINAR ON "RECRUITMENT AND TRAINING FOR PUBLIC SERVICES"

(New Delhi, March 3, 1957)

A Brief Summary of Discussions

I

Recruitment to Public Services

The trend of opinion in the Seminar was in favour of retaining the degree as an essential qualification for direct recruitment to administrative, executive and higher clerical services. The insistence on the degree, it was held, ensured a certain minimum standard of intellectual proficiency and attainments, as also of personality development. The abolition of the degree requirement, in regard to the higher services, was likely to result in an enormous increase in the number of persons taking the competitive examinations and it might not be possible to maintain even the present uniformity of standards in the evaluation of answers.

Against this, it was urged that the degree was only a hallmark of certain educational accomplishments, which could equally be tested by the competitive examinations, and was thus really superfluous. The past experience with the working of the public services revealed that non-graduates were in no way worse off on the job than graduates. The abolition of the degree requirement would assuredly reduce the over-crowding at the universities and also make the present system of recruitment more "broad-based". The system, as it stood now, was biased in favour of the middle and higher classes which alone could afford university education.

As regards the recruitments to the lower services, there seemed to be a general agreement that the degree requirement should be abolished and recruitment made at lower age limits. Here, an important argument invoked in support was that the abolition of the degree would do away with the prevailing frustration among the graduate employees of the lower services. Others

contended that it would be unfair to exclude graduates from entering the lower clerical services.

2. As regards the present general scheme of competitive examinations, it was felt that there was scope for improvement in the form in which the questions were put so as to bring out the capacity of the candidate for quick and organised thinking and his power of logical and clear expression. The existing general scheme was, on the whole, satisfactory and the curricula should continue to include both types of subject: (i) those which were in the nature of tests of intellectual attainments, and (ii) subjects having a direct bearing on the civil servant's work.

3. On the existing form of the personality test, some speakers underlined the need for a more systematic and objective evaluation of personality by means of psychological techniques. Others were of the opinion that the present form of the interview, lasting from 20 to 30 minutes, if supplemented by a check of the candidate's academic record and other background was quite adequate for the purpose of assessing the personality. It was found that, in many cases, the formal interview, in effect, worked out as a disqualifying test. Such a test was, however, essential in view of the fact that the candidate, if recruited, would be called upon to take active part in the social and economic life of the country. In regard to the use of psychological selection techniques, it was stated that the results produced by Method II in the U.K. differed little from those obtained by Method I which was precisely the same as at present followed in India.

4. It was contended by some speakers that the adoption of the 'cadet' system of recruitment, similar to the one in force in Defence Services, would help to develop in the civil servants qualities of character and talents which were vital to the maintenance of efficiency and integrity of the services. The 'cadet' system would enable persons to be picked up at an age when their minds were still impressionable and inculcate in them the civil service traditions of a high order.

The system was strongly opposed by others in that it would mean a lowering of age-levels for recruitment, and impart an element of rigidity and 'aloofness' to the civil services. As the cadets will be selected at the age-level normal for passing out of the school, the training which they might be given, in the Civil Service Academy, would have to be of a general character; and it would in no way make them into real administrators.

5. On the question of proportion of direct recruitment vis-a-vis recruitment by promotion, the general opinion at the

Seminar was in favour of keeping the present position unchanged. It was felt that, while more opportunities might be provided for developing the personnel of the lower services, the existing character of the higher services should not be allowed to be altered. Each service had its own tradition and habits of thought and work; and there was a natural limit to promotions from the lower ranks.

6. In regard to lateral recruitment at higher age-levels, the opinion at the Seminar was divided. Some speakers opposed such recruitment on the ground that it would only inject into the civil services persons who had failed in other walks of life, lead to patronage and affect the morale of the existing staff adversely. The recruits at higher age-levels could not be trained in administrative work or adjusted to the civil service traditions and habits in the same way as young persons could be; the period of the service of these recruits would also be comparatively shorter and their utility to the public services would thus be considerably less.

In favour of lateral recruitment of persons of higher age groups, it was argued that it was not the intention to make this recruitment a regular feature or to recruit the higher-age persons in large numbers. Such recruitment would enrich the civil services with the administrative experiences borrowed from other spheres of social activity, and would be limited only to those who had already made a success elsewhere. Under the existing system of recruitment, the civil servants have had no opportunities of being at the "receiving end" of administration. Recruitment at higher age-levels would help to improve the responsiveness of the civil services to the difficulties experienced by the public. The diversity of experience and new ideas could also be brought into the services by recruiting academicians and other experienced and talented persons from outside on a short-term tenure basis, say, 5 years, or by appointing them as consultants. ✓

II

TRAINING OF CIVIL SERVANTS

The deliberations at the Seminar were mainly related to questions of promoting institutional arrangements for inservice training, provision of facilities for practical training, improvement of curricula and co-ordination between the training schemes for the all-India, Central and State Services. The assistance which the universities could render in the organisation

and operation of training schemes was also discussed in some detail.

2. It was emphasised that unless certain basic conditions were satisfied, it would not be advantageous to arrange for training, of the recruits to a particular service or group of services, in a central institution. ✓

Opinion was divided whether the recruits to the different services should be trained in one institution or in different training centres. Several speakers were of the opinion that it would be profitable to impart instruction in general subjects, common to all the services, at one place and to all the trainees together. Such combined basic training would help to bring about "an emotional integration" among the recruits to the different services. Instruction in fields peculiar to certain services might be given, as a second part of the training, in separate institutes specially set up for the purpose.

3. The existing curricula of training schemes were on the whole considered satisfactory, except that more importance should be attached to instruction in social sciences and to practical training on the job. A basic knowledge of the application of the social science techniques was essential for all public servants, especially in the context of the democratic welfare state. Here, representatives from the universities laid special emphasis on the teaching of social sciences in view of the fact that the recruits to the public services came with varied academic backgrounds; many of them, in fact, were graduates in natural sciences. The administrator was, in effect, today "a social scientist in action".

As regards practical work, the trend of the opinion was in favour of extending the period of job-training. The scheme of institutional training in vogue in Bihar where the trainees were sent out for training on the job during the middle of their term was considered appropriate by many speakers. The need for a first-hand observation of national extension work and community development schemes was also stressed. It was further felt that the practical training could be given best on the job, and that instruction in a central institution should be mainly confined to background subjects to prepare the candidate not for the requirements of the job but as a general administrator. Training for the development of general administrative abilities should be given not only to the I.A.S. probationers but also to most of the recruits to other services as well, as they, too, had to, at one time or other, undertake administrative responsibilities of a general nature and as it was now the accepted policy of the Central Government that top administrative posts should be

open to public servants belonging to all categories of the public services.

4. The quality of training imparted at the I.A.S. training school, it was thought, could be considerably improved by bringing in, from the states, senior officers for a short period and requiring them to live with the probationers for some weeks with the object of promoting exchange of ideas and information on the actual problems faced in administration.

5. Many speakers complained that the training schemes for the state services did not possess that comprehensiveness and depth which was found in the case of the training schemes of the all-India and some of the central services.

It was generally agreed that the standards of training varied a good deal between the states, and the Central Government should take more active interest in the training programmes for the state civil services, and that there should be some co-ordination as well as exchange of information and ideas between the centre and the states in the matter.

6. The representatives from the universities were of the definite opinion that university teachers, who had specialised in their respective fields, were better equipped to give theoretical instruction in general subjects. They also held that the in-service training schools should preferably be located in, or near by, a university. Trainees might even be sent to spend a short time in university faculties. Universities could also give valuable help in organising refresher courses. Another view taken was that only administrators, who had actual experience of the administration, could impart realistic instruction in regard to the various working processes of administration.

