6.1. The Theoretical and Conceptual Review

This chapter recapitulates the major findings in the study and draws conclusions, recommendations and suggestions for further research. In India and in Thailand national development is best understood in terms of a combination of factors that seem to contradict many of the arguments made in the name of globalisation. Nevertheless, the concept of globalisation remains significant in discursive rather than analytical terms. Neo-liberal ideas which are often associated with the globalisation thesis have 'undeniably assumed greater prominence' in India and Thailand. This is partly rhetorical as frequent references are made by policy-makers to the 'demands' for globalisation. More importantly, these ideas also contradict actual policy-making since globalisation has become a deeply controversial issue in international as well as in national arena. Further, the supporters and critics of globalisation debate on various issues as the impact of globalisation is coming to the fore. Critics argue that globalisation has a pronounced neo-liberal or free-market ideological character. They say that this global capitalism, like its national precursor, will generate new forms of misery and injustice.

The globalisation of the world economy creates new challenges to India and Thailand as they could not remain unaffected by the global trends. To face the situation in the 21st century, civil servants must prepare themselves to properly participate in the new international relationship. In the 21st century, the nature of relationships between nation states is changing radically. With modern telecommunications and greater flow of goods and services across national boundaries, the world is increasingly becoming a global village. The activities of trans-national corporations transcend political boundaries. These activities create a situation where economic parameters like wage rates are determined not only by local environment but by development in the global
economy. The new geo-political landscape which is emerging from the current ferment will increasingly be one with divisions based on economic linkages rather than ideology.

The information explosion is also ushering a new knowledge economy. As intellectual capital is replacing natural resources as the key of economic success, the competition for top talent becomes keener. Of all categories of labour, top talent is the one which is most mobile. The ability of a country to retain or attract top talent will be a source of competitive advantage. Competitiveness is a major concern of public administration in the face of globalisation. There is a strong relationship between political stability (as measured in the International Country Risk Guide) and economic growth. Another related study considered political credibility as it relates to business. There was even a stronger association between measures of political credibility and economic growth.

The new democratic governance paradigm calls for a government bureaucracy with a global vision and flexible organisations.¹ The phenomenon of globalisation has led to task environments of government agencies transcending national boundaries. National government is now more dependent on the global environment than ever before. In this rather borderless world, in order to function well, government agencies and officials must have a global vision. They must understand their niche in the global community. A rapidly changing and more uncertain world requires new organisations characterised by flexibility. Government officials must respond to these global challenges creatively.² They must learn to think globally and be open-minded in their search for alternative organisational designs.


Public Administration of the 21st Century should gear itself for human development, economy, performance-orientation, empowerment of people, adhocracy, technology, should be culturally-specific and should have lofty objectives of human rights and empowerment, gender-equity, care for non-humans and concern for future generation. The onus rests on Public Administration to reconcile and direct the advances in science and technology, benefits from information revolution, computerisation and automation to speed up human development.\(^3\)

The civil service is a remarkable phenomenon of the modern state and has become indispensable for modern administration. It is a most complex and complicated institution of the government and has been conceived of as the epitome of efficiency and impartiality. Its output and input functions have made the modern state an Administration State. Its performance has become so essential for the functioning of the modern state, that it sets the parameters of standards of the government by its potentialities and inadequacies. The future of modern governments rest primarily on the role and capabilities of civil service, an institution as this however, has failed to reform itself in synchrony with the change of times and has failed to provide new approaches, concepts and proposition. Eventually it will lose its promise and vitality unless it moulds itself to the changing demands of modern times. To prevent it from becoming moribund and straitjacketed it has to embark on an exercise of rethinking, reinventing, reengineering and rebuilding itself.

Indian and Thai development in the context of globalisation focuses on market-centred development and modernisation as an alternative to people-centred development. Though it is efficient, but it still is capital intensive, urban-centred and not effective enough in achieving the goals. It monetises the economy which is welfare neutral, if production and productivity rises and distribution is equitable. All these are achievable without the involvement of markets also. What is required for upliftment of the poor to accelerate the trickle down effect is knowledge intensive local-oriented,

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people-centred participatory development in terms of opportunities for the poor and political structures to enable them to control the resource of the society. To resist the onslaught of multinationals, the challenge before civil servants is therefore, how to localise globally and globalise locally. They have to initiate decentralisation, people’s empowerment through devolution of power and encourage local self governing institutions to administer and meet collective or social needs while encouraging markets to meet the individuals’ needs.

The civil service is an important instrument of state to administer its people and manage the affairs. It is a permanent entity considered to be fair, invisible, impartial and unselfish. Governments in democracies come and go but civil servants remain. Civil servants are therefore, considered to be the pillars of a state. Revolutionary changes are now taking place in the way countries are being governed. The governments are to a great extent being guided by market and power is more and more being shared with people. There is more decentralisation and also de-bureaucratisation. The rights of citizens are being given more importance and it is being realised that the citizens’ rights include economy, efficiency, effectiveness in government and value for money in the economy it manages. Therefore, future governments will have to be risk taking, innovative, customer-oriented and quality conscious. For their achievement, the people have to be empowered, their team work has to be encouraged and the government themselves have to improve their performance continuously.

There has to be a change in the mindset of civil servants. This has to come about for the sake of mixing of the market forces with governance, to improve the efficiency and effectiveness of the latter and to soften the cruelty of the former. This approach is enshrined in the New Public Management and the concept of reinventing government. The civil servants should not confuse the ends and means. They have to question several traditional values they hold like hierarchy, rules and regulations, permanence and stability of government organisations. Down sizing, reducing fiscal deficit, expenditure control, privatising, citizens' charter, etc. are only the means to achieve efficiency and improve effectiveness.
In the new millennium of knowledge, to be successful in a globalised economy, civil servants have to strike a fine balance between participation versus accountability, competition versus duplication, customers versus citizens, public interests versus market tests and old versus new. Laws and regulations have to be enforced impartially and the weaker sections have to be protected by them because the market mechanism will not care for them. The civil servants has to develop special knowledge and skills to have insight into various social, political and economic effects of the policy measures being advocated by the multilateral agencies, developed countries and MNCs. They have to indigenise policies to suit local needs to overcome national problems.

6.2. The Civil Service with a Global Vision and Flexibility

The first principal suggestion requires that, to be able to think globally, Indian and Thai civil servant must understand the phenomenon of globalisation. First, government officials must realise that the world economy is becoming more and more borderless. Trade barriers among nations are being dismantled. Global corporations are allowed to compete with domestic companies so that the "consumer" citizen can benefit from the best product offered. At the same time, domestic companies are trying to enter into global market in the near future. Civil servants must be alert to the new rules and regulations of the world trade system. They must participate actively in international meetings such as the WTO, the World Bank, UNCTAD, and realise the importance of special meetings such as the UN, EU, OPEC, NAFTA, AFTA, SAARC, BIMST-EC and APEC. Government officials stationed abroad must also supply information about recent economic and trade policies of the country and region where they are stationed. To know what to look for they need a global vision with an understanding of their country's needs.

Second, civil servant must understand the significance of the current revolution in information technology (IT). In the present era where people are increasingly able to receive instant information about events around the world, distance no longer matters. For example, through cable television and satellite dishes people learn about one
another's life styles. Government no longer monopolises information. With the revolution in information technology, not only are people better educated but they also tend to share a common understanding of right and wrong. People around the world support the United Nation's principles of sustainable development, environmental protection, rule of law and human rights. In this regard, government officials will unavoidably experience the "third wave civilisation". They must utilise the overflow of global information intelligently.

Third, government officials must realise that the countries of the world have become more globalised politically; the triumph of democracy over communism in the two decades had guided many nations to choose a more democratic form of government. Democracy is spreading around the world fast, because through the global telecommunications system, people learn that life is better under a democratic rule than the communist regime. Economics, not political ideology, now drives government leaders. Democracy brings into play a complex set of democratic values such as citizen's right, elected government, openness of government and local government. Therefore, civil servant will have to adjust to the new requirements of democratic principles. Uncertainties created by globalisation mean that government must search for more flexible ways of organising. Government can no longer operate with a hierarchical Weberian-style bureaucracy. Management scholars have proposed several alternative organisational designs such as innovative organisation, the information-oriented organisation, the learning organisations and the reengineered organisation. The richness of ideas in the management literature about new ways to run organisation has

tempted public administrators to import popular management ideas into the practice of government. A well-known example of the application of new management designs to the field of government is the concept of the entrepreneurial, customer-driven government.\textsuperscript{10}

6.3. Accountable Civil Service

With the globalisation of democracy and economy, the monopoly of political and administrative power of government bureaucrats will be increasingly challenged by the new principles of democracy and by a growing middle class. Believing in the superiority of democracy, many countries will push for democratically oriented administrative reform, focusing on the accountability of government officials.

The second principal suggestion of the new democratic governance paradigm has to do with the increasing importance attached to the issue of accountability of civil servant. Hierarchical accountability within government bureaucracy is no longer sufficient; government must be highly accountable to outsiders. The new trend calls for government officials to be accountable to the citizens and elected politicians that are MPs and cabinet members. The future will generate even more demands for government accountability. Through the information super-highway both the rich and the poor will learn about a better quality of life and better standard of living. They will exacerbate their demands upon their governments for a better life. Political pressures will multiply in high-growth economics, where the growing middle class becomes more and more empowered with knowledge and money. A new universal code of conduct for public officials of the 21\textsuperscript{st} century has been proposed.\textsuperscript{11} Citizens of the global community will show less tolerance for unethical conduct of public officials whose conduct will come under close scrutiny. In countries where the mass media enjoy


freedom of the press, the demand for and accountability of government will intensify. As public expectations grow, bureaucracy bashing will become more common.

The reform vision advocates a reform design which democratises the public bureaucracy. Commonly proposed measures centre on; introduction of openness, transparency, accountability, and assess ability to govern, more say on the part of politicians over the affairs of the bureaucrats, transfer and promotion power, increasing efficiency of bureaucrats or better value for money, smaller government by downsizing, streamlining, privatising, etc., better quality public services, customer-oriented services, and the establishment of the ombudsman office. Many countries around the world are in the process of imitating and adopting accountability mechanisms which have proved successful in Western democracies. The example of these mechanisms includes; the ombudsman office, administrative courts, freedom of information act, administrative procedures act, public hearings, private watchdogs, anti-corruption agencies, British executive agencies and citizen charters, etc.

For a government bureaucracy to be accountable to its citizens, provision must exist for citizens to control and monitor the use of discretionary power by bureaucrats. Accountability, therefore, implies that citizens have certain democratic rights, for example, the right to a clean and honest government; the right to high quality public services and products; the right to question and appeal bureaucratic decisions and rulings; the right to know what government officials are doing; the right to self-government especially at local level; and the right to remove a bad government official. In other words, a government bureaucracy that is accountable is one that is less corrupt, more efficient, transparent and open, decentralised and removable therefore temporal.

How these dimensions are interrelated is subject of future empirical research. Perhaps they are connected in such a way as to allow identification of “stages” of reform targets. For example, talk about open and transparent government constitutes a logical inconsistency when corruption is prevalent. Nor can one speak about efficiency when the central government is overloaded.

To ensure those civil servants are accountable to elected politicians, administrative reform programs must aim at increasing control by politicians over the bureaucracy. More power should be given to elected politicians over permanent bureaucrats so that the politicians can ensure that government officials are less corrupt, more efficient, open and transparent. The implicit assumption concerns the legitimacy of political oversight of government officials because politicians are elected by the people. Whether politicians are bad or good is not the point rather the point is about administrative reform not political reform.

An important aspect of the shift in paradigms is greater accountability. The civil service and civil servant statute to be issued soon will stipulate clearly functions, responsibilities, authorities of state administrative agencies and civil servants, together with the establishment and putting into operation of the administrative courts will serve as a base for the clarification and classification of responsibilities and obligations of administrative agencies. At the same time, the application of citizen’s complaint post box enabling citizens to give their opinion and recommendations on the work of administrative agencies to the highest executive agencies will reduce the red tape and bureaucratic attitudes of civil servants when they exercise their functions. The rules and regulations on rewards and disciplines have been approved and each civil servant and all agencies and institutions must be aware that they are accountable and responsible to citizens in every action and decision made.

6.4. Civil Service That Is Fair

The last principle suggestion of the new government paradigm centres on the belief that serious attention should be paid to the question of who benefits from
government reform. Administrative reform programs and policies may have positive and negative consequences for particular groups of people.

The administrative reform is "politics". How one would like to see the government bureaucracy changed depends where one sits. If administrative reform becomes the prerogative of permanent officials, then the most powerful bureaucratic groups will benefit the most. Central agencies such as the civil service agency and the budget bureau will push for more central control; meanwhile line departments will be more likely to advocate greater autonomy and wider domains. The diffusion of administrative reform experienced from other country will be carried out selectively to the benefit of the group in power.

When the government introduces programs of reform powerful groups, agencies will most likely be the first to experiment with the ideas. To understand administrative reform, one must therefore have a substantial knowledge about the unique political context of a country. Which group in the government bureaucracy have what power? What is the power relationship between political executives and permanent bureaucrats? New reform policies can alter the power balance among the various interest groups in the bureaucracy. Policy stalemates may occur because agreement could not be reached on the issue of who should have authority over a particular reform policy.

The principal suggestion faces grave complications in determining whether an administrative reform program is fair or not. Generally speaking, there are four types of fairness. First, there is what one can call global fairness. Because of globalisation, a new set of global values has emerged regarding the conduct of governments. Examples of these new international values are sustainable development, human right, and environmental protection.\(^{13}\) Though nations may disagree as to the extent that these


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values should constitute guidelines for the conduct of the state, there is no denial that they do exist. Second, constitutional fairness refers to the choice of administrative reform policies and measures congruent with the nation's constitution. Third, government fairness occurs when administrative reform follows the policy statement of the ruling government. For example, if decentralisation is the policy of the government, then the government must not support policies which enhance centralisation of power by the central government. Finally, individual fairness happens when the citizens perceive that certain administrative reform measures are in general fair to everyone.

Complications arise owing to the plurality of opinions among citizen. Should majority rule prevail when citizens have different perceptions of fairness? Or should the state pay more attention to the needs of minorities? While the criterion of fairness remains contentious, the issue of who benefits from government reforms occupies a central place in the "new democratic governance" paradigm.

6.5. Implication of the New Paradigm

The new democratic government paradigm is not without opponents. To call for a government that is smaller and does less and is more accountable to outsiders is, threatening to government officials because they stand to lose their domains and traditional power. Unless alternative solutions acceptable to bureaucrats can be worked out, government officials who are likely to put up stiff resistance may shake the stability of elected government.

Government bureaucrats normally share a reform vision that runs counter to democratic principles. Bureaucrats favour reform that contains pro-bureaucrat clauses - usually at the expense of elected politicians and citizens. Pro-bureaucrat clauses refer to: the reduction of transfer power of politicians, increased bureaucratic control, higher salary and benefits, and structural expansion of bureaucratic agencies. It comes as no surprise to find that in politics with strong bureaucracies, little progress has been made
in transforming the government bureaucracy into a small and more accountable one. In 1995 recent World Bank\textsuperscript{14} report indicates that privatisation of state enterprises around the world, especially in developing countries, has failed partly because bureaucrats want to continue running the business.

As for the belief in a global vision and flexible organisation, the reform experience of various countries has shown that government officials are quite enthusiastic about learning about globalisation and experimenting with new ways of organising. Reform blueprints issued by governments always contain both futuristic and globalisations elements.

Two major concerns command attention. First, there is a good chance that government officials will overemphasise the global vision and flexible organisation aspects of governance while ignoring other aspects, i.e., small government, accountability and fairness. To have a global vision and flexible organisation makes government officials look good and modern. To ignore or postpone discussions about issues of small government, accountability and fairness means that government officials can retain their bureaucratic power at least until their retirement.

Second, there is the danger of believing in the superiority and techniques, such as reengineering, total quality management, and strategic management of the public sector. Scholars, of course, have regularly pointed out that a country is not a company.\textsuperscript{15} Peters and Savoie have shown that Anglo-American reform efforts of the 1980s\textsuperscript{16} which relied heavily on management practices overlooked the question of accountability and the morale of civil servants.\textsuperscript{16} Moe\textsuperscript{17} has emphasised that the


\textsuperscript{17} Ronald C. Moe “The Reinventing Government Exercise: Misinterpreting the Problem, Misjudging the Consequences.” \textit{Public Administration Review} 54(2) (March-April), 1994, pp.111-122.
mission of government agencies is determined by the representatives of the people, not agency management.

By advocating a government that is fair, the new democratic government paradigm puts government officials in an uneasy position. No longer can government officials ignore the consequences of their actions for society and particular groups of people. Government officials will increasingly be challenged by citizens as to the appropriateness of their actions. The emergence of universal and democratic codes of conduct and professionalism will become more and more important in the future.

From the point of view of the new democratic governance paradigm, there is a need to reorient public servants so that they can have a bureaucratic mentality that supports the principles of a small government that does less, a global vision and flexible organisations, greater accountability and a fair government. For counties which are not used to these principles, the transformation will involve a major change in the organisation culture and practices of the public bureaucracy. In countries where it is not practically feasible to reduce the size of the bureaucracy, government leaders will be contained by the nature of the existing human resources. They may find out that there are certain groups of public servants whose skills are no longer needed and whose educational backgrounds are not conducive toward developing new techniques and higher competencies.

Training programs in government must be aimed at introducing the guiding principles of the new democratic governance paradigm. Government officials must be made to understand the necessity of a small government and the dominant role of the private sector in national development. Central bureaucrats must support the growth of local governments. Education and training programs must be organised so the government officials can think globally and understand the dynamics of world economy and politics. New ideas about organising the government bureaucracy must be exposed to government officials so that they can see that there are many alternative ways to run their agencies. For the principle of "a government that is fair" to be effective,
government officials must be socialised to the emerging global values and standards. They must also adhere to the nation's constitution, the government's policies, and societal culture and values. Government training programs should be used as instruments for socialisation government officials to these values.

6.6. Decentralisation

The personnel system in the public service has been restructured to give permanent secretaries who are responsible for their ministries, more authority to recruit, promote and deploy officers. They will have greater flexibility and power over their human resources to allow them to carry out their work. This will be achieved largely by developing personnel functions such as recruitment, promotion, position retirement and succession planning from the public service commission to a system of personnel boards. These personnel boards will have jurisdiction over different schemes of service and divisions of officers. Members of the boards will be senior civil servants e.g. head of civil service, permanent secretaries and super scale officers.

Under the new system, the public service division is the central coordinating agent for receiving and processing applications. The decision to employ, however, usually rests with the ministry. The applicants also have a choice of which ministries they would like to work for. As a result, ministries have to compete for the best candidates. They must make themselves attractive to new entrants by showing that they look after the career development of their people.

6.7. Quality Performance

Effectiveness includes quality. It deserves a stronger emphasis because it has become the mind set of public service of 21st century. In view of the increasing demands placed on the civil service, the civil servants need to be more dynamic, innovative and proactive in their actions if they were to serve as agents for change. A critical feature in change is the need for fundamental shifts in the attitude and mind set of civil servants.
To do this there must be a specific strategy of change which will meet demands of globalisation. Examples of this are the strategies for the quality performance:

1) Enhance the efficiency, innovativeness, responsiveness and accountability in administration and management.
2) Upgrade the skills and competency of human resources in executing their duties and responsibilities.
3) Enhance quality of service delivery towards customer satisfaction.
4) Tailor-made performance appraisals.
5) Stronger rules on promotion and dismissal based performance.
6) Qualification standards with minimum requirements for education, experience training and eligibility.
7) Higher entry standards.
8) Employee empowerment was integrated into the employee and generally in the bureaucracy. This sought to revitalise and energise the bureaucracy through a reform package and as discussed during worker's meetings.

6.8. Public-Private Relationships

In this, the emphasis is on public entrepreneurship, which is, identifying new services or forms of operation which can be funded by service charges. To do this the role of public service needs to be reviewed in terms of what the government is required to do and what could be done by the private sector in the form of franchises, contracting out or privatisation. Another emphasis is corporatisation, operating state enterprises or agencies like corporations with a degree of autonomy. The relationship between the public and private sector needs to be on cooperation. To achieve this, Joint public-private Council or Committee are considered as an important approach.

A second major focus in this discussion relates to accountability, budgeting, accounting and revenue generation. If better performance will be an important requirement of public service then budget must be tied to results. These also need more agency control and flexibility in managing and reporting the budget. At the same time,
there is recognition of accountability, which can be insured by evaluating the results from the budget spent.

There is a recognition that demands on public ethics will be even more server in the future. Codes of ethics have to be strengthened and implemented through incentives, monetary rewards and recognition for ethical conduct. In an organisational setting, ethical conduct must be reinforced through leadership by example and by team or peer support within departments and units. Ethical practice can be improved by emphasising moral or religious values, training or the promotion of ethical standards in the organisation. To support ethical practice, an enforcement and deterrent policy must be strongly emphasised.

6.9. The New Paradigm of Civil Service

The first emphasis is on customer focus and service oriented, but there is an important distinction made here to consider the public as a guest. This idea of guest is the highest compliment of civil service-to treat the citizen with the same concern and attention as an honoured guest. Civil service must also be just and equitable. Civil service will have to be result-oriented, professional and cost effective. That is, it must provide performance that accomplishes important objectives with quality within financial constraints. In order to accomplish this, civil service professionals will have to develop a shared service culture or set of values to support performance. Leadership style will have to be participative in nature to develop these shared values and a strong performance orientation. To complement performance, there will have to be a stronger emphasis on the higher satisfaction and morale of civil service professionals by implication that suggests reward related to performance. Finally, accountability is strongly required in terms of achieving results, acting professional, being cost effective and being ethically correct.

If it is quality service, citizens or users maybe expected to pay higher fees for the services they use based on ability to pay or for the damage they cause- the polluter
pays principle. This theme focused on issues of implementation. It is interesting that participants would emphasise very practical suggestions to operationalise change. To develop a customer/guest focus, there is an emphasis on streamlining, simplifying or reengineering the service process. To do this, the mindset needs to be service oriented and businesslike. This could be accomplished through an organisation wide courtesy or service focus campaign and by developing a citizen or client charter which outlines what the customer can export from the service agency. This focus would be supported by a multiple perspective (360 degree) feedback system and a complaints bureau.

Members recognise the need to support competitiveness of the economy by supporting and collaborating with the private sector. They also recognise the challenge to maintain a balance between different parts of the country-rural, capital to hinterlands. There is also recognition of stronger demands for service. These factors are part of the changing environment of public service. In public service, there is expectation that leadership style will change from directive to participative with a focus on customer quality and being more business like or allowing the private sector to carry out functions previously been dominated by central authorities that is expected to be decentralised to operating agencies or local authorities.

Professionalism could be supported by a code of conduct which defines what is required in professional public service and which is reinforced by performance evaluation, peer emphasis and leadership by example. To promote shared values and participative management, the emphasis is on using teams and open communication to focus on work or service improvement and quality. This change would be supported by a specialised and by an organisation-wide leadership committee to motivate and sponsor change. Finally, change can best be accomplished if all the members of the agency become activist for change from the simplest change in a job to the more complicated process or organisational changes required.

Both India and Thailand demands for increased “participation,” “transparency,” “accountability,” “quality performance,” “ethics, “and “decentralisation,” have been the
stimuli for rethinking the role of public administration and civil service. These demands have reached such proportions that political leadership in both countries must no longer ignore them.

6.10. Recommendations for Indian Civil Service

The revamping of the Indian civil service system has become a must. Some suggestions have been made below to make the civil service system that yields the desired goals for the socio-economic development of India and their unison with the Indian political system. There is need for change and change there should be. The existing personnel system needs to be reformed to meet the requirements of a complex techno-economic society. On the basis of the principles and alternative proposal for reform of the civil service is discussed following.

- There is need for a flexible, general (as against generalist) civil service to person the higher policy and management posts in the Central as well as the State Governments, particularly in the Secretariat. The members of this service should be of high calibre and they should have experience in breadth and depth to meet the requirements of modern administration. The Indian Administrative Service has traditionally met this need and it should be reoriented so that its members can play an effective role in a complex administration. There are a number of senior posts under the Central and State Government which because of their technical, technological and/or scientific nature of work require technical experts from various disciplines. These posts are manned by experts grouped into various Class I technical services (Central and All-India). They perform a very useful role in administration. There are a number of Executive Departments (as distinguished from Secretariat Departments or Ministries), mostly in the Central Government, which require senior personnel having specialised skills for the kind of work their respective departments do. Members of a number of unifunctional, non-technical Class I services person the senior posts in these executive departments. The personnel structure that exists in the country
today needs to be reoriented to meet the requirements of modern administration.

- Recruitment to the Indian Administrative Service, the technical services as well as the unifunctional, non-technical services, should primarily be on the basis of open competitive examination. There should not be any common examination for recruitment to these categories of services as the purpose of recruitment in each case differs from that of the other. The present practice of having some sort of a common examination (in few subjects) for recruitment to the Indian Administrative Service and non-technical services should be abolished and instead, there should be different sets of examination for these categories.

- Quality is the essence of the IAS and under no circumstances there should be any deviation from this principle. Recruitment to the IAS at the entry level should be open to graduates of all qualifications (including technical qualifications) so that there is the widest opportunity for the best available talent in the country to compete for the service. The graduates should be put to toughest possible tests to ensure that only the best are selected for manning the higher policy and management posts in the government. The optional subjects in the IAS examination should include all technical subjects so that graduates with technical qualifications do not suffer from any handicap vis-à-vis graduates with qualifications in arts and pure sciences. Entry of graduates with different background and qualifications will give diversity to the service. Direct recruitment to the IAS should be limited to 50 persons every year so that there is no deterioration in the quality of its members. In case of subsequent entries (lateral entry) into the IAS, there should not be any departure from the principle of merit.

- The IAS personnel should be employed in higher administrative, managerial and coordinative posts in the State and Central government. The State Cadres should consist of senior administrative posts like those of Chief Secretary, Development Commissioner (including Commissioners of Divisions), Members of Board of Revenue, Collectors, Secretaries to
Government, Deputy Secretaries of important Departments and certain Heads of Departments. The IAS should be recognised as the ‘primary feeder source’ for middle and senior policy and management posts (Deputy Secretary and above) in the Central Secretariat. It is, however, necessary that for manning the posts of Joint Secretary and above in the Central Secretariat, an element of selection is introduced for selecting only those officers who have shown ability and talent for administrative and managerial work at the top-most levels. The method of selection should be such as to ensure that only the deserving go to the top. Similar procedure for selection should also be introduced for manning the posts in the super-time scale of the IAS in the States. This may necessitate revision of rules governing retirement and pension so that those among the officers who are dissatisfied with the result of the selection can leave the service without much pecuniary loss and can seek employment elsewhere.

- The deputation-quota of various IAS Cadres should be increased so that the Central Government is able to utilise the services of more IAS officers than at present. The tenure system should be continued so that there is interchange of experience between the States and the Centre although at the senior levels (Additional Secretaries and Secretaries to Government of India) there may be some modification of the principle on grounds of specialisation.

- By adopting suitable policy of training and career development, the Indian Administrative Service should be developed into a corps of competent, professional administrators. The members of this service acquire a high degree of expertise in administrative processes and the functioning of the complex machinery of the Government by working in various levels of the State and Central Governments. This expertise is essential for manning the higher policy and management posts in civil service. Their professionalism in the subject-matter of various areas of government work should also be developed by purposive training and career development. The Report of the Administrative Reforms Commission (ARC) as well as those of the Study Teams gives an outline of various areas of Government work. These should
be identification of carefully examined and broad areas of administration. The members of the IAS should be encouraged to specialise in these areas of work. The most important method of training should aim at the development of the officer's skill in administrative and managerial techniques as well as in the knowledge of the subject with which he/she is concerned.

- Career planning in the form of carefully thought-out postings is essential for the development of required professionalism in the members of the IAS. Postings, which should take due account of a person's background, training and aptitude as well as the need for widening of experience. Through planned movement between the posts in an area of administration or related fields (covering many Departments/ Ministries) officers should be encouraged to specialise. An officer should be kept in an area of administration or related areas for the first 15 years of his/her career in order to enable him/her to acquire the required professionalism. During this period he/she should also be posted to the Sub-division (in junior scale) and the District (in senior scale) to have experience of administration at the 'grass-roots' level and develop qualities of judgment, objectivity and coordination. This is also necessary in the interest of widening of experience of the officer. Too short a period in one job prevents an officer from being effective in a particular field of government work. Longer tenure should be allowed for officers both at the State level and the Central level. As a rule, Secretaries to Government in the States and officers in the posts of Joint Secretary and above in the Centre should be kept in jobs for not less than 5 years. Similar terms should be worked out for other posts. The need for specialisation should be kept in mind while deploying officers in the State as well as in the Central Government. Thus, by intensive training and career planning, a group of professional administrators will be available for the highest posts in the civil service.

- The Class I technical services (Central and All-India) consist of specialists like engineers, doctors, scientists, economists, etc. Their role is complementary to that of the administrators and they bring in the element of expert knowledge in decision-making. They also administer the technical departments in the
country. Most of these officers would like to make their careers in their own fields and would reach the highest posts in the scientific and technical spheres. Some of them, however, may show aptitude and abilities, perhaps late in their career, for administrative and managerial work and they should have the widest opportunity to person the senior policy and management posts in the Government. These personnel should, however, be selected on the basis of their ability and talent for administrative work rather than by virtue of their specialisation. Their previous background should determine their suitability for specific senior management posts.

- The unifunctional, non-technical Class I Services, like Audit and Accounts, Income Tax, Customs and Excise, Postal etc., have been constituted to meet the requirement of specific skills and aptitude for the kind of work their respective executive departments do. They will develop these skills in great depth and will normally reach the highest posts in their respective spheres. Some of them, however, may exhibit ability and skills for policy and management work in the Secretariat and they should have an opportunity for manning the higher policy and management posts in the government. Their suitability for specific secretariat posts should, however, be decided on the basis of their specialised experience and not for the reason of their being members of Class I Service as is being done at present. Thus, in the personnel system that is envisaged, the IAS should continue to be the 'principal feeder source' for the higher policy, management and administrative posts, both in the States and the Central Government. The quality of the personnel joining the IAS, their experience-pattern, the professionalism to be developed through coherent training and career planning and the qualities of judgement, objectivity and person-management acquired by working at different levels, would make them uniquely suitable for manning the top posts in government. The officers of the technical services as well as the unifunctional services will normally man top-most posts in their respective spheres, some of them may perhaps late in their respective work. They should have widest opportunity to person the senior policy and management
posts in the Central Government and there should be flexibility in making appointments to these posts. The working relationships between the technical and non-technical services should also be improved by deploying the officers in integrated hierarchies on the basis of the best person for the job.

- A central Personnel Agency should be created as suggested by the Administrative Reforms Commission and this Agency should undertake job analysis at various levels of public employment and examine the work being done by the members of various services. The remuneration-pattern for various posts can be established after such detailed job analysis. This will also help place the secretariat posts as well as the posts in the irrational scale of preference which brings in the concepts of superiority and inferiority in what is essentially a cooperative venture.

- In administration, members of various services have different roles to play and it important to ensure that unnecessary service-rivalries should not allowed spoiling the atmosphere in the civil service. The Central and the State governments have a duty to see that there is no bickering among the service.

- India needs a leaner and fitter civil service system. The Indian civil service system has in all about eight million members. The recommendations made in a number of reports suggest that the civil service could shed its weight to the extent of one-third of its present strength. This is true not only of the lower classes of the civil service but also of the three All-India services, namely, the Indian Administrative Service, the Indian Foreign Service and the Indian Police Service.

- The manning of the civil services should be done on the basis of positions and not on the basis of ranks. Further, for the lower levels of the civil service it is necessary that time and motion studies/work-studies are carried out when the strength of the various services is fixed. For the All-India services, the Establishment Officer of the central government should have a continuous dialogue with the Chief Secretaries of the various provincial governments. The strength of the various services should be continuously examined and the fat which grows from time to time should be removed immediately. The
generous scheme of voluntary retirement should be offered, which may encourage the civil servants to quit the government. An attempt should be made to privatise some of the non-core activities. They could be contracted out or privatised permanently.

- There is a need to restructure the systems and procedures as well as the style of functioning. The Indian civil service should modernise itself. The professionalizing of its various activities is very essential. This will bring in speed, cut down red tape, reduce paper work and trim down the cost of its maintenance.

- An extensive training in office administration and administrative methods needs to be imparted to the officers of the non All India services. The officers of the All India administrative services and the top grade services of the provincial governments should be encouraged to acquire computer literacy and get intensively trained in database, etc.

- The Indian civil service system should become more representative of the Indians living in villages in the Indian civil service. The urban upper middle class has dominance, with 75 percent of the positions in the various civil services. This leads to alienation of the civil service from the masses. There is a need to increase the representation of women. It is suggested that special pre-entry training schemes may be devised to remove this bottleneck.

- The civil servants tend to become overconfident in their career as they are assured of a permanent job for a period of 30-35 years. For all civil services, especially for the All-India civil services, lateral entry at different levels needs to be encouraged. The other incumbents should be given contract positions. The lateral entry would inspire competition among the civil servants and allow the best talents to come in the civil services. It would also give opportunities to such people who might have either missed the bus initially or might think of entering the civil service at a later stage after acquiring expertise in a particular area.

- The present scheme of civil service training needs to undergo a complete change. The induction training should follow a new format. Instead of
providing a wide sweep of the various subjects, modules should be designed having relevance to the skills and knowledge required for performing the various jobs during the initial years of the civil service. Some of the modules could include training in behavioural areas and environment of administration. A compulsory annual training should be introduced of duration of at least one week. This should be an appreciative training in the general developments relating to the civil service environment taking place in India and abroad. Those who have served for a period of ten years should be given a specialised training in district administration which may emphasise training on development administration, maintenance of revenue records, and coordination between the autonomous agencies of the government. Training courses in enterprise administration should be imparted to officers of the IAS of a seniority of 10-20 years. They should be thoroughly exposed to fundamental and general management, and application of the knowledge so acquired to the administration of public enterprises. This will also help them in dealing with subjects having a bearing on the government interface with private enterprise. For those who have put in more than 20 years of service, there is a need for exposure to policy administration. They should be familiar with the concept of policy formulation and its implementation.

- There should be a component of foreign training for the officers of the Indian administrative services. This will help in integrating them with the rest of the world and redesigning their vision of strengthening the country through their work.

- For the other services also, the training systems need to undergo a radical change. Opportunities should be created to provide access to training facilities for the members of the Indian civil service selected by the State Public Service Commissions. In the present form, the training given to Group B, C, and D civil servants is completely inadequate. The contents are poor and the frequency is inadequate.
• Action should be taken to remove the grievance of the non-IAS personnel that most of the training opportunities abroad are cornered by the officers of the IAS.

• The organisation and functioning of the Indian civil service needs to undergo a change. There is an urgent need to ensure much longer tenures than what is being enjoyed by the officers of the three All-India services of the Government of India and Group A services of the central government. This should apply with the same force in the case of the provincial governments. Efforts should be made to remove the rift between the Establishment Officer/Department of Personnel and Training. Hasty decisions by the provincial governments to suspend the officers, or set up enquiries without consulting the central government, are not desirable. By the same token, the cadre management at the centre should also consult the provincial governments on matters such as posting and foreign deputation of the IAS officers.

• The most important challenge for those managing the cadre is the reorientation of the service along certain specialisations. These could include economic administration, financial management, industrial management, management of environment, international trade, law and order, energy and transport, district administration, local government, etc. Efforts should be made to devise schemes to build up an ethos of the Indian civil service. This can be made possible by encouraging the members of the various civil services in the country to formulate their own code of conduct and design their own rules, procedures and systems through a wide concurrence of the public. The all-pervading rampant corruption should no more get further oxygen.

• The relationship between the politicians and the civil servants should improve. The politicians should act as the bosses and the civil servants should translate the vision of the government into action, but while doing so they should insulate themselves from personal influence of one or more politician,
or one or more political parties. They should aim at winning the trust and confidence of the people through constitutional means.

The proposals outlined above take into consideration the constitutional and administrative set-up, as well as the socio-political conditions existing in the country and seek to improve upon what has been built over the years so that the personnel system can meet the requirements of modern times. Scanning the foregoing sequence and content of the Administrative Reform processes in the Indian scene, a classification of reforms suggested as follows:

• Reforms pertaining to the legal basis of government action. Falling in this category would be the measures pertaining to review of administrative laws, the constitutional amendments to impart stability to the legislation for an effective set of vigilance bodies. Comprehensive or specific reforms of administrative structure, size, design (allocation of work, numbers, status and hierarchy, linkages, etc.) and administrative procedures. The application of Total Quality Management (TQM) concepts would clearly be within the comprehensive reforms category. Programmes for modernisation also provide an example of comprehensive reform that may be applied in specific organisations. Depending on its design, the project to encourage the use of modern information and communication technology could be comprehensive (networked) or the stand alone type. Rightsizing and rationalisation of departmental organisations and enterprises, which has been seen as motivated by budgetary considerations, could equally be part of wider concerns about the role of the state, or blocking of space which could be more appropriately opened to private, cooperative, community or joint partnerships. Procedural reforms in financial decentralisation and delegation of power, personnel management, vigilance, etc. are essentially meant to speed up internal or inter-departmental operations.

• Reforms for an improved work culture within the bureaucratic machine. These aim at improving the speed, performance and integrity of governmental functionaries and cover different aspects of the presumed major obstacles to
reform, including the inertia of the personnel in place. Many of the initiatives essentially aim at the creation of better systems of human resources management. Reference may be made here to the effort to develop and enforce a system of a professional Code of Ethics in different establishments, over and above the prescribed Conduct Rules; the incomplete deliberations regarding a policy for minimum tenures and transfers, which impinge upon the moral, expertise and overall effectiveness of the civil services; updating know-how through training and dissemination of good practices; systems for employee grievance removal, disputes resolution and reduction of litigation; and use of incentives resolution and reduction of litigation; and use of incentives and awards, as well as of disincentives through tighter disciplinary and vigilance processes.

• Reforms for more mature relationship between government and civil society. These include the all-important interface with citizens (right to information, redress of grievance charters of rights to service); with local self-governance institutions (the municipalities and panchayats); with NGOs, registered associations (for instance, of residents of urban localities, or of businesses) and societies; with elected and other public representatives; with academia and intellectuals; with the media; etc.

6.11. Recommendations for Thai Civil Service

The focus related to the 21st century is to change the nature of civil service to be efficient and effective in the services. Below some suggestions have been made to make the civil service system yield the desired goals for the management development of Thailand and their unison with the Thai government system.

• The Office of the Civil Service Commission (OCSC) is conducting a number of projects to enhance efficiency and effectiveness within organisation; namely, the public service performance improvement project and the re-engineering project. Each project has a common focus: to analyse present functions and discard obsolete ones.
Meanwhile, government agencies are being encouraged to develop vision and mission statement which are customer-oriented, concentrate on oversight rather than execution which promote privatisation and contractorisation. The vision statement should focus on deregulation, which, it is expected, will lead to an analysis of the present organisation structure that is modernised, technology-oriented, and which is consistent with the vision and mission statement of the organisation.

The concept of smaller government is the approach being sought, incorporating privatisation and the contracting-out of functions which the private sector has the ability to perform as well as or better than the public sector. Financial and budgetary reform will have to be undertaken simultaneously to allow more freedom and flexibility in financial administration at the departmental level to enhance efficiency.

Government agencies are being encouraged to manage by results through a planning and monitoring process rather than by controlling input.

Separating policy and implementing functions within the budget that Budget policies should belong jointly to the Bank of Thailand, the Office of the National Economic and Social Development Board, the Budget Bureau and The Comptroller-General Department. Budget implementation is the task of the line agencies and work units, for example, the academic sector, health sector, economic sector, etc.

In facing new situations, civil service will have to be dynamic and proactive that is anticipating change and takes action to prepare for change. In dealing with the public, they will have to be facilitative, assist clients in terms of their needs and be supportive, provide services which help the public help themselves. Accountability will still be important but a degree of flexibility needs to encourage fitting local situations or conditions.

There will be an emphasis on reducing how long it takes to carry out a service or the complexities involved in the service. Civil servants should be given the power (authority, responsibility and resources) to take action appropriate to their level. This delegation will have to be guaranteed by ethical standards and
discipline. Civil service must also emphasise equal opportunity and treatment for all citizens.

The personnel management system is the critical component in the success or failure of public sector management. All personnel management mechanisms, from the recruitment process to the development of a professional core of civil servants must be handled efficiently. Policies aimed at creating a high quality civil service to assume important roles in public management, includes:

- accelerating the full development of the Senior Executive Service (SES) in line with the revision of the roles and functions of policy providers and implementers and through the establishment of effective recruitment methods and qualifications for senior executive that focus upon capability as the principal criterion.
- revising the roles and functions of central personnel management agencies to be responsible for personnel management policy only, for example in organising the Senior Executive Service, setting the remuneration and benefits system, and professional development of officials. Functional work, such as appointments and promotions, setting position levels, and handling disciplinary matters, etc., should be the responsibility of each line agency.
- developing the professional capabilities of civil servants to enable them to become more effective administrators, as well as developing a sense of service orientation among civil servants emphasising a fair, ethical and transparent approach in their work.
- improving the remuneration and benefit system to be consistent with market standards and with the position system, ensuring fairness among the various categories and promoting a larger variety of employment opportunities with appropriate benefits in occupational category.
- changing the attitudes and values of civil servants to ensure that they are modern in their outlook with an orientation towards service and fairness. If the results of the current and next steps in public service reform activities can accomplish the goals set, the society will benefit through:

-improved quality of services
- efficient procedures and professional staff for the government service system at an international standard
- fair and effective utilisation of the public management resources
- a flexible government service system that will be an effective agent of change for the society
- a government service system that enjoys the trust and confidence of the public

Because of their large and unwieldy size as well as their broad and varied mandates, and because they have been slow to improve organisational structures and processes, public sector agencies and organisations have been unable to respond adequately to rapid changes in domestic, regional and global arenas. They have been unable to set coordinated policies to stimulate the economic and social development. There is an urgent need for a restructured public sector, with measures that include:

• creating more efficient processes and procedures and ensuring that organisations are flexible, systematic and simple in their operations ensuring timely decision-making for efficient solution of problems.
• decentralising authority by delegating certain functions to appropriate organisations in the private sector, to local administrative units or to public organisations. The objective is to increase the standards, quality and efficiency of providing services to the public, efficiently and cost-effectively.

The bureaucratic system has operated mainly by adhering to assigned jobs following set procedures, rather than by being proactive and focusing on the results to be achieved. Key performance indicators and other evaluation tools have not been applied. Under the New Public Management approach, objectives will be set and quality of performance would be verified based upon measurable results. In order to effect these changes, it will be necessary to:

• require agencies to create strategic plans that include targets, anticipated outcomes, outputs, critical success factors, key performance indicators, performance standards, budget plans and resources required. Strategic plans need to be announced to the public and criteria set for reporting to government
and parliament, along with annual evaluations, before funds will be allocated for the succeeding year. This is to be a Cabinet directive in the development of strategic plans of public agencies and the examination of work performance.

- revise the roles and functions of the economy-related ministries to strengthen their capacity to enhance the country's competitiveness in the world market, as well as to create mechanisms to increase effectiveness in negotiating on economic matters in the international arena.
- revise the roles and functions of central agencies to be consistent with the directions of public service reform and require the adoption of the reform measures and evaluation measurements to ensure the success of the efforts.
- revise laws and regulations in every government sector on a continual basis, particularly those relating to the support and provision of public services, to ensure that they are understandable and easy to follow. Stakeholders need to be given opportunities to participate in the revision of these regulations.
- develop an effective system of protection for those who provide information of benefit to enhance the efficiency of the government.

6.12. Suggestions for Further Research

The Indian and Thai public administrative reform mission is moving forward, with programs and projects being implemented according to plan. However, the progress, although satisfactory, has not been fast enough to respond to the needs for change. The slow pace of reform has kept the public from receiving the high quality and standard of service that should be available and has slowed the recovery from the economic and social crisis.

A comparative study of civil service in India and Thailand suggest that there are levels of depth that one can choose to enter. Broad frameworks do not highlight the uniqueness of a rapidly changing political regime such as the Indian and Thai polity. With a good understanding of the country-case study must go beyond macro-level of analysis by pinpointing the special characteristics of their polity cases. In the future,
scholars whose case studies indicate that the governments are central towards understanding the civil service should develop a comparative perspective of civil service under the governments across polities.

Now more and more government departments are going online and Multinational Corporations have started their business in India and Thailand. Civil service in both countries should be prepared to face the challenges posed by the reinvention movement. The concepts of ethics, people's welfare, social, economic and political justice should have prime importance in the implementation of programmes and policies. Corporate governance has become a subject of debate. It is the direct result of globalisation. It is the investment of financial capital in the capital markets around the world which is a special feature of the late 20th century globalisation and which distinguishes it from the features of globalisation in the past.

The world has become a global village. It is the increasing role of financial investors in emerging economics that has made the concept of corporate governance and good governance a relevant issue today. The increasing concern of the investors is that the enterprise in which they invest should not only be effectively managed but should also observe the principles of corporate governance and good governance also. It is essential to study the challenge bureaucracy faces as we move towards better corporate governance keeping track of the mindset of the people and the organisational culture along with good governance between India and Thailand. Will civil service in India and Thailand be able to respond to the 21st century challenge of a corruption-free sustainable development? Further political science research into the interaction between globalisation and states in India and Thailand is necessary.

In sum, this thesis tries to take a first step toward the development of a broader comparative perspective on civil service in India and Thailand. In general, the assumption appears that, if the civil service behaved as it should, then government might be able to function properly as well. An effort has been made in this thesis to achieve that understanding. Most particularly, we are arguing that we will not have really
useful insight without the process of comparison. We may think we understand
governments and civil services, functions of the two countries, but we may not have
made appropriate comparison. Nevertheless, one would hope to have made some
progress, if nothing else, the process of comparison forces for the scholar to identify
what he/she considers to be the most relevant features of the subject of their inquiry.