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Comparative Public Administration

SEMESTER IV

POLITICAL SCIENCE

BLOCK : 1

KRISHNA KANTA HANDIQUI STATE OPEN UNIVERSITY

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MASTER OF ARTS
POLITICAL SCIENCE
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COURSE INTRODUCTION

The second course of the Fourth Semester of MA Programme in Political Science of KKHSOU is titled as "Comparative Public Administration". It is designed to help the learners to have a clear understanding of the different aspects of comparative public administration. It is supposed that the learners of the Master Degree Programme in Political Science should have thorough knowledge about the concept of comparative public administration. Keeping this in view, the course begins with the concept of comparative public administration and its scope which have significantly helped in the development of the concept.

The first unit of the course deals with the concept of comparative public administration. In this unit, the meaning and definition of comparative public administration and scope and horizons of comparative public administration are discussed.

The second unit of the course discusses the origin and development of comparative public administration. In this unit, the post-war rise of comparative public administration; emergence of a comparative politics movement and area for comparative research; comparative public administration movement; comparative administration group (CAG) are also discussed.

The third unit is related with the discussions on merit system and its development in India, UK and USA. Through this unit, the learners will be familiarised with the various aspects of merit system in India, UK and USA.

The fourth unit explains about the recruitment process. The meaning of recruitment, different types of recruitment, methods of recruitment and problems of recruitment in India, UK and USA are discussed in this unit. Similarly, the meaning and definition of Training, methods and techniques of training in India and UK are analysed in the fifth unit.

The sixth unit deals with the concept of promotion. It is related with types and principles of promotion in India and UK. The seventh unit discusses the rank and position classification in India and USA.

The unit eight discusses the scope of employer-employee relations, Whitley Council in the UK, staff councils of India and Joint Consultative Machinery (JCM) Scheme in India.

The unit nine deals with the budgetary procedures and practices in India and UK. Accordingly, legislative control over administration in India, UK and USA are discussed in the unit tenth.

The eleventh unit deals with the legislative control over expenditure in India, UK and USA. In unit twelve, discussions are made on Administrative Reforms in India before and after Independence and Administrative Reforms in the UK.

The thirteenth unit highlights the concept of ethics in administration in India and UK. It also discusses the principles and practice of integrity, transparency and accountability in India and UK.

The fourteenth unit focusses on the issue of the meaning and nature of good governance, principles and practices in India and USA), e-Governance in India and USA.

The fifteenth unit deals with the principal forms of local government in India as well as in USA.

The course "Comparative Public Administration" is divided into two blocks- Block 1 and Block 2. Block 1 contains seven units (Unit 1 - 7) and Block 2 contains eight units (Unit 8 - 15).

INTRODUCTION TO BLOCK 1

The second course of the Fourth Semester of MA Programme in Political Science of KKHSOU is titled as "Comparative Public Administration." The first block of this course contains seven units: (Units 1-7).

The first unit of the course deals with the concept of comparative public administration. In this unit, the meaning and definition of comparative public administration and scope and horizons of comparative public administration are discussed.

The second unit of the course discusses the origin and development of comparative public administration. In this unit, the post-war rise of comparative public administration; emergence of a comparative politics movement and area for comparative research; comparative public administration movement; comparative administration group (CAG) are also discussed.

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The sixth unit deals with the concept of promotion. It is related with types and principles of promotion in India and UK. The seventh unit discusses the rank and position classification in India and USA.

While going through the units of the block, you will find that the units are further divided into certain sections and sub-sections, wherever necessary, for your better understanding. Besides, in order to give you additional information on certain relevant topics, you will find a category called "LET US KNOW" after the sections in each unit. Another category that has been included at the end of each section of a particular unit is "CHECK YOUR PROGRESS". The purpose of this category is to help you to asses for yourself as to how thoroughly you have understood a particular section. You may then match your answers with "ANSWERS TO CHECK YOUR PROGRESS" given at the end of each unit. The section "FURTHER READING" in each unit contains the names of a few books which you might want to consult if you are interested in learning more elaborately about the concepts discussed in a particular unit. Furthermore, the category called "POSSIBLE QUESTIONS" is intended to give you a hint of the type of questions you are likely to get in the examination.

UNIT 1: CONCEPT AND SCOPE OF COMPARATIVE PUBLIC ADMINISTRATION

UNIT STRUCTURE

1.1 Learning Objectives

1.2 Introduction

1.3 Meaning and Nature of Comparative Public Administration

1.4 Scope and Horizons of Comparative Public Administration

1.5 Let Us Sum Up

1.6 Further Reading

1.7 Answers to Check Your Progress

1.8 Possible Questions

1.1 LEARNING OBJECTIVES

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

- understand the meaning of comparative public administration
- explain the nature of comparative public administration
- discuss the scope and horizons of comparative public administration.

1.2 INTRODUCTION

The study of comparative public administration is gaining importance today which is a product of the Industrial Revolution. Although the comparative studies in administration go back to the days of Aristotle, but as a topic it started in the post Wilsonian era. It was Woodrow Wilson who can be credited with introducing comparative study of public administration. He was the first comparativist, who compared American government system to the Cabinet system in the United Kingdom. He was the first administrative thinkers who argued that politics and administrative were different functions.

It was only after the Second World War and more particularly with the emergence of Afro- Asian and Latin American countries, interest in

comparative studies in administration evolved where scholars started making attempts to make a comparative study of the administrative systems of different countries. Comparative Public Administration, in simple term, refers to a comparative study of the administrative systems and functioning of the governments in different countries of the world. The nature of comparative administration is varied as it includes diverse aspects of an administrative system which ranges from the narrowest studies to the broadest of analysis. In this unit, we will discuss the meaning, scope and horizons of the comparative public administration.

1.3 MEANING AND NATURE OF COMPARATIVE PUBLIC ADMINISTRATION

Comparative public administration is a sub-field of broad public administration discipline. Comparative public administration was described as the theory of public administration which could be applied to diverse cultures and national settings. It is an area of study by which empirical date can be collected and tested (CAG, 1963). Comparative public administration focusses on empirical study of different administrative system and it is interdisciplinary in nature. Hence, Comparative public administration can be defined as the systematic study of administrative system of different countries across national boundaries.

In simple terms, administration refers to the study of the government. Comparative public administration, therefore refers to the study of the administrative systems of different governments of different countries of the world on comparative basis. Therefore, it is seen that comparative administration studies all the intricacies involved in the functioning of an administrative mechanism of the government of different countries in a comparative perspective. It may be noted here that Fred W Riggs is regarded as the father of comparative public administration.

In order to understand the nature of comparative studies in administration reference should be made to the three different trends which were visible and were highlighted by F. W. RIGGS. These are-

1) "normative" to "empirical",

2) "ideographic" to 'nomothetic", and

3) "non-ecological" to "ecological"

1) **Normative to Empirical:** It highlighted the value of study of facts and reality rather than focusing on describing as to what is desirable. This trend gained popularity particularly after the Second World War with the emergence of newly independent states where the traditional studies emphasized upon attaining ideal principles with the primary goal of attaining efficiency and economy the new trend focused on finding out some facts and patterns of behavior of administrative systems.

2) **Ideographic to nomothetic:** Here, a shift was seen from making a descriptive comparative study of administrative systems to a more generalized and theory based analysis of administrative systems. While the ideographic approach was purely descriptive in nature and comparison was only in name which did not contribute in theory building concerning the functioning of administrative systems. The new nomothetic approach helped in building theories and drawing valid conclusions regarding the functioning of different administrative systems from a comparative perspective.

3) **Non-ecological to Ecological:** The non-ecological approach studied the administrative environment in a casual manner with no major attempts to understand the relationship between the environment and the administrative systems. This approach did not help in identifying the sources of difference among various administrative systems. Owing to these limitations, a new approach namely ecological approach was made to make a comparative study of the different administrative systems by looking at the similarities as well as the differences among environmental settings prevailing in different nations and cultures. An attempt was also made to examine the impact of environment and the interrelationship between the system and the environment.

From the above discussion, we may forward the following characteristics of comparative public administration which will indicate the nature of comparative public administration:

- Like behavioural approach, the comparative public administration has general outlook.
- It is interdisciplinary in nature. In its analysis, comparative public administration applies interdisciplinary techniques.
- It is oriented towards empirical approaches.
- The scope of comparative public administration is broad in nature. It can be studied across national boundaries.
- By broadening the process of social analysis, comparative public administration has broadened the field of social research which was limited by natural cultural bonds earlier.

It is thus clear from the above that comparative public administration emerged as a field of study after the Second World War. The first conference on comparative administration was held at Princeton University in the United States in September 1952 under the auspices of the Public Administration Clearing House. The contribution of Comparative Administration Group (CAG) in this regard is worth mentioning.

1.4 SCOPE AND HORIZONS OF COMPARATIVE PUBLIC ADMINISTRATION

Comparative public administration is in its 'youth'. It is relatively a new field of study in the sense that it only emerged after the Second World War. In the words of Raphaeli, 'Comparative public administration is a new comer to the community of academic instruction and research.'

The scope of comparative public administration incorporates various things. Firstly, the study of different things in public and personal administration i.e. comparative study of different incidents, cultural infrastructure, comparison of democratic institutions, their working and organization. Comparative study of different means of control on

administration i.e. legislative, executive, judiciary. The scope has enlarged itself into the realm of functional administration .i.e. education, society and economy as well as comparison of international administration. This means a study of international institutions, local administration or the human behaviour. Also, with the developing nation coming to the forefront after their liberation, the scope of comparative public administration has been more comprehensive with their regard.

The scope of comparative public administration is vast as it includes the study of multiple areas of administrative system ranging from legislative, executive, judicial, infrastructural, comparison of democratic institution, society, economy cultural as well as human behaviour. It deserves to be mentioned here that with the emergence of the developing countries particularly after the Second World War, the scope of comparative pubic administration has become more comprehensive. The study of comparative public administration covers a wide range of areas that are explained below:

Comparative public administrations attempts to study the administrative functions of different countries and then try to adopt the practice which is suitable in one's administrative system. It studies the factors which are responsible for cross cultural and cross national similarities and differences in administrative systems. It makes comparative study of diverse administrative systems in a scientific way.

The scope of comparative study also includes the comparative study of the achievements of different political systems so as to identify the patterns and regularities of administrative actions and behaviour. The studies of comparative public administration also extend in exploring the universal administrative attributes of different political systems.

It also studies the interaction between the administrative and socio-cultural and political phenomena. The study also includes to understand the strategies for administrative reforms as well as to know about the distinctive features of a group of systems. It also attempts to study administrative functions by making cross cultural comparisons of the structures and the processes of administration.

The scope also includes the study of multi organisational nature of public administration and the importance of interaction amongst organisations at local, state as well as national level.

An administrative system is not a - simple entity as there are intricacies of its functioning. In comparative administrative studies, the administrative system is the unit of analysis either wholly or partially. To be very brief, the subject matter of comparison would cover the following areas:

i) Environment in which the administrative system exists and operates

ii) The administrative system as a whole.

iii) The formal structure of the administrative system which includes the following components such as- the pattern of hierarchy, division of work, specialisation, authority-responsibility network, decentralisation, delegation, control mechanisms, procedures, etc.

iv) The informal structure of organization which includes the nature of human groups, the relationships among individuals, motivational system, the status of morale, patterns of informal communication as well as the nature of leadership. The roles assigned to the individuals and the interaction between them.

v) The mechanism of policy making and its implementation including feedback mechanism.

vi) The performance of an administrative system.

The focus of the study of comparative public administration can be conducted through three dimensions namely- macro, middle range and micro level. These studies can be inter-institutional, cross-national, cross-cultural and cross-temporal.

The macro dimension which involves the study of the whole administrative system from their proper ecological perspective that is studying the relationship between external environment and administrative system, like the study of the structure of bureaucracies between two or more nations.

Middle range where comparative study is conducted taking certain important administrative parts that are large both in scope and size. For example, the comparative study of local governments of different countries.

Micro level studies and compares smaller parts of an administrative system such as training, recruitment etc.

It is seen that at present times comparative public administration includes the study of administrative systems from all these three perspectives. To sum up, comparative public administration can thus be defined as the theory of public administration which is applied to diverse cultures and national settings and the body of factual data by which it can be examined and tested. It has threefold tasks that is to encourage research, formulate effective public policy and implementing.

Comparative study of administrative systems can be made on the basis of five different models which are:

Inter-institutional Analysis: Here, two or more administrative systems are compared either wholly or partially like say comparing the administrative structure and working of the home ministry with the defence ministry of a particular country.

Intra-national Analysis: It consists of comparing the functioning of different administrative systems within a country like comparison of district administration of Assam and Bihar.

Cross-national Analysis: It includes comparison of administrative systems of different nations in diverse settings. For example, making a comparative study of the recruitment of judges of India, Thailand and Tanzania.

Cross-cultural Analysis: Here, comparisons are made between the administrative systems of different countries with different cultural settings like- comparing the administrative systems of USA and china one being a capitalist country and the other being a communist country.

Cross temporal Analysis: In this model, administrative systems are compared taking into account different time frames such as- comparing

the present era of democracy with the Nehru era in India or comparing the administrative system prevailing during Ashoka's reign and during Akbar's regime would be a cross-temporal analysis.

Thus, from the above discussion, it can rightly be stated that the scope of comparative public administration is very vast as it includes a wide range of subjects within its purview. The turn of events during and after the Second World War changed the state of the comparative literature drastically. Today, comparative public administration has gained a respectable academic and professional status as evidenced by the continually growing number of bibliographies, books, journals, conferences, teaching courses, professional programmes, etc. However, the importance of comparative public administration lies in its academic utility in terms of scientific and systematic study of public administration and in improving the knowledge about other administrative systems so that appropriate administrative reforms and changes can be brought about in different nations.



CHECK YOUR PROGRESS

Q.1: State the meaning of comparative public administration.

.....

.....

Q.2: ..... was the first administrative thinkers who argued that politics and administrative were different functions. (Fill in the blanks)

Q.3: Fred W Riggs is regarded as the father of comparative public administration. (Write true or false)

.....

Q.4: Write the nature of comparative public administration.

.....

.....

.....

Q.5: Write two models on the basis of which comparative study of administrative systems can be made.

.....

.....

.....



1.5 LET US SUM UP

- The study of comparative public administration is gaining importance today.
- It was Woodrow Wilson who can be credited with introducing comparative study of public administration. He was the first administrative thinkers who argued that politics and administrative were different functions.
- It was only after the Second World War and more particularly with the emergence of Afro- Asian and Latin American countries, interest in comparative studies in administration evolved.
- Comparative public administration is a sub-field of broad public administration discipline. In simple term, it refers to a comparative study of the administrative systems and functioning of the governments in different countries of the world.
- Comparative public administration is interdisciplinary in nature and has bearing on the whole range of public administration with an orientation towards empirical approaches. It covers wide range of subjects which extends to bureaucracy, public policy, human behaviour, finance.
- The first conference on comparative administration was held at Princeton University in the United States in September 1952.
- Comparative public administration can be defined as the theory of public administration which is applied to diverse cultures and national settings and the body of factual data by which it can be examined and tested.
- It has threefold tasks that is to encourage research, formulate effective public policy and implementing.

- Today, comparative public administration has gained a respectable academic and professional status.



1.6 FURTHER READING

1) Johari, J.C. (2017). *Comparative politics.* New Delhi: Sterling Publishers (P) Ltd.
2) Kumar, M. (2004). *Comparative politics and political analysis.* New Delhi: Anmol Publications.
3) Maheswari, S.R. (2001). *Comparative government and politics.* Agra: Laxmi Narain Agarwal.
4) Ray, S.N. (2006). *Modern comparative politics*. New Delhi: Prentice Hall of India Pvt. Ltd.
5) *'Comparative Public Administration'* published by Vikas Publishing House Pvt. Ltd. New Delhi- 110014



1.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: Comparative public administration is a sub-field of broad public administration discipline. In simple term, refers to a comparative study of the administrative systems and functioning of the governments in different countries of the world. It studies all the intricacies involved in the functioning of an administrative mechanism of the government of different countries in a comparative perspective.

Ans to Q No 2: Woodrow Wilson

Ans to Q No 3: True

Ans to Q No 4: The nature of comparative public administration are:

- Like behavioural approach, the comparative public administration has general outlook.
- It is interdisciplinary in nature. In its analysis, comparative public

administration applies interdisciplinary techniques.

- It is oriented towards empirical approaches.
- The scope of comparative public administration is broad in nature. It can be studied across national boundaries.
- By broadening the process of social analysis, comparative public administration has broadened the field of social research which was limited by natural cultural bonds earlier.

Ans to Q No 5: The two models on the basis of which comparative study of administrative systems can be made are:

Cross-cultural Analysis: Here, comparisons are made between the administrative systems of different countries with different cultural settings like- comparing the administrative systems of USA and china one being a capitalist country and the other being a communist country.

Cross temporal Analysis: In this model, administrative systems are compared taking into account different time frames such as- comparing the present era of democracy with the Nehru era in India or comparing the administrative system prevailing during Ashoka's reign and during Akbar's regime would be a cross-temporal analysis.



1.8 POSSIBLE QUESTIONS

A) Very Short Questions

Q. 1 : Who is regarded as the father of comparative public administration?

Q. 2 : Define comparative public administration.

Q. 3 : Write the full form of the term CAG that contributed a lot towards the development of comparative public administration.

B) Short Questions (Answer each question in about 150 words)

Q. 1 : Write a note on the features of comparative public administration.

Q. 2 : Explain the models on the basis of which comparative study of administrative systems can be made.

Q. 3 : Briefly discuss the development of the comparative public administration as an academic discipline.

C) Long Questions (Answer each question in about 300-500 words)

Q. 1 : Discuss the various dimensions of comparative public administration.

Q. 2: Discuss the different trends in comparative public administration.

Q. 3 : Describe the scope and horizons of comparative public administration.

*** ***** ***

UNIT 2: ORIGIN AND DEVELOPMENT OF COMPARATIVE PUBLIC ADMINISTRATION

UNIT STRUCTURE

2.1 Learning Objectives

2.2 Introduction

2.3 Post-war rise of Comparative Public Administration

2.4 Emergence of a Comparative Politics Movement and Area of Comparative Research

2.5 Comparative Public Administration Movement

2.6 Comparative Administration Group (CAG)

2.7 Let Us Sum Up

2.8 Further Reading

2.9 Answers to Check Your Progress

2.10 Possible Questions

2.1 LEARNING OBJECTIVES

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

- know about the Post-war rise of Comparative Public Administration
- explain the emergence of a Comparative Politics Movement and Area of Comparative Research
- discuss about the Comparative Public Administration Movement and Comparative Administration Group (CAG).

2.2 INTRODUCTION

Public administration is the area which covers the activities of the government. In this respect, a renowned scholar in the field, *L.D. White* remarked that public administration is much wider in scope as it consists of all the activities, functions and operations which is necessary in order to enforce public policies. As such, the development of public affairs depends

on a sound and robust public administration. However, public administration has also its drawbacks. In order to overcome such loopholes and make the system more sound, a trend towards comparative public administration began and it started since the end of Second World War. The beginning of the comparative administration was a remarkable event in the history of the study of administration. Since then, new principles of administration developed and all the system around the world began to understand their drawbacks and started initiating reforms in their administrative system. This unit focuses on the emergence of comparative public administration in the post-world war era and how it later transformed into a movement which was again strengthen due to the existence of comparative administration group (CAG).

2.3 POST-WAR RISE OF COMPARATIVE PUBLIC ADMINISTRATION

We may observe the popularity of the comparative public administration today. However, years ago its status was not the same as today. It was only since the Post-World War II period that the discipline has taken a concrete shape facilitating academic contributions and research from all dimensions. *Max Weber,* the German scholar is generally considered to be the pioneer in the field of comparative public administration. The post-war scholars include, *Robert Dahl, Riggs, Herbert Simon, Edwin Steim* etc. The following are the important reasons for the growth of the discipline of comparative public administration since the latter period of the world war.

- **New innovations in the field of research:** The post-war period witnessed a significant development in the field of research. There were emergence of new vocations, ideologies, technologies and new tools and techniques to study different problems. These developments in the field of research contributed towards the development of interest to study comparative public administration in order to explore new knowledge and possibilities.
- **The emergence of newly formed Nations:** The situation before world war two was different in comparison to that of First World War. It was more concern with the western notion of administration since

democracy and the western model of governance was considered to be the best. But, at the end of Second World War situation dramatically changed. There were emergence of new nations of Asia and Africa after they achieve independence. Subsequently these newly independent nations adopted their own system of administration and were successfull in terms of the existing western ones. These led to the growth of comparative public administration among the countries to understand each other more precisely.

- **Socio-economic and political factors:** If we observe, we will find that the socio-economic and political conditions in each and every country do not match with each other but one thing that is common to all is that these conditions highly affect the public administration of the country. This difference however is much necessary to understand so far as the elite and third world nations are concerned because the difference prevails within nations of the same continent. This difference initiated the development of different public administration in those areas which necessitated their comparative study.
- **Opposed to the traditional method of study:** The traditional approach towards the public administration was negated by many scholar during post-war period. This is because the traditional approach was unable to address the administrative problem created by the war. It was found that the bureaucrats failed to build confidence among the masses and also did not able to cope up with technical, defense and scientific issues especially the nations of Asia and Africa. Moreover, the administration has no human approach towards solving the problems of the common masses. As a result, there was an urgent need felt for the study of comparative administration to build a better alternative towards the existing mode of administration.
- **Growth of the behavioral approach:** After the Second World War, the most significant development in the field of study was the growth of the behavioral approach which directly opposed the idea of traditional approach. The traditional approach lacked the human dimension of study and as such failed to address the administrative problems. On the other hand, the behavioral approach initiated inter-

disciplinary study which helped to understand the problems more accurately. It was now felt that public administration can develop when administrative institutions are comparatively studied on scientific lines and its results are closed to public on whom these are to be applied.

- **Strive towards making the subject independent:** The scholars, especially of the post-war period understood that the subject of comparative public administration should not be based on western understanding only. It should develop its own sound principles just like natural sciences and theories as well. This would enable to solve the contemporary problems and would transform the entire administration towards solving administrative problems more efficiently. The political system of different countries therefore need to be studied analytically and critically on scientific lines.
- **Development of communication and emergence of comparative studies:** The outbreak of World War II altogether changed the perception of the American administration. Earlier it was believed that the American administration is the efficient among all the administration around the world but post-war period gave rise to newly independent nations of Asia and Africa and the new administrative experiments carried out in the nations forced America to establish contact with the nations in order to understand the functioning of those administrative units, as well as the society, culture, economy and polity and locate their shortfalls. This, however led to the emergence of the domain of comparative studies.
- **Financial resources:** After the Second World War, international contacts very rapidly developed. Nations became very close to each other. It was possible to take comparative studies because the affluent societies had sufficient financial resources to spend on research and to provide infra-structural facilities to their scholar to undertake research work. The scholars from developing countries also could study administrative setup of advanced societies under several international programmes and schemes.
- **Existence of power blocks and their interest on the newly born States:** The end of Second World War was the beginning of the division of the world into two power blocks which consisted of the USA and

USSR and their respective allies. Both the power blocks wanted to keep intact their dominance over the newly independent nations. This however led to the emergence of the necessity of comparative studies especially in the administrative domain. Once the trend of comparative studies started it attracted the interest of other scholars and thus led to the production of a number of literatures on the subject.



LET US KNOW

The study of Comparative Pubic Administration as part of subject of public administration, though not very new is at the same time not very old as well. Ordinarily, it studies comparatively two or more organizations, their working and also their structures. This comparison can be both at national as well as international levels. For example, comparison of working of local self-institutions of two or more countries. Similarly, comparison can be made of institutions in different parts of the world with altogether different cultures. For example, a capitalist and socialist country or countries with a parliamentary and dictatorial system.



CHECK YOUR PROGRESS

Q.1: The traditional approach towards the public administration was negated by many scholar during post-war period. (True/False)

.....

Q.2: The behavioral approach was directly opposed to the idea of …….. approach. (Fill in the blank)

Q.3: Comment on how behavioral approach was responsible for the growth of comparative public administration.

.....

Q.4: List out the main factors of the rise of comparative public administration during post-war period.

.....

.....

2.4 EMERGENCE OF A COMPARATIVE POLITICS MOVEMENT AND AREA OF COMPARATIVE RESEARCH

- **Emergence**

The post-world war II period was the stage which was set for the comparative studies. Therefore, the base year of starting of the comparative politics movement can be traced back to 1953. In other words, the comparative politics movement provided basis for comparative administrative movement. It was the Social Science Research Council (SSRC) founded in the same year (1953) after which the beginning of comparative politics movement was observed.

The SSRC approved for the first time a seminar on comparative politics. Subsequently, it also set up a committee on comparative politics as well. The committee on comparative politics comprised of popular scholars as its esteemed members. These included scholars like, *G. Almond, Lucian Pye, Myron Weiner and Sidney Verba* among others. Those scholars showed a deep interest in the study of comparative politics of the nations.

In 1962, another significant step was taken by the committee towards the development of the domain. It organized a special seminar on the 'role of Bureaucracy in political development'. The conference observed wide and popular participations and the papers were published under the title 'Bureaucracy and Political Development'. The particular seminar and interest of the varied scholars significantly contributed in spreading the popularity of the comparative politics movement across nations.

It was understood that to draw a diving line between politics and administration is quite difficult as they influence each other. Bureaucracy now began to be considered not a subordinate but an important sub-system of political system by scholars of politics. There was a new arousal of interest in cross cultural settings and attention was paid on the interaction between political system and bureaucracy.

Next, on the line was Princeton Comparative Administration Conference. In the year 1952, the administration clearing house sponsored a conference

on comparative administration. It also appointed a sub-committee to develop relevant criteria and design for field studies in foreign countries in the area of comparative public administration. The main agreement of the sub-committee is to focus on the study of organizations and administrative systems on one hand and dealt with administrative hierarchy on the other.

In 1953, American Political Science Association appointed an adhoc committee on Comparative Administration which continued its activities till Comparative Administrative Group was set up under American Society for Public Administration. It was this group which did very useful work in the area of comparative public administration.

- **Area**

  The comparative research deals in the following area of study:

  - **It studies different systems comparatively:** Scholars within the domain of comparative research involve themselves in studying different systems comparatively regarding the functionality of the system, culture and mode of governance. It also studies the important events that takes place within a country and tries to understand them in comparison to other.
  - **It comparatively studies working of democratic institutions:** Comparative research also studies the democratic institutions and systems as these function in different countries of the world having voters with different standards of living, political consciousness and political environments. For instance, democratic system working in a developed and a developing country. It also looks comparatively the causes of success and failure of a particular democratic institution in one system or culture and not in the other.
  - **It studies about the ways of controlling administration:** The comparative research, especially in comparative public administration, studies different methods which are essential to make the administration more efficient and productive. It seeks ways to make way for the executives, legislature and judiciary to control administration both in parliamentary and presidential type of government system.

- **It also deals in methods of controlling employees:** The study of comparative research or comparative public administration also covers the methods and techniques by which the employees in an administration could make efficient and their problems can be addressed. The aim is to make the employees more disciplined and duty conscious by comparatively studying the employees' management system of the affluent societies.
- **It studies the administration of social welfare States:** It also studies comparatively the socio-economic and cultural administration of different countries. Since most of the States now are welfare states therefore, much attention is being paid to the administration of social welfare activities and heavy amounts in the budget are provided for undertaking this activities.
- **It studies the working of organs of government:** The area of comparative research in public administration also includes the study of working of organs of governments. The legislature, executive and judiciary is being studied. For example, it deals with studying comparatively the working of the USA, India and UK's organs of government.
- **Institutions of international level are studied:** Comparative research not only deals in studying the administrative institutions in a country or other country but also involves itself in studying institutions of international level. This is done because there are many common problems which thwart the existence of each state and stand as the major challenge of every administration. This includes corruption, terrorism, smuggling and etc.

ACTIVITY 2.1



Try to list out and figure the challenges of the Indian administrative system in comparison to the UK or USA administrative system.



CHECK YOUR PROGRESS

Q.5: In 1953, American Political Science Association appointed an adhoc committee on Comparative Administration, which continued its activities till Comparative Administrative Group was set up under America Society for Public Administration. (True/False)

.....

Q.6: In 1962, another significant step was taken by the committee towards the development of the domain. It organized a special seminar on the role of ……. in political development'. (Fill in the blank)

Q.7: Explain the notion towards bureaucracy during the comparative politics movement.

.....

.....

Q.8: List out the main areas under comparative research in regard to public administration.

.....

.....

2.5 COMPARATIVE PUBLIC ADMINISTRATION MOVEMENT

The comparative movement can be traced back to the eighteenth century Cameralism which was basically associated with the proper and efficient management of government affairs which attracted sufficient numbers of German scholars. In USA, it was both *Hamilton* and *Jafferson*, who took a deep interest in comparative studies. However, the beginning was made by *Woodrow Wilson* who wrote his famous essay, *The Study of Administration* which stressed that the United States of America could borrow certain administrative practices being followed in some European countries, though they differ in spirit. He justified that such borrowings are essential in order to improve one's own administrative model. He wanted to bring positive reforms into the system by comparatively studying other systems. His views were accepted since the spoil system of USA already showed its

defects and weaknesses. This is how the beginning of the comparative public administration took place in USA.

The movement developed further under *F.W. Taylor* in the twentieth century. Here, it is popularly known as the scientific management movement. It began at the time when industrial revolution was at a great height in the USA. This led to the outcome of serious problems as a result of massive industrial revolution. In this backdrop, Taylor put forwarded the scientific management principles known as Taylorism. It laid stress on the observation and measurement and along with that generalization of the principles derived as a result of analysis of data on the other. The scientific management approach of Taylorism soon became very popular as well as effective and laid a strong basis for comparative public administration movement.

Another scholar who has immensely contributed towards the movement of comparative public administration is *W.F. Willoughby* and *L.D. White.* According to him, principles of scientific nature are essential to be applied to the study of public administration. He believed that there are certain fundamental principles of general application which are as good as the principle of physical sciences. He also laid stress on the study of cross-cultural character of principles. On the other hand, *L.D. White* too laid stress on the development of scientific principles of public administration. Therefore, both the scholars urge for desirability, possibility and potentiality of developing principles in public administration.

Finally, under the influence of behavioral revolution which took place since World War II, public administration movement receive a strong impetus. It challenged the traditional approach directly. The traditional approach lacked the human dimension of study and as such failed to address the administrative problems. On the other hand, the behavioural approach initiated inter-disciplinary study which helped to understand the problems more accurately. Therefore, the impact of behavioural revolution in studying comparative public administration was very deep and intense.



LET US KNOW

Though need and necessity of study in Comparative Public Administration was being increasingly felt yet

the pace of progress was very slow. There are many reasons. Among them, the prime reason is because of the two world wars, there were serious economic problems. Whole Europe was faced with the problem of economic depression and reconstruction of economy and as such much attention could not be paid to the development of principles of public administration. Next, is the research for the development of new principles needs heavy amounts which no nation of the world could afford, in the face of solving such problems as poverty, unemployment, food shortage, clothing, shelter etc. Moreover, during this period, USA wanted to remain isolated and her attitude gave a setback to cross cultural studies because at that time the USA was the only country which could spare funds for cross cultural research.



CHECK YOUR PROGRESS

Q.9: Scholars who immensely contributed towards the movement of comparative public administration include W.F. Willioughby and L.D. White. (True/ False)

.....

Q.10: ..... wrote his famous essay, *The Study of Administration*, (Fill in the blank)

Q.11: Discuss the impact of behavioral revolution on comparative public administration movement?

.....

.....

.....

2.6 COMPARATIVE ADMINISTRATION GROUP (CAG)

The comparative administrative group (CAG) or comparative public administration group came into existence in the year 1963. It was named as the Committee of American Society for Public Administration and funded for a long period by Ford Foundation. The CAG however worked and

received fund from other sources also. The group was formed in order to focus on three main activities which include research, teaching and policy making in respect of administration.

The administration of third world countries were also studied by the CAG. It tried to understand their different problems ranging from the socio-economic to political problems. Different teaching materials were also developed with a view to improve the teaching – learning experiences in the domain.

The CAG also involved themselves in organizing seminar and workshops. It established links between government and its officials and the scholars working in the area of comparative research. *Dwight Waldo, Fred Rigs, Alfred Diamant, Emile Sadie* etc. are the scholars who were immensely connected with the group.

The activity of the CAG has enabled the scope of public administration to be widened and made good contact with other social science disciplines. This even led to the setting up of a panel in Paris on Comparative Public Administration in the year 1953 by the USA. Different institutions and schools of comparative administration were also set up in several Asian, African and Latin American countries. Several universities also started courses on public administration which focused on the conceptual framework, problems of administration, local and urban administration etc.



CHECK YOUR PROGRESS

Q.12: The activity of the CAG has enabled the scope of public administration to be widened and made good contact with other social science disciplines (True/False)

.....

Q.13: The comparative administrative group (CAG) or comparative public administration group came into existence in the year …….. (Fill in the blank)



2.7 LET US SUM UP

- It was only since the post-world war II periods that the discipline has taken a concrete shape facilitating academic contributions and research from all dimensions. *Max Weber,* the German scholar is generally considered to be the pioneer in the field of comparative public administration. The post-war scholars include, *Robert Dahl, Riggs, Herbert Simon, Edwin Steim* and etc.
- There are different reasons for the growth of the discipline of comparative public administration since the later period of the world war. This includes- new innovations in the field of research, emergence of newly formed Nations, Socio-economic and political factors, opposed to the traditional method of study, growth of the behavioral approach etc.
- The post-world war II period was the stage which was set for the comparative studies. Therefore, the base year of starting of the comparative politics movement can be traced back to 1953. In other words, the comparative politics movement provided basis for comparative administrative movement.
- It was the Social Science Research Council (SSRC) founded in the same year (1953) after which the beginning of comparative politics movement was observed.
- In 1962, another significant step was taken by the committee towards the development of the domain. It organized a special seminar on the 'role of Bureaucracy in political development'.
- In 1953, American Political Science Association appointed an adhoc committee on Comparative Administration, which continued its activities till Comparative Administrative Group was set up under America Society for Public Administration.
- The comparative research deals in the following area of study:
  - ❍ It studies administration of social welfare States

- It also deals in methods of controlling employees and administration
- It comparatively studies working of democratic institutions of national and international level
- It studies the working of organs of government and different system comparatively



2.8 FURTHER READING

1) Johari, J.C. (2017). *Comparative politics.* New Delhi: Sterling Publishers (P) Ltd.

2) Kumar, M. (2004). *Comparative politics and political analysis.* New Delhi: Anmol Publications.

3) Maheswari, S.R. (2001). *Comparative government and politics.* Agra: Laxmi Narain Agarwal.

4) Ray, S.N. (2006). *Modern comparative politics*. New Delhi: Prentice Hall of India Private Limited.



2.9 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: True

Ans to Q No 2: Traditional

Ans to Q No 3: After the Second World War, the most significant development in the field of study was the growth of the behavioural approach which directly opposed the idea of traditional approach. The traditional approach lacked the human dimension of study and as such failed to address the administrative problems. On the other hand, the behavioural approach initiated inter-disciplinary study which helped to understand the problems more accurately. It was now felt that public administration can develop when administrative institutions are comparatively studied on scientific lines and its results are closed to public on whom these are to be applied.

Ans to Q No 4: There are different reasons for the growth of the discipline of comparative public administration since the later period of the world war. This includes- new innovations in the field of research, the emergence of newly formed Nations, Socio-economic and political factors, opposed to the traditional method of study, growth of the behavioural approach, strive towards making the subject independent, development of communication and emergence of comparative studies, financial resources and existence of power blocks and their interest on the newly born states.

Ans to Q No 5: True

Ans to Q No 6: bureaucracy

Ans to Q No 7: It was understood that to draw a diving line between politics and administration is quite difficult as they influence each other. Bureaucracy now began to be considered not a subordinate but an important sub-system of political system by scholars of politics. There was a new arousal of interest in cross cultural settings and attention was paid on the interaction between political system and bureaucracy.

Ans to Q No 8: The comparative research deals in the following area of study; It studies administration of social welfare state. It also deals in methods of controlling employees. It studies ways of controlling administration. It comparatively studies working of democratic institutions and studies different system comparatively. It studies the working of organs of government and institutions of international level are studied.

Ans to Q No 9: True

Ans to Q No 10: *Woodrow Wilson*

Ans to Q No 11: Under the influence of behavioural revolution which took place since world war II, public administration movement receive a strong impetus. It challenged the traditional approach directly. The traditional approach lacked the human dimension of study and as such failed to address the administrative problems. On the other hand, the behavioral approach initiated inter-disciplinary study which helped to understand the problems more accurately.

Therefore, the impact of behavioral revolution on studies in comparative public administration was very deep and intense.

Ans to Q No 12: True

Ans to Q No 13: 1963



2.10 POSSIBLE QUESTIONS

A) Very Short Questions

Q. 1 : _____, the German scholar is generally considered to be the pioneer in the field of comparative public administration. (Fill in the blank)

Q. 2 : Robert Dahl, Riggs, Herbert Simon, Edwin Steim were the post-war scholars of comparative public administration. (True/False)

Q. 3: What is the difference between Traditional and Behavioral approach to public administration?

B) Short Questions (Answer each question in about 150 words)

Q. 1 : Describe in brief the main contribution of CAG towards the study of administration.

Q. 2 : Explain the area of comparative research.

Q. 3 : Describe in your own words the relevance of comparative public administration.

C) Long Questions (Answer each question in about 300-500 words)

Q. 1 : Discuss the main factors under Post-war rise of Comparative Public Administration.

Q. 2 : Critically discuss the emergence of comparative politics movement.

*** ***** ***

UNIT 3: MERIT SYSTEM: INDIA, UK AND USA

UNIT STRUCTURE

3.1 Learning Objectives

3.2 Introduction

3.3 Meaning of the Merit System

3.4 Development of the Merit System in India, UK and USA

3.5 Let Us Sum Up

3.6 Further Reading

3.7 Answers to Check Your Progress

3.8 Possible Questions

3.1 LEARNING OBJECTIVES

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

- know about the meaning of merit system
- explain the developments of merit system in India, UK and USA.

3.2 INTRODUCTION

Public administration is the system that directly affects particularly the lives of the people in the country and the nation itself in general. An efficient and sound public administration is equipped to deliver the goods to the public. However, the efficiency of the administration actually depends upon the officials who are in charge of carrying out the different tasks involved during the process of activities of development and welfare. Earlier, the officials were appointed on the basis of political consideration and patronage which was very much prevalent in the United States of America and in other parts as well. This system of appointment is popularly known as the spoil system. Later on, when the associated problems of the particular system were well realized, the system was transformed into a merit basis one. Now, the individuals are appointed on the basis of their competency, skill, knowledge. In other words, the merit system has come into existence. The present unit deals in providing the meaning of merit system and discussing the development of the merit system in countries like India, UK and USA.

2.3 MEANING OF THE MERIT SYSTEM

The merit system is one of the most important mechanisms of personnel management which strives for promoting the efficiency and economy of the employees along with the promotion of general welfare of the public. This is done by the process of selection and retention of the employees, training during the service, opportunities for promotion and any other matters on the basis of merit. In other words, it is also the policy which seeks to provide employment to the people in public service or any other service on uniform and impersonal lines by evaluating the abilities and achievements of the candidates without giving attention to favoritism and politics. It is the fair and open recruitment system which enables the flow of competent and deserving people into the system.

According to the *Collins Dictionary*, merit system is the system in which employment and promotion of the civil servants is being carried on the basis of the ability of the individual rather than any favour or patronage.

The *Merriam Webster* explains the system of merit as the system in which competence is the sole basis on which people are judge for any appointments or promotion especially in the civil service rather than any political favoritism.

Therefore, the above two definitions clearly signifies in a nutshell that merit system is the recruitment of new people or promotion of the existing one on the basis of merit not on the basis of any quotas, favoritism, patronage or seniority. This is highly beneficial in creating a favorable and quality workplace with the presence of quality people which in turn would serve the people in a proper direction in the long run.

- **Underlying Principles**

The following are some of the general principles of the merit system.

The first important principle of the merit system is that in the process of recruitment of the applicants for a job, the entire process should be free from the influence of any outside source. The selection of the applicants

as well as their advancement should be on the basis of their ability, knowledge and skills. The process should be fair and open in which everyone gets a fair and equal opportunity.

The personnel management system demands to be fair and equitable under the merit system. The system should not be based on any kind of political favoritism, race, color, religion, sex, marital status, sexual orientation etc.

The third underlying principles of the merit system is that the system strive for providing equal pay for equal work and effort, responsibility or skill.

Lastly, the retention and promotion of the employees or the service holders should also be on the basis of merit. Their competency level should be measured on performance and professional achievement not on recommendations from political power or source.

- **Historical Background**

The historical background of merit system can be traced right from the 1800s when there was the practice of the spoil system in filling up the vacancies against the government jobs. It was made popular by the President *Andrew Jackson*. Due to the spoil system which is based on the wish of President to place people for performing the civil jobs led to a violent end and finally took the life of *John Garfield,* the President of United States by a prominent worker of the office in the year 1881 due to the demand for a reform in legislation. As a result of the great tragedy, the US Congress passed the Pendleton Act in the year 1882 which came into existence the merit system for the first time. This particular system now negates the idea of appointment on basis of any political favoritism. Later on, the state and local civil service system became more improved but it was only in the year 1936, the merit system law for the districts school was established for the first time and the credit goes to California for raising its importance that is making the system of merit popular. Soon there was the end of the political spoils men or the spoil system.

- **Merit vs. Spoil System**

As discussed above, in the United States of America for a long time prior to merit system, spoil system was quite common and it was a part of the administrative system. Under this system, it was believed that political party of the President which won elections should control administration. The reasons being that party in power should be rewarded for the labour put by it in running administration and derive benefits. Then, another argument was that administration can run smoothly and policies can be implemented in true sense and spirit if administration is controlled by the party in power. Accordingly, after each election, the President changed his staff and new staff of his choice controlled the administration. The system continued for long but gradually became clear that it had its own defects. The change of staffs in administration created wide gap and dislocations in the smooth working of administration. The state was deprived of several capable and competent administrators because of their political affiliations. Administration became insufficient and corrupt. In fact, spoil system violated every good norms of the administration.

Today, the system has been abandoned in principle, but even in some respects it is still continuing. For example, appointment of foreign diplomats, personal staff of the President and his top advisors etc. can be of worth mentioning. But, even in these areas not exclusively political considerations weigh but merits of the person who is being appointed are taken into considerations. While making appointments, President ensures that the person going to be appointed has enough administrative capabilities.

- **Importance**

The merit system is purely based on the abilities and skills of the individuals who are selected in order to carry out a specific task. Therefore, it provides the organization a lot of benefits to recruit the suitable one for the job. The following are some of the benefits of the merit system. The qualified candidates are selected solely on the merit basis which is tested with an open competitive exam. It has also been observed that political and personal interventions especially in cases of promotion and

appointments thwart the efficiency of the administration because it results in placing people which might not suffice the actual requirements of the organization. As a result, the importance of a fully-fledged merit system has always been felt and therefore maintained.

The merit system always maintained the transparency of the recruitment process. It seeks to make sure that the recruitment announcements of the available vacancies are advertised through public notice and the minimum essential eligibilities are clearly mentioned. This provides a clear understanding for the candidates about the nature of work and keeps the system of merit intact and accountable to the public at large. Moreover, the merit system actually empowers the people because in case of malpractice if involves in the process of recruitment, the employees or public have the right to appeal for disciplinary action against the recruiting agency or personnel commission. It could also demand for a formal hearing before the commission.

The merit system is important not only in case of fresh recruitment but also during the period of service. During classification, employees which are promoted required to go through probation in the new classification. The merit system therefore in this case provides a protection of the job as it prevents political interference or preference in the process. In other words, the merit system is purely based on fixed rules and procedures which need to be followed and maintained throughout the recruitment process by the organization.



LET US KNOW

The Civil Service Reform Act of 1978, which incorporated the merit system principles into the law at section 2301 of title 5, United States Code, stated as national policy that 'to provide the people of the United States with a competent, honest, and productive workforce...and to improve the quality of public service, Federal personnel management should be implemented consistent with merit system principles.'



CHECK YOUR PROGRESS

Q.1: Merit system ensures that the entire process of recruitment remains free from the influence of any outside source. (True/False)

.....

Q.2: In the United States of America for a long time prior to merit system _____ system was quite common. (Fill in the blank)

Q.3: What do you understand by merit system?

.....

Q.4: Write some of the importance of merit system?

.....

.....

.....

3.4 DEVELOPMENT OF THE MERIT SYSTEM IN INDIA, UK AND USA

- **India**

The main backbone of the Indian administrative machinery is the civil service system which is purely at present based on the merit system of appointing officials on services. Patronage ruled the civil service recruitment until 1854 after which the system was transformed into a merit basis. The essence for such an efficient system was also raised by the *Montagu-Chelmsford* Reforms which notes that in order to transform the government of India into a responsible one which will allow the people of India to take part in the public affairs of the country and also in the legislative assemblies, there is an urgent need to engage more and more Indian in the public services. This will also help in producing capable Indian administrators who will in turn help in reducing the administrative burden on the imperial powers.

The present civil service system of India is purely based on the former civil service of the British India. The foundation of the system was

led by *Charles Cornwallis* for which he is regarded as the father of civil service in India. Initially, *Cornwallis* created two categories of the civil service in India. This includes the covenanted and uncovenanted. The covenanted civil service comprises of the British Personnel who are responsible in occupying higher position in the government and administration. The uncovenanted civil service aimed to facilitate the induction of Indian people into the lower parts of the government and administration.

In the year 1919, there was another landmark development which was observed with the introduction of the Government of India Act, 1919 which divided the Imperial service or the civil service of India into two categories. One is the All India Service and other is the Central Service. Later, in the post-independence period, the civil service of independent India grew under the vision and leadership of *Sardar Patel*. The guiding principles of Indian civil service encompass the principle of integrity, impartiality and merit. A full-fledged Ministry for civil service was established which is popularly known as the Ministry of Personnel, Public Grievances and Pensions, located at New-Delhi. The Ministry is responsible for training of civil servants and also their pensions and bringing other necessary reforms in the service.

- **UK**

In the United Kingdom, the merit system has also evolved from the spoil system. Its existence can be traced back from the time when the officials selected for the public offices acted as secretaries for their leaders, who occupied different positions at the court. These officials are selected by the King on the advice of a patron. Later on, these officials are replaced as soon as the patron lost influence. The scenario however changed in the 18th century. During this period, there was the growth of the British Empire. There was also changes took place in the economic system when institutions like Office of Works and Navy Based established and grew to a large extent. This offices started to recruit own staff which were appointed by patrons or

patronage. But, this system and its drawbacks of appointment by the Patronage procedure did not serve the purpose which was clearly understood by the end of the 19th century.

The East India Company in 1806, was the one which contributed to the growth of the merit system in the UK. In 1806, it established a college named the East India Company College near London. The college started to train the new administrators. It was *William Ewart Gladstone,* who in the year 1850, demanded an efficient system of appointment rather than favoritism. Subsequently, a key report named as *Northcote-Trevelyan* Report in the year 1854 resulted in the establishment of a permanent, unified and politically neutral civil service based on merit system. In 1855, the civil service commission was set up to monitor the recruitment process to make it fair and open and to end the system of patronage.

- **USA**

The historical background of merit system in Unites States of America can be traced right from the 1800s when there was the practice of the spoil system in filling up vacancies against the jobs which comes under the government sector was made popular by President *Andrew Jackson*. Due to the spoil system which is based on the wish of President to place people for performing the civil jobs led to a violent end which finally took the life of United States President *John Garfield* by a prominent worker of the office in the year 1881 due to the demand for a reform in legislation. As a result of the great tragedy, the US Congress passed the Pendleton Act in the year 1882 which came into existence the merit system for the first time. This particular system now negates the idea of appointment on basis of any political favoritism. The law now demands the federal government to employ people through competitive exams and on the basis of merit. Moreover, it also prevented the elected officials from removing civil servants under the influence of political power or patronage.

Later on, the state and local civil service system became more improved but it was only in the year 1936, the merit system law for the districts school was established for the first time and the credit goes to

California for raising its importance that is making the system of merit popular. Soon there was the end of the political spoils men or the spoil system. Later on, it was in 1978, the Office of the Personnel Management along with the Civil Service Reform Act came into existence.



ACTIVITY 3.1

Try to list out and figure any new development in the merit system of Indian administration.



CHECK YOUR PROGRESS

Q.5: In the year 1919, there was another landmark development which was observed with the introduction of the Government of India Act, 1919 which divided the Imperial service or the civil service of India into two categories. (True/False)

.....

Q.6: The historical background of merit system in Unites States of America can be traced right from the _____. (Fill in the blank)

Q.7: What are the two categories of civil service introduced by Cornwallis?

.....

.....

Q.8: Briefly explain the Pendleton Act, 1882.

.....

.....

.....

3.5 LET US SUM UP

- The merit system is one of the most important mechanisms of personnel management which strive for promoting the efficiency and economy of the employees along with the promotion of general welfare of the public.

- It is done by the process of selection and retention of the employees, training during the service, opportunities for promotion and any other matters on the basis of merit.
- Merit system is the recruitment of new people or promotion of the existing one on merit basis but not on the basis of any quotas, favoritism, patronage, or seniority.
- This system is highly beneficial in creating a favorable and quality workplace with the presence of quality people which in turn would serve the people in a proper direction in the long run.
- The first important principle of the merit system is that especially in the process of recruitment of the applicants for a job, the entire process should be free from the influence of any outside source.
- The selection of the applicants as well as their advancement should be on the basis of their ability, knowledge and skills. The process should be fair and open, in which everyone gets a fair and equal opportunity.
- The personnel management system demands to be fair and equitable under the merit system. The system should be not be based on any kind of political favoritism, race, colour, religion, sex, marital status, sexual orientation etc.
- The third underlying principles of the merit system is that the system strive for providing equal pay for equal work and effort, responsibility or skill.
- The retention and promotion of the employees or the service holders should also be on the basis of merit. Their competency level should be measured on performance and professional achievement not on recommendations from political power or source.
- The historical background of merit system can be traced right from the 1800s when there was the practice of the spoil system in filling up vacancies against the jobs which comes under the government sector was made popular by President *Andrew Jackson*.
- In the United States of America, for a long time prior to merit system, spoil system was quite common. Under this system, it was believed that political party of the President which has won elections should control administration.

- The spoil system continued for long but gradually became clear that it had its own defects. The change of staffs in administration created wide gap and dislocations in the smooth functioning of administration. The state was deprived of several capable and competent administrators because of their political affiliations. Administration became insufficient and corrupt. In fact spoil system violated every good norm of the administration.
- The merit system is purely based on the abilities and skills of the individual who are selected in order to carry out a specific task. Therefore, it provides the organization a lot of benefit to recruit the suitable one for the job.
- The merit system is important not only in case of fresh recruitment but also during the period of service. During classification, employees which are promoted required to go through probation in the new classification.
- The main backbone of the Indian administrative machinery of the country is the civil service system which is purely at present based on the merit system of appointing officials on services. Patronage ruled the civil service recruitment until 1854, after which the system was transformed into a merit basis.
- In the United Kingdom, the merit system has also evolved from the spoil system. Its existence can be traced back from the time when the officials selected for the public offices acted as secretaries for their leaders who occupied different positions at the court.
- The scenario however changed in the 18th century. During this period, there was the growth of the British Empire.



3.6 FURTHER READING

1) Avasthi & Maheswari. (2017). *Public administration.* Agra: Lakshmi Narain Agarwal.

2) Basu, R. (2010). *Public administration: Concepts and theories.* New Delhi: Sterling Publishers Private Limited.

3) Mukhi, H.R. (2010). *Comparative public administration.* New Delhi: SBD Publishers.



3.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: True

Ans to Q No 2: Spoil

Ans to Q No 3: The merit system is one of the most important mechanisms of personnel management which strives for promoting the efficiency and economy of the employees along with the promotion of general welfare of the public. This is done by the process of selection and retention of the employees, training during the service, opportunities for promotion and any other matters on the basis of merit. In other words, it is also the policy which seeks to provide employment to people in public service or any other service on uniform and impersonal lines by evaluating the abilities and achievements of the candidates without giving attention to favoritism and politics. It is the fair and open recruitment system which enables the flow of competent and deserving people into the system.

Ans to Q No 4: The importance of merit system are:

- The merit system is purely based on the abilities and skills of the individuals who are selected in order to carry out a specific task. Therefore, it provides the organization a lot of benefits to recruit the suitable one for the job.
- The merit system always maintains the transparency of the recruitment process. It seeks to make sure that the recruitment announcements of the available vacancies are advertised through public notice and the minimum essential eligibilities are clearly mentioned.
- The merit system is important not only in case of fresh recruitment but also during the period of service. During classification,

employees which are promoted required to go through probation in the new classification.

- The merit system provides a protection of the job as it prevents political interference or preference in the process.

Ans to Q No 5: True

Ans to Q No 6: 1800s

Ans to Q No 7: Cornwallis created two categories of the civil service in India. This includes the covenanted and uncovenanted. The covenanted civil service comprises of the British Personnel who are responsible in occupying higher position in the government and administration. The uncovenanted civil service aimed to facilitate the induction of Indian people into the lower parts of the government and administration.

Ans to Q No 8: The historical background of merit system in Unites States of America can be traced right from the 1800s when there was the practice of the spoil system in filling up the vacancies against the jobs which comes under the government sector was made popular by President *Andrew Jackson*. Due to the spoil system which is based on the wish of President to place people for performing the civil jobs led to a violent end that finally took the life of United States President *John Garfield* by a prominent worker of the office in the year 1881 due to the demand for a reform in legislation. As a result of the great tragedy, the US Congress passed the Pendleton Act in the year 1882 which came into existence the merit system for the first time.



3.8 POSSIBLE QUESTIONS

A) Very Short Questions

Q. 1 : The …….. divided the Imperial service or the civil service of India into two categories. (Fill in the blank)

Q. 2 : The personnel management system demands to be fair and equitable under the merit system. (True/False)

Q. 3 : Who is responsible for development of merit system in independent India?

B) Short Questions (Answer each question in about 150 words)

Q. 1 : Discuss the principles of Merit System.

Q. 2 : Explain the historical background of the merit system.

Q. 3 : Differentiate between merits and spoil system.

C) Long Questions (Answer each question in about 300-500 words)

Q. 1 : Explain the development of the merit system in the UK.

Q. 2 : Critically discuss the importance of the merit system.

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UNIT 4: RECRUITMENT: INDIA, UK AND USA

UNIT STRUCTURE

4.1 Learning Objectives

4.2 Introduction

4.3 Meaning of Recruitment

4.4 Different Types of Recruitment

4.5 Methods of Recruitment

4.6 Problems of Recruitment (India, UK and USA)

4.7 Let Us Sum Up

4.8 Further Reading

4.9 Answers to Check Your Progress

4.10 Possible Questions

4.1 LEARNING OBJECTIVES

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

- know about the meaning of recruitment
- explain the different types of recruitment
- discuss the methods of recruitment
- understand the problems of recruitment in India, UK and USA.

4.2 INTRODUCTION

For any organization, the primary pre-requisite is the sufficient number of people who would carry forward different tasks and shoulder responsibilities in order to realize the goals and visions of the organization. Generally, the process through which new individuals are selected and assigned respective works is known as recruitment. In public administration which is directly responsible for creating good life for the citizens of a country, a proper mechanism of recruitment is one of the very first necessities. A faulty recruitment procedure would appoint inefficient or unsound people to the positions which in the long run will thwart the growth of the organization and also prevent from achieving the pre-fixed objectives. There are however,

different types and methods of recruitment in public services. This unit therefore, focuses on bringing an understanding of the idea of recruitment and also discusses the different types and methods of recruitment.

4.3 MEANING OF RECRUITMENT

- **Meaning**

Recruitment is the process of adding new individuals or population to the already existing group. For any organization, to carry out its functions and activities effectively, recruitment is one of the important tasks. It is associated with personnel management. In the domain of public administration, recruitment is the process or mechanism on which the effectiveness of the government machinery and the quality of the services that it provides depends solely. The success of the modern government lies in its ability to recruit the suitable person for the suitable jobs. The present system of civil service or public service recruitment is solely based on merit system. The merit system is responsible for providing equal opportunities for all to be selected for the prestigious and responsive public positions. A just and transparent system of recruitment always helps in bringing the best talents into the system.

The system of recruitment has basically two dimensions. The first dimension basically deals in the negative aspect of recruitment. The negative connotation of the recruitment process aims at eliminating those who are not suitable for the respective posts as per the respective recruitment procedure. It also eliminates any sort of political interference in the recruitment process and also prevents favoritism. From the positive perspective of recruitment, it aims in filling up the posts lying vacant with the best suitable and deserving candidates.

- **Definitions**

According to Demock, "Recruitment simply means securing the right people for particular jobs, and it may take the form of advertising for large groups of employees or tracking out a highly skilled individual for special work".

J.D. Kingsley asserts, "Public recruitment may be defined as that processes through which suitable candidates are included to compete for appointments to the public service. It is thus, an integral part of a more inclusive process and selection which also includes the process of examination and certification".

According to D.E. Klinger, "Recruitment is the process of attracting qualified applicants for jobs".

Pfiffner and Presthus elucidates, "Personnel recruitment for the second half of twentieth century will have to be geared to a nuclear physical world in which the solutions of human problems will demand the utmost in human competence. The emphasis will be not only on finding, but on holding men who are capable of performing the complex tasks of coordinating intuitions growing even more complex".

Glenn Stahl explains the recruitment process as the "corner-stone of the whole public personnel structure. Unless recruitment policy is soundly conceived, there can be little hope for building a first rate staff".

De Cenzo and Robbins explains recruitment as a process which deals in identifying the one who have the potentials and abilities to fill up the existing vacancies.

Prof. R. W. Griffin believes that recruitment is a process in which individuals are attracted towards certain jobs which are left open and needed to be filled up.

Keith Davis remarked that recruitment is the process to find and attract the applicants who are capable for employment. The process of recruitment starts with the announcement for new recruits and ends with submission of applications.

- **Features**

From the definitions mentioned above, the following features of recruitment process may be forwarded:

- Recruitment is not just a single act or event which deals in appointing people for jobs but it is a long process which has a particular start and ends. For efficient recruitment of suitable

persons for appropriate jobs, the recruitment process should be strictly adhered without compromise.

- Recruitment is an activity which is responsible for establishing links between employer and employees. It is what makes possible of bringing the employees into the touch of the employer who would assign them the jobs that they are required to fulfill.
- Recruitment is basically a positive event which sorts out the persons who are eligible for particular jobs from a large number of people together seeking jobs.
- Another important feature of recruitment is that it is always initiated in order to locate the source of people who are actually required to meet certain specific job requirements. It encourages the ability to match jobs to suitable candidates.
- Recruitment is always a two way process. The process includes a recruiter and recruited. From simple to complex recruitment like public service recruitment, all involve the similar process.
- Lastly, recruitment is a complex job involving not only a single factor but a lot of factors like the reputation of the company, nature of jobs that being offered, the policies of the organization, conditions of work etc.



LET US KNOW

The first country to develop a scientific system of recruitment was China where recruitment through competitive examinations was first introduced in the second century before Christ. In modern times, Prussia was the first to introduce a system of recruitment gradually replacing the 'patronage' system from 1887 onwards. In the United States, the 'spoils system' was discarded in favour of the 'merit principle' by the Civil Service Act of 1883. In India, merit principle has been in existence since 1853.

CHECK YOUR PROGRESS



Q.1: The success of the modern government lies in its ability to recruit the suitable person for the suitable jobs. (True/False)

.....

Q.2: Recruitment is always a two way process. The process includes a recruiter and …….. (Fill in the blank)

Q.3: Define Recruitment.

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Q.4: Mention the main characteristics of recruitment.

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4.4 DIFFERENT TYPES OF RECRUITMENT

There are two types of recruitment i.e. the direct recruitment and the indirect recruitment. One is the recruitment from within and the other is the recruitment from outside. Direct recruitment means filling up the posts which are lying vacant in the civil service by candidates which are suitable and qualified from the open market. It is made through open competitive examination conducted by the recruiting agencies i.e. the Union Public Service Commission or Civil Service Commission in United Kingdom or Office of Personnel Management in the United States of America. On the other hand, indirect recruitment means filling up vacant posts by suitable and experience candidates who are already in the service of the government.

- **Problems associated with the types of recruitment**

There are some problems that are associate with the recruitment process which may be from within or outside. Generally, it seems that direct recruitment is more suitable process of recruitment as the people are engaged into the jobs from an open market. The open competitive

examinations are conducted by the specialized recruitment agencies like Union Public Service Commission in India, Civil Service Commission in United Kingdom and Office of Personnel Management in United States of America.

Whereas the indirect recruitment process involves itself in filling up vacant posts by suitable and experienced candidates who are already in the service of the government. The problems of indirect recruitment includes:

- The lack of equal opportunities to all the qualified persons for entry into public service which contradicts democratic norms.
- It narrows the area of recruitment and restricts the entry of skilled and qualified persons from universities to public service.
- It also stagnate the environment of public office.
- It is not suitable for technical posts as it requires persons with updated knowledge and skill and many more.

This does not indicate that the direct recruitment system is out of defects. Some of the drawbacks of direct recruitment system are:

- It results in selection and appointment of persons with no prior administrative experiences.
- The prolonged and intensive training becomes expensive.
- It creates an atmosphere of jealously and unhealthy completion when senior and experienced employees are placed under young and inexperienced persons.
- It also increases the burden of the recruiting agencies as they are required to handle many applicants.



ACTIVITY 4.1

Try to list out and figure the direct and indirect recruitment in Indian administration.



CHECK YOUR PROGRESS

Q.5: The two types of recruitment are the direct recruitment and the indirect recruitment. (True/ False)

.....

Q.6: The open competitive examinations are conducted by the specialized recruitment agencies like ……in India. (Fill in the blanks)

Q.7: What are the main problems associated with the indirect recruitment process?

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Q.8: Write the drawbacks of direct recruitment process.

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4.5 METHODS OF RECRUITMENT

From the above discussion, it is clear that recruitment is a long process which starts with the seeking of applications and ends with the completion of appointment process. Therefore, the following are the steps regarding the process of recruitment to substantiate our understanding on public recruitment or recruitment for public administration.

The process of recruitment starts with the job requisition. It involves seeking information from various Ministries, departments and other administrative agencies about their personal requirements. The second step is to determine the qualifications which are essential for the applicants to have in order to abide by the norms of the recruitment policy. These qualifications are of two types- general and special. The general qualifications include citizenship, sex, domicile and age. The special qualifications include education, experience and technical knowledge. Next,

is the designation of the application forms followed by the advertisement or announcement of the vacant posts and pattern of examination through various forms. After a clear scrutiny of the applications received, conducting examinations either written or oral is required to determine the qualifications and abilities of applicants. After that is the certification which is, submission of the list of eligible candidates by the recruiting agency for consideration of the appointing authority. There are two methods of certification. One name for each post (followed in IAS) and three names for each post, that is the 'rule of three' (as followed in IFS). It must also be mentioned that certification is the last function of the Public Service Commission.

Selection, which is choosing from the eligible candidates by the government, takes place here followed by appointment or issuing the formal letter of appointment by the government to the concerned candidate. After that probation takes place. It is the entry of the selected and appointed candidate into the service on a temporary basis, after which they are confirmed. This is followed by placement of the new appointed cadre in their respective position and place. The last is the orientation of the candidates which takes place that is induction of the candidate into the service through a training course, to acquaint him with the organizational work environment and methods of his job.



CHECK YOUR PROGRESS

Q.9: The first point of starting of the process is with the job requisition. (True/False)

.....

Q.10: There are two methods of certification: one name for each post (followed in IAS) and three names for each post, that is the …….. (as followed in IFS). (Fill in the blanks)

Q.11: What is selection?

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4.6 PROBLEMS OF RECRUITMENT (INDIA, UK AND USA)

Recruitment is one of the important processes in any organization. It is the medium of engaging new people for certain specific tasks. It also provides the people an opportunity to join service in which they get better pay and other conditions of service. However, if we observe the public recruitment system, we will find that it is not free from defects. There are many problems of recruitment. As L.D. White rightly remarked that 'the process of recruitment illustrates admirably the tug and pull of the opposing forces of equalitarianism and humanitarianism on the one hand against the claims of special competence on the other'. The following are some of the problems of the public recruitment process in India, United Kingdom and United States of America.

- **Deciding the Appointing Authority**

The first important task which is foremost is deciding the appointing authority. It refers to the process of selecting which body or institution will be responsible for carrying out the recruitment process. This stage deals in basically with two important questions. The first one is whether the public officers will be directly elected by the people or they will be appointed by some officer or organ of the government. As a result of this two questions, there has always been arousal of different debates.

But, both the pattern of recruiting personnel has their own problems. Electing officials by public on the basis of democratic principles seem good but is limited when viewed from the practical considerations. It can be accepted that officials who deals in functions of political character like formation of policies should be selected by the people through ballot. But officers whose duties are purely of administrative nature, where special training and experience required, in that case the people should not be the first priority in assuming the charge of appointing authority. In a country like India, such a system will not be able to have a just recruitment because technical competency can be secured only by appointment and not by elections.

Moreover, the problem that persists in the second method that is appointment by the Chief Executive through a semi-judicial autonomous body (Civil Service Commission) is that the commission functions as the general personnel agency of the government. But, in the United States of America, this is not a great problem because the appointment of the administrative officers does not become effective until approved by the Senate. But, in case of India, there is no such mechanism.

- **Mode of Selection**

In case of the mode of selection, we have already learnt that there are two methods through which recruitments are done. One is the recruitment from within and the other is the recruitment from outside. The within which is the indirect recruitment and from outside is the direct recruitment. It seems that direct recruitment is more suitable process of recruitment as the people are engaged into the jobs from an open market. The open competitive examinations are conducted by the specialized recruitment agencies like Union Public Service Commission in India, Civil Service Commission in United Kingdom and Office of Personnel Management in United States of America.

Whereas the indirect recruitment process involves itself in filling up vacant posts by suitable and experienced candidates who are already in the service of the government. The problems of indirect recruitment includes the lack of equal opportunities to all the qualified persons for entry into public service, which contradicts democratic norms, it narrows the area of recruitment, it restricts entry of skilled and qualified persons from universities to public service, it stagnate the environment of public office, it is not suitable in technical posts as it requires persons with updated knowledge and skill and many more.

This does not indicate that the direct recruitment system is out of defects. Some of the drawbacks that involves are that it results in selection and appointment of persons with no prior administrative experiences, the prolonged and intensive training becomes expensive, it creates an atmosphere of jealously and unhealthy completion when senior and experienced employees are placed under young and inexperienced persons, it also increases the burden of the recruiting agencies as they are required to handle many applicants.

- **Qualification**

Determining the qualifications of the employees is another problem of the recruitment process. For the entry into the public services, every country had laid down certain qualifications. These qualifications are of two types namely- general and special. The general qualifications include citizenship, sex, domicile and age. The special qualifications include education, experience and technical knowledge.

In every country, only the citizens are appointed to public service. The citizens will get the chance to participate in the recruitment process. Moreover, in some cases there is also the need to fulfill the domicile conditions. That means, to get a chance of appointment in the public service of a state, the applicant must be the domicile of that region. This qualification began in the USA and later entered in the Indian state.

This create problems for the candidates which may have high qualifications for the job but their job will be passed to the one who is a domicile of the region or state in spite of having inferior qualifications than the former. Moreover, there is also the problem of age as a qualification. The British system recruits individuals who are aged within 20 to 24 initially. However, In India it has raised up to 32 in general. However, the existing reservation system also fluctuate the criteria as it provides 35 years for Other Backward Classes and 37 for the Schedule Caste and Schedule Tribes. In the US on the other hand, the range is fixed between 18 years to 45 years. Moreover, there is also a problem of presence of a sizeable number of women employed under central government.

Under the special qualification, the British and Indian system has laid down definite education qualifications for entrants like Higher Secondary School certificate for clerical jobs, degree for executive jobs, and so on. In America, the requirement of formal education for entry into government jobs of a non-technical character is opposed. In case of experience, it also differs from country to country. In USA, experience is must only for a job of technical nature. In other countries, public service experience is considered as an additional qualification. With these, the methods and authority of determining qualifications also need to relook because such test for

recruitment need to be hold by an independent and impartial body who may restrict the misuses of political authority.

- **Placement and Orientation**

Another noticeable problem which exists in the recruitment process is that of placement and orientation. There are problems of non- matching of assignments with the person been recruited. A wrong assignment to a wrong person always is a waste of talent and energy both for the organization and officers. The Public Service Commission recommends the names of the eligible persons in order of merit in general abilities.

However, it is wise to give consideration to other factors like interest and personality by the authority while categorizing cadres for jobs. Moreover, it has also been the case that orientation has been just a formal procedure before handling jobs. These should always be looked upon. The contemporary public administration is a complex framework and the new comers must realize and understand it so that they do not lacks enthusiasm in the long run for the works they required to perform and deliver.



CHECK YOUR PROGRESS

Q.12: Deciding the appointing authority is not a problem under recruitment process. (True/False)

.....

Q.13: For the entry into the public services, every country had laid down certain qualifications. These qualifications are of two types, ……..……and ……. (Fill in the blanks)

Q.14: A noticeable problem which exists in the recruitment process is that of placement and orientation. Elucidate.

.....

.....

.....



4.7 LET US SUM UP

- Recruitment is the process of adding new individuals or population to the already existing group. For any organization, to carry out its functions and activities effectively, recruitment is one of the important tasks.
- It is associated with personnel management. In the domain of public administration, recruitment is the process on which the effectiveness of the government machinery and the quality of the services that it provides depends solely.
- The system of recruitment has basically two dimensions i.e. negative and positive dimension.
- The first dimension basically deals in the negative aspect of recruitment. The negative connotation of the recruitment process aims at eliminating those who are not suitable for the respective posts as per the respective recruitment procedure.
- It also eliminates any sort of political interference in the recruitment process and also prevents favoritism.
- From the positive perspective of recruitment, it aims in filling up the posts lying vacant with the best suitable and deserving candidates.
- Recruitment is not just a single act or event which deals in appointing people for jobs but it is a long process which has a particular start and ends.
- For efficient recruitment of suitable persons for appropriate jobs, the recruitment process should be strictly adhered without compromise.
- There are two types of recruitment i.e. the direct recruitment and the indirect recruitment.
- Direct recruitment means filling up the posts which are lying vacant in the civil service by candidates which are suitable and qualified from the open market. It is made through open competitive examination conducted by the recruiting agencies.
- The indirect recruitment means filling up the vacant posts by suitable and experience candidates who are already in the service of the government.

- Recruitment is one of the important processes in any organization. It is the medium engaging new people for certain specific tasks.
- It also provides the people an opportunity to join service in which they get better pay and other conditions of service. However, if we observe the public recruitment system, we will find that it is not free from defects.



4.8 FURTHER READING

1) Avasthi & Maheswari (2017). *Public administration*. Agra: Lakshmi Narain Agarwal.
2) Basu, R. (2010). *Public administration: Concepts and theories*. New Delhi: Sterling Publishers Private Limited.
3) Murkhi, H.R. (2010). *Comparative public administration*. New Delhi: SBD Publishers.



4.9 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: True

Ans to Q No 2: Recruited

Ans to Q No 3: Glenn Stahl explains the recruitment process as the "corner-stone of the whole public personnel structure. Unless recruitment policy is soundly conceived, there can be little hope for building a first rate staff."

Ans to Q No 4: The features of recruitment are:

- Recruitment is not just a single act or event which deals in appointing people for jobs but it is a long process which has a particular start and ends.
- Recruitment is an activity which is responsible for establishing links between employer and employees.
- Recruitment is basically a positive event which sorts out the persons who are eligible for particular jobs from a large number of people together seeking jobs.

- Recruitment is always a two way process. The process includes a recruiter and recruited.

Ans to Q No 5: True

Ans to Q No 6: Union Public Service Commission

Ans to Q No 7: The problems of indirect recruitment process includes:

- The lack of equal opportunities to all the qualified persons for entry into public service which contradicts democratic norms.
- It narrows the area of recruitment and restricts the entry of skilled and qualified persons from universities to public service.
- It also stagnate the environment of public office.
- It is not suitable for technical posts as it requires persons with updated knowledge and skill and many more.

Ans to Q No 8: Some of the drawbacks that involves with direct recruitment system are:

- It results in selection and appointment of persons with no prior administrative experiences.
- The prolonged and intensive training becomes expensive.
- It creates an atmosphere of jealously and unhealthy completion when senior and experienced employees are placed under young and inexperienced persons.
- It also increases the burden of the recruiting agencies as they are required to handle many applicants.

Ans to Q No 9: True

Ans to Q No 10: rule of three

Ans to Q No 11: Selection, which is choosing from the eligible candidates by the government, takes place here followed by appointment or issuing the formal letter of appointment by the government to the concerned candidate.

Ans to Q No 12: False

Ans to Q No 13: General and Special

Ans to Q No 14: Placement and orientation is a noticeable problem which exists in the recruitment process. There are problems of non-matching of assignments with the person been recruited. A wrong

assignment to a wrong person is always a waste of talent and energy both for the organization and officers. The Public Service Commission recommends the names of the eligible persons in order of merit in general abilities.

However, it is wise to give consideration to other factors like interest and personality by the authority while categorizing cadres for jobs. Moreover, it has also been the case that orientation has been just a formal procedure before handling jobs. These should always be looked upon. The contemporary public administration is a complex framework and the new comers must realize and understand it so that they do not lacks enthusiasm in the long run for the works they required to perform and deliver.



4.10 POSSIBLE QUESTIONS

A) Very Short Questions

Q. 1 : Recruitment is basically a _____event which sorts out the persons who are eligible for particular jobs from a large number of people together seeking jobs. (Fill in the blank)

Q. 2 : A just and transparent system of recruitment always helps in bringing in the best talents into the system. (True/False)

Q. 3: Define recruitment.

B) Short Questions (Answer each question in about 150 words)

Q. 1 : Describe in brief any four features of recruitment.

Q. 2 : Explain the difference between direct and indirect recruitment.

Q. 3 : Describe in your own words whether direct or indirect recruitment is suitable for Indian administration.

C) Long Questions (Answer each question in about 300-500 words)

Q. 1 : Explain the different problems associated with the recruitment process.

Q. 2: Critically discuss the methods of recruitment.

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UNIT 5: TRAINING: (INDIA, UK)

UNIT STRUCTURE

5.1 Learning Objectives

5.2 Introduction

5.3 Meaning of Training

5.4 Methods and Techniques of Training (India and UK)

5.5 Let Us Sum Up

5.6 Further Reading

5.7 Answers to Check Your Progress

5.8 Possible Questions

5.1 LEARNING OBJECTIVES

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

- know about the meaning of training
- explain the methods and techniques of training with a focus on India and UK.

5.2 INTRODUCTION

In the previous chapters, we have already discussed about the essence of a sound public administration. And for an efficient public administration which is essential for public good, needs strong and skilled people in the different public positions. For this, recruitment on the basis of merit serves the purpose. But, this is not the end of the process. As soon as the people are selected, training becomes vital. This is because training empowers the trainees with the knowledge and skill regarding their area of performance. In other words, training make sure that the one who is vested with a particular job can actually become competent to perform the task smoothly. However, the training methods may not be same for every organization. But, still the principles remain same. This unit involves in explaining the meaning of training and also it brings to the foreground different method and techniques of training with special reference to India and UK.

5.3 MEANING OF TRAINING

- **What is Training?**

One of the most important aspects of public service is training. In fact, the entire efficiency of the service depends upon the quality of training receive by the cadres. As such, the idea of training has assumed a lot of significance nowadays in the recruitment process. The functions of government nowadays has become very much technical, complex and specialized. The public servant must therefore be well prepared for handling their jobs in the best effective way. Training is an integral part of public administration both at the in-service level and post-service level.

However, one must not understand training as the synonym of education. Both are different in scope. Training is narrower whereas education is a wider field. But, both are closely related and overlapped at times. Education is the complete upbringing of the individual from childhood till the formation of character, habits, manners and physical and mental aptitude. Training in that sense implies educating individual to perform specific tasks which will enable them to be fit for the appointment and responsibilities that they need to perform ahead.

Training is a process intended to develop a particular skill by fixed instructions and practices. In this regard, *Gorwala* provided a substantiate argument. He remarked, 'in one sense, training means the imparting of knowledge of facts and their interrelations, knowledge essentially of specialized or professional nature. In another sense, training involves the teaching of techniques which require the coordinated handling of tools and appliances and physical faculties rather than of ideas. In still another sense, training entails the formation of mental and physical habit patterns to ensure that the same stimuli would always produce the same automatic responses, finally training implies what the good gardener does to the growing sapling.'

Simon explains that training encompasses those deliberative initiatives which are mainly directed in order to bring an improvement or

development of the ability and power of an individual and also to enhance the skills, beliefs and values. In similar lines, another thinker who has provided an explanation on the idea of training is *William G. Torpey*. According to him, training is 'the process of developing skills, habits, knowledge, and aptitudes in employees for the purpose of increasing the effectiveness of employees in their present government positions as well as preparing employees for future government positions.'

Avasthi and *Maheswari,* writes that training is the process which bring competencies in the public services for which it rely on knowledge of professional nature, providing a broader vision of the system and also teaches the expected patterns of behavior and attitude. Moreover, it is a continuous process. *S.L. Goel* believes that training is an action process in which the capabilities of the personnel can be improved in order to meet the need of the organization in terms of their attitude and skills in order to perform the organizational tasks and functions within the specific period of time.

- **Objectives of Training**

The primary aim of training is to bring about a change in the behavior of the individuals who undergoes the training process. This is done in order to make them more equipped with all the skills required to perform their specified public responsibilities. According to *Edwin D. Flippo*, training should be able to bring the required change in the knowledge, skills and attitudes of the trainee. Training is an essential part of public administration not only to bring effectiveness of administration but also training provides ample scope for broadening the perspective and vision of the employees. As such, it is highly responsible for developing precision, making the trainee self-reliant and independent in decision making and judgment especially under critical situations.

The role of training has explained very objectively as the main goal of training by the *Assheton Committee Report* (1944). According to the report which was submitted to the British Chancellor of the Exchequer, 'in any large-scale organization, efficiency depends on two elements, the technical efficiency of the individual to do the particular work allotted to

him and the less tangible efficiency of the organization as a corporate body derived from the collective spirit and outlook of the individuals of which the body is composed. Training must have regard to both elements.'

The report has stressed on producing civil servant who is so efficient to carry on the daily business with clarity and precision. It is really difficult when inefficient people are charged of making decisions at the contemporary times when government administration has become a complex affair. Next, the report also wanted to shift training towards the goal in which the civil servants are trained in such a manner which will enable them to cope up with the changing environment. Moreover, with the development of information technology, public administration demands a sound and aware mind regarding the globalized world including the contemporary public administration. The trainees need to be equipped with a positive and open mindset and be acquainted with new methods of the modern times. The report also focused in developing resistance to the danger of civil servants becoming mechanized by the machine. It means that the civil servants need not required acting like machine rather they should be provided training in a manner which will make them more community conscious. The trainees should be made aware that the work that they will be going to perform during their service will not only benefit their departments but also it will directly affect the community.

The training of the public officials aims not only for the job that lies immediately at hand. Training must be directed not only at enabling an individual to perform his current work more efficiently, but also at fitting him for other duties and, where appropriate, developing his capacity of higher work and greater responsibilities. Another and most important aspect of training is to develop the trainees morally. It aims to induct values in the future officials. The public cadres must understand that they are actually the public servants and not public masters. At all time, they need to be accountable and responsible to the people at large.

- **Significance of Training**

The aims of training clearly explain the significance of the process of training. As soon as the training starts, it also start the inculcation of

the skills required for the occupation. It also provides knowledge, making the trainee familiar with the objectives of the department and prepares them for fulfilling the departmental goals.

Another important aspect that training provides is the acquaintances of the trainee with the new environments. It has been observed that the public offices and legislations are under constant changes with the changing conditions of society and state. As such, training is very much essential for the newly recruited as well as in service officials to gain familiarity with such changes.

Training fills up any deficiencies which exist in the recruits. The public service is such a domain which also needs to be well concerned with the personnel requirements from the existing supply. Training helps in providing a definite shape to the existing resources in order to provide a good administration.

It is also the responsibility of the government to impart training in activities and occupations which are peculiar to it and have no parallel in the private enterprise. In order to provide an efficient public administration, it is essential that the officials and employees are well skilled. In this knowledge world, the employees need to be well informed regarding any kind of development in their field.

Training lastly, is essential because training helps to understand the code of work by the employees. Since, most of the people may have been recruitment from different background, therefore, it is essential to train all of them and bring a homogeneity and uniformity among them. This will definitely create a long lasting efficient administration.



CHECK YOUR PROGRESS

Q.1: The role of training has explained very objectively as the main goal of training by the Assheton Committee Report (1944). (True/False)

.....

Q.2: According to ……., training should be able to bring the required change in the knowledge, skills and attitudes of the trainee. (Fill in the blanks)

Q.3: Training helps to fill up any deficiency that exists in the trainees. Elucidate.

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Q.4: List out the importance of training.

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5.4 Methods and Techniques of Training (INDIA, UK)

- **India**

In India, training of civil servant started effectively since post-independence. In 1956, the Home Ministry urged all state government to provide refresher courses to the officers of All India Service and Central Services (Class I). In 1957, a refresher course at the IAS Staff College, Shimla was started. In 1958, a full-fledged National Academy of Training came into existence. Later on the Home Ministry of India decided to amalgamate two sister institutions of Training that are the IAS Training School, Delhi and IAS Staff College, Shimla and to start the National Academy of Administration since 1972 which is today popularly known as the *Lal Bahadur Shastri* National Academy of Administration (LBSNAA) at Mussoorie. The other agencies and body for training in India includes the National Police Academy, National Forest Academy, Foreign Service Institute, Institute of Secretariat Training and Management, Indian Institute of Public Administration and National Institute of Rural development.

There are different methods or types of training. It includes the pre-service, post-service, on job and off job training. However, one can categorize all

of them under two main divisions. One is the informal method of training and the other is the formal method of training.

- **Informal Training**

Informal training method includes training which is given by performing the work and learning throughout the process and by making mistake. This type of training atmosphere helps in the acquisition of administrative skills through practice. The informal way of training helps to leave an adequate impression of all the activities in the minds of the trainee since he/she is actively engaged in the work. This training includes all daily interactions between the employee and superior, in official meetings, publication houses, professional associations and etc. Since, the entire process remains informal, there are no such tensions or frictions associated with it. The trainees remain mentally free and motivation is always positive in nature.

The informal method of training provides entirely a direct expose to real life situations. This tradition was very much popular in the British administration in India. The newly joined trainee was encouraged to build close contact with the collector. They used to work together for a definite period of time. This enabled the art of administration by actually practicing it by observing the senior's behavior and skills. As such, *Gorwala* remarked that 'a good collector house was often a second home to the young Assistant Collector.'

Trevelyan, mentioned that 'the real education of the civil servant (in India) consists in the responsibility that devolves on him at an early age which brings out whatever good there is in a man; the obligation to do nothing that can reflect dishonor on the service; the varied and attractive character of his duties and the example and precept of his superior who regards him rather as a younger brother than a subordinate officer.' However, the relevance of this method of training is now doubtful as the senior officers are too engage with the activities of the department since government affairs have become more complex than earlier.

- **Formal Training**

The formal training is just opposite of the informal training in its nature. It also aims to impart administrative skills and knowledge but through a well-structured course at a particular stage of the professional career. It does not negate the idea of informal training rather it recognizes the importance of training under an informal mode but it believes in supplementing the informal training by formal training. As such, in more literary term, formally training can be signified as the training which is imparted in an orderly manner through pre-arranged and well defined courses under expert guidance and supervision. To sum up, formal training involves approaches which are mainly based on a training programme, very precise and which have a definite start and a definite end. It is a direction which is solely managed by the provider of the training. There is a fixed teaching material and the presence of experts and specialists of the different subjects of training are readily available.

The formal training mainly includes- the pre-entry training, orientation training, induction training, in-service training, vestibule training, circular training, refresher training, retraining, post-entry training, short-term and long-term training, departmental and central training, and skill and background training.

- **Pre-entry training**

The pre-entry training is the training which is provided to the candidates who aim to get into the public services. In a very simple explanation, it involves the process of gathering knowledge of various professional and vocational skills in different colleges and institute which will enable the candidates to get into the services. In India, since 1960, Rajasthan is the place where such training is imparted. Moreover, in this particular state, candidates who have Junior Diploma Courses in Secretariat and Business Training are directly recruited as Upper Divisional Clerk.

- **Orientation Training**

Whenever for the first time a new entrant enters the public service, he/she is required to undertake an induction training where he is

acquainted with the new work environment. In India, the National Institute of Rural Development located at Hyderabad provides induction programme to the newly recruited cadres of rural development administration.

- **Induction Training**

Induction programme is more or less similar to the orientation training. It also takes place on the entry of the candidates into the training program of public administration. However, its scope is wider than the orientation training which is just a basic introduction and familiarity to the domain of administration. But, under induction, specified job-centric training is provided. The trainee not only learns about the basics of work but also the standard procedures, drafting and regulations of different magnitudes.

- **In-Service Training**

After the entry of the candidates into the service, the in-service training begins. It helps them to work in the best efficient way by improving their skills and abilities. It includes the vestibule training, circular training, refresher training, and retraining. Vestibule training is an introductory training which is accompanied by firsthand knowledge of the practical field. In India, the senior officers of Indian Forest Service deal in such a training. The circular training involves providing of assignments to the trainees which ranges from simple to complex. Refresher training helps to understand new developments in the field, both in knowledge and skills. Since 1985, in India the IAS officers are obligatory to attend one-week refresher course conducted by the LBS National Academy of Administration, Mussoorie. Lastly, retraining is a training which is imparted when the officers are assigned new or complex tasks.

- **Post-Entry Training**

This type of training is not related to the job rather it focuses on enhancing general abilities of the employees. The government of India since 1961, provides study leave as a part of post-entry training.

- **Short-term and Long-term Training**

As the name suggest, when training courses are for a few weeks, month or two, it is regarded as short-term training and when it lasted for

six months or a year is called as the long-term training. In Indian Foreign Service, the long-term training lasted up to three years.

- **Departmental and Central Training**

When training is organized departmentally, it is the department training and when it is centrally organized and open to all, it is central training. In India, the SVP National Police Academy conducts departmental training and LBS National Academy of Administration conduct central training.

- **United Kingdom (UK)**

Training in United Kingdom is based on the principle of learning by doing and learning from mistakes. It is therefore a training which is based on both theoretical understanding and on practical reality. The *Assheton Committee* was a landmark in the history of development of training for public officials. The committee recommended opening the Division of Training and Education which was constituted in the Treasury. This particular body was responsible to carry out central courses for the members of administrative, professional and scientific classes of their public careers, departmental instructors and other groups.

For the rest, training takes place within the departments with a proper care to different needs and requirements. There are training officers for each of the bigger departments who is assigned with the task of organizing technical and general courses of training. In the year 1945, a school came into existence to train the officials. It was in 1951, the school was abolished due to some economic reasons. Later in early seventies, again a civil service college (or National School of Government) was set up on *Fulton Committee* recommendations and it was functioning effectively. However, in 31st March, 2012, the school was closed and only few main functions have been taken by a new body known as Civil Service Learning, which is a part of the Cabinet office.

The methods adopted especially by the Civil Service College, UK deals in the following:

- **Open Program Training**

These programmes are ready-to-go and take place in our London venue at St James's Park. This type of training is suited for individuals who want to have the opportunity to network with other delegates in a variety of organisations and learn from each other's experiences. Many clients prefer this type of delivery as it removes delegates from their normal work surroundings which can help delegates focus on learning and keep everyday distractions to a minimum.

- **In-house Training**

In house training deals in training right at the premises. This can often make it easier for busy staff to attend and eliminates travel and accommodation costs. When providing In-house training, it is easier to customise and tailor ready-to-go programmes to suit respective organisation's particular needs.

There are different techniques of training of public personnel which is common to both United Kingdom and India. This includes the lecture technique, syndicate technique, case study technique, incidence technique, role play, and sensitivity training.

- **Lecture**

It is one of the oldest technique which involves the delivering of lectures by specialist, experts and senior academicians or officers. The lectures help the trainee to get a deep insight to the various aspects of the job. This technique is one of the simple means to impart knowledge to the trainees, especially when facts, concepts or principles, attitudes, theories and problem solving abilities are to be taught. This method is also useful when a very large group is to be trained within a short period of time.

- **Syndicate**

The origin of this particular technique was at the Administrative Staff College, Henley-on-Thames in the United Kingdom (UK). It involves

assignment of a study project to a small group of three to five trainees. The group is required to make an in-depth study of that subject under the guidance of the faculty members. Knowledge gathering and problem solving are the main tasks of the training technique.

- **Case-Study**

It involves the undertaking of an intensive and in-depth study of a particular subject by narration of actual cases by persons who have firsthand experience of the case under study. This technique helps in enhancing the understanding level of the civil servants. The case study is based upon the belief that administrative competence can best be attained through the study, contemplation and discussion for concrete cases.

- **Incidence**

It is basically a method which deals in finding the solution to a particular problem which has been assigned. The trainees provide the decisions and also to justify the decisions. This technique directly helps to enhance decision making abilities of the trainees.

- **Role Play**

This type of technique helps to provide the demonstration of actual events. The trainees are put under real life situations and they are asked to play their roles. Moreover, discussions on the behavior of the participants are also an essential part of this technique. Role playing primarily involves employer-employer relationships, hiring and firing, discussing a grievances procedure, conducting a post appraisal interview or disciplining a subordinate or a citizen making representation to a collector.

- **Sensitivity**

This is the technique which helps in providing an opportunity for self-analysis and self-development for the trainees. It is also called the T-Group training that was first developed by *Chris Argyris*. Through these techniques, trainees exposes their unconventional behavior to their fellow trainee through mutual interactions.

The institute where all fresh recruits go first is the Lal Bahadur Shastri National Academy of Administration (LBSNAA) in Mussoorie, Uttarakhand. Here, irrespective of the service, i.e., whether officers are inducted into the IAS, IFS, IPS, IRS, etc., the initial training called the 'Foundation Course' which runs for four months is held. This is done to instill a sense of 'equality' among all the recruits. After this initial training period, the probationers move on to their respective training institutions depending on their service.



LET US KNOW

The IAS trainees remain at the LBSNAA to continue their training which lasts for about two years. This period includes their Bharat Darshan and stint with the Bureau of Parliamentary Studies in New Delhi. The Indian Police Service (IPS) trainees move on to the Sardar Vallabhbhai Patel National Police Academy in Hyderabad. The Indian Forest Service (IFS) officers go to the Indira Gandhi National Forest Academy in Dehradun for their training. Other group-A Central Services officers such as the Indian Foreign Service (IFS) proceed to the Foreign Service Institute (FSI) India located in New Delhi. Indian Revenue Services (IRS) officers move on to either the National Academy of Direct Taxes, Nagpur or the National Academy of Customs, Excise & Narcotics, Faridabad depending on the branch they are allocated to go. (There are two branches of the IRS: IRS - Income Tax; and IRS - Customs and Central Excise).



ACTIVITY 5.1

Try to list out and figure whether the mentioned methods and techniques are available in the training process of Indian Civil Servants.



CHECK YOUR PROGRESS

Q.5: *Lal Bahadur Shastri* National Academy of Administration (LBSNAA) is located at Mussoorie. (True/False)

.....

Q.6: The government of India since …… provides study leave as a part of post-entry training. (Fill in the blank)

Q.7: Write a short note on pre-entry training.

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.....

Q.8: Formal training aim to impart administrative skills and knowledge but through a well-structured course at a particular stage of the professional career. In the light of the above statement, explain the idea of formal training.

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5.5 LET US SUM UP

- Training is one of the most important aspects of public service. In fact, the entire efficiency of the service depends upon the quality of training receive by the cadres.
- Training is not the synonym of education. Both are different in scope. Training is narrower whereas education is a wider field. But, both are closely related and overlap at times.
- According to *Edwin D. Flippo*, training should be able to bring the required change in the knowledge, skills and attitudes of the trainee. Training is an essential part of public administration not only to bring

effectiveness of administration but also training provides ample scope for broadening the perspective and vision of the employees.

- It is highly responsible for developing precision, making the trainee self-reliant and independent in decision making and judgment especially under critical situations.
- The training of the public officials aims not only for the job that lies immediately at hand. Training must be directed not only at enabling an individual to perform his current work more efficiently, but also at fitting him for other duties and, where appropriate, developing his capacity of higher work and greater responsibilities.
- Training provides knowledge, making the trainee familiar with the objectives of the department and prepares them for fulfilling the department goal.
- In India, training of civil servant started effectively since post-independence. In 1956, the Home Ministry urged all state government to provide refresher courses to the officers of All India Service and Central Services (Class I). In 1957, a refresher course at the IAS Staff College, Shimla was started. In 1958, a full-fledged National Academy of Training came into existence.
- The Home Ministry of India decided to amalgamate two sister institutions of Training that are the IAS Training School, Delhi and IAS Staff College, Shimla and to start the National Academy of Administration since 1972 which is today popularly known as the *Lal Bahadur Shastri* National Academy of Administration (LBSNAA) at Mussoorie.
- There are different methods or types of training. It includes the pre-service, post-service, on job and off job training. However, one can categorize all of them under two main divisions. One is the informal method of training and the other is the formal method of training.



5.6 FURTHER READING

1) Avasthi & Maheswari (2017). *Public administration.* Agra: Lakshmi Narain Agarwal.

2) Basu, R. (2010). *Public administration: Concepts and theories.* New Delhi: Sterling Publishers Private Limited.

3) Mukhi, H.R. (2010). *Comparative public administration.* New Delhi: SBD Publishers.



5.7 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: True

Ans to Q No 2: *Edwin D. Flippo*

Ans to Q No 3: Training fills up any deficiencies which exist in the recruits. The public service is such a domain which needs to also be well concerned with the personnel requirements from the existing supply. Training helps in providing a definite shape to the existing resources in order to provide a good administration.

Ans to Q No 4: Training helps in the following ways,

- Inculcation of the skills required for the occupation
- Training provides is the acquaintances of the trainee with the new environments.
- Training fills up any deficiencies which exist in the recruits.
- Training is essential because training helps to understand the code of work by the employees.

Ans to Q No 5: True

Ans to Q No 6: 1961

Ans to Q No 7: The pre-entry training is the training which is provided to the candidates who aim to get into the public services. In a very simple explanation, it involves the process of gathering

knowledge of various professional and vocational skills in different colleges and institute which will enable the candidates to get into the services. In India, since 1960, Rajasthan is the place where such training is imparted. Moreover, in this particular state, candidates who have Junior Diploma Courses in Secretariat and Business Training are directly recruited as Upper Divisional Clerk.

Ans to Q No 8: The formal training is just opposite of the informal training in its nature. It also aim to impart administrative skills and knowledge but through a well structured course at a particular stage of the professional career. It does not negate the idea of informal training rather it recognizes the importance of training under an informal mode but it believes in supplementing the informal training by formal training. As such, in more literary term, formally training can be signified as the training which is imparted in an orderly manner through pre-arranged and well defined courses under expert guidance and supervision. To sum up, formal training involves approaches which are mainly based on a training programme, very precise and which have a definite start and a definite end. It is a direction which is solely managed by the provider of the training. There is a fixed teaching material and the presence of experts and specialists of the different subjects of training are readily available.



5.8 POSSIBLE QUESTIONS

A) Very Short Questions

Q. 1 : Informal training method includes training which is given by performing the work and learning throughout the process and by making ……. (Fill in the blank)

Q. 2 : Formal training involves approaches which are mainly based on a training programme. (True/False)

Q. 3: What is the difference between case study and role play method of training?

B) Short Questions (Answer each question in about 150 words)

Q. 1: Define training.

Q. 2: Explain the different methods of training.

Q. 3: Describe in your own words whether training helps in building up an efficient administration.

C) Long Questions (Answer each question in about 300-500 words)

Q. 1: Explain the objectives and significance of training.

Q. 2: Differentiate between formal and informal training.

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UNIT 6: PROMOTION: MEANING AND PRINCIPLES (INDIA AND UK)

UNIT STRUCTURE

6.1 Learning Objectives

6.2 Introduction

6.3 Meaning of Promotion

6.4 Principles of Promotion

- 6.4.1 Principle of Seniority
- 6.4.2 Principle of Merit

6.5 Types of Promotion in India

6.6 Types of Promotion in UK

6.7 Importance of Promotion

6.8 Let Us Sum UP

6.9 Further Reading

6.10 Answers to Check Your Progress

6.11 Possible Questions

6.1 LEARNING OBJECTIVES

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

- explain the meaning and principles of promotion
- discuss the types of promotion in India
- describe the types of promotion in UK.

6.2 INTRODUCTION

The system of reward and punishment is crucial so as to achieve the desired goals in any organizational setup. In this regard, public administration is of no difference. Punishment cautioned members of any organizational setup from involving in malpractice of power and position; as such reward motivates them to employ their best possible efforts in a given task. In public administration, promotion is a system through which persons of lower grades or sections are lifted up to higher grades or

sections endowing with higher degree of responsibility and duty and an increase in position and status. It is an incentive to the employees for their commendable job in their own field of duty. Thus, it serves as a reward for the employees. The reward of possible promotion keeps employees stick to their task and also encourages them for hard work and faithful service.

The incumbents spent their life time in administrative service after joining in it that means it is a career service for them. It is the possible opportunity of promotion which keeps an incumbent in service right from joining to retirement in the service. L.D. White remarks that 'It is (promotion), one of the means of holding in government service the best qualified men and women in service who enter the lower grades and is thus an important phase of a career service. Conversely, delay in promotion may become one of the surest means of driving them out.' Hence promotion is one of the important and integral parts of service.

6.3 MEANING OF PROMOTION

The word ‘promote’ has come from a Latin word ‘promovere’ which means’ to move forward’. In the words of William G. Torpey, promotion means “the movement of an employee from one position to another position having higher grade or higher minimum salary. A promotion involves increased duties and responsibilities for the employee.” According to Flippo, Promotion involves a change from one job to another that is better in terms of status and responsibility.’ L.D. White more appropriately said that “promotion means an appointment from a given position to a position of higher grade, involving a change of duties to a more difficult type of work and greater responsibility, accompanied by change of title and usually an increase in pay.” A synthesis of these definitions gives us a better understanding that promotion is the advancements of employee to a higher post, status, prestige and pay to which higher degree of responsibilities is attached. Change in duties and responsibility is a fundamental character of promotion.

- **Essentials of promotion system**

W.F. Willoughby has identified the following essential conditions upon which a promotion system should be based on:

- Adoption of standard specifications settings forth the duties and qualifications required for all promotions in the government service.
- The classifications of these promotions into distinct classes, salaries, grades and service.
- The inclusion within this classification of all the higher administrative promotions except those having a practical character.
- The adoption, so far as possible, of the principle of recruitment from within for filling up of higher posts.
- The adoption of the principle of merit in determining the promotion of employees.

The provision of adequate means for determining the relative merits of employees eligible for promotion.

[1] L.D. White, Introduction To The Study Of Public Administration, p. 379



CHECK YOUR PROGRESS

Q.1: Promovere' is a word of which language? What is its meaning?

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Q.2: What do you mean by promotion?

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Q.3: Write two essential conditions of promotion put forwarded by W. F. Willoughby.

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6.4 PRINCIPLES OF PROMOTION

Here, a question arise regarding promotion that on what ground the employees should be prompted or what should be the basis of promotion? As the promotion posts are always limited hence, every one cannot be promoted. So, to determine the eligibility criteria of the employees for promotion, a well-developed set of principles is necessary.

Generally, two widely accepted principles are there to determine the eligibility for promotion. One is Seniority principle and the other is merit principle.

6.4.1 Principle of Seniority

As a method of promotion in the government services, the seniority principle is widely prevalent. In this principle, seniority or the length of service of employees is taken into consideration for promotion. This means, an employee who has been serving in a post for long time compared to other employees is promoted to higher position or grade. In the words of Dr. Finer, ' it is automatic, and avoids the need for making invidious distinctions between one person and another, of placing the young over the old, of measuring the responsibility for the result of promotion.'

The principle of seniority has always been favoured by the employees as it can be a protection against any kind or of injustice regarding promotion. Under this system, the senior most employees automatically get promoted as and when any post of higher grade lies vacant.

- **Advantages of seniority principle**

The seniority principle of promotion has the following advantages for which it is it is well accepted most of the time by the employees.

- Seniority is a matter of fact that none can deny hence it is easy to find out seniority of an employee. So it is an object test.

- A senior employee is more experienced. Experience is counted everywhere and it is considered as a greater qualification for promotion.
- It is a just principle where everyone gets an opportunity for promotion.
- As the principle of seniority gives certainty for promotion, better persons are attracted to public offices.
- Once seniority is practiced, favouritism in matters of promotion ceased to be exist.
- In this method, there is no heartburning and jealousies on the part of the employees as promotion is automatic and young ones are not placed over the heads of the old.

- **Disadvantages of seniority principle**

The principle of seniority is not free from drawbacks. Following are the major flaws of this principle:

- Senior employees may not be more competent always comparing to the young staff. There is no guarantee of efficiency of the seniors.
- Employees will not make any effort to be efficient and self-development if the seniority alone is given preference for promotion.
- It may leads to demoralization and complacency in service among the more talented employees.
- This principle encourages mediocrity which is not a good sign for any organization.

The seniority principle may be favourable for senior employees but it is dangerous for any organization as it prevents the efficient and talented young employees to come up to the office of higher responsibility. Talent and efficiency cannot measure in the line of age. It is even practically witnessed many a time that young and dynamic employees are more capable in matters of using scientific

tools and application in administrative function than that of seniors. With the advent of science and technology in the administrative process, the young employees are seen to be more efficient while the seniors are masters in manual work. In the words of Piffner, "A system of promotion by seniority will frequently result in rising to supervisory and directing positions, person who have 'Crank complexes'… seniority alone will tent to fill the higher place with incompetent persons. It will discourage the ambitions and remove those incentives which develop personality, courage self-reliance and progressive outlook. It will foster self-satisfaction, a dead level of mediocre performance, and that general let-down which goes with seniority." The principle of seniority may be successful in lower level but for the higher ones special type of qualities may be required.

6.4.2 Principle of Merit

As the seniority principle of promotion suffers from some major drawbacks, Merit principle is an alternative to promotion system. According to this principle, merit should be the sole basis of promotion. It put strong emphasis on the merit of employees and considers merit as the main criteria for promotion. This means Employees should be promoted to higher position on the basis of their qualification, efficiency, talent and achievements, and not on the length of their service. Flippo remarks that 'Merit-rating is a systematic, periodic and so far as humanly possible, an impartial rating of employee's excellence in matters pertaining to his present job and to his potentials for a better job.'

- **Methods of testing Merit**

  Following are the methods by which merit of employees are tested.

A. Examination for Promotion

It is the first objective method to test an employee's ability for promotion. The examination may be of three kinds as follows-

a) **Open Competition:** In this kind of competition, anyone irrespective of in service or outsiders can compete for promotion.

b) **Limited Competition:** Under this, only those who are already in the department or service can appear in the examination. This is also known as closed system.

c) **Pass Examination:** Here, a candidate just needs to pass the examination to prove his/her minimum attainments. Accordingly, promotions are made from amongst the pass candidate as and when vacancies arise.

B. Efficiency Ratings or Service Records

It is another significant method of testing merit for promotion. The capability of an employee for performing his job is evaluated through his/her service record. By this method, the level of intelligence, capability for taking responsibility, conduct, behaviour, power of understanding, interest in the office work, the extent of cooperation with colleagues etc. of an employee is evaluated to make promotion.

C. Personal Judgment of the Head

The head of the office keeps direct contact or remain in direct touch with the employees hence, his recommendation and suggestion should be taken into consideration when promotion is made. In judging employee's level of quality for promotion, judgment based on personal association is believed to be more valuable than the other methods.

- **Advantages of merit principle**

The Merit principle of promotion is widely accepted and practiced due to because of the following advantages:

- The merit principle is scientific and rational as it is based on the personal quality of the employees.

- Merit principle can better ensure the efficiency of employees as it examines the personal quality, talent or efficiency of those employees.
- Possibility of corruption is lesser in merit principle as promotions are made only on the basis of merit.
- This encourages employees to work hard so that they can get an opportunity of promotion.
- It increases productivity as employees are satisfied that their talent and efficiency will be evaluated appropriately and none will get promoted on the basis of mere length of service.
- Under this, the chances of grudge and grumble are minimum and all tries to maximize their performance.

- **Disadvantages of merit principle**

  Although the merit system has many advantages, but it also suffers from some limitations. The major limitations are as follows:

  - The principle of merit is not free from favouritism and nepotism.
  - The personal judgment of head to test merit is subjective. It may encourage nepotism. Those liked by the head can easily get promoted.
  - The efficiency rating method is also said to be undependable because quality and efficiency may vary from person to person. Quality and efficiency does not have a universal ranking.

To comment on examination system, it can be said that an intellectual person may not be a good administrator. Quality of a person may not be measured properly by mere examination.



CHECK YOUR PROGRESS

Q.4: Write two merits and two demerits of seniority principle of promotion.

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.....

Q.5: Write two merits and two demerits of the principle of merit.

.....

.....

Q.6: In which principle the 'Personal Judgment of the Head' is related to?

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6.5 TYPES OF PROMOTION IN INDIA

Till the independence of India, promotions under British India government were mainly held on the basis of seniority or what we called length of service. The charter Act of 1793 had accepted the principle of seniority to make promotions. But, after the independence of India, a number of changes have been taken place that replaced the promotion system under British government in India. The first pay commission, in 1947 recommended a combination of direct recruitment and promotion system for filling up the positions of civil service. The second pay commission, in 1959 put emphasized on the merit principle for fulfilling the posts of higher level and the principle of merit cum fitness for the middle and lower level posts. In 1969, the Administrative Reforms Commission in its report on Personnel Administration has recommended the principle of seniority cum merit for promotions.[1] Thus In our country, basically the following three principles are followed for making promotions:

a. Promotions by merit;

b. Promotions on the basis of seniority subject to rejection or unfits; and

c. Promotions by merit-cum-seniority or seniority cum merit.

So far the promotions are concerned, the only constitutional provision in our country is that regarding the principles to be followed for making promotions, the Public Service Commission shall be consulted. Central and State government makes promotions on the recommendation of the department and sometime with the approval of Union Public Service Commission. To make recommendation from department's side, provision for establishment of Departmental Promotion Committee are there. These committees are comprised of a member of Union Public Service Commission or State Public Service Commission and senior officers of the department or Ministry. The departmental promotion committees take accounts all the information of the candidates for promotion. It evaluates the service records and scan through the confidential reports of the candidates. On the basis of the evaluation, the committee prepares a list of eligible candidates and accordingly from the list, promotions are made.

- ***Promotion in Central Services and Promotion from State Service to All India Services***

In group - B central services, approximately 45 percent posts are filled by promotion from lower grades. In group – B services, almost 65 percent posts are reserved to be filled by promotion. In railway department, a minimum of 10 percent posts of grade – c are filled by the eligible employees of Group – D through promotion.

In matters of All India Services, there are provisions of promotion to it from the State Civil Service Commissions. On fulfilling of certain eligibility conditions, Civil Servants of State Service can be promoted to All India Services. For example, officers who have served for 8 years as Deputy Collector or Deputy Superintendent of police are eligible for Promotion to the cadres of All India Service. For the promotion of these kind, there are separate promotional board who considers all the matters of eligible candidates and put forward a panel list to UPSC for promotion. **(Footnotes)**

[1] B.L Fadia, Dr. Kuldeep Fadia 'Public Administration : Administrative Theories And Concepts' p.478

6.6 TYPES OF PROMOTION IN UK

In UK, promotions are made partly through competitions conducted centrally and partly departments. A combination of merit principle and seniority principle is followed to make promotions. Till 1919, there was no established formal rule and regulations for promotion. No practice of service records maintenance were there to assess the performance of the employees. It was the whitley report of 1921, upon which the present system of promotions is based. The report made following provisions for promotion:

1. Departmental promotional board in every department, and
2. Annual reports.

The heads of each department appoints the departmental promotional board. These boards make recommendations for promotion. Although the board acts as an advisory body but its recommendations are accepted. After the formal orders for promotion are issued by the head of the departments, the promotion boards weights carefully all the confidential reports and the recommendations of the immediate superior officers who acts as supervising officer of the candidates along with all other available information. The boards may also interview the candidates to assess their merits and eligibilities. After assessing all these reports, information and so on, the boards recommend the names of the eligible candidates to the head of the departments. The candidature for promotion does not depend solely on seniority principle. Any employee dissatisfied with the decision of the board has the right to appeal against it.

Apart from departmental promotions, competitions are also held for making promotion. Those who perform better than other get promoted. Since 1986, numbered grades have been introduced in UK like Grade 1, grade 2 till grade 7. From grade 7 to grade 4, principle of seniority is applied. Likewise, performance appraisals combined with seniority is applied in grade 3 and grade 4. Grade 1 and grade 2 are on political and merit basis.

6.7 IMPORTANCE OF PROMOTION

A well developed, scientific and regular promotion policy is very essential in Public Personnel administration. It is an incentive to the efficient employees which keeps them motivated in their functions. As it is an ensured reward, hence all the employees shows their interest in doing their job. Unless a proper promotion policy, an organization may fail to attract efficient persons. Moreover, in the absence of it, the employees may not remain stick to their job which will lead to demoralization of the organization. Thus, a proper promotion policy is not only essential for the interest of employees but also for the employers as well. In this regard, W. Proctor remarked that, "Promotions is of direct significance to the management as much as the rewards given to the employees and the incentive held out to them react in important ways on practically all of the phase of employment administration." Hence, to keep the employees contented, disciplined, efficient and most importantly devoted to the cause of the organization, the system of promotion is of utmost important.



CHECK YOUR PROGRESS

Q.7: In UK, what principle is used for making promotion?

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Q.8: In which year 'The First Pay Commission' put forwarded its recommendation?

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Q.9: What is the recommendation of second pay commission regarding promotion?

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6.8 LET US SUM UP

- In public administration, promotion is a system through which persons of lower grades or sections are lifted up to higher grades or sections endowing with higher degree of responsibility and duty and an increase in position and status.
- It is an incentive to the employees for their commendable job in their own field of duty. Thus, it serves as a reward for the employees.
- The word 'promote has come from a Latin word 'promovere' which means' to move forward'.
- There are two widely accepted principles to determine the eligibility for promotion. One is Seniority principle and the other is Merit principle.
- In the seniority principle seniority or the length of service of employees is taken into consideration for promotion. According to the merit principle merit should be the sole basis of promotion.
- Examination for promotion, efficiency ratings or service records and personal judgment of the head are the method by which the merit of employees can be tested for promotion.
- In UK, promotions are made partly through competitions conducted centrally and partly departments. A combination of merit principle and seniority principle is followed to make promotions.
- In UK, the heads of each department appoints the departmental promotional board. These boards make recommendations for promotion. Along with departmental promotions, competitions are also held for making promotion.
- Till the independence of India, promotions under British India government were mainly held on the basis of seniority. The charter Act of 1793 had accepted the principle of seniority to make promotions.
- In India, basically three principle are followed for making promotions. Those are: Promotions by merit; Promotions on the basis of seniority subject to rejection or unfits; and Promotions by merit-cum-seniority or seniority cum merit.

- Central and state government makes promotions on the recommendation of the department and sometime with the approval of Union Public Service Commission.
- In India, there are also provisions of promotion from State Service to all India Service.



6.9 FURTHER READING

1) Basu, Rumki (1995). *Public administration*. New Delhi: Sterling Publishers pvt. Ltd.
2) Bhambhri, C.P. (2011). *Public administration*. Meerut: Jai Prakash Nath & Co.
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5) Maheshwari & Avasthi (2013-14). *Public administration*. Agra: Lakshmi Narain Agwarwal.
6) Mukhi, H.R. (1994). *Public administration*. Delhi: Surjeet Book Depot.



6.10 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: 'Promovere' is a word of Latin Language.

Ans to Q No 2: In public administration, Promotion is a system through which persons of lower grades or sections are lifted up to higher grades or sections endowing with higher degree of responsibility and duty and an increase in position and status. It is an incentive to the employees for their commendable job. It refers to the advancement of employee to a higher post, status, prestige and pay to which higher degree of responsibilities is attached.

Ans to Q No 3: Two essential condition of Promotion put forwarded by

W.F. Willoughby are:

a) Adoption of standard specifications settings forth the duties and qualifications required for all promotions in the government service.

b) The classifications of these promotions into distinct classes, salaries, grades and service.

Ans to Q No 4: Two merits and two demerits of seniority principle of Promotion:

Merits:

1. Seniority is a matter of fact that none can deny hence it is easy to find out seniority of an employee. So it is an object test.
2. A senior man employee is more experienced. Experience is counted everywhere and it is considered as a greater qualification for promotion.

Demerits:

1. Senior employees may not be more competent always comparing to young staff. There is no guarantee of efficiency of the seniors.
2. Employees will not make any effort to be efficient and self-development if the seniority alone is given preference for promotion.

Ans to Q No 5: Two merits and two demerits of the principle of merit are:

Merits:

1. The merit principle is scientific and rational as it is based on the personal quality of the employees.
2. Merit principle can better ensure the efficiency of employees as it examines the personal quality, talent or efficiency of those employees.

Demerits:

1. The principle of merit is not free from favouritism and nepotism.
2. The personal judgment of head to test merit is subjective. It may encourage nepotism. Those who are favoured by the head can easily get promoted.

Ans to Q No 6: 'Personal Judgment of the Head' is related to merit principle of promotion.

Ans to Q No 7: In UK, a combination of merit principle and seniority principle is followed to make promotions.

Ans to Q No 8: In 1947

Ans to Q No 9: According to Second Pay Commission, merit principle should be followed for fulfilling the posts of higher level and the principle of merit cum fitness for the middle and lower level posts.



6.11 POSSIBLE QUESTIONS

A) Very Short Questions

Q. 1 : Write L.D White's definition on promotion.

Q. 2: Mention a character of promotion system.

Q. 3 : State the meaning of promotion.

B) Short Questions (Answer each question in about 150 words)

Q. 1 : Mention the essential conditions of promotion identified by W.F. Willoughby.

Q. 2 : What are the two widely accepted principles of promotion?

Q. 3 : What are the methods by which the merit of a candidate is tested for promotion?

Q. 4 : Write a short note on the importance of promotion.

C) Long Questions (Answer each question in about 300-500 words)

Q. 1 : What is merit principle? Discuss its advantages and disadvantages.

Q. 2 : Make a critical appraisal of seniority principle of promotion.

Q. 3 : Discuss the promotion system of UK.

Q. 4 : Prepare a note on the promotion system of India.

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UNIT 7: CLASSIFICATION PLAN (INDIA AND USA)

UNIT STRUCTURE

7.1 Learning Objectives

7.2 Introduction

7.3 Rank and Position Classification (India and USA)

7.4 Let Us Sum Up

7.5 Further Reading

7.6 Answers to Check Your Progress

7.7 Possible Questions

7.1 LEARNING OBJECTIVES

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

- know about the concept of Rank and Position Classification
- explain the Rank and Position Classification Plan of India and USA.

7.2 INTRODUCTION

Public administration is an important element of every state in order to carry out the day to day business of the government as well as the state. There are many officials who are appointed after a process of recruitment and later on during their service they were given different responsibilities and functions to perform. To prevent any confusion creating out of the appointment and vesting of responsibilities and functions to the employees, an efficient system of classification is very much essential. There are two main ways of classifying the people and assigning them their roles. These include the rank classification and position classification. The USA, Japan, Taiwan, Philippines and Canada have adopted the system of position classification. On the other hand, UK, France, India, Malaysia, Pakistan, Laos, and Germany have adopted the system of rank classification. Both the system however, have their own advantages and disadvantages. This

unit, therefore focuses in explaining both the classification plan i.e. the rank classification and position classification with special emphasis on India and USA.

7.3 RANK AND POSITION CLASSIFICATION (INDIA AND USA)

- **Meaning**

Rank and position classification are one of the most important aspects of personnel administration. The recruitment process which at the end induces many individuals into the system in order to perform different public task gets a systematic orientation with the classification of their rank and position. It is one of the inalienable part of the merit system. The rank and position classifications help to provide a ground of rationale standards or norms which is required in order to select personnel for civil service. The classification is essential in order to bring uniformity and prevent chaos while sorting out different types of jobs especially when budgetary matters are involved regarding the salary and scale of the employees.

The system of classification, therefore based on the principle of equal status and equal pay for equal work which in turn brings cohesiveness among the employees in particular and administration in general. In other words, classification in civil service is the arrangement or distribution of functions and responsibilities as well as status among the employees. It is one of the essential tools of human resource management in the field of public administration.

The area of public administration is such a domain which encounters different problems and challenges from day to day life. However, all the problems can be easily solved with the presence of a well-defined rank and position system of classification which would definitely bring a functional specialization and dignity in the jobs of the personnel. To note, the prevailing bases of classification of positions are based on the qualifications of the employees, their ability to perform a particular job, level of responsibility vested upon them, the personal status, etc.

From country to country, the system of classification may observe some uniqueness. For instance, the system of rank and position classification is different in both India and USA which will be studied in the later parts of this unit. The USA, Japan, Taiwan, Philippines and Canada have adopted the system of position classification. On the other hand, UK, France, India, Malaysia, Pakistan, Laos and Germany have adopted the system of rank classification. Before going forward, let us study some of the important definitions provided in regard to classification of services.

- **Definitions**

It was *W.F. Willoughby,* who have stressed on the need of an efficient classification plan. He said, 'classification and standardization of public employment constitutes, indeed, the starting point or the basis upon which the whole personnel structure must rest.'

According to *Dr. H. Finer,* the public administration to work efficiently needs an efficient system of classification and for this, there should be efficient system of recruitment. Moreover, there should also be a promotional system based rationality and equitable treatment of people working in various departments.

L.D. White believes that the position classification plan is nothing but a skeleton on which the basic requirements of personnel administration are based. The plan helps to define and analyze the different varieties of works and responsibilities which need to be vested on the public officials during their public service career.

In the words of *Dimock & Dimock,* the classification plan is involved in a process of systematic sorting and ranking of the different positions based on a hierarchical order on the basis of individual efficiency and competency. Each position is bestowed with different responsibilities.

According to *Morstein Marx,* classification is the 'grouping of position on the basis of similarities of duties and qualifications required.'

- **Classification Plan of USA (Position Classification)**

In the United States of America (USA), the US federal employees are categorized under three main divisions. The system is purely based on

the position classification. The first category includes the service known as the competitive service. It includes majority of civil servants positions where the service holder is selected by holding a rigorous competitive exam on the basis of merit and they are recruited to the positions which are open to all the applicants.

The second category comprises of the senior executive service or SES. This is the category of service where recruitment is not based on competitive lines. Here, senior leadership positions filled by career employees or political appointments which includes the Cabinet members and ambassadors.

The third category of service is known as the excepted service or unclassified service. This is also a non-competitive zone which includes certain federal agencies which mainly performs security and intelligence tasks. These positions are authorized to be filled up by hiring employees by the agency itself on the basis of their own hiring policies. They are not subjected to most appointment, pay and classification laws.

The position classification system also has an alternative name. It is also known as the classification based on duties or duties classification. The position classification in simple terms refers to the method of classification which involves the grouping of positions on basis of the duties, responsibilities and qualifications. In other words, a position is classified in accordance with the nature of job rather than the person holding the position. Therefore, under the system of position classification, a civil servants salary is depended on the position that h/she occupies.

The position classification plan as such focuses on a job-oriented career. It has already been mentioned above that the USA, Japan, Taiwan, Philippines and Canada have adopted the system of position classification. In these countries, the position classification plan regards the position of each one as central and give due importance to the nature of work performed. These are the core elements for establishing an efficient organization and enhancing motivation level of the cadres. The position serves as the basic organizational unit by bringing administrative

accountability to it. It is because the position helps to define very clearly and accurately the duties and responsibilities which are assigned with the different work positions.

The position classification is not an end in itself. It moves forward to create classes. In other words, a number of positions which are similar in nature when combine together forms a class. This has been well explained by *Glenn Stahl,* who argues the class to be a group of positions. These positions are very much similar to one another in regard to their responsibilities and duties. He further believed the class to be the operating unit, if we regard positions as the raw material on any organization. In a class however, all positions covers the same qualification needed for recruitment and also the same pay scale.

Glenn Stahl also have put forwarded four steps which are essential in position classification. These includes- analyzing, grouping, defining, and installing. The first step is grouping. This means that to classify the employees in position classification, it is essential that firstly there must be analysis of the nature of duties that need to be performed and also recording the basic characteristics of the different positions which comes under the classification. In other words, it also involves the process of describing the positions.

The second step is to group the positions into different classes. However, it must be noted that such a grouping of positions into classes must be on the basis of the similarities of their duties and responsibilities. Thirdly, defining the boundaries of the positions. These definitions of positions and its boundaries would serve to understand the limitations of each position. It also serves as an important toll in holding examination to the position or carrying forward the recruitment process. And the last step according to *Stahl* is installation by allocating individual positions to the classes.

The position classification has many advantages. It provides a functional specialization system. The system makes the responsibilities and functions of an employee very clear and also provides adequate

authority to carry out their duties. The service holder is very much acquainted with the main objectives that he/she needs to achieve being in his/her position. The second advantage of the position classification system is that it brings about a competitive atmosphere of work. This is because the position classification is purely based on merit rather than seniority. Moreover, it upholds the principle of 'equal pay for equal work'. This is the only reason that the civil servants under this system are paid adequately in respect to their level of work and responsibility. The system of position classification helps to provide the clear understanding of the nature of the job. This result in the performance appraisal of the employees to rational as well as objective.

Position classification serves at higher degree in bringing efficiency in the process of recruitment, promotion, training, career development, planning of manpower, etc. The system as mentioned upholds the idea of merit rather than seniority which helps to provide a conducive environment for human resource development. Moreover, the system also prohibits political influence in matters of recruitment, service and promotion because all employees receive equal and fair treatment in the position or class they belong. Lastly, the system of position classification also helps in lateral entry into the civil service from outside the government sector that is the private.

The position classification plan in spite of having a number of advantages, still suffers from some drawbacks. The plan brings rigidity in personnel administration. It becomes monotonous in nature and also hinders any kind of drastic change along with hindering the horizontal and vertical mobility. The classification on basis of position is not that economic affair. It is costly as well as time consuming. It takes a lot of efforts to detail the classification into positions and classes. One of the limitations is also regarding the static nature of the entire system which results it to be outdated in a short period. This requires revision of the system to prevent stagnation and keep it updated. It also makes the employees feel insecure about his/her status and compensation. Hence, there is always a constant pressure from the employees in order to secure favorable job descriptions and also to remain update continuously.

In regard to the developing societies, we must note that this system of classification on basis of position is not suitable in order to achieve socio-economic transformation in a rapid speed. This is because, for example, the duties and responsibilities of many officials like District Collector in India not easy to define in a proper manner, as such the position system serves no purpose in India. Lastly, the system suffers from the emerging difficulty of the administer as the system demands various types of technical skills which are sophisticated in nature and which goes missing on the part of many administrative system of the countries which follows the position system of classification.

- **Classification Plan of India (Rank Classification)**

The Indian Civil Service or the All India Services are the classic example of the system of rank classification. In short, India adopted the rank classification system. The Civil Service Rules of 1930 governs the classification of the services in India and also amended from time to time as and when required. At present, the civil services in India are classified into many categories. This includes- the All-India-Services, Central Services, Class I (Group –A), Central Services, Class II (Group –B), Central Services, Class III (Group –C), Central Services, Class IV (Group –D), Central Secretariat Services, Class I, II, III and IV (Groups A, B, C and D), Specialist Services and State Services, Class I, II, III and IV. The civil services are also further classified into gazette class and non-gazette classes. Usually, Class 1 (Group-A) and Class-II (Group-B) Services are gazette classes while Class-III (Group-C) and Class-IV (Group-D) services are non-gazette class.

The rank classification system is just opposite of the position system. In case of position system of classification, we have learned that the main base of classification is the position whereas in the rank classification, the main basis is the rank of an employee and the personal status. In other words, the hierarchical order is followed under the rank classification. Here, employees are classified and not the job. As mentioned above, UK, France, India, Malaysia, Pakistan, Laos, and Germany, have adopted the system of rank classification.

In rank classification, a man's salary and status are determined with reference to the service he is assigned after recruitment. It does not depend upon the position he holds or work he does. Each employee is placed in a particular class. In other words, the civil service is organized around the incumbent who is a member of a broadly defined group or service, and not the position or post. Moreover, the salary and also the status of the service holders do not depend on the nature of posting but depend upon the ranking in a group or service.

Therefore, the salary and service under the rank classification system, are determined with reference to the service he/she is assigned after the recruitment process is over. For example, we can mention that a member of the Indian Administrative Service (IAS) after recruitment may serve either in the State Secretariat or Central Secretariat or any other organization. But, in regard to his salary, he draws the same salary and also holds the same status similar to the other in the service.

The rank system of classification has many advantages in regard to the classification system. The first advantage is that the system is very easy and simple to understand. Therefore, it does not create unnecessary confusion while administering in the practical field. Moreover, this system is also beneficial because this system provides greater security of job because the service holder remains unaffected by any changes that takes place in his/her duties and responsibilities. The system of rank clarification also provides flexibility in the service by providing interdepartmental transfer. The rank classification of service helps in promoting mobility in the civil services. This is only possible due to the transfer facility within the services. This also results in a smooth operation of service.

The classification on the basis of rank is more suitable for the generalist cadres of civil services. This is because, it lays more emphasis on the generalist qualities in an employee and not on the specialist qualities. Unlike the position classification which is a timely and costly affair of classification, rank classification is less costly and less time consuming. As a result, different career opportunities are availed by the

employees. The civil servants become more loyal towards the service as a whole rather than focusing on the position. Lastly, rank classification provides a ground for attracting competent and promising personnel to the civil services.

The system of rank classification also suffers from lacunas. There are certain limitations which have compelled many nations like USA to adopt the position system of classification. The rank classification plan does not promote much specialization among the civil servants. Hence, there is hardly any room for specialist services. The system is also responsible for violating the principle of 'equal pay for equal work'. This is because under this system, employees are paid regardless of the difficultly and responsibility of their job. The post which are identical are seen to carry different emoluments. The requirements of the job and qualifications of the incumbent do not match many a times. Lastly, the rank classification system do not allow to develop a conducive atmosphere which could lead to emergence of scientific principles on which recruitment, promotion, transfer, posting and career upliftment and progress.

LET US KNOW



The Fifth Pay Commission (1994-1997) has recommended the adoption of functional classification in the place of the existing Group System (class system). In other words, the present status-based classification is to be replaced by a function-based one. It also suggested that the distinction between gazette and non-gazette officers should be abolished. Under the new proposed classification, the prevailing grades are to be recognized into Top Executives (it includes the Secretaries, Special Secretaries, Additional Secretaries), Senior Executives (it includes the Joint Secretaries and DIGs), Executives (it includes all others in Group A), Supervisory Personnel, Supporting Personnel, and Auxiliary Personal.



ACTIVITY 5.1

Try to list out and figure whether the status and position of the Indian civil service and the classification plan.



CHECK YOUR PROGRESS

Q.1: According to *Morstein Marx*, classification is the 'grouping of position on the basis of similarities of duties and qualifications required.' (True/False)

.....

Q.2: The position classification is not an end in itself. It moves forward to create ..... (Fill in the blanks)

Q.3: The position of the officials is more important under position classification. Elucidate.

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Q.4: Write the main advantages of rank classification.

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7.4 LET US SUM UP

- Public administration is an important element of every state in order to carry out the day to day business of the government as well as the state. There are many officials who are appointed after a process of recruitment.
- To prevent any confusion creating out of the appointment and vesting of responsibilities and functions to the employees, an efficient system of classification is very much essential.

- Rank and position classifications are one of the most important aspects of personnel administration. The recruitment process which at the end induces many individuals into the system in order to perform different public task, gets a systematic orientation with the classification of their rank and position.
- It is one of the inalienable part of the merit system. The rank and position classification help to provide a ground of rationale standards or norms which is required in order to select personnel for civil service.
- From country to country, the system of classification may observe some uniqueness. For instance, the system of rank and position classification is different in both India and USA.
- The USA, Japan, Taiwan, Philippines, and Canada have adopted the system of position classification. On the other hand, UK, France, India, Malaysia, Pakistan, Laos, and Germany, have adopted the system of rank classification. Both the system have its own advantages and limitations.
- In the United States of America (USA), the US federal employees are categorized under three main divisions. The system is purely based on the position classification.
- The Indian Civil Service or the All India Services are the classic example of the system of rank classification. In short, India adopted the rank classification system.
- The Civil Service Rules of 1930, governs the classification of the services in India and also amended from time to time as and when required. At present, the civil services in India are classified into many categories.
- The civil services in India includes- the All-India-Services, Central Services, Class I (Group -A), Central Services, Class II (Group -B), Central Services, Class III (Group -C), Central Services, Class IV (Group -D), Central Secretariat Services, Class I, II, III and IV (Groups A, B, C and D), Specialist Services and State Services, Class I, II, III and IV.

- The civil services are also further classified into gazette class and non-gazette classes. Usually, Class 1 (Group-A) and Class-II (Group-B) Services are gazette classes while Class-III (Group-C) and Class-IV (Group-D) services are non-gazette class.



7.5 FURTHER READING

1) Avasthi & Maheswari. (2017). *Public administration.* Agra: Lakshmi Narain Agarwal.
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3) Mukhi, H.R. (2010). *Comparative public administration.* New Delhi: SBD Publishers.



7.6 ANSWERS TO CHECK YOUR PROGRESS

Ans to Q No 1: True

Ans to Q No 2: Classes

Ans to Q No 3: The position classification system also has an alternative name. It is also known as the classification based on duties or duties classification. The position classification in simple terms refers to the method of classification which involves the grouping of positions on basis of the duties, responsibilities and qualifications. In other words, a position is classified in accordance with the nature of job rather than the person holding the position. Therefore, under the system of position classification, a civil servants salary is depended on the position that h/she occupies.

Ans to Q No 4: The following are the main advantages of rank classification:

a) The rank system of classification has many advantages in regard to the classification system. The first advantage is that the system

is very easy and simple to understand. Therefore, it does not create unnecessary confusion while administering in the practical field.

b) Moreover, this system is also beneficial because it provides greater security of job and the service holder remains unaffected by any changes that takes place in his/her duties and responsibilities.

c) The system of rank clarification also provides flexibility in the service by providing interdepartmental transfer. The rank classification of service helps in promoting mobility in the civil services. This is only possible due to the transfer facility within the services. This also results in a smooth operation of service.

d) The classification on basis of rank is more suitable for the generalist cadres of civil services. This is because, it lays more emphasis on the generalist qualities in an employee and not on the specialist qualities.

e) Unlike the position classification which is a timely and costly affair of classification, rank classification is less costly and less time consuming. As a result, different career opportunities are availed by the employees. The civil servants become more loyal towards the service as a whole rather than focusing on the position.

f) Lastly, rank classification provides a ground for attracting competent and promising personnel to the civil services.



7.7 POSSIBLE QUESTIONS

A) Very Short Questions

Q. 1 : Nation, like USA has adopted …… classification. (Fill in the blank)

Q. 2 : Position classification serves at higher degree in bringing efficiency in the process of recruitment, promotion, training, career

development, planning of manpower and etc. (True/False)

Q. 3 : What is the difference between rank classification and position classification?

B) Short Questions (Answer each question in about 150 words)

Q. 1 : Describe in brief the limitations of position classification.

Q. 2 : Explain the merits and demerits of rank classification.

Q. 3 : Describe in your own words which system of classification is suitable to bring efficiency in administration.

C) Long Questions (Answer each question in about 300-500 words)

Q. 1 : Explain the rank classification plan of India.

Q. 2 : Discuss the rank and position classification plan of USA.

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Learner's Feedback on Course

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Regarding the course as mentioned above, we would like to know your opinions and comments so as to improve the quality of self learning materials in future. Please respond to the following statements by ticking the number you feel most reflect your opinion. After completion of the additional comments, please detach the page and send/mail the same to us at the address given below.

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1) Approximately how many hours did you spend for studying the units in the course? ☐☐☐

2) Please give your opinions (by ✓ mark) to the following items based on your reading of the block:

Sl. No.	Statements	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
I)	The SLMs of the course fulfil the learning objectives set out in the beginning of each unit					
II)	The units of the SLM could satisfy my academic needs and expectations					
III)	The Unit writers have excellent knowledge about the course contents					
IV)	Language and contents of the units were presented at a level which I could readily understand					
V)	Ample opportunity for participation in the activities provided in the units					
VI)	Used enough Illustrations (Diagrams, tables etc.) for conceptual clarity					
VII)	Quality of content is engaging, relevant, and up-to-date					
VIII)	The self check questions are very helpful					
IX)	The Possible/model questions and the answers to check my progress have benefited me a lot					

Additional Comments: *(Please feel free to provide your open comments)*

1) Which aspects of the SLM, according to you, worked well?

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2) What sort of changes/improvements do you feel KKHSOU could implement to improve the overall quality of the SLM?

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Thank you for taking the time to complete this form.