

CHAPTER 2

LITERATURE REVIEW

Edwin B. Flippo (1984)¹ in his book states that personnel management in modern world is a very complex process. Personnel manager has to meet the expectation of management, needs of workers, goal of organizational effectiveness and societal requirement. Author further states that the first step in a personnel program is to obtain personnel to carry out organizational goals. Before recruitment process is started, personnel manager must be familiar with many laws and regulations enacted by the government in this regard. He also has to determine the number and quality of personnel required. Thereafter the recruitment agency proceeds to screen applications/candidates and recruit the successful ones for the job.

¹ Edwin B. Flippo "Personnel Management" (1984); McGraw-Hill Book Company

F.W. Riggs (1964²; 1967³) in his seminal works has propounded that there is ecology of public administration. Doing comparative public administration research, one should always examination other related factors such as historical background, ideologies, value systems, economic structure and social structure. This is because social systems evolve gradually, rather than transforming abruptly. In addition, the environment always plays a vital role in forming and transforming social systems; that is, different environments will produce different systems. To view the study of public administration as a closed system, isolated from its environment would, bluntly speaking, would be out of touch with reality.

Riggs made a great effort in searching for an objective and effective model for analyzing public administration in developing regions. With his background in sociological theory, Riggs created the "fused-prismatic-diffracted model." The formulation of the prismatic model was primarily based upon the extent to which a social administrative system undergoes functional differentiation. The model is appropriate for studying three societal types: highly developed Western industrial societies and traditional agrarian societies, as well as developing societies.

Riggs' own analysis of public administrations primarily relies upon a functional structural analytical approach. He refers to structure as a society's pattern of activity, while function is considered to be the outcome of a pattern of activity. Given this analytical approach, one discovers that traditional agrarian societies,

² F. W. Riggs " Administration in Developing Countries: The Theory of Prismatic Society" (1964) Houghton Mifflin

³ F. W. Riggs "The ecology of public administration" (1967) Asia Publ. House.

highly developed industrial societies, and developing societies are functionally and structurally distinct. Such functional and structural attributes can be further examined by using a biological approach, that is, via a spectrum. Taking a traditional agrarian society as an example, say a traditional Thai society, one notices that various social functions and social structures are highly functionally diffuse, that is, there is no organized division of labor. This analogy serves to demonstrate the consequences of an unorganized functional and structural system in a traditional agrarian society. But, should a white ray of light be beamed through a prism, it would disperse into a wide range of colors. Riggs uses the word "diffract" to refer to this phenomenon (different than its meaning in physics) as a metaphor for the functional and structural system that is highly functionally specific, as found within an industrialized society. However, Riggs believes that there is a third scenario in addition to the two diametrically opposed extremes. That is, one must also contemplate the condition of the white light during the process in which it is being beamed through the prism itself. Specifically, the white ray is just starting to be diffracted, but the diffraction process has yet to be completed. Thus Riggsian model can be used to understand functions of public administration especially its personnel and recruitment ones in a developing society like India.

Sonia Ospina(2001)⁴ in her paper has argued that the new century has been marked by a generalized sense that traditional work arrangements are inadequate to address the challenges organizations encounter today. The shifts

⁴ Ospina, S. 2001. Managing Diversity in Civil Service: A Conceptual Framework for Public Organizations.. IMDESA-IIAS (ed), Managing Diversity in the Civil Service. IOS Press: Amsterdam. 2001, pp. 11-29.

from an industrial to an information-based society, and from a manufacturing to a service economy, compounded by the forces of globalization, have propelled revolutionary changes on work place arrangements. These trends have affected work not only in industrialized societies, but in all nations. She has further argued that Public organizations are not exempt from this reality. From a managerial perspective, the

Nation-state is a large and complex supra-organization. To effectively accomplish its mission in today's turbulent environment, it must engage in similar challenges as any other large corporation. In the same way, a professional civil service system is just one version of another contemporary personnel system based on the merit principle (Ospina, 1996a). Public service, of course, represents a particular type of employment relationship that, by its very nature, is different from private employment. Nevertheless, from the point of view of organizational theory, a national public bureaucracy, its conditions of employment, and its employees, are all equally subject to the tremendous pressures shaping the fate of any complex organization today. It is in this context that the challenge of managing diversity in the civil service becomes an urgent and important agenda. Workforce diversity has, indeed, become an imperative for organizational competitiveness and effectiveness (Cox, 1993; Jackson and Schuler, 2000) and diversity management is increasingly becoming a principle of human resources management (Mathews, 1998). Forces like globalization and the internationalization of public issues contribute to expand the flow of labor across national boundaries and facilitate the constant exchange of materials, as well as

symbolic and human resources. To remain competitive, organizations must adapt to and manage these environmental forces. As a result, firms and public agencies search for different work arrangements, leaders propose flatter organizational structures designed around teams and networks, and boundaries become permeable to facilitate intra and inter-organizational cooperation. The new complexity of work operations demands more diverse functions and the use of more diverse talents. These are compounded in the public sector by pressures creating additional dilemmas for the civil service system. Public sector organizations in most countries, rich and poor, experience an environment characterized by greater scarcity of resources. Competition, pressures to reduce the production role of the State, and taxpayer demands for higher efficiency and cost effectiveness mark the new work place realities. In this context, incentives to invest in human capital to adjust to the new demands will be minimal. Public officials and managers must respond to competing demands as they design and implement programs that both increase flexibility and address the requirements for a more diverse workforce effectively.

The functional requirement for diversity takes place in a climate that questions the traditional institution of civil service itself, as the appropriate way to regulate contemporary public employment. Two arguments of this debate are particularly relevant for a discussion of workplace diversity. First, traditional civil service systems, implemented to address issues of equity, transparency, accountability and rationality in public employment, are viewed by many as a source of inefficiency, and as an obstacle to attaining the very flexibility required for

organizational adaptation. Second, some argue that many systems have fallen short of the expectation that they would address problems of social exclusion, political favoritism and lack of social representativeness in public service (Ospina, 1996a). While there is no consensus around these claims, there is a generalized call for reforming employment institutions to ensure they accomplish their role in a democratic society (Klinger and Lynn, 1997; Kettle et al, 1996; Van Wart, 1999).

A book published on "Designing and Implementing Successful Diversity Programs" (Baytos, 1995)⁵ provides an inventory of approximately two hundred and fifty diversity activities. They range from "pure" diversity initiatives such as sensitivity training for managers and employees, to more generic activities such as work and family initiatives operating with or independent of broader diversity efforts. The US federal government has led by examination, with programs that foster both more representation in the bureaucracy, and a more welcoming environment for the new comers. (US Merit Systems Protection Board, 1993). This trend is not unique to the US. To different degrees, most public and private organizations in developing and industrialized countries are struggling with the diversity challenge.

Internal employee pressures may also generate interest in diversity efforts,

⁵ Lawrence M. Baytos(1995) *Designing & Implementing Successful Diversity Programs* Prentice-Hall .

as employees will defend their rights or respond to perceptions of unfairness, discrimination or harassment. They may file complaints and/or enact behaviors such as turnover, absenteeism, conflict, lower productivity and even sabotage, or request new policies and procedures that respond to their particular needs, such as flexible schedule and benefit policies. Finally, the personal commitment of individual leaders and managers may motivate them to champion efforts to ensure fairness and employee well-being in the work place (Ospina and O'Sullivan, forthcoming)⁶. Ultimately, the Author concludes that the diversity management in civil service, as managing diversity in any other organizational context, is a complex and multidimensional challenge that requires permanent and focused managerial attention. If strategies must be adapted to the degree of diversity of any given organization, in the context of civil service, strategies and approaches may also vary according to system features and the societal forces that affect it. For examination, it is not the same to address diversity challenges in the context of public employment in transitional societies, where new civil services are only now being created, than to address them in the context of industrialized societies with mature civil service systems. In the former, managers can design features to avoid the contradictions that plague more traditional civil services, thus trying to make the system more sensitive to diversity issues from the very start. In the latter, diversity approaches would have to work simultaneously on re-dressing equity problems and maximizing the potential of the existing work force by creating more flexibility in the system. In

⁶ Ospina, S. & O'Sullivan, J. 2002. *Working Together: Meeting the Challenges of Workforce Diversity*. In Steve Hayes and Richard Kearney (ed.). *Public Personnel Administration: Problems and Prospects*. 4th edition. Prentice Hall: Englewood Cliffs. 2002, pp. 238-255.

the same way, the challenges may vary between developing societies. Some have established civil services that do not function well (e.g. where patronage and corruption still predominate in spite of the system) while in others the system is functional but has produced exclusionary practices and outcomes. Moreover, in most developing societies, diversity issues may complicate the managerial requirements to balance the contradictory pressures for employee protection and stability (required for professionalizing public employment) and the new demands for accountability and transparency to make public service more efficient. In the context of civil service, a thorough diagnosis to assess workforce diversity problems includes an analysis of the system as a whole, as well as audits of each agency the system regulates. In paying attention to both system and organization, it may be important to assess whether performance problems associated with diversity are organizational or system related. It is equally critical to look for patterns across agencies, because those will require designing systemic solutions. Despite the complexity of the agenda presented in this overview, workforce diversity is not just a problem to be managed away. It is instead an opportunity and a requirement to enhance personal and organizational effectiveness. Considering, pursuing, managing and maximizing workforce diversity are tasks that will help realize the benefits of this required condition for organizational effectiveness. Yet this cannot happen without organizational leadership, vision and commitment. All members of the organization must choose to meet the challenges and all the managers—senior, departmental, and HR—must assume the responsibility to achieve diversity

success by embracing diversity management as the preferred organizational paradigm.

S.R.Maheshwari (2005)⁷ has stated that India's chief personnel agency is not singular but plural. Recruitment function has been separated from other personnel functions and entrusted to independent specially designed multi-membership body, namely the Public Service Commission. Public recruitment is the cornerstone of personnel administration in all political system. No amount of in service training can, for example, make up for deficiencies in the original 'timber'. The need for proper standard of recruitment is all the more compelling in modern societies where large scale recruitment for civil service is involved. The Government of India, for instance, employs around four million personnel. Thus to ensure impartiality in recruitment process, most countries, the function has been taken out of the hands of the executive and entrusted to a separate body generally known as Public Service Commission.

Regarding UPSC, **Maheshwari** says that though it is one of original Constitution body its advice is recommendatory in nature. However, it is required to point out the cases of non acceptance of its recommendation by the Government through the Annual Report which is to be laid on the table of the Parliament. The trend, barring few periods, has been to accept the recommendations of UPSC. According to the Author, UPSC is influenced by two power centre: the technological and the political. More and more, scientific and technological posts

⁷ Maheshwari S.R "Public Administration In India- The Higher Civil Service" (2005); Oxford University Press

are being excluded from the purview of UPSC. The argument forwarded is that UPSC is ill equipped to recruit such personnel of the required level. Author feels with plural membership of diverse background, UPSC has requisite level of leadership to assess and recruit scientific personnel. Moreover UPSC takes assistance of experts. Also, earlier, political executive and media took keen interest in the functioning of UPSC but presently as per author, general apathy seems to have descended upon the opinion makers. Makers of Constitution had spent considerable time to make detailed provisions regarding UPSC. Since people repose faith in UPSC's fair play and objectivity, it is too important a pillar of democracy and a custodian of merit system in the civil service to be allowed to fall wayside on account of public apathy. The author's observation regarding current situation and future prospects of UPSC gives an important insight into its functioning.

1st ARC Report(1968)⁸ in its Chapter "Refurbishing of Personnel Administration-scaling new heights" had recommended that there should be a single competitive examination for all group 'A' non-technical /Civil Services including IAS, IPS and IFS. It also recommended raising the upper age limit to 26years.

The first ARC also recommended that there should be specialization after 12 years in following fields:

1. Economic Administration
2. Industrial Administration

⁸ 1st ARC report (1968); Department of Administrative Reforms and Public Grievances, Government of India

3. Agricultural and Rural Development Administration
4. Social and Educational Administration
5. Personnel Administration
6. Financial Administration
7. Defence Administration and Internal Security
8. Planning

The first ARC recommended a scheme of reforms to enable entry into middle and senior management levels in the Central Secretariat from all Services on the basis of knowledge and experience in the respective areas of specialization. The ARC also indicated, in broad terms, the knowledge and specialization required for staffing the posts in each of these areas. The selection of personnel to the eight areas of specialization was to be made through a mid-career competitive examination. All Class I officers belonging to the All-India and Central Services with experience of eight to twelve years in the functional areas would be eligible. The selection process would consist of a written test to be administered by the UPSC and an interview to be conducted by a committee consisting of the Chairman, UPSC and two senior Secretaries of the Government of India.

The ARC also suggested procedure to appoint Members of UPSC. It also recommended setting up of Lokpal to combat corruption and also suggested that those officers who are denied promotion on three occasions should be permanently barred.

2nd ARC Report (2008)⁹ in its report pertaining to UPSC has recommended the following:

1) The format of civil services (preliminary) examination should be changed to have common papers for all candidates wherein one paper should examination candidates' aptitude for civil services.

2)

a. Government of India should establish National Institutes of Public Administration to run Bachelor's Degree courses in public administration/ Governance/management. In the long run, it is expected that these specialized Centers of excellence (National Institutes of Public Administration) would evolve as major sources of civil services aspirants.

b. Selected Central and other Universities should also be assisted to offer such graduate level programmes in public administration/governance/public management which will produce graduates to further expand the pool of eligible applicants to the civil services.

c. The courses offered in these universities should include core subjects such as the Constitution of India, Indian legal system, administrative law, Indian economy, Indian polity, Indian history and culture apart from optional subjects.

⁹ 2nd ARC report (2008)- Tenth Report ; Department of Administrative Reforms and Public Grievances, Government of India

d. Graduates of the above mentioned special courses from the National Institutes of Public Administration and selected universities would be eligible for appearing in the Civil Services Examinations. Further, graduates in other disciplines would also be eligible to appear in the Civil Services Examination provided they complete a 'Bridge Course' in the core subjects mentioned above. The Bridge course should be run by the same selected national institutes/universities, which conduct the graduate level courses stated in C above.

e. Liberal need-based scholarships should be provided to students admitted to the Institutes/Universities.

f. An 'Expert Committee' should be appointed immediately by the Government in consultation with UPSC to develop the curricula and determine the admission policy to these selected institutes/universities.

3) The permissible age for appearing in the Civil Services Examination should be 21 to 25 years for general candidates, 21 to 28 years for candidates from OBC and 21 to 29 years for candidates from SC/ST as also for those who are physically challenged.

4) The number of permissible attempts in the Civil Services Examination should be 3, 5, 6 and 6 respectively for general candidates, candidates from OBC, candidates from SC/ST and physically challenged candidates respectively.

5) The induction of officers of the State Civil Services into the IAS should be done by the UPSC on the basis of a common examination. UPSC should conduct such an examination annually for officers from the State Civil Services who have completed 8 to 10 years of service in Grade 'A' posts. The eligibility criteria should also include norms such as an upper age limit of 40 years etc. On the basis of this examination, the UPSC should provide the State Governments with an eligibility list. The State Governments should fill up their quota for promotion to the IAS on the basis of this eligibility list. A maximum of two attempts should be allowed to an eligible candidate for taking this examination. To ensure that the existing officers in the State Civil Services are not denied adequate opportunities, the examination in the next two years may be conducted for all such eligible officers and the upper age limit of 40 years may be introduced, thereafter. The mechanism mentioned above should also be applied in case of induction into other All India Services at the State level. Induction by way of promotion into Group 'A' Central Services should, in addition to consideration of ACRs, also be done through conduct of examination on the basis of the criteria as mentioned above. The nature of the examination, ratio of posts to be filled by promotion etc. should be decided by the concerned departments in consultation with the UPSC.

6) Promotion of officers through Departmental Promotion Committees (DPC), up to the level of Selection Grade may be delegated to the concerned Departments. The UPSC should supervise the functioning of these DPCs through periodic reviews, audit etc.

7) In the case of disciplinary proceedings, consultation with the UPSC should be mandatory only in cases involving likely dismissal or removal of a government servant.

Above recommendations of 2nd ARC alters some of the functions of UPSC as envisaged by the Constitution and rationale behind it needs to be looked into.

UPSC/Government of India from time to time has set up Committees to suggest ways to improvise the functions especially the examination pattern of UPSC.

Some of the Committees and their salient recommendations are as follows:

a) Kothari Committee Report (1974)¹⁰ interalia recommended the following:

- I. There should be one unified examination for the civil services
- II. The examination should comprise of a) Preliminary examination having two papers – one General Studies and the other, an optional paper from 23 subjects for selection to next level b) Mains Examination(written and Personality Test) for selection to the Academy and c) Post Training Test to be conducted by UPSC on completion of Foundation Course to assess attributes required for Civil Service(Government accepted a) and b) only)
- III. There should be one paper of English and one of an Indian language specified in the eight schedule of the Constitution as the Committee was of the opinion that a civil servant should have a sound knowledge of at least one Indian language and also English being national and international link language. (although the Committee wanted these papers to be compulsory and included in the final result, the government

¹⁰ Accessed from http://arc.gov.in/10th/ARC_10thReport_Ch2.pdf

accepted that these language papers should of qualifying nature and of matriculate level)

- IV. Candidates can write their papers other than qualifying English paper in language specified in eight schedule
- V. There should be three attempts within the age limit of 21-26 for the general candidates while any number of attempts within age relaxed limit for SCs/STs (at present there are four attempts and upper age limit of 30 years for general candidates and addition of OBC category)

b) Satish Chandra Committee (1989)¹¹ was set up to revisit Kothari Committee recommendations. The Committee was also asked to make suggestions on inclusion/exclusion of any subjects; introduction of lecture, group discussion aptitude and psychological tests etc/; and further improvements in recruitment procedures keeping requirements of various services.

Although the committee did not recommend any dramatic changes, its significant recommendation which were accepted by the Government are as follows:

- a) An essay paper in any language specified in the eight schedule or in English having 200 marks in the Mains Examination was introduced w.e.f. 1993

¹¹ Indian public administration: institutions and issues - Ramesh Kumar Arora, Rajni Goyal Accessed from [google books result books.google.co.in/books?isbn](https://books.google.co.in/books?isbn)

- b) Marks for personality test/interview was increased from 250 to 300 from 1995 onwards
- c) Medical Science was introduced as an Optional subject from the year 1995

c) **Alagh Committee (2002)**¹² suggested a whole new approach to Civil Service Examination. Its report although accepted by UPSC is yet to get the approval of the Government.

The Alagh Committee recommended the following:

- i. Instead of existing two papers in General Studies and four optional papers in the Mains Examination, there should be three common and compulsory papers in Sustainable Development and Social Justice; Science and Technology in Society and Democratic Governance, Public System and Human Rights. This would not only test candidates' ability in public issues but also reduce the burden of UPSC.
- ii. Medium of answering these papers would continue to be in English or one of the languages mentioned in the eighth schedule of the Constitution.
- iii. In the Preliminary Examination, the Committee recommended that instead of the G.K. paper there should be a civil services aptitude paper testing the candidates in basic awareness, logical reasoning, decision-making ability, data analysis and problem solving.
- iv. In the final ranking marks of the preliminary examination may be added to that of the Mains Examination and Interview.

¹² Accessed from http://arc.gov.in/10th/ARC_10thReport_Ch2.pdf

d) **Hota Committee (2004)**¹³ made wide ranging recommendations on recruitment and personnel policies. Their major recommendations were:

- I. Age limit for Civil Services should be between 21-24 with 5 years concession to SC/ST and three years for OBC
- II. Women in higher Civil Services should be given 4 years full pay leave in addition to normal entitled leave to meet their family obligations. This would encourage more and more women to take civil service examination.
- III. The Committee suggested that domain assignment should be brought in for higher Civil Service and should be used for empanelment and posting of officers at the level of Joint Secretary, Additional Secretary and Secretary level. The domain assignment will promote professional expertise and acquisition of skills.
- IV. The Committee strongly argued for e-governance through use of Information and Communication Technology leading to saving of time and resources and enabling the services reaching the citizen/beneficiaries.
- V. It was also felt that honest civil servants should be protected from undue harassment by suitably amending Prevention of Corruption Act. It was recommended that Code of Ethics for Civil Servant should be developed incorporating the values of integrity, merit and excellence.

¹³ Accessed from assamgovt.nic.in/aarc/annexure.doc

- VI. As a method of public evaluation and grievance redressal mechanism, the Committee recommended each department should benchmark their services which should be brought out in annual performance report.
- VII. A 15 year review of each civil servant should be carried out and those who are not found to be honest or are poor performers should be removed from service on proportionate pensions. At subsequent interval again review should be carried out especially in case there is drastic drop in performance or appending vigilance case.

In conclusion and after survey of Literature we may summarize the factors affecting recruitment in an organization as follows:

- Organizational objectives
- Personnel policies of the organization and its competitors.
- Government policies on reservations.
- Preferred sources of recruitment.
- Need of the organization.
- Recruitment costs and implications.

Thus the recruitment policy of any organization including Government should have the following contents which should be taken into consideration by the recruitment /personnel agency

- It should focus on recruiting the best potential people.

- To ensure that every applicant and employee is treated equally with dignity and respect.
- Unbiased policy.
- To aid and encourage employees in realizing their full potential.
- Transparent, task oriented and merit based selection.
- Weightage during selection given to factors that suit organization needs.
- Optimization of manpower at the time of selection process.
- Defining the competent authority to approve each selection.
- Abides by relevant public policy and legislation on hiring and employment relationship.
- Integrates employee needs with the organisational needs.