PREFACE

The problem of personnel administration is delicate to handle and difficult to solve. The personnel in government service has the high responsibility of not only holding the society together in peace and harmony with regulatory powers but also to bring about progress and prosperity with plans and projects of speedy development. Functioning of the government whatever its form might be, will be as effective and fruitful as what its personnel is likely to make of it. Therefore, the work of Government servants is not only concerned with their personal well being but is also closely connected with public welfare. Thus, to achieve the goals that the nation has set for itself in the true sense of the term, is their primary responsibility.

During the last few years the problem of organised public service has become more complex and difficult. The economic, social and political programmes of a nation have become so collosal that traditional type of administration cannot achieve it effectively and efficiently. Our public service system is largely modelled on the British-pattern which is quite obviously not fit in the present circumstances. The system of administration which was established by the British rulers in India, was regulatory and rigid. Although the administration was comparatively efficient and impersonal, it had hardly any social phenomenon. Traditions Customs and habits
die hard and the lingering overlordship and bureaucratic attitudes that we witness today in the government servants is no doubt a hangover of the colonial era which must be replaced by a socially oriented system. Prime Minister Jawaharlal Nehru once remarked that "Administration is meant to achieve something and not to exist in some kind of an ivory tower following certain rules of procedure and Narcissus-like, looking on itself with complete satisfaction. The test after all is the human beings and their welfare." Prime Minister Lal Bahadur Shastri in his first broadcast to the nation on assuming office said "there is a widespread feeling that extensive reform of administration is essential if the task of economic development and social reconstruction are to be accomplished. The administrative organisation and its methods and processes must be modernised if it is to become an effective instrument of economic change." Prime Minister, Mrs. Indira Gandhi referred the administrative machinery "as the stumbling block in the way of the country's progress." Public officials should think and see that certain things which are essential for our progress are implemented properly. The country would go down if the old British system operative in India is still rigidly followed in which the public servants were not supposed to be concerned with the national problems, progress and development plans. Government is aware of the need for change and a new approach, but unfortunately, the manner in which and the extent
to which changes have taken place betrays a certain amount of rigidity of the system. The changes have been very slow and the system continues to be set in the same old pattern. It lacks dynamism and adaptability to changing needs. Some window dressing in the shape of reforms has been done which have either failed to serve the purpose or have remained inoperative due to halfheartedness on the part of government. Even the reforms suggested in the three Five Year Plans have not been fully implemented. Theoretical planning, however sound it might be would fail to materialise if the personnel system is not attuned to it in a realistic and practical manner.

It is, therefore, necessary to find out a new approach to the problem of recruitment and training of the public servants and methods and procedures of personnel administration as it constitutes the crux of the problem.

The purpose of the present study is to make a comparative assessment of various personnel systems with special reference to India which is economically, educationally and socially backward, as also of the advanced countries where the problem of education and employment have been tackled intelligently imaginatively and practically and therefore fruitfully. Economic and developmental activities have made a rather difficult for India to depend upon the bureaucratic
system established by the erstwhile colonial rulers to achieve their own political ends. It is also not easy to break with the past as administration is a continuous process it is difficult to disengage the present system with the past. With the advent of independence, the very outlook with regard to the public service has changed, but a change in the outlook is not enough, we have to reorientate the whole basis of our administrative recruitment and much misunderstanding has been generated by the repeated apomatism that the "services are the servants of the people." It is only half of the truth. A fact it constitutes the elite and the most influential section of population. It is to be examined as to what means are to be adopted so as to bring out a perfect coordination between bureaucratic elements, developmental activities and democratic forces so as to ensure both efficiency, accountability productivity.

The governments at the centre and the states have made several attempts to bring about reforms in public service system. Hence the Gorwala Enquiry in 1961, and Appleby Reports of 1954 and 1958 suggesting crucial reforms were made and finally the Administrative Reforms Commission was set up in 1965. The Administrative Reforms Commission has examined the question of reorganisation and re-structuring of the services. It has made a plan for streamlining the administration and making it more efficient and responsive to the needs of the
people. An attempt has been made to make an extensive use of the reports of the Administrative Reforms Commission with the three Administrative Study Teams of the Administrative Reforms Commission and also the reports of the Union Public Service Commission, Ministry of Home Affairs and the Central Pay Commissions and the Three Five Year Plans. Besides, I have also utilised the material contained in standard books, Journals, Rules and Regulations regarding civil services, and periodicals which were available on the subjects under study.

The thesis has been divided into six chapters. The first chapter covers all the problems of personnel administration such as classification of services, recruitment, training, promotion, pay and service conditions and so on. I have tried to give a general idea of personnel administrative system. The second chapter deals with the development of public services in India. The third chapter discusses the role of the recruiting agencies in India. The fourth and fifth chapters contain the methods and procedures of recruitment and training of the public servants in India as well as in other countries like, the U.S.A., Britain and France. The sixth chapter deals with "Recruitment, from within" generally characterised as Promotion.

The efficiency of any administration ultimately depends upon the quality of recruits and the subsequent training of its personnel. Therefore the problems of recruitment and
training have a special significance in India to day. I have tried to make a thorough assessment of merits and demerits of various recruitment systems — patronage, spoils and merit. It is of utmost importance to the reasons rejecting a particular system because of its advantages and disadvantages. The new personnel system has got to become professionally knowledgeable with regard to the best ways in which the new functions could be implemented. Our system has been a closed one in the sense that we still continue to keep specialists at a lower level, even the best among them, both in terms of status and salary. While the need is to place specialists at the higher levels so that they may be able to give proper advice to the decision-makers.

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