CHAPTER IV
CENTRAL PERSONNEL AGENCY

Civil Service administration is the cornerstone of the modern administrative systems all over the world. In addition to the distribution of the powers of the state between the executive, the legislature and an independent judiciary, it is now an accepted device in democracies to have independent Civil Service Commissions, which can act as a check and control on the political executives so that the Civil Services may be free from nepotism and political interference and provide on the one hand, a body of trained and experienced administrators who can give unbiased advice to their political masters, and on the other, an administration which is objective and impartial in its attitude towards individual citizens, irrespective of their political affiliations.¹

Like many other countries, in Iran also the Civil Service Administration is the biggest organization and Government is the largest employer. There is a central organisation responsible for the management of the entire public services on behalf of the Government. It is known as 'State Organisation
similar duties but with much limited scope and functions compared to that of the present 'SQAIE'.

The Indian Constitution provides for different type of public service commissions. The Union Public Service Commission deals with All Indian Services and the higher and the middle levels Central Services recruitment and is jointly supervised by the Ministry of Finance and Home Ministry. In the states, State Public Service Commissions are established under the supervision of the Ministry of Home and the personnel departments of the Governments. The following functions have been assigned to the Union Public Service Commission in India:

1. To conduct examination for entry into the various services of the Government of India.

2. If the two or more states so request, to organise joint recruitment for some specified service.

3. The Union Public Service Commission is consulted in the following matters:
(a) On all the matters relating to recruitment of Civil Services.

(b) On principles to be followed in matters of appointment, promotion and transfer in the Civil Services.

(c) Regarding qualifications of candidates for appointment, promotion, transfer in the Civil Services.

(d) In regard to disciplinary actions against the members of the Civil Services.

(e) In all cases of claims for legal defence where prosecution has been launched against a Government servant and for actions taken in discharge of his official duties.

(f) In all cases of compensation where a member of Civil Service has been injured while on duty.

(g) To advise the Government on all matters of personnel management which might be referred to the Commission by the President.
In France, there is Ecole Nationale de Administration, which has the responsibility for recruiting candidates into the public services and plays an active role in matter of recruitment, training and other matters relating to the Civil Services.\

The situation in America is different. Whereas in Iran, India and France the Civil Service is considered to be a career, in America, the Civil Service has not developed into a career service. Furthermore the Federal Civil Service Commission has been abolished in 1979 and its responsibilities have been distributed into the following agencies:—

(1) Office of Personnel Management
(2) Merit system Protection Board
(3) Federal Labour Relation Authority
(4) Equal Employment opportunity Commission.

Objective For the Creation of SOAE:—

The main goal for establishment of 'SOAE' according to Mr. Abolhamd are "The supervision and execution of the Employment regulation and law and accomplishment of necessary studies for the purpose
of creating a uniform and modern policy and make advancement in the field of administration, Recruitment, Organisation and methods, and training of the Civil Servants."7

The main aims for formation of 'SOAE' may be summarised as follows:-

(1) To adjust and review the Financial and Administrative procedures, Regulations, Provisions related to improvement in recruitment methods, training, In-service training of Employees, administration relating to Retirement and Pension Scheme.

(2) Supervision and execution of employment laws and follow on the necessary studies in the field of Administration, employment, Organisation and methods, Training of Civil Servants.

(3) In order to have a single and unified policy related to employment in Government.

(4) For the sake of conformity of administrative organisations with social and economic changes in the country.8
The Function of 'SOAE':

The main functions of 'SOAE' in practice which functions as an independent body are not subjected to any control or pressure, political or otherwise, not only in testing and selecting the candidates for Civil Services but in all matters relating to the Civil Services.

The major function and duties of the SOAE are many. The most important of them are as follows:

(1) **In the field of Employment Affairs:**

i) To ensure efficient implementation of the employment laws and regulations in the Ministries and other administrative agencies.

ii) To issue necessary instructions for the implementation of the State Employment Law and regulations for the purpose of achieving co-ordinated administration.

iii) To undertake studies and research into matters relating to employment affairs and submit proposals and recommendations to the Government.
iv) To administer the retirement affairs of the Government employees and Pensioners.

v) To administer the employment affair of those employees who are in "available for service" status.*

vi) To submit opinions on the employment regulations of the Government agencies which are not subject the Employment Law.

(2) In the Field of Organisation and Methods and Administrative Procedures:

i) To review and prepare proposals on the objectives and functions of the Ministries and Agencies.

ii) To conduct surveys and submit proposals on the division of functions and duties, for the purpose of allocating related activities to the appropriate Ministries and Agencies.

iii) To review the internal organisation of the Ministries and Agencies.

* Available for service status means where an employee does not occupy a job and is waiting to be assigned to a service.
iv) To review and draw up proposals for the elimination of unnecessary procedures for the purpose of simplification and improvement of work flow.

v) To review and draw up proposals on the manner of budget preparation, methods of accounting and auditing, treasury operations and regulations pertaining to finance, supplies, warehousing, records and other administrative affairs.

vi) Performance appraisal of Government Executive Organisations, for the purpose of their guidance in establishing and adopting a proper administrative methods. Management Principles and reporting them to the Prime Minister.⁹

In addition to the functions mentioned above the other functions of the SQAE are as follows:

(1) To prepare and regulate the employment regulation of Government Agencies, and contractual employees and also to review fitness and abilities of official employees.
(2) To identify workers' jobs within the Ministries and Government Agencies under the Civil Service Code and to evaluate and identify each job into one of the cadres and to prepare classification plan for those Agencies which are not covered by Civil Service Code.

(3) To approve the jobs and organisations of the Ministries and other Government Agencies.

(4) To prepare regulations for implementation of assignment, payment of salary and allowances and despatch of employees to foreign countries for permanent organizational posts.

(5) To approve of employment commitments of applicants, students graduates of specialized schools or training courses.

(6) To delegate the powers to hold examinations and competitions for official employment to the respective Ministries or Agencies and
prepare a list of the eligible persons for appointing them on jobs on the basis of needs of Ministries and Government Agencies.

(7) To prepare and regulate policies of salary and allowances of the employees and to designs position classification and promotion policies, of different Ministries and Agencies.

(8) To suggest changes in the co-efficient of the salary table to Government.

(9) To cooperate and sanction public personnel training programmes and prepare regulations for the utilisation of foreign training grants and awards etc., for the Civil Servants.

(10) To prepare regulations regarding methods for obtaining leave.

(11) To administer the retirement and pension programmes and prepare necessary regulations according to Retirement Provision mentioned in the Employment Law.
(12) To approve modifications and amendments in the organisation and personnel regulations of Ministries, Municipalities and all Government agencies subject to the provisions of the Employment Law.

(13) To prepare relevant regulations in case of confirmation, elimination or creation of organisational posts and to codify organisational rules in Government agencies for this purpose.

(14) To prepare by-laws for Ministries and Government agencies under Civil Service Code for those temporary employees who want to join as permanent employees and to prepare regulations for their transfer, retirement etc.

(15) To suggest amendment to the Civil Service Code and prepare final employment bill.10

*Composition of "SCAE"*

The "SCAE" consist of the following components:
(1) Council

(2) The Secretary-General.  

(1) Council:

The Council of 'SOAE' consists of seven members, three of them are appointed on the recommendation of the Secretary General by the Council of Ministers and the other three are directly appointed by the Secretary General. He is a member as well as the Chairman of the Council. 

The working procedure of the Council for reviewing questions and problems is in accordance with the regulations to be prepared by the Council and submitted by the 'SOAE', to the Council of Ministers for approval. 

The function of SOAE Council are as follows:-

(1) To study and approve regulations which fall within the jurisdiction of the SOAE.

(2) To submit opinion on matters referred by the Secretary-General.
(2) **Secretary-General of the SQAE:**

The Secretary-General is the Chief Executive Officer of the "SQAE". As the ultimate administrative authority of the organisation, within the limits of laws and regulations, he is responsible for the overall administration of all affairs pertaining to the "SQAE".

The Secretary-General of the SQAE is appointed from among those who have had at least ten years of experience in Government service and are proficient and skilled in administrative affairs and also have very high educational qualification. He is appointed for a term of five years and may be reappointed by the Prime Minister and is responsible to him in discharging his legal functions.  

SQAE Secretary-General has the powers for the administration of all the affairs of 'SQAE'. All appointments and dismissals of employees within the 'SQAE' are affected upon his instructions and are authorised by him within the framework of the approved budget. He is responsible to the Prime Minister (At present to the Vice-President) in
discharging his legal functions. He may also delegate his legal functions to his Secretaries.¹⁶

Duties and responsibilities of the SQAE are carried out by different departments, bureaus and units. Under the SQAE, in addition to these there are (1) State Retirement Organisation (Sazeman-e-Bazneshaste Ki Keshvari), (2) State Management Training Centre (Markaz Amozesh-e-Modireat Doulatie), (3) National Archive Organization (Sazeman-e-Asnad Melee) etc. (Please see Table No.3).

The Central Personnel Agency in Iran (SQAE), like any administrative body is bound by rules, regulations and functions. Due to the changing character of State and its policies there have been substantial departure from its original objectives.

Original objectives of the 'SQAE' were suggestions, guidance, consultation and regulation of Employment Law in administrative field. But it has been observed that the SQAE has so much involved itself with the administrative burden and day-to-day administrative problems of different Ministries and
TABLE No. 3

ORGANISATIONAL CHART OF SCAE

--- Secretary General of SCAE --- Council of SCAE ---

Secretary General of SCAE

--- Security Department --- Office of the Secretary-General

Secretary

--- Secretary ---

Bureau of Employment and Training

Bureau of Statistic and Planning of Human Resources.

Management of Public Affair.

--- Secretary ---

Bureau of Organisation and Methods

Bureau of Research and Ethical Values

Bureau of Research Studies and Administrative Policy

Bureau of Research Studies and Employment Policy.

--- Secretary ---

Bureau of the Parliamentary Affair

Bureau of Position classification and Salary and allowances.

Council of the Secretariat.

Management of Public relation and Guidance.

Source: Abolfathi - Organisation of SCAE, SCAE - Tehran (Iran), 1981, (In Persian)
agencies, that it has gone away from its real objectives of advice and guidance. It has slowly become an administrative personnel agency.

To avoid this, the 'SQAE' has to delegate some of its functions to different ministries and agencies and reduce its routine administrative burden. In addition the 'SQAE' has to emphasize more on functions like establishing coordination in administration, recruitment, and performance appraisal of the employees of different ministries and Government Agencies.

The 'SQAE' has also been criticised for not performing or not continuously performing its function mentioned in different articles of Employment Law.

In the light of the provision of State Employment Law and the duties which are entrusted to the 'SQAE', it has been accepted that practically the 'SQAE' is not only a controlling instrument in the employment field but an authority in the matters of organisation, methods and administrative procedures for Ministries and Agencies covered
under Employment Law. In practice the SOAE extends its cooperation to all Ministries and Government Agencies whether or not covered under the Employment Law.

However, it is been argued that "SOAE", does not properly carry out Research and Surveys in administrative field, because of its involvement in day-to-day administrative and other executional activities, which is far from its real objectives as an supervising and controlling body to cope up with the administrative problems in Ministries/ Agencies.

Therefore, the "SOAE", is required to use and employ scientific methods and techniques in dealing with the administrative problems, rather than simply reforming the existing one.

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REFERENCES:


2. State Employment Law of Iran, Entesharateh Zarin, Tehran, 1977, Based on Article 103, (In Persian)


14. Ibid., Article, 108 (A and B)

15. Ibid., Article, 107.

16. Ibid., Article, 110 and 111.

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