CHAPTER - III

PROFESSIONALISM AND RECRUITMENT OF BU­REAUCRATS

CONCEPT AND PROBLEMS OF RECRUITMENT

"Administration is now so vast an area that a philoso­phy of administration comes close to being a philosophy of life" 1. Marshall E. Dimock.

Coming to the political side of public personnel sys­tem, the very first thing is that of procurement or recruit­ment of personnel. In the old days, when public adminis­tration was a small and simple affairs, there was no such problem, as the king could himself do the thiring and fir­ing of the employees needed. Even later on, when king­doms increased in size, the king's ministers and other high officials could do the job easily.

But when kingdoms began to give place to empires and governments began to play the vital role, the simple mas­ter servant relationship could not function successfully. Hence scientific methods of recruitment had to be de­vised so that, at less cost and in a short time, a capable team of employees could be procured.
The original interest of civil service reformers were centered in the selection process. The merit system was designed to assure selection of the best who applied but not to influence the sources of application. The task was considered to be unsuccessful, keeping out the unfit rather than encouraging the best to present their credentials. It was assumed that if political favouritism could be excluded men of ability would somehow find their way into the public service.

"The assumption long ago proved to be erroneous, yet only slowly did the negative emphasis give way to positive methods to induce highly qualified persons to present themselves for consideration". 2

As the labour market became tighter and tighter and the scarcity of talent in many specialized fields more and more evident, this problem of recruitment took on still a further dimension - namely, the need for planning. But for a long time, just as governments have acted as if the supply of manpower is infinitely elastic, so have they tended to overlook the desirability of systematic planning to acquire it. Thus, the two conditions preceding formal se-
lection that are most critical for the ultimate product (1) Manpower analysis and planning and (2) affirmative policies of recruitment and attraction to the service - have been among the more neglected aspects of the public personnel function.

Proper selection and placement of a new employees is a prerequisite for the development of an effective working force in any organisation. The aim should be to ensure as far as possible that employees are engaged in jobs where they have a fair chance of being successful and at the same time well adjusted to their work and its surrounding circumstances.

A faulty recruitment policy inflicts a permanent weakness and liability on the administration. A theoretically good civil structure would be of no avail if those who man the structure are incompetent or are apathetic to it. As Stahl puts it "It is the corner stone of the whole personnel structure. Unless recruitment policy is soundly conceived, there can be little hope of building a first role staff". ³

Recruitment is the process of exhausting all the sources for finding prospective employees. It is in proc-
ess of finding suitable employees and stimulating them to apply for jobs in the organisations. It has the aim to increase the selection ratio, that is the number of applications per job opening. It can be seen both from the short term and long term implications. The short range plan involves those activities carried on to meet current demands for personnel, such as that which continually exists in every organisation when position are vacated and can not be filled from internal manpower sources. The long term plan includes those activities designed to assure a continuous supply of qualified professional and service personnel. Negatively the recruitment aims at eliminating the persons not duly qualified for the positions. Positively, a sound recruitment policy strives to maximise the mobilisation of skills and talents so as to place the right man on the right job. To quote Pfiffner and Presthus in this context, "Personnel recruitment for the second half of the twentieth century will have to be geared to a nuclear physical world in which the solutions of human problems will demand the utmost inhuman competence. The emphasis will be not only on finding, but on
building men who are capable of performing the complex tasks of coordinating institutions growing evermore complex. Clearly, in such a world emphasis will fall not so much upon keeping the rascals out, but on how to induce the best to serve the state and how to so assess their abilities to ensure that each will be placed where he belongs.

In this context it is clearly indicate that the core design of progressive recruitment policy in any organisation is the reduction, if not the elimination of favouritism, nepotism and incompetence in the selection process. The term 'Recruitment' has a limited and specific meaning. It simply means according to Marshall E. Dimock, "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".

The definition hits upon the most important aspect of personnel administration. Initial recruitment of the right person for each job is most essential to ensure good administration. It is the first step in manning the various positions in the organisation and it is a vital step. No amount in-service training or re-orientation programme or
job rotation can set right the initial mistake of picking up a wrong man. It can inflict a grave and almost permanent damage to the organisation. The process of recruitment, therefore requires utmost attention from the heads of organisations.

Popular language uses the term recruitment as a synonym of appointment, but this is not correct. The term recruitment connotes enlistment, acceptance, selection or approval for appointment and not actual appointment or posting in service while appointment means an actual act of posting a person to a particular office. In the technical phrasiology of administration, "recruitment means attracting the proper and suitable type of candidate for the post to be filled".

'The first country to develop a scientific system of recruitment was China'. Where recruitment through competitive examinations was established in the second century before Christ. Prussia was the first country in modern times to adopt a sound recruitment system, through open competitive examinations. In our own country, the system was established in 1853.
The different assessment of personnel needs and estimation of probable capacity of the economy to fill those needs a government personnel agency must discover specific sources of good candidates both outside and inside the service and systematically cultivate those sources. Of course there is much more to the total selection process but the step of active recruitment and attraction of potential employees is fundamental to the attainment of genuine merit system.

**Problem of Recruitment**

As we know that earlier the recruitment of personnel was performed by the king himself during that period public administration was a simple affair, it was simply governed by the king and no such problem was existed. And as long as the government played the vital role and it became a welfare state then the problem of selection arised gradually and now it has become a major job and the recruitment process of today’s public administration involves a number of problems.

**Location of recruitment authority:** It means which authority it most appropriately to recruit. the problem of
location is of such fundamental importance that it is usually provided in the constitution of most democratic countries. Broadly speaking there are two methods of locating the appointing authority. One is where the power is vested in the general mass of electorate. This is called the democratic method in public administration. This effective system of recruitment is usually adopted for policy-making posts eg. chief executive or in electing personnel of a local administration eg. village panchayats. It is, practically speaking, not a recruiting system but an elective system and is usually made use of in the following circumstances.

(i) When the service, to which the appointment is to be made, is purely of a policy nature; chief executive.

(ii) When the service is purely of a local and restricted nature, village Panchayats in India.

The other system is where the power of appointment is given to an organ of the government. The modern practice is that constitutions vest the power of appointment formally in the chief Executive but actually in a semi-judicial autonomous body usually called public or
civil service commission which functions as a general personnel agency in the government. This is, properly speaking a recruitment system.

**Methods of Recruitment**: Having decided the question of recruitment agency, we are faced with the question—what are the methods of recruitment? There are two methods of recruitment as Lunis Mayers, an eminent authority on personnel administration has said "selection from without the service, or recruitment, and selection from within the service, embracing re-assignment and promotion."

This question is again of a fundamental nature, as the method of selection goes to the very nature of the personnel system. A democratic type of personnel system will usually have a system of recruitment from without. The bureaucratic and aristocratic system of recruitment usually prefer the recruitment from within as the former believes in equality of opportunity to all the citizens while the latter believes in professionalisation of public service.
It has been argued by many that the best method is to have recruitment in lower grades and promotion method in the higher grades of service. Such a system will have the following advantages.

It will bring experienced men in higher positions who have had long and varied experience of the work which they are now called upon to supervise.

It increases the opportunity for advancement within the service and gives the employees an assurance that under well defined conditions advancement will come. This will provide to the service better class of employees and give those in service a great incentives to efficient and honest work and all this at no extra cost to the government.

It is in tune with the principal of democratic values and norms as it ensures equal opportunities for entry to public office to every one.

Moreover, a definite assurance of advancement is by itself a good form of compensation and this may make it possible for the government to actually keep salaries in
lower grades at low level. In the U.S.A. where this system is not usually followed, employees have government service at a stage when they have acquired sufficient experience and shift to private enterprise. When there is greater guarantee of promotion.

It widens the areas of selection and it is possible to tap a much wider source of supply. Direct recruitment brings in new blood into the service with new ideas and outlook.

This method can help able young men from universities to public service careers. The public services are kept attained to the changing socio-economic conditions of the country through the constant flow of young persons. It also checks stagnation in services. In technical fields latest knowledge is required which the young men can easily supply. Direct recruitment motivates the persons in service to keep themselves upto date in knowledge test they may not qualify in competition for higher posts. But along with the advantages, we should not lose right of defects of the system. It is only after appreciation of both sides
of the system that we can draw the maximum utility out of it. The most apparent defect of the system is that it narrows the area of selection, and therefore, the best talent in the country may be left over while a mediocre, or a bit above that, may fill in the post. But it may be said in fairness to the system that what is required in higher level of administration is not so much brilliance as general grasp, not lopsided, of all the activities of the department or division and a set experience mind to tackle them promptly and adequately. And these qualities come only through experience.

Then another objection to this system is that from the point of view of the common citizen, it is unfair, as it favours the government employees. Such a discrimination, they maintain is not in consonance with the principal of equality.

It may be said that neither of these methods can be adopted to the entire exclusion of the other. In practice, both these methods are followed. In India, there is recruitment from without for IAS and other central services but a certain proportion of posts is filled by recruitment
from within. The proportion of direct recruitment and recruitment from within varies from service to service, class to class and department to department. An extensive outside recruitment at the higher grades is a reflection on the ability and talent available within the service and undermines the career idea, while complete absence of direct recruitment for the higher position is also a reflection on the service because it might be a symptom of self complacency. There is an urgent need to make a judicious use of both methods.

Legally, it is entirely within the discretion of the Government to determine the source of recruitment for any post. An authority competent to recruitment can lay down the policy relating to the number of posts to be filled in by direct recruitment or by promotion and if the authority decides that a post should be filled by direct recruitment, then persons eligible for promotion can not claim any priority.

Qualifications of the Employees: One of the main problems in the recruitment system of modern civil service is laying down proper qualifications to suit the needs
of the diverse tasks of administration. Broadly speaking there are two types of qualifications required for public servants, general and special. These qualification's standard did not arise all of sudden. They are, on the other hand the result of a slow but steady process of growth and are still in a dynamic process.

(i) General qualifications: The modern state lays down certain general standard for its employees. They relate to his civil status, domicile, sex and age.

Civil Status: Since the growth of nation-states, it has became a universal practice to recruit only citizens. Even when the services of an alien are indispensable, the appointment is made only on a short term basis. This qualification as regards civil status is necessary because the allegiances of public servants to the constitution and the laws of the country, faithfullness to the government and devotion to public duty are very desirable.

Domicile: The domicile qualification is generally laid down in public services in countries with a federal system. This qualification was first introduced in the USA to give the representation to each federating unit in the
national services' 10 Several critics impeding efficiency and introducing provincialism and parochialism in administration.

Sex: Some time back, employment of women was taboo in most countries such restrictions have been now removed in most of the countries with spread of the influence of the doctrine of equality, and the increasing employment of women in all type of services. In India all public services have been thrown open to women.

Age: In countries like Britain and India where the concept of civil service as a career has been adopted, comparatively lower age limits for clerical and semi skilled jobs (between 16-20 years) and for administrative and technical (21 - 28 years have been provided.’ But American who does not follow the government service as a career principle, prefers to recruit trained and experienced personnel in public service. Hence the age scale there varies from 18 to 50 years.

(ii) Special Qualifications: Special qualifications include different factors like education, experience, personnel qualities and technical knowledge or skill, in re-
spect of educational qualifications, different countries prescribe different patterns. The British system lays down definite educational qualifications for entrants, Higher Secondary School certificate for clerical positions, Bachelor's degree for executive positions and Honours degree for administrative ones. There is also an emphasis on liberal education (classical and the humanities). In India, every university graduate can sit for the civil service examinations and the subjects are so broad based as to include the widest range of university subjects. The American system being influenced by the doctrine of equality does not prescribe any educational qualifications. Any body who qualifies in the competitive examination may enter the civil service.

Experience means training, that the candidate has acquired in the actual performance of work. This is usually required in technical service. Technical knowledge means specialised abilities acquired through special education. This is essential to fill up technical posts in public administration by professionals like doctors, engineers and legal experts etc.
The other is personal qualification which are at once the most important and the most difficult to determine. These include such qualities, as integrity, faithfulness, punctuality, secrecy, tact, resourcefulness and executive policy. The vastness and complexity of modern administrative organizations have made these qualities essential. Besides honesty and devotion to public duty, modern administration requires of its employees highly administrative skills of personal type like-

1. "a flexible, but essential scientific, mode of thought characterized by a recognition of the need for coordination,

2. familiarity with the subject matter of organisation and management,

3. facility at problem solving:

4. a highly developed reading and writing ability.

5. ability to settle vexing situations through impersonal contact."

Methods of Determining Qualifications :- Having established what qualifications are essential for the recruit
in public services. We are now faced with a bigger problem how to determine these qualifications? and a satisfactory solution of this problem will affect the efficiency of our recruitment system, in fact our whole administrative system, because the methods of ascertaining the qualifications will determine what sort of stuff we got to man our administration. The following methods of determining qualifications are practiced by various countries to day.

1- **Personal Judgement of the Appointing Authority System**: This is the earliest and the simplest method of recruitment. Under this system, the recruiting authority lays down the qualifications of the applicants. This being a highly arbitrary and subjective system it has mostly been discarded in democratic countries, where the job has been left to the Public Service Commissions. However, this system can be followed where there is a small number of posts to be filled and an appointing officer is by qualification and experience the best person to lay down the qualifications. At present few top positions
of the civil services in India and in some other countries are filled by this system. The most desirable use of this method can be made if the recruiting authority has to make the appointment from a panel of names prepared by the Public Service Commission on the basis of competitive examinations.

2. **Certificates of Character, Ability, and Educational Qualifications:** This method is often used to supplement other methods before appointing a person to a public post. Character certificate and academic recommendations from responsible persons can be good methods of judging a candidate's past record. However, this cannot be the sole basis of judging the overall fitness of a candidate for a post, for a character certificate may be subjective and not always relevant to the requirements of the post. This method however, can give useful results if the certifying authority issues the certificate on influenced by any extraneous circumstances.

3. **Record of Previous Experience:** It is a method similar to the second in nature but more accurate in de-
tail. Under this system, the whole record of work, both educational as well as occupational, of the candidate which is regularly maintained, is examined. It is a better system than the previous one, under it, the sphere of arbitrariness and discretion of the certifying authority is narrowed down. In this, the entire previous record of work (both educational and occupational) of the candidate is examined.

The USA has evolved a scientific system of making records of the work and experiences of employees through what is known as "Efficient Records or Service Ratings". This combined with the educational record of a candidate can serve as a sound basis of preliminary selection as is usually done.

4. Examination: Civil Service Recruitment Examinations are meant to test not only the general knowledge and mental ability of the candidate but also some of their personal traits and service records. There are four main types of personnel recruitment test namely. Written Examination: It may be either essay type or objective types
in form. Essay type are meant to examine the power and clarity of expression and the standard of logical thinking of the candidate. The objective type is usually employed to test the general knowledge and speed of thinking of the candidate. Either or both types are employed in civil service recruitment. Written test fall under the following main categories.

(i) **Ability test** :- This may be either objective or essay type in form. In both, the purpose is to assess the general mental ability of the candidate, his memory, response to problems and power of logic. Besides, other tests have been derived in the USA to test the specific character traits of candidate. They are (a) General Intelligence test which was invented by Binet and Simon of America in 1905. It is a device of measuring the mind through such measures as intelligence scale and Pressey Series. (b) Unit trait system: This system was devised by L.L. Thurstone. Unit trait system is a process of indentifying unit trait of intelligence, for example perception, space factor memory, reasoning ability and compre-
hension. (c) Social intelligence test was also devised by Thurstone and his group. It measures the quality of social intelligence, that is, the quality of adaptability to all kinds of new situations and ability to influence people.

(d) Administrative ability test is known as the Gottshchold test and it tests the administrative ability. Some of the qualities tested are one (a) ability to appraise people (b) Capacity to take prompt decision and (c) Social behaviour (e) Mechanical intelligence test is used to test the ability of mechanical performance needed for lower level skilled and semi skilled grades e.g. clerks, stenographers, typists and machine operators.

(ii) Aptitude tests:- Various aptitude test are extensively used for recruitment in the defence and other technical services in the U.K. and the USA which are meant to test the particular aptitude of the students towards that job.

(iii) Achievement test:- The academic examinations are achievement tests. Certain academic qualifications provided for seeking entrance to competitive examinations. For exam-
pie, graduate degree enables the owner to compete in the IAS and other public service examination.

(iv) Personality test: - They are by far the most difficult to determine. In fact, very little has so far been done in devising written tests for testing the personality of the candidates. However personality inventories have been devised by Psychologists. For example, measurement of emotion, temperament, introversion extroversion etc. by Laired Personal inventory of confidence and sociability.

(v) Oral Examination: - However, the most common method of personality test is the oral interview, called viva voce. The main aim of a viva voce are to obtain a look at the candidate and to detect positive or negative qualities. These tests are supplementary to written test and are usually given only to those candidates who had qualified in the written test. Oral tests are mainly subjective in nature and are often looked with suspicion by the candidate. It removes some of the defects of the written examination and is an effective device of judging the capacities of the candidates from the point of view of the requirements of the post to be filled in.
Criticism of Our Recruitment System:

A fifteen minutes conversation with laymen, although possessing the wide experience of the Public Service Commissioners, can be no substitute for an expert psychological examination designed to give a scientific insight into the candidate's mental and emotional make-up. The main defect of our recruitment system, as pointed out by Dr. Appleby, is that it is not "imaginative and aggressive enough." What Appleby had in mind obviously was recruited to posts outside the service cadres. Regarding the criteria of selection, he says "that the examination techniques are not up to date and conscious criteria not fully related to modern knowledge about administrative qualifications." While applauding our interviewing method which results in more weight being given to human relations aptitude, nevertheless the experts examining approach "is the academic one, records and appraisals by experienced academic examiners too little in terms of many other considerations slightly important in Public Administration." It is only of one type and hence
does not satisfy the requirements of different types of administrative posts. Obviously, the technique must differ from different grades and different requirements. There is need for great deal of more contact between the Public Service Commissions and the Universities.

We finds faults with our system of certification by the Public Service Commission. The absurd limitation of selection of a new appointee to a single individual's certified by the Public Service Commission hamper proper selection by ignoring differences in individual's importance to different kinds of positions and reduces the probability that person can be immediately engaged. But it may be said that this system is free from favouritism while the other system that is certification of a panel of names where the appointing authority has an opportunity of selecting any one from the panel is liable to corruption.
"The perspective of development specially in a large agrarian economy like India lies not only in hastening the process of technology innovation and its adaptation in industry but in a more whole some approach, which in the present context would involve the assimilation of our rural sub system to the urban main stream. Such a process it is believed, would essentially involve a change in the structural pattern of our society and shift our personal obligation from market determined priority to socially determined basic needs.

This measures would, inter alia, relate progress to the increase in rural income, better employment opportunities and provision of basic amenities in the rural areas. All this would involve active participation of the state and the people alike in the emancipation of the unprivileged in the rural environs." India embarked upon planned development of the economy under a democratic setup soon after the attainment of political independence in 1947.
The development strategy was planning by consent, not planning by coercion. The implication of this philosophy of planning is that the rural population, which lives in nearly six lakh villages sprawling the Indian subcontinent must be involved in the growth process and they should have the feeling of being its beneficiaries. But this had not happened.

The District officer has been primarily the "field agent of the government and has symbolized local administration in the district." Consequently, he occupied the focal point in the Indian local government system. In the early days he was ex-officio president of the district board and the headquarters municipality and performed the dual role of presiding over their meetings and helping them in makings decisions on matters of local concern, on the one hand, and implementing them with the help of local administrative machinery, on the other. Besides, he exercised financial and administrative control over them of a stringent type, treating them as virtual appendages to his headquarters establishment. Thus, local
bodies were part of the tradition bound authority of the collectorate and he exercised control from within rather than without. Local administration thus absorbed local government.

Even some time after independence, "local bodies generally continued to have a vegetative existence in the shadow of local administration. Also, they suffered almost indemnically from the lack of resources, and most serious of all, they were out of touch with the aspirations of the people and need of the locality." 

No wonder many of the functions of local bodies were taken over (this became known as provincialisation) by the state government, for these did hardly exist a unity of purpose and outlook between governmental agencies in the field and local bodies, which was so essential to the coordinated development of the countryside. Accordingly, when the state government drew up blue prints for the socio-economic reconstruction of village communities, a number of development programmes were launched through its departmental agencies and not through the instrumentality
of local bodies. It was feared that the creation of de­
centralized agencies for functions now performed by state
governments may lead to the weakening of the
administration and to the lowering of the standards of per­
formance.

India launched her massive programme of socio­eco­
nomic development in 1952, with a view to lift her teem­
ing millions from the scourge of poverty, unemployment,
illiteracy, ignorance and diseases and to give them dig­
nified human life. Community development movement, in­
augurated in October 1952 laid special emphasis on the
development of the local community as distinguished from
the development of the country as a whole. The initiative
was expected to came from the community itself. The
movement was started under official auspices with 55
projects, with the Block as an administrative unit. In the
community development programme, very little attention
was paid to the economic activities. As such the involve­
ment of rural people was not enlisted in sufficient meas­
ure because the need of the people was money. After
some experience the government renamed community development as Integrated Rural Development Programme with different activities. Each community Development Block was placed under the leadership of an official, a Block Development Officer with a team of Extension Officer to enlist the Cooperation of local people, an advisory body composed of members of central and state legislatures drawn from the locality and a few other leading residents nominated by the governments. At the village level, a functionary called the village level worker (VLW) was also created to function under the guidance of all the extension officers. The First Five years plan regarded community Development as "the method through which the Five year plan seeks to initiate a process of transformation of the social and economic life of the villages." 22

Empirical studies show that "the grand Community Development Programme Conceived as a people's programme failed to take off because it degenerated into a government programme designed and executed solely by official without people's involvement." 23
The Block and the district advisory committee could not achieve their objective bodies, lacked representative character and could not obtain a legitimate status in popular estimation on account of their failure to secure the degree of the population participation and cooperation implicit in the concept of community Development and National Extension Service.

The acceptance of the Scheme of democratic decentralization by state government was bound to have a far reaching effect upon district administration, and ideas held so far about its setup began undergoing a significant change. A Cardial question that naturally came up for discussion at the very outset was: What should be the role of the District Officer in the scheme of Panchayati Raj? How should be stand in relation to these bodies? Should he be inside the Panchayati Raj institutions? or, should he watch their working from out side, acting as their guide and adviser and, occasionally, censor?

The first official conference which discussed the question of his alternative roles in the Panchayati Raj system
was the 6th meeting of the central council of local self-govt. held at Bangalore in November 1960. The conference decided that "the district officer and the sub-divisional officer should be responsible for carrying out inspection of the Panchayats and the Panchayat Samities and the inspection reports should be sent to the Panchayat samiti or the Zila Parishad, as the case may be and the district heads of technical departments for suitable action." 24

A few months later, the annual conference on community development and that of state ministers of community development and Panchayat Raj held at Hyderabad in July 1961, and discussed the following alternatives:

(a) "Chairman of Zila Parishad (as recommended by the Mehta study Team).
(b) Chairman of standing committee though not chairman of the whole body;
(c) Full or associated member of the Zila Parishad; and
(d) Completely outside the three tier system." 25

Though the conference resolved that "the collector should keep himself in constant touch with Zila Parishad with regard to planning and implementation of various de-
velopment programmes, it felt that it was yet too early to indicate which of the following four alternatives, which were presented by themselves to the conference, were the best:

(i) The collector should be fully associated with the Panchayati Raj Institutions and should be member and chairman of the Zila Parishad.

(ii) The collector should be a member of the Zila Parishad and chairman of all its standing committees.

(iii) The collector should be just a member of the Zila Parishad with/without any right to vote.

(iv) The collector should be completely outside the Zila Parishad but with a right to take part in the deliberations, when ever he considers this necessary. But there was a radically opposite view sponsored by those who felt that the District officer was the symbol of the old bureaucratic order, and should not, therefore, be chairman of a popularly elected body. This view favoured a non-official chairman for the Zila Parishad for this would inspire confidence among both the elected representative and the people.
The rural people may not know anything about the constitution of the country, but they are well versed about the District Officer and consider him as kingpin of the district administration. People of all walks of life reach the District officer for redressing their grievances and seek remedies for their problems.

In Maharashtra, after the introduction of Zila Parishad in 1961, the role of District officers in development has been considerably reduced. Now, the District officer is completely aloof from the work of Zila Parishad. In this capacity, it is not possible for him to watch the work of Zila Parishad and take part in the deliberations.

In Gujrat, the District officer is an associate member of Zila Parishad but he is free from responsibilities of development which are borne by District Development Officer. In West Bengal, the District officer has a separate Development branch under the immediate control of an additional District Magistrate.

In case Tamil Nadu, the District officer is an ex-officio chairman of the District Development Council (DDC). The statutory nature of DDC enables the District officer to se-
cure the presence of all district level officers in its meeting and use them as an instrument for the purpose of development.

In Uttar Pradesh, according to the Adhiniyam 1961, the District officer is non-voting member of the Zila Parishad. He does not convene formal meetings of Zila Parishad but meets its members in different development context.

The Integrated Rural Development Programme (IRDP) in all the districts of Uttar Pradesh, is being implemented through a network of District officer or Deputy Commissioner as Project Director. In order to relince the District Officer of his development responsibilities a post of planning officer was created at the district level. The district Planning officer who was re-named as Chief Development Officer in 1981-82 to strengthen decentralized planning process, is a member secretary of District Planning Board. While, the District officer is made chairman of District Planning Board.

Where the District officer is the district authority for development, its coordination is his direct responsibility. Most of the functions in the field of developmental
Programmes are technical in nature. In order to accomplish the coordination of field operation the District officer must gain personal knowledge of local conditions and the function of each field agency and an intimate acquaintance with the field supervisors and be prepared to acknowledge himself as a leader of his equals.

The District officer's leadership in the area of implementing the development programmes has two phases, the democratic and the bureaucratic. His bureaucratic leadership has a tradition supported by several statute orders, manuals and instruction which make it mandatory for the district level departmental officers to render assistance and advice him in his capacity as the head of the district administration. In democratic phase, the District officer is given power to play an important role in the implementation of programme of democratic decentralization. With the change in the pattern of politics, their presence in the district development council (DDC) poses a tacit challenge to the democratic leadership of the District officer and causes at times a measures of discomfort to him. These development can be faced only
by a leadership intellectually brilliant, resourceful and inspiring which will be rather rare to be located in bureaucratic life.

As chairman of several committees of public importance in the district, the district officer is advantageously placed to strengthen his leadership to secure the participation of the people in developmental activities.

The District officer is the principal coordinator of the development programmes of the district. With his experience, he plays a dominant role in the realisation of the objectives of Panchayati Raj and rural development. In 1961, a conference of ministers and chief development officers of many states was held in Hyderabad. This conference proposed an opposite view that District officer has to discharge following functions in relation to the Panchayati Raj institutions:

(i) To function as a representative of the state government at the District level and to work as an effective liaison between state govt. and local administration.

(ii) To help in the proper and healthy growth of the new institutions and in particular assist the Zila Parishad
to grow into an effective organisation for purpose of
development.

(iii) To ensure optimum utilization of resources available
to Panchayati Raj institutions. Such as money, staff,
technical assistance and other facilities from higher
levels.

(iv) To ensure that district level officers discharge their
central responsibility for planning and supervision so
as to provide adequate technical support to the pro-
gramme;

(v) To ensure that planning by Zila Parishad and lower
bodies is realistic, and is in conformity with national
priorities and policies.

(vi) To ensure that the Panchayati Raj institution gives due
attention to the economically weaker sections of the
community.

(vii) To exercise emergency powers in case of abuse of
authority by the local bodies for their office bearer as
also in other cases in accordance with the provision
of law." 27
It was widely welcomed by different states and expected that he should continue to be the representative of the government, the guardian of law and order, the promoter, helper and mentor of the local administration. It was also expected that as chief executive officer of the Zila Parishad, the district officer will unable to discharge his duties as government representative as well as guide and adviser of the local bodies. The double accountability will make his position totally confused and unclear. Moreover by making him subordinate to the Zila Parishad the government will loose an important observer of the district who regularly informed it about the progress of development work of local administration of the district. He will find himself in a dilemma of uncertainty and confusion.

In the course of time, it is possible that all functions of the government in the district may be transferred to the Zila Parishad, Panchayat Samities and village Panchayats; if it happens then a functionary of a status and training of the District officer will not be needed and the chief executive officer of the Zila Parishad will be centre of the functions in
the district. Further, if full fledged Panchayati Raj system is created then the District Officer will not be a final arbiter of matters relating to local bodies. In such condition, the District officer will play role as a coordinator rather than as an administrator. Here coordination means "striking a balance between the Panchayati Raj system as an institution capable of balance decision making and the need to ensure that the system is implementing state policies and programmes efficiently and maintaining and even improving the standard laid down by the technical department."
PROFESSIONALISM AND RECRUITMENT OF BUREAUCRATS:

This section endeavours to analyze the professionalism from the inside and to bring out what seems to be the major factors affecting their role in the services and the main problems that need to be solved. Before going in to determine we must make it clear that what exactly the professionalism is in the present context. The Fulton Report defines 'professionalism as including two main attributes skill in one's job as a result of training and sustained experience; and the fundamental knowledge and deep familiarity with a subject that enable a man to move with ease among its concepts.' The report goes on to say that these qualities are required at all levels and in all parts of the service and uses the term in that comprehensive sense throughout. It then distinguishes between two broad types of professionalism which the service needs, firstly that of those whose work in government is just one of a number of career opportunities for the exercise of their qualifications and skill and secondly that which so-called generalists of the administrative and ex-
Executive classes need to develop more fully. To the first group the Fulton committee applies the term specialist but as they includes in it, any one with specialist knowledge and training they leave what they call the generally recognized professions. Professionalism has of late become a fashionable term, almost in the parlance of public personnel administration. In the raising debate of the day, the slogan among the public services seems now to be professionalise or perish. This has been heightened by the Prime Minister's recent pronouncement about committed bureaucracy. The initial fog having now been dispelled, it has become abundantly clear that what the Prime Minister is advocating represents almost the highest that the public services should seek to achieve, and be interpreted correctly, it should really lead to one very distinct and distinguished acquisition for the civil services, that is, professionalism which alone can inject satisfying element into the services and bring about better policy formulation, more effective programme implementation and all round community contentment.

The term professionalism implies the existence, in
good measure of certain essential attributes connected with a profession. A profession has been defined in the Oxford dictionary as "a vocation in which a professed knowledge of some department of learning or science is used in its application to the affairs of others or in the practice of an art founded upon. It is not merely a collection of individuals who like to living for themselves by the same kind of work; it essentially refers to a body of men who carry on their work in accordance with the rules (or recognized conventions) designed (or followed) to enforce certain standard for the superior performance of their duties and responsibilities, for greater service to the public and for a more effective protection of the rights and interest of their membership group. A 'professional' would be distinguished from an ordinary laity" by a more positive correlation between the acquisition of certain learning, and its applied excellence in the performance of his assigned functions within the frame of some accepted code of conduct geared to promote ultimate public good. The concept of professionalism is defined and redefined by writers like Durkheim, Carr-Saunders and
Marshall. Until recently it was more an arena of debate for sociologists. But the subject has now received a new dimension from the hands of the political scientists, who are concerned about the importance of professional groups in shaping and implementing government policies.

The literature on professionalism is in abundance. It may be classified in to three schools.

(a) The Definition school.
(b) The Evolutionary school, and
(c) The Revisionist school.

Each of these schools has given a new dimensions to the concept of professionalism. According to definitional school, a profession is an occupation based upon specialized intellectual study and training, the purpose of which is to supply skilled service or advice to others for a definite fee or salary. Thus Definition school places emphasis on the assumption of service to the clients based on special knowledge. The necessary characteristics of a profession thus includes the attainment, transmission and application of systematic knowledge, on orientation towards community well being rather than self inter-
est, self control of behavior and a system of awards which are symbols of achievement and not ends on themselves.

The Evolutionary school: The exponents of this school are persons like Wilemsky and Moore, who have placed emphasis on certain attributes. They believed that whenever an occupational group begins to emphasize the application of scientific knowledge in the interest of the clients, the group is said to be professionalised. To them the ideal type of professions are medicine and law.

The advocates of Revisionist school have concentrated on components of profession. Freedson concludes the examination of the characteristics of professionalism by noting the divergence between the development of knowledge in the abstract and application of such knowledge to individuals in a work situation.

Even today there is no universally acceptable ideas about professionalism. But certain common characteristics of profession have been agreed up. They may be stated as follows. 34

1. The professional possesses a specialised body of knowledge/skill acquired over a long/period of education and training.
2. The professional has a serve orientation implying the use of his knowledge and diagnostic skills in the best interests of clients and in the absence of self interest.

3. The professional demands autonomy of judgment about the application of his knowledge/skills.

4. The establishment of professional associations that perform the functions like: establishing criteria of admission to the profession and exercising control over admission through educational standards, licensing or other formed entry examinations and to protect the autonomy of the profession.

Experience of the past, analysis of the present, and forecast of the future seem to suggest that the embryo of professionalism making perhaps its first small sprouting in the courtyard of guild of the earlier centuries, has grown in to a great banyan firmly rooted in the field of public personnel Administration.

To inquire into the claim of public administration, as a profession, one has to examine its component parts. The Public Administration is both an academic discipline and an applied science. The number of persons using this
applied science have increased considerably. Further, these persons can be divided into two compartments:

1. Technocrats or professionals in the traditional sense of the term like doctors, Engineers and lawyers.

2. General administrators or bureaucrats as professionals.

While the first group has the stamp of profession, the second one, if judged by the criteria laid down, cannot be termed as professionals. But there is a growing tendency on the part of many, to give a flexible interpretation to the term professional, so as to include the general administration also.

**Professionalist Take Over:**

The inevitability of impending professionalist take over from what is lay and amateurish in administration comes in sharp relief when we focus our attention of the changing pattern of tasks and functions of the present day administration and make a projective assessment of the nature and style of administration in the eighties or perhaps the eighties. There is, in this diagnosis, the implied assumption that public services of yesterday, their structure, procedure, personnel, recruiting policy etc. are go-
ing to be general inadequate, and will, in reality, be
thrown out of her, to cope with the administrative excel-
LENCE OF TOMORROW. Indeed, meeting the future challenge
squarely enough will be an impossible exercise for sta-
tus quoistic services with only traditional or conventional
skills available with them. It would surely need a new com-
mitment, a pervasive and permeative ethos, and sharper
tools and equipments.

What is going to be the character of future adminis-
tration in a country like ours, from 'warfare' to welfare,
from 'agraria' to industria, or from what Morstein Marx
calls negative 'night watch-manship' to positive
statemanship', in short, from passive regulation to posi-
tive management is not just a small step but a giant
leapforward. The compulsive positivism of modern state,
particularly the assumption of new roles as a promoter
of public good in the social sector, as a dynamic entre-
preneur in economic and industrial fields and as the foun-
tain spring of all round developmental and directive
forces, has its counterpart implications for the public
services.35
New administration's challenging tasks in ushering in an egalitarian society. Based on socialization of opportunities for all, modernization of traditional institutions, re-ordering and rationalizing the system of societal relationships etc., as also in bringing about a self reliant affluent socialist economy through gigantic state projects, production and distribution system, presuppose a major bureaucratic breakthrough, indeed they need a momentous managerial explosion.

**New Frontiers:**

It can confidently be said that the future administrators in charge of managing such a colossal change following from the assumption by the government of transformatory functions in all sphere of societal life must acquire a basic literacy in the following fields, namely:

(i) **Science and technology**

(ii) **Social and behavioural sciences**

(iii) **Economics in governments**

(iv) **Management in government and all that goes to make administration management oriented; modern tools of management and other numeric aids (or quantitative**
techniques to decision-making with particular accent on economic analysis.

(v) Human relation in management;

(vi) Impact of 'people' on the policy and programmes for change, nature of group dynamics and public relations;

(vii) Research and development.

It is not suggested that future administrators have all to be scientist or technologist though the place of the latter in tomorrow's administration will have to be made secure and commensurate with the increasingly important role they are expected to play.

India's Experiments with Professionals:

Before the curtain is drawn, it would be less than fair not to mention that though the commanding heights of Indian Administration are still by and large the generalist's preserve, end of change has started blowing over the administrative landscape and some unmistakable signs of professional cum specialist dent are also evident. The department of Atomic Energy has all along been headed by a nuclear scientist; Ministry of Law by a member of the legal profession or service; and the Railway Board by
member of the Railway services. The Department of eco-
nomic affairs of the Finance ministry is now headed by
an economist.

It must be conceded that professionalism as has been
injected into the veins of Indian administration has so far
been of sporadic character and does not seem as yet to
have been introduced as part of a design or conscious
plan or a long term policy. While it is not suggested that
there should immediately be a total blood transfusion, af-
ter emptying all old bottles, the need for adequate doses
of professionalism is inescapable and, hence requires to
be straight-away recognized and acted upon. One cannot
certainly fight modern space era weapons with stone age
implements. To be in step with the times, one must heed
the zooms of jumbo jet on the horizon and not remain con-
tent with the rattles of bullock carts.

**Profession of Civil Service and Recruitment Policy:**

There are two main issues which need a clear policy;

(i) A clear picture of the role of the traditional profes-
sionals, specially at the higher managerial level vis-
a-vis administrative professionals.
(ii) A clear recruitment and training policy, depending on the relatives roles of the two. A brief survey of the recruitment policies of the different countries, specially those which plead, enthusiastically for professionalism reveals that there is a lack of clarity, as to how these countries will achieve professionalism in public service.

**Great Britain:**

Fulton committee, has very strongly advocated the ideas of professionalisation of civil service. But a lot of confusion is created by it on the question of means to achieve it. In the opening para of the report, Fulton has criticize Meekly and North Cote-Trevelyan approach to recruitment. The criticism is based on the ground that the candidates had read nothing but subjects irrelevant to their future career. He tries to separate relevant from irrelevant subjects but ultimately fails to bring out a clear distinction. May be because he is caught between the traditional and revolutionary approaches.

He further argues that they 'should be recruited to do a specified range of jobs in a particular area of work.'
He classifies the functions of the government broadly into two categories.

(i) economic and financial and

(ii) social, but the utility of grouping the functions of the government on the above does not seem to be correct. While on the one hand he places emphasis on the relevancy of subjects on the other hand he admits that at the early age of 13, it is difficult for the one to make a correct choice. Thus while advocating preference for relevance as the main criteria for entry into the service, he could not exclude those who have studied irrelevant discipline's.

This indicates a contradiction in his own thinking. Further contradiction is added by his observation that 'We attach great importance in ensuring that the early decisions which may shape a man's career in the service, should be based on post entry performance rather than pre-entry promise.' The main cause of this confusion is that he could only change the label but not the content, of the recruitment policy.

To conclude, the recommendations of Fulton, seems to boil down to a redefinition of the roles of generalists and
specialists, rather than attempting to make the civil service a professional one; by suggesting a drastic change in the recruitment policy.

**America:**

The recruitment policies of Britain and America are generally considered as poles apart. In the United States of America more emphasis is placed on pre-entry training and specialised knowledge in the particular area, or in the words of Fulton the test is in the relevant subjects. The American practice of position classification has been help up as a facilitating device, to provide what a job demands are and a matching of the skills of individuals with those demands. Even the school of public administration focussed too much attention on the tool subjects of budgeting, personnel management and methods analysis. The emphasis on over specialization resulted in creating the lack of breadth and vision necessary for civil service, at the higher levels. However, commission in 1955, placed the idea of a 'senior civil service. But it took a concrete shape in the form of senior executive service (SES) only in 1978'. The idea behind
the creation of such a service was the desire for managerial flexibility and executive leadership. The SES is the blending of both the technocrats and the general administrators. The creation of this service is a clean indication of the new trends in civil service. A country, where the specialization is the order of the day, has also started thinking seriously about the consequences of stretching the theory too far.

*India:*

In India, though professionalism of civil service is the talk of the day, even today the discussion remains to be more or less an academic one. The Administrative Reforms Commission in its report on personnel administration has touched upon only two aspects of the problems, the role of the professional group vis-a-vis general administrator and division of administration into functional areas in the first aspect, it observed “the road to the top must be open to every competent and qualified government servant. To higher management in the secretariat talent must be drawn from every cadre and class of government servant.”

The administration is divided into eight main functional
areas. They are, economic, industrial, agricultural and rural development, social and educational, personnel, financial, defense and internal security and planning. The ARC has gone into further details in spelling out the subjects to be covered by each functional area.

The selected person are to be required to gain specialized knowledge and experience in one of the functional areas depending on their qualifications and experience. The selection of persons for various functional areas, does not imply any change in the recruitment policy as these selections are to be made through the process of a 'mid-term competitive examinations.'

The committee on recruitment policy and selection method (Kothari committee) 1976 also did not look at the recruitment policy from the view point of professionalism. The only innovation of the Kothari committee in this direction was the suggestion of allocation of the candidates to various service (All India and Central) after the completion of the foundational training course of one year at the National Academy of Administration, Mussoorie. But that was also not accepted by the government with the
result, the changes introduced by government in the methods of recruitment since 1979, were just marginal adjustments without making any attempt at professionalising the civil service or even providing a strong base for cordial relationship between the two groups, on the basis of functions which was the main plea of ARC was not at all a new idea, as most of the central services are grouped together on the basis of their areas of specialization such as income Tax, Excise etc. The prestigious Indian administrative services whose area of operation as per the recommendations of ARC was to be confined to a few subjects only, has not been touched upon by the government so far. It continues to represent the Macaulay's philosophy of 'all rounds.

Even the training arrangements of Indian administrative services, do not provide any chance for specialization in the different areas. To conclude, the recruitment system in India today does not provide any scope for professionalisation of civil service or even selection on the basis of preference for relevance. The talk of professionalism remains only on paper.
Before trying to establish the relevance of the recruitment policy to the concept of professionalism in bureaucrats, one has to be sure about the existence of this new profession. This question brings us back to the old controversy: can administration be taught. To quote Levitt, 'We can teach about management but we can not teach management.' This means the management is not simply acquiring certain skills, it is a bent of mind also. Inspite of heavy doze of management one may not prove to be a good administrator. But this theory equally applies to other professions also. Even if the public administration is judged from the minimum requirements of a profession, a standardized professional educational knowledge and the acceptance of a code of conduct vis-a-vis the public clients and other professionals, and willingness to accept responsibility for action taken one will have to think twice before putting the label of profession to it. To satisfy the ego of its exponents one might agree that it is a profession in making.
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