CHAPTER I
INTRODUCTION

Personnel Administration in a narrow sense, is concerned with the administrative procedures by which employees are recruited and energized in order to attain some objectives, dealt with in their employment relationship. Personnel administration is a staff function in contrast to a line function. But since no organisation can be run without people, personnel administration is more related with line officials. Personnel is considered to be a sovereign factor in administration. The institutions are mere skeletons without the flesh and blood which is provided by Personnel. Therefore the utility of institutions depends upon the quality of its personnel. "The ultimate possibilities of solving problems of government lie in the nature of the men and women who composed the institution."

Thus administration is, primarily concerned with persons, and social relationships have great importance in all administrative spheres. Ordway Tead has defined personnel administration in these words : "Personnel administration is that phase of total administration which is responsible for initiating and overseeing the working out of those policies and methods which are designed to unite the entire body of workers in an

attitude of enthusiasm to achieve certain aims as to which common agreement is also sought. He further says, that "Personnel administration is the utilization of the best scientific knowledge of all kinds to the end that an organization as a whole, and the individuals composing it, shall find that corporate purposes and individual purposes are being reconciled to the fullest possible extent in work, while the working together of these purposes, realises also a genuine social benefit."

Personnel administration is not concerned so much with legislation directly - that is the prerogative of the politicians - but it supplies the expert advice without which law making, in a complex civilisation like ours which is so hazardous, complex would be impracticable. However, personnel provide help both in the formulation of policies and in their proper execution. The function of the administration or the civil service is to carry out the day to day business of the government - administering the laws, directing the social services and also carrying out the development plans. Referring to the role of administrative service. In the words of Desai,

2. Ibid., p. 145.
"if any development plan had to be successfully implemented, it required the fullest effort of the people and the services."

It is therefore established that a proper system of intake of competent men no administration can thrive and prosper. This process is becoming increasingly complex and difficult in view of the fast changing world and the challenges it is offering. With these changing circumstances it has become necessary to call for new professional skills for planning and direct operations. Now we can make clear distinction between the governor or politician on the one hand, and the administrator and his assistants on the other. However, there are persons who continue to operate in both spheres for example the British Minister whether he belongs to the Cabinet or not; in his administrative capacity the Minister - and in fact the elected Local Government Councillor - is a member of the administrative corps. Under this system the spheres of the politician and the administrator have not been separated but there is obviously differentiation between the two functions.

Today the senior administrator gets help from a number of assistants who carry out administrative duties. Further

there are some persons among senior staffs whose qualifications and responsibilities are non administrative - research workers, technologists and professionals of different kinds, and also those who execute the industrial and the technical activities. These persons are, therefore, both the administrative and the professional officials, and are equally important in running the administration. In addition to these administrators there are subordinate officials who perform routine functions such as telephonists and office cleaners, Daftaris and Peons etc. Although they do not perform any administrative duty, they have been included in the administrative hierarchy because they also serve the administrative purpose though in a very limited field.

In the following pages we propose to specify the various problems relating to the components of the personnel administration with a view to studying the problem of personnel in the context of Indian administration by identifying our specific areas of inquiry. It is proposed to study and analyse the Indian Personnel problem and suggest remedies thereto.

The main task of personnel administration is to recruit new and able employees for the public services and making use of the old ones in order to maintain a well trained satisfied productive work force. It establishes their ranks and functions through position classification, determines their pay scales and conditions of service, rating efficiency as a basis for promotion, assists in matters of discipline and labour management
relations and provides for the pension, health insurance, and other benefits. Thus personnel administration includes several matters such as, organisation, planning, finance supervision, control, and public relations.

In modern governments many developments are taking place and this is leading to inevitable expansion of the personnel functions which now have to embrace much more than the technical activities of recruiting, testing, pay standardization etc. The new role of personnel administration is to make public service more attractive as a career for the competent graduates of the nation's schools and Colleges; and to expand in-service training for orientation, for skill improvement, for increasing employee potential for advancement and for creating a sense of belonging and a sense of unity and common purpose in an organisation all factors which lead to high moral.

Personnel administration is one of the most important aspects of Public Administration. It is the affirmative effort which directly effects the efficiency of administration. Now the government has assumed various responsibilities for a wide range of activities of the country, which are often complicated and difficult and need highly specialised and competent persons

to carry out the civil services. Apart from it the administration has to deal with a people passing through a ferment where 'old order is changing yield place to new', and sociological and behavioral factors are to be taken into account in dealing with the problems of the people at large. Improvements in organisation, methods and procedures, important as they are will be ineffective if the personnel manning the public services are unqualified or inefficient and unaware and unconscious of the existing and emerging realities of the situation. Personnel administration, therefore deserves the highest priority in any programme of administration, as it provides the infrastructure of every administrative system. Dimock emphasises this fact by asserting that "the essential ingredient of successful administration and effective management in modern society is an efficient system of personnel management."

If public personnel administration is to be viewed as a whole it must include all the relationships between the government as an employer and its employees. Keeping this in view the subject may be divided into three main branches: (1) operating personnel administration, (2) control personnel administration and (3) developmental personnel administration.


Operating personnel administration is that phase of personnel administration which is directly concerned with the day to day management of an operating agency and has an important place in personnel administration. It remains in the hands of the responsible operating officers.

Control personnel administration is centralised in a special and separate personnel agency that keeps control over the regular operating officers in respect of all personnel matters. It is not directly related with personnel administration therefore it can be differentiated from the day-to-day administration.

Developmental personnel administration is that part of personnel administration which is dynamic in character and is affected by the standard of education and changing needs and which is designed to search out better practices and procedures of administration and to encourage their adoption.

**Spoils Versus Merit System**

The most distinctive feature of the personnel administration has been the development of merit system and gradual decline of the spoils system. The spoils system obtained in a number of countries in varied forms during the last three centuries. It may however be contended that from this point of view, Germany has the longest experience of civil service and its problems.
The main characteristic of German Civil administration was bureaucracy which was considered the most honoured profession. At a time when America, Britain, France were backward in this respect, Germany had a developed civil service. There were rules of recruitment and training which provided an efficient staff to the services. However, there were two problems facing Germany. Most of the estate owners were paid not in money, but in kind, i.e., the produce of the royal domains, which they were assigned as reward for their work, devotion and loyalty. The economic interest of these estate officials served as an obstacles in the way of good administration. It, therefore, became necessary to separate the economic management. At the same time, the property of the nobles, who were central officials and acted locally, was not completely under the control of the royal authority. A second danger was the sale of offices and alienation of jurisdiction. Under this system the offices became the means of producing money and profit and a class of parasites grew who more conscious of their privileges than their functions.

Further, the services developed into a caste apart and exclusive from the rest of the society. It functioned against the interests of the people, even when the will of people was different from the will of the civil service.

Germany had no local government system like British system. The town and other great estates had not organic relationship with the central authority and ruled themselves. In later period, instead of being self-elected, they were appointed by the Crown and to receive technical knowledge they gradually became of the central authority in the matters of direction and pay. Thus centralisation took place, which concentrated authority without, in any way, improving efficiency.

At the same time in the seventeenth century the armies were nationalised. In Prussia a standing army was created under the direct administration of state, and former officers, captains, men and equipment were socialised. In this situation the commissors became permanent state administrative officials. Thus the centralisation and militarisation became predominant factors of the Prussian Civil Service.

Prussian absolutism created and strengthened the system of bureaucracy and it could be maintained only by centralisation and military and civil army. Bureaucracy continued to function until the recent past. As far as formal and routine functions and competence at the drafting and interpretation of rules and laws were concerned, bureaucracy functioned most efficiently.

But as soon as revolution forced the country to serve positively and constructively in the field of modern social and economic problem instead of merely to keep order, the civil service was needed either to be sufficient by itself or demanded the help of other institutions. Radical reform of the civil service, thus, came to be indicated.

The features of the French administration, which was also privilege conscious and operated as a class also encouraged favouritism, centralisation, Estatism, the venality of offices, the passion for place, the caste differentiation of officials, the popular detestation and suspicion of public administrating and the establishment of administrative law. Among them centralisation was the main characteristic of the royal sovereignty.

The powers in various spheres such as justice, police, finance, supplies and military were exercised by intendants who were products of the company of the commanders of the royal armies in provinces. The intendants were selected from the most competent and defendable members of the king's Council. Under the rule of Colbert the powers of intendants increased in effectiveness. But in the later period the intendants became

liberal administrators who were not interested to come in conflict with the central authority for their local sympathies. Thus centralised system became strengthened itself and intendants were responsible for it. From time to time the power of decision making was gathered into the hands of the subordinate officials at the centre and the system of bureaucracy came into existence.

There were three types of methods of recruitment for intendants and their subordinates (1) they were elected, for example as collectors of revenue; (2) they purchased their office and were mainly central authority's officials and were paid maximum fees or (3) they were appointed by the Crown or intendants at discretion which meant by favouritism. Until revolution there was venality of offices which meant almost every office, central or local except some highest offices in the kingdom, could be attained by purchase, gift or inheritance. Administrative function was the means of personal power and profit. The result was an untrained, unregulated, uncontrolled mass of people. Another evil effect of venality of offices was the formation of an official caste. In England the position was different. There was no bureaucracy and centralisation. It was perhaps and due to religious and social indifferentism and material acquisitiveness. Before the sixteenth century

the official work was performed in a peculiar fashion, i.e. in the Corporations and Guilds by the clerks, the church-learned dignitaries and minor writers. The Chancellor and the Treasurer and the royal clerks were treated as private servants of the crown. Their powers and functions were so little and non-political that they did not have to face public criticism. But in the sixteenth century the nation paid attention towards its identity, international as well as domestic. The Tudors increased the power of the Crown to a great extent. The Crown who was now absolute, was not in favour of highly efficient administration. His interest was more in giving the right to appoint to the ministerial friends and preserving freedom from parliamentary control. His interest was based upon patronage. Reforms in the civil service came in two periods. In the first period, which covers the years 1689-1855, no attention was given toward improving the quality of the officials but attempts were made for the political purification of the House of Commons and the expansion of the electorate. The second period begins from 1855.

The Revolution of 1689 provided the parliament with predominance over the Crown. To preserve this supremacy the Parliament kept out officials from holding a place of profit under the Crown. Thus at that time the civil service became the subject of struggle between the Crown and Parliament. But the entrance to the offices was still dependent on political
favour. Until 1858 the public offices were controlled by the ruling clique and were used as rewards to their followers. They were often dangled as bait to win over the support of the influential sections of society.

In America, President Washington created rudimentary bases of a merit system with the establishment of National Government under the constitution in 1789. But the rise of the party system made it impossible to continue. Spoil system, began on minor scale under Washington, Jefferson, and Adams. By 1829 it became an integral part of the American party system. As Fish has expressed that the triumph of democracy was mainly responsible for introduction of this system. Democratic political leaders could not remain unaware of wealth and leisure. "It is here", says Fish, "that the function of the spoils system becomes evident; the civil service becomes the pay roll of the party leaders; offices are apportioned according to the rank and merit of his subordinates, and if duties are too heavy or new positions are needed, new offices may be created."

At this time the professional politicians took over an enormous number of offices in their hands. Naturally they demanded proper reward for their work. In the words of Stahl,

"The burden of party affairs therefore fell wholly upon the shoulders of professional politicians who laboured in the party vineyard in season and out and, reasonably enough, demanded their due reward for such efforts. This took the form at one time or another of straight-out anhezzlement bribery, payroll padding, contract graft and position graft. All were aspects of the spoils system."

Thus democracy was the main factor which brought about the spoils system. During the colonial period in U.S.A. the British made the appointment to the public offices from the privileged classes. The common people were dissatisfied with the rule of fitness which meant appointment of the best and wealthiest families. The colonial legislatures attempted to restrict this appointing power of the royal governor and thus destroyed the monopoly of offices. But these revolutionary leaders who constituted elective administrative offices, themselves invented instrument of new type of favouritism. Political leaders did not agree to accept the doctrine of "due participation" or to give power to each party in public service appointments, which Jefferson had invented. They developed the theory of rotation which gave birth to the party monopoly. After 1829 Jackson also reiterated this theory by assuring that, "To victor belong the spoils."

EFFECTS OF THE SYSTEM

The system of spoils and patronage had left many defects in the administration though it provided some good results also. For example, in France, the venality of offices brought some good features to the service. First, it enabled the third estate to acquire office which gave their children a good education in the hope that they might one day attain high office. Second, the offices were taken out of the sphere of politics. Third, venality produced non-removability and official independence.

The demerits of the spoils system were many. Under this system many removals and appointments were made. The result was that efficiency and experience of administration rapidly declined. Unstability and insecurity prevented capable persons from joining the service. It created a caste of office seekers which had little concern with the rest of the society. Spoils system encouraged political corruption by maintaining monopoly of the ruling party. Further, the political appointees were always interested to secure their future jobs by pleasing politicians. It also created struggle for power of appointment and removal between the royal governors and democratic institutions.

In the words of L.D. White, "It is one of the chief evils of the spoils system that reckless abuse of patronage, the most lavish and acknowledged corruption have made party despotism so absolute that the conscience and intelligence of the country are largely enslaved by unprincipled ignorance and isolent cunning."

TOWARD A MERIT SYSTEM

In the civil war period the activities of Government increased so much that it became necessary to pay attention to this problem. On the other hand the urgent necessity of technical competence in the administration enforced the idea of merit and capacity. For the technical services intelligent and qualified men were needed. In 1853 the U.S. Congress prescribed a rule that no clerk should be appointed without 'examining and qualifying' by a board of three examiners selected by the head of the department. These examinations were held at the headquarters offices until they were replaced by Pendleton Act of 1883.

In 1871 an attempt was made to deal with the question of selection of personnel. The President was authorised to

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prescribe such rules and regulations for the admission of persons into the civil service of the United States as would best promote the efficiency thereof, and ascertain the fitness of each candidate in respect to age, health, character, knowledge, and ability for the branch of the service into which he sought to enter; and for this purpose the President was authorised to employ suitable persons to conduct such inquiries, to prescribe their duties, and to establish regulations for the conduct of persons who may receive appointments in the civil service." But the Congress did not provide money for its execution.

A movement for reform started on national scale with the organisation of the National Civil Service Reform League in 1881. Another important factor in this regard was the report on the British Civil Service Commission by the President Hayes. The report was specially concerned with the applicability of British method to the conditions in the United States.

In 1883 assassination of President Garfield by a disappointed office seeker, forced the Congress to approve Civil Service Act. In 1883 the Senate led by Pendleton of Ohio, and acting upon bill drafted by Eaton (the historian of British

Civil Service reform and the New York Civil Service passed a legislation which was called as Pendleton Act. The Act marked the beginning of personnel administration in formal sense in the federal Government.

In England also a mass opposition had been initiated against patronage. In this regard the work of Jeremy Bentham assumed great importance. In his Official Aptitude, Maximized, Expense Minimized, a series of papers, he placed general basis for a reform of the corruption and rank patronage of his time.

The method of open competition came as a part of the reform of English administration in India and was carried out under the Charter Act of 1833. In 1854 a committee was set up under Macaulay to report upon the recruitment of the Indian Civil Service. His scheme included open competition, testing of subjects for competitive examination and allocation of marks to the examinees. The scheme was accepted and put into practice and became the pattern for reform of the civil service in India.

Later on Report of Northcote and Trevelyan and some other papers of distinguished people relating to the "re-organisation of the Civil Service", introduced further improvements.

2. Ibid. p. 761.
3. Ibid., p. 763.
in public affairs. Consequently patronage was abolished and entrance to the service could be made possible on the basis of prescribed age and by means of competitive examination. Further, a distinction was drawn between intellectual and routine type of work and services, in other words, the services were classified.

As has been mentioned earlier in Germany, irresponsibility and unawareness of the officials towards common people deprived the services of their moral strength and bureaucracy became the subject of severe common criticism. The book on 'The Prussian Bureaucracy' supported this criticism. Its criticism was primarily based upon the fact that civil service was not directed and controlled by the people and was the cause of a number of evils.

Stein, who was invested with supreme authority for the reforms by king Frederick William III, sharply criticised the bureaucracy. He says, "We are governed by paid, book-learned disinterested, propertyless bureaucrats." He put some suggestions to encourage decentralisation, popular consultation and

2. These four words are used, respectively, in the sense that they strive after maintenance and increase of their numbers and salaries; they live in the printed, not the real world; they are not related to the class of the citizens; they are unaffected by any changes in property; From the Nassau Memorandum.
rearrangement of central machinery.

In the beginning of the eighteenth century the first formal beginnings of recruitment were made. The written and oral examinations had already been started for recruiting the military personnel, the judges and the judicial councillors. If there were several competitors for posts, only the best candidates were to be selected on the basis of merit. Soon after this a written examination was made compulsory for the highest clerical officers and the secretaries of the law courts. However, the rules of recruitment were not prescribed for higher administrative service until later.

In France, with the emergence of legal equality, representative assemblies and decentralisation came into force. The central authority could no more remain arbitrary and the institution of intendants was abolished. But centralisation could not be abolished at once. Only the undemocratic features of centralisation had died. However it could not be supported for long time. After the Declaration of Rights of 1791 a new principle was established, according to which all citizens were equal before law and for all public dignities, situations and offices and any distinction among them could only be based upon their virtues and their talents.

The principle obviously could not succeed until and unless there was a method of measuring and relating the qualities and talents. Until 1870 no careful attention was paid to the problem of recruitment and favouritism continued instead of venality, which reigned over France until recent years.

The purpose of the original civil service reforms was not to bring about administrative efficiency but to purify the system of nepotism and to fight the spoils system. Meanwhile several social and economic developments took place. Continual expansion of governmental functions, technical character of public services, and the trend toward centralization of governmental activity as also popular demand for reform are some of the main factors that have diverted the attention of farsighted leaders, policy makers, and social engineers towards evolving a positive and concerted approach to tackle the problems of personnel administration.

CLASSIFICATION OF SERVICES

Efficacy of the personnel management to a large extent depends upon two major foundations - recruitment system and classification. Classification not only means a systematization of the services; it also provides a wide and extensive support to effective management. As a tool of management it gives considerable help in developing an administrative
hierarchy and in making proper division and distribution of work amongst various levels.

Herman Finer defined the problem of classification thus; "to set all servants to work which is not too difficult nor too easy for them to do; and then to treat all who do equal work, equally, and where there is difference in the amount and quality of work done, to proportion reward to service."

Classification plan developed as a part of the reform movement in the public service. When the merit system was adopted for services it became necessary to know what constituted the duties of various groups of positions and what qualifications were required for them. Thus merit system itself demanded classification; which also called for efficiency and economy. Furthermore, the new principles of centralised financial control and equality in pay for similar work demanded the classification of services. It was based on the time honoured principle of division of labour with the additional element of suitability for the job assigned.

Pfiffner points out that position classification developed to avoid the frequent practice of pay inequality resulting from political favouritism. It was not at all uncommon to find

1. Herman Finer, op.cit., p. 856.
a secretary in one post of the Capital building receiving £4,500.00, while another on the next floor got £2,100.00. The reformers demanded "equal pay for equal work". This was sought through establishing by law a "classified service" in which positions were to be graded into classes on the basis of similarity in duties, responsibilities, and qualifications required. Each class had a single pay scale which was uniform throughout the service.

The system of service classification has developed on different lines in the United States and England specially in the matter of clerical-administrative services. Under the British system recruitment is made on the basis of broad general educational tests and then selected candidates are trained for specialised work. Therefore there are very few categories of services such as typists and shorthand typists, writing assistants - clerical, executive, and administrative classes. Classification of a large part of British service, however, covering professional and technical positions, postal jobs and industrial classes, is as detailed as in the United States. The purpose of classification of duties, in America, is to assist in handling the personnel matters like salary administration, the recruitment process, entrance qualifications, types of

recruitment methods etc. The classification, therefore, depends upon those features which make positions similar or dissimilar to each other from the viewpoint of these personnel matters. These differences in positions are more specific and narrow in America.

Duty classification plan depends upon the concepts of position and class. Position is a group of certain duties and responsibilities which required time and attention of some one individual. Each position is studied individually and then those positions which are so closely alike in their duties responsibilities and qualifications, are arranged into a class. According to Technical Committee - a class is a "group of positions sufficiently alike in respect to their duties and responsibilities to justify common treatment in selection, compensation, and other employment processes, and sufficiently different from positions of other classes to justify different treatment in one or more of these respects. While defined as a group of positions, a class may sometimes consist of but one position where no others of the same kind exist in the service being classified." The classes are arranged into grades according

to their hierarchical levels. They differ from each other in respect of kind or subject matter of work and are sufficiently similar as to their level of difficulty or responsibility and requisite qualifications.

Each class has some essential tenets and facts in a standardized form which are different from every other class and are called class specifications or class discriptions. Class description consists generally of five parts (1) the title of the class without which the identification will not be possible. (2) The statement of duties and responsibilities; (3) examples of work performed or typical tasks; (4) the statement of minimum qualifications; (5) in some systems a statement of lines of promotion and scales of pay.¹

A large administrative structure generally consists of departments bureaus, divisions, and sections or units. Classes of employment are the subdivision of the smallest unit in the structure. The Central Personnel Agency takes the entire responsibility for initial classification. But sometimes other agency or an outside organisation is assigned the full responsibility. It may also be noted that all positions in a class will be governed by the same requirement of education, experience,

knowledge, selection tests and the same compensation schedule will apply with equity in a class. The number of positions in a class may vary from one to thousands. A good classification plan should conform to some considerations. Classification may be successful if management and employee both accept and understand it. They should keep themselves in touch with the current objectives and processes of classification. Moreover, the technician who conduct the study, should be well informed about organisation and function classified. This information and knowledge should be derivable from budget, charts, payrolls, annual reports, laws etc.

Public service is a continuous organism and constant effort is needed to keep even the best classification plans up-to-date. Because of changes in personnel, in governmental functions, and in the structure of the public service, no classification plan can be adopted forever. To meet this problem the various changes should be constantly brought to the classification examiners with a view to enabling them to adapt the plans to new changes and consequent requirements. At the same time changes in the classification should be brought after much consideration. Because changes or adaptations in structure create new problems and pressures, bringing fresh priorities to the force. Any significant change in classification changes organisational purpose as well as location of bureaucratic and political power and thus is caused to collid traditional routines.
The proper assessment of every personnel requirement of public service depends upon proper classification. Classification reduces the complexity and variety of positions by arranging the positions in order so that form of recruitment and qualifications may be decided for the whole class of positions at a time. The qualifications provide a foundation on which examinations are based. Classification also leads to the creation of a rational promotion system. Without a systematic classification the duties performed under one class may have no proper relation with the duties performed under another class. A classification plan is essential for equitable treatment with the people working in different departments. Without categories there is no calculation, no comparison no relative assessment and evaluation, and, therefore, it may not be possible of devise suitable and proper grades and salaries. The operation of an efficiency rating plan is also based on a good classification. All the employees of a particular class can be judged on the basis of the performance of a single type of work rather than by doing many different and unrelated kinds of work. Classification facilitates calculation of estimates of personnel needs of a department and thus helps the budgetary procedures. Proper training of the incumbents also depends upon proper categorization of services. By high lighting specific needs and requirements of the class - the classification system improves conditions of service and the morale of the employees. Thus,
the purpose of the classification is to offer equal treatment to the public employees by orderly arrangement and fair evaluation of position in the public service.

**STAFFING THE SYSTEM**

Staffing or manning an organisation is the central point in the entire personnel system. It is concerned with the problems of the staff or personnel, who convert the policies into practice. Thus, staffing as a continuous process, includes a related series of operations such as, the determination of man power requirements, search of competent employees, attracting them to join the working organisation, examining procedure, selecting and placing employees best fitted for employment and holding them in service as long as their employment is mutually advantageous. Some of these problems are more important and complex and effect the whole character and shape of personnel administration.

**Recruitment:** It has already been said that recruitment is the first step in the employment procedure. The success of entire programme depends upon efficacy of recruitment policies and upon the procedures through which candidates are recruited. Public service recruitment may be defined as "that process through which suitable candidates are induced to compete for appointments to the public services."

The purpose of the recruitment is to find out and pick up the right person to fill the vacancy. That is, to bring into service the outstanding men from universities and other fields. It is an integral part of the selection process and includes examination and certification.

For a long time the chief purpose of the recruitment has been negative. The task was to eliminate the favouritism and nepotism from the public services rather than to encourage the best to enter. Changed conditions demanded changed policies. Now the emphasis is not upon 'keeping the rascals out' but on inducing the best to serve the government and assessing their abilities so that they may be properly placed. The characteristics of positive recruitment are: the active search for the best qualified persons through attractive and adequate publicity emphasis on recruitment from within, emphasis on up-to-date tests of high selectivity and reliability, development of planned recruitment programme by the selective agencies and close cooperation between the employing and recruiting agencies.

There are two broad systems of recruitment. First, direct recruitment from the School or the University depending upon the academic evaluation. Second, recruitment of more mature persons upon the basis of practical tests primarily related to their work experience. Typical example of the first type are the British system and to a lesser extent the Indian recruitment system. In the U.S.A. the second type is adopted.
JURISDICTION OF MERIT SYSTEM

The services may be divided into two groups - classified and unclassified services. The Central Personnel Agency is given jurisdiction over the classified services. They are subject to the merit system and called competitive or sometimes the "career services". The second type of services are styled "non-career" which are not under the jurisdiction of merit system control. These are compared of the elective officials, the members of special boards and commissions the heads of departments and the experts who may be temporary or permanent employees working under special contract.

Furthermore, there are certain other positions which cannot be filled through competitive methods. They fall into two groups (a) positions of highly technical nature which are reserved for the expertise (b) certain positions which are so unimportant and unattractive or disagreeable that very few would like to apply for them. It would be futile to attempt to fill these positions by open competition. In such instances appointing officer is given the power to select whom he prefers. They are mostly routine types and carry neither high prestige nor handsome remuneration.

Unfortunately, there are many positions which, though they do not belong to either of the above two groups, have been placed in the non-competitive class. They may be divided into
four groups: (1) Labourers, (2) Positions of confidential or policy determination, (3) Temporary or part time position (4) Positions which have not been filled satisfactorily by the examination method. Exemption of specific positions from the purview of merit system offers serious possibilities of political pressures.

THE FIELD OF RECRUITMENT

The area of the recruitment is affected by several social political and economic factors. Among the more specific considerations pertinent to recruitment are the educational system, citizenship and residence, age and work experience, 'veteran' preference and sex barriers. All these influence in their own way the extent and character of the sources from which the candidates are drawn, some within the control of the personnel agency, others arising out of the nature of public employment.

EDUCATIONAL SYSTEM

Colleges and universities are the primary source of supply Recruitment is made on the basis of a broad examination covering subjects in the universities. Thus the character of the educational system determines to a certain extent that of the Civil Services. The system of education poses two main problems. First, whether it should be general education for
advancement and for career, or it should directly concerned with the duties and responsibilities which candidate is going to assume. Most of the countries have followed general education system. It is understood as an index of capacities for advancement. Second, should a University degree be an essential qualification to examination for recruitment? In this regard different countries have adopted different examination standards for higher and lower services.

**Factor of Citizenship and Residence:** Ordinarily modern government recruits its own citizens. However if qualified citizen is not available to fill the position, personnel agency has the legal authority to recruit from abroad on short term contracts.

Another serious limitation is the requirement of residence. This, of course, is not in harmony with the merit principle. According to merit system the best qualified candidates should be employed, irrespective of his place of residence. Therefore, now no citizens is ineligible or cannot be discriminated against any in respect of public employment on the ground of his residence by a legal enactment.

**Age:** It is obviously good to the government to recruit its employees at an early age and enable them fit for higher position by training. Because of the emphasis on career service lower and upper age limits for the various services to which direct recruitment is made, have been rigidly established.
Sex:- Public services are open to women on the same terms as to men. But in some circumstances the government can ask its woman employee to resign if the efficiency of the service is to be effected by say her marital status etc.

Practically all the public recruiting agencies give preferences to the veterans of the national movement or war services in varying degrees. It is mainly concerned with national gratitude for past service in the military forces. Preference provisions may widen the area and increase the numbers of possible recruits by relaxing other restrictions.

METHOD OF RECRUITMENT

Announcement of the Examination:- There are several methods of announcement of recruitment examinations. Three of them are in common use, first, newspaper advertisement, second, announcement sheets or bulletins posted in public buildings, and third, circulation of test to individual organisations and institutions that might be expected to be in touch with suitable candidates. The qualifications required by employees are communicated through trade journals and mailing list. Mailing list is used in most of the cases. It includes the names of all those persons who have desired for a particular examination either by mail or in person. In this procedure persons have to fill out cards giving their names, addresses, and the titles
of the examinations in which they are interested. These cards are filed and mailed at the time of announcement of the particular examination. The purpose of the announcement of examination is on the one hand, to attract the best qualified persons and inform them about the nature of employment qualifications requirements, selection methods and procedures to be followed, and, on the other hand, to discourage disqualified persons from applying, and thus discourage frivolous candidature which would unnecessarily waste the time of the recruiting agency.

Application Procedure: Application procedure is the final link between recruitment and other aspects of the selection process. It serves five purposes: (1) to identify and locate the applicant, (2) to determine eligibility for competition, (3) to evaluate qualifications for employment, (4) to determine preference status, and (5) to serve as a basis for estimating character and habits.

Examination: The selection procedure begins with examination which had its origin at the very beginning of the merit system. Competitive examinations are a peculiarly democratic institution. Wherein every qualified person is free to come forward and compete for the service. In this system all competitors are equally treated and their competence is determined by a neutral and disinterested body.

Competitive examinations separate unqualified persons from qualified, and arrange qualified in substantial order of relative merit. Selection on the merit system serves as the foundation for impartiality and objectivity in granting tenure to public employees.

**Forms of Examination:** Within the area of competitive examination there are various testing procedures. For a large number of direct recruitments written examinations are prevalent. These examinations may be grouped into two broad classes—subjective and objective or free answer and short answer. For the highly specialized positions candidates are recruited on the basis of their education and work experience—taking into account both quality and quantity. These candidates are selected on the basis of an oral test or a group of oral tests, or there may be both a written and oral tests. This type of examinations are usually non-archived in situations where the candidates are not likely to be brought together.

Performance tests are used for those services and tests where quantitative methodology can indicate the ability and suitability of the candidate. Examples of this type of services are, stenographers, typists, etc. The test of general intelligence are very commonly used as a part of short-answer examination.
Oral test or Viva-Voce is an integral part of written examination and is held after formal testing is completed. Only those candidates who have secured a minimum percentage of marks at the written examinations are eligible to appear for viva-voce. It is designed to make an assessment of those qualities and intangible factors which cannot be judged by written tests. Test plans are made according to situation and nature of position.

**Rating and Certification:** On the completion of the various examinations and tests, rank order of successors in the examination is formulated. Ratings are made in order of merit and most applicant are assigned to one of the three categories, outstanding, qualified and unqualified.

The process of examination and recruitment ends with the certification of names of eligibles. In most of the cases the first three names of the rating list are certified and the appointing officer is free to choose the best from amongst them.

**Appointment and Probation:** The personnel office of the agency is responsible for the actual appointment of the selected candidates to the services or posts. There may be several types of appointment like, permanent, temporary, indefinite term and provisional.
Generally the temporary appointments are made for thirty, sixty, or ninety days or utmost an year as required. Term of appointment are made for stated periods for special projects authorized by law. There are very few provisional appointments. They are made under certain conditions or in a real emergency. It should be avoided when ever possible because it violates the spirit of the merit system. The selected candidates go through a probationary period of six months or one year. In some cases the period is three months while in others a two-years period. It is a trial on the job as an essential step in the selection and placement. The Commission of Inquiry on Public Service Personnel has defined the probation as "the policy of considering no appointment final until the appointee has demonstrated his capacity in his work."

**Recruiting Agencies:** In order to ensure the elimination of nepotism and favouritism from the field of the employment, the bodies independent of the political executive, the Civil Service Commissions have been established in various countries (U.S.A., Canada, England, India). France does not have a Civil Service Commission in a technical sense but the task of recruitment to higher public services is performed by the Ecole National d. Administration. The basic purpose of the

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Civil Service Commission is to provide equality of opportunity and equal treatment to all citizens and to remove the evil effects of the spoils system.

In old days these Commissions carried out the negative functions, that is making sure that persons would enter into the government service only through merit and; thus they sought to guard against political favouritism in matters of public employment. To ensure this goal members of the Commission were given an independent position. A reorientation of the purposes of the Commission is essentially not only to keep the incompetent out but also to secure personnel who have capacity to hold complex and varied positions in an organisation. It provides a base to the merit system by keeping the rascals out and insisting upon competition. But since the methods of testing the candidates are not standardised the elements of chance and vagaries of fortune play quite effective a role and the persons weeded out, are not always the incompetents or 'rascals' and those who filter in are not always the best and the most desirable. The testing agency is also tradition bound and rely on factors which are not always fool proof.

In all functions of selection, promotion, transfer, maintenance of morale and efficiency, removal and the like, the Civil Service Commission has some share but its main task is advisory and consultative rather than executive.

The Commission is responsible for the formulation and carrying out of a sound personnel programme. Its functions involve, recruitment, examining, job evaluation, training and the administration of personnel investigations, administering pay schedules and operating an employee retirement system. Its principal role is to conduct the examinations for recruitment to the organised public service.

Apart from the Civil Service Commission, there are other commissions and boards like the State Public Service Commissions and departmental recruiting agencies. Civil Service Commission as a central personnel agency, is responsible for the making of policy and setting a standard for the decentralized personnel activities of these agencies and for inspection for adequacy of such agencies of personnel administration.

The major function of Commission involves over-all planning of the personnel programme in each of its fields like recruitment, promotion, transfer and training. This can be done efficiently by providing assistance and full cooperation to the operating agencies. At the same time it should also give adequate attention to the public relation, the public supports, the public services and a personnel programme. Press and radio are good sources for getting information about public services, but a successful public relation scheme demands full cooperation with educational institutions and professional organisations.
RECRUITMENT FROM WITHIN

It is one of the most difficult problems of personnel administration. The public is interested in keeping efficiency at the least possible cost and employees demand conditions of employment which they define as fair. As a democratic organisation, government is responsible to provide for a structure in which officials at the lowest rank of the hierarchy can rise up to the highest position. They should be offered opportunity for advancement. Although, it is not possible to establish a policy which can guarantee advancement to all but it is possible to give some assurance that the non worthy will not come forward and rise up instead of deserving persons.

Vacancies may be filled in one of the three principal ways within a service: (1) by the "promotion" of an employee already within the organisation; (2) by the "transfer" and "reassignment" of an employee from another agency of the same government; or (3) by the appointment of a person not presently in the service but who has previously been in it, his selection may under certain circumstances be turned "reinstatement."

Promotion: Promotion may be defined as a change from one position to another of higher grade or vertical mobility on higher minimum salary within the same agency and without a break in service. It means a change to a position involving more difficult and important duties, greater responsibilities, and usually a higher salary.

The main object of promotion system is to determine the type of officers for posts of responsibility for higher position. It is a significant factor in maintaining a high morale and character of the whole organisation and at the same time it contributes to satisfaction with the job so that ability may work its way to the top. The general rule should be the extension of the promotional area and every individual should be given opportunity in the public service to rise to the highest post available on the basis of his merit. Unless such prospects are available, frustration among the employees would reduce the value and efficiency of the service. It offers the requisite powerful incentive to a person desirous of entering the public service as a career.

Promotion system attracts the best capable juniors and is thus an important phase of a career service. There are

certain specialized posts for which it is desirable to recruit candidates of maturity and experience and it may thus be justifiable to prevent a certain amount of new inexperienced blood into higher grades. Experienced persons can only be obtained of there is a just, sound and realistic promotion system.

The proportion of promotion depends upon the size of the particular service or on the requirements for reasonable promotion prospects of the lower grades and the need of fresh blood in higher grades. Thus promotion prospects widely differ from service to service and from department to department. The promotional area is directly effected by a sound system of duty classification...from which promotion material is to be recruited.

Usually the official head of the agency is responsible for selection by promotion. In some jurisdictions the Civil Service Commission hold the promotional examinations, but final authority of selection is left in the hand of the department.

METHODS AND CRITERIA FOR PROMOTION

Various methods are considered for selection process. Three of them are more important promotional examination, efficiency rating and records and seniority. Any one of them is insufficient for selection, therefore, appropriate combination must be devised and practiced for each instance.
Examination:— The purpose of the promotional examinations is to test ability to perform certain given tasks and to discover the knowledge and the qualities requisite for the higher place. The examinations are required usually in large organisation and where the candidates, though qualified, have no direct work experience. Promotional examination may be by an open competition, a limited competition, or merely a pass examination. In the first case employees from other departments are eligible to compete. This type of examination is used to bring new blood and fresh ideas. For limited examination persons outside the service are not allowed. Thus it is a closed promotional system. The pass examination is used for a specified post where departmental head nominates an individual on the basis of minimum qualification judged either by examination or on the basis of experience and education. In this case department has discretionary power.

Seniority:— Employees often favour seniority for selection because it avoids favouritism and suspicion. Within limits, seniority may be a good criterion of selection. The long experience of the service is certainly a factor in making an efficient candidate for higher services. Seniority is preferred mostly for the subordinate positions where only routine or repetitive operations are involved.

Efficiency Rating Records:— Promotion procedure in higher services is based on annual records of the officials.
The records include examination records, performance reports, special abilities, interests, education and experience, transfers, training, and disciplinary action. Efficiency rating records may be an important deciding factor in the selection of candidates for promotion, but it should be current, periodic, written and indicative of accurate information. The service records may decide practically all personnel matters, like salary, increments promotion, layoff and demotion or discharge for efficiency. It is a fair and a defensible system of promotion which eliminates personal and political influence and favouritism. However, efficiency rating records should not become the single determining factor in reaching personnel decisions but should merely be one factor to be weighed with others. Rating plan should be as simple as possible and only three grades should be considered - satisfactory, unsatisfactory and outstanding.

**Trial on the Job:** Trial on the job is the best method for testing fitness for any position. Although the opportunity for this type of measure is very rare, it is important for filling the more responsible posts. Employees adopt this method themselves according to the requirements of higher positions.

Once the appropriate promotional areas have been determined, next problem is to search out the interested and best qualified persons, and to induce them to complete in the
examination. The area of the promotion is, of course, narrow in comparison to that involved in an open competitive examination. Three kinds of sources are used in publicizing the promotional examinations publicity in the publications of employees organisations, the use of departmental and office bulletin boards, and personal contacts with leaders of employees organisation or in small jurisdiction with the capable applicants themselves.

Reassignment and Transfer: A reassignment involves a change of work in the same unit without promotion or demotion. It may be from one position to another in a different line of work, in the same line of work within the same department or agency, or from one service to another. By reassignment every employees may be given a suitable job and thus can be ensured the best utilization of the staff. It may also become necessary at the time of reorganisation of an office or agency.

A transfer is the horizontal mobility of persons from one place to another or one department to another. It involves the movement of the employee to another position of the same class in another organisation unit. Transfer may be of two types - intra-departmental, and inter-departmental. The former

is the change of position within same department from one
official headquarter to another or from one organisation unit
to another. It can be made without reference to the central
personnel agency. The inter-departmental transfer is a shift
across departmental lines without break in service. It takes
place only with the approval of the two departmental heads
concerned and the personnel agency. An employee will be allowed
to transfer only after completion of certain period in the same
service and upon the basis of examinations. Transfers may be
the result of organisational demand, individual dissatisfaction
with the present job, or desire for change, and individual mis-
placement.

Reinstatement:- In reinstatement the employee if
assigned to the same position or a similar to that which he
formerly held. In the matter of reinstatement careful atten-
tion must be given to the circumstances under which the employee
left the service or was discharged. If the discharge was
arbitrary and unjustified, the employee should be reinstated
with full honours and compensation and steps should be taken
that in future such an eventuality of an unmerited removal does
not take place. If the system encourages the whims and caprices
of men in authority to operate freely, the image of the service
will be tarnished and good people will be reluctant to hazard
the risk of joining such an unstable and insecure service. Instead of services seeking redress in a court of law which will invariably cause immense worry, botheration, expense and disrepute, it would be better if an inbuilt mechanism is developed so as to rule out the possibility of unrestrained and unjustified removals. This device will give greater confidence to the services and cause least dislocation in the service programme.

**TRAINING IN PUBLIC SERVICES**

"Training means the inculcation of knowledge of procedures, and techniques connected with one's work." It prepares personnel for higher work, and greater responsibilities and helps in broadening their outlook and methods to the new needs of changing times. It substantially affects the performance of public service. Training is, therefore required for personnel at every stage, even for them who enter the higher positions with perfect equipment as it is presumed that knowledge should be practicalised before it becomes purposeful. The Union Public Service Commission has given much emphasis on training. In its views "....Personnel is only raw material and it is only by an effective course

of training that these new recruits can be made efficient civil servants capable of handling the nations problems.1

The training of personnel has considerable bearing on the efficiency of administration. Each and every type of work in the administration needs a training programme, suitable to it. In other words, in all branches of administration, it is necessary to provide training for the personnel at the beginning of service as well as at appropriate intervals in later years.2

Broad and generalised education is necessary for every career service, which is usually given in colleges and universities. But even the most thorough and properly devised education is not enough for a new appointee because it is not concerned directly with the requirements of the public service. He needs specific training related to the particular job which can be obtained only after employment or after entering within some service. According to L.D. White, "The instrument of training is not the education system, but the service itself." This remark clearly lays stress on the practical aspect of learning by doing.

Training has two main purposes - the better performance of present work and preparation for a higher position or for promotion, and at the last to attain the greatest possible degree of efficiency. The efficiency involves two elements: technical efficiency of individual which enables him to do particular work, allotted to him and second, efficiency of the organisation as a whole which may be derived from the collective spirit and outlook of the individuals. Training must have concern with both elements. The purpose of training presents five main objects itself.

The Committee on Training of Civil Servants presents five objectives of training are given below: "First, training should endeavour to produce a civil servant whose precision and clarity in the transaction of business can be taken for granted.

In the second place, the civil servant must be attuned to the tasks which he will be called upon to perform in a changing world. The Civil Service must continuously and boldly adjust its outlooks and its methods to the new needs of new times.

Thirdly, there is a need to develop resistance to the danger of the civil servant becoming mechanised by the machine; whilst we must aim at the highest possible standard of efficiency, our purpose is not to produce a robot like, mechanically-
project: Civil Service. The recruitment from the first should be made aware of the relation of his work to the service rendered by the department to which he belongs vis-a-vis the community at large. The capacity to see what he is doing in a wider setting will make the work not only more valuable to his Department but more stimulating to himself. In addition, therefore, to purely vocational training directed to the proper performance of his day to day work, he should receive instruction on a broader basis as well as encouragement to preserve with his own educational development.

Fourthly, even as regards vocational training it is not sufficient to train solely for the job which lies immediately at hand. Training must be directed not only enabling an individual to perform his current work more efficiently, but also to fitting him for other duties, and where appropriate, developing his capacity for higher work and greater responsibilities.

Fifthly, even these ends are not in themselves enough. Large numbers of people have inevitably to spend most of their working lives upon tasks of a routine character, and with this human problem ever in the background, training plans, to be successful, must pay substantial regard to staff morale.¹

¹. Herman Finer, op.cit., pp. 862-63.
The need for training may arise when posts have fallen vacant as a result of resignation, demotion, promotion, deaths, retirement, dismissals or temporary reduction in force, and subsequent fresh appointments. This is a continuous phenomenon and therefore training agencies have to remain permanently operating units. Modern administration is an ever expanding enterprise and new posts are created every day and require to be filled by competent incumbants. When a single individual enters in service, the problem can be solved efficiently by supervisors alone or in consultation with the employee. When a group of employees is involved, a formal procedure is necessary. Training is thus a management function. It is joint responsibility of the personnel agency and operating executive. Training should be directly related with the work to be performed.

**Types of Training:** There are various types of training. The principal types of training include (a) pre-entry, (b) in service training, (c) on-the-job and off-the-job, orientation courses for new employees, (d) further education and executive training in the higher ranges of administration.

**Pre-entry Training:** Pre-entry training is provided in clerical, technical and professional fields by the universities. Although, it is not directly related to the public service, officials receive it for experience. The time required for pre-entry training is fixed according to the nature of the job and the purpose of duty.
In-Service Training on the Job:— In-service training is necessary for new recruits who have not obtained previous training. It is also essential for making older employees more efficient to perform present duties and responsibilities and prepare them for advancement. Thus it is a continuous process. The aim of training on the job is to secure production and it is given from the first day of appointment. It is individual instruction given by supervisors in working hours. Sometimes, it may be combined with group instruction as in the case of typists and stenographers service. On the job training may be supplemented by giving introductory lectures, by explaining and demonstrating, and then watching and helping a new employee until he is able to perform his duties without supervision.

Apprentice training is a part of on-the-job training. It is different from interests. In internship trainees get experience as a part of their training and it is not necessary for all to become government employee. While apprentices are already recruited persons and are provided training in the hope of making them more valuable employees.

In-service Training off the job:— The training is supplemented on the group basis usually by formal methods or by conference methods. Conference method include a series of discussion meetings in which officials are guided by conference leaders.
Orientation Training:- Orientation training is required after employment and before actual placement. Thus it is pre-assignment training, and relatively little time is devoted to it.

Further Education:- There is the training at intervals to increase external qualifications of the employees, to impart them fresh knowledge, to bring them in touch with new developments and to keep their mind active. It is essentially an individual matter and is pursued by the employees for their personal career purposes. This type of education increases the fields of interest and intellectual horizon of those in the public service. Departments should encourage their staff for further education in cooperation with the educational authorities.

Executive Training:- Officials, filling the Government executive posts must have broadest educational, practicable understanding, performing ability in the midst of most critical demands on their integrity and abundant human sympathy and patience. The most common method for development of executive qualities is by providing a variety of experience through deliberate re-assignment from job to job. The training may be provided by inservice conferences and workshops, educational institutions organised within the administrative hierarchy and at the professional Association quarters.
The employees should be encouraged by supervisors for self-development by initiating into reading of current publications and bulletins. Another method is to invite them to attend formal courses and seminars outside the agency. All civil servants who have close contact with public, should be given training in public relations also.

A careful analysis must precede the planning of the training programmes. The training officer should determine the exact nature of possible difficulties. He should study the requirements of the employees with a view to determining what type of training they need and how much do they know about their jobs. Low production, slow service, poor morale, and lack of employees' co-ordination are the signs indicating training needs. Attention must also be paid to the training of trainers. They should be encouraged and helped to organise the programmes to be pursued so that the training may be offered in a systematic and comprehensive manner.

COMPENSATION OR PAY SCALES:

".....The compensation plan consists of the scales of pay proposed ..... for the several classes of positions in the classification plan." The pay scales are affected by relative

levels, differences among the classes and difficulty and responsibility of work. Formulation of proper compensation plans is important from the point of view of both the employer and the employee. If it has not been adequately conceived, it will effect the morale and efficiency of the service.

Each scale of pay includes minimum, maximum and one or two intermediate rates. Minimum rate is given at the commencement of service and considered as the lowest rate. Maximum rate is the highest rate of service. The number of intermediate rates depends upon the length of time which one takes in reaching the point of maximum usefulness in the work. The rates above the minimum are given as rewards for meritorious performance of work. A well-planned system of service rating is a very helpful basis for such advancements.

Generally lower salaries are paid in public employment as compared to the private industry. Public employees have opportunity to get other facilities which are not available to the private employees. These facilities may include security of tenure; more certain opportunity for promotion, better service conditions like shorter hours, more holidays, and greater steadiness of employment. This contention is however not correct in the present day set up of the private sector as they have to conform to certain laws with regard to permanence and security of tenure and the conditions of work.
The pay rates fixed for a class should not be too much lower or too much higher than the optimum. If they are high, they will mean waste, if low they will be repulsive. Higher salary secures more capable employees who would prove capable of giving greater attention to effectiveness of organisation and fulfillment of its procedures. But at the same time, it may drain the more efficient workers from the private industries, and the result would be the loss of national productivity. On the other hand lower rates will not be able to attract well qualified employees. The pay scales should keep the real price levels in view.

The pay plan is the administrative function which can be sufficiently performed by the agency responsible for the position classification. It should also cooperate with the financial authorities and legislative body. Pay data are collected by the procedure of questionnaire containing a precise job description for each position. Then the rates are studied in detail for each class and compared with other classes of position in private employment. On the basis of these studies and comparisons, the plan of compensation is made and a salary scale is provided for each class. There should be a principle of equal pay for equal work. The scales are related to each other, according to the duties and responsibilities of the positions. The grouping of salaries should be classified into
grades. It is a useful practice for setting up a compensation plan.

**FACTORS DETERMINING THE COMPENSATION LEVELS**

Many factors affect the determination of compensation levels such as the labour policy, tradition and custom, bargaining power, social policy, worker and industrial productivity and so on. These considerations may be classified into two broad categories - economic and social.

**Economic**: The total productivity of an organisation and its ability to spent for wages is the principal element in determining pay scales. It is also necessary to fix pay with some regard for the "economic levels fixed in private industry. However a strict adherence to market rate cannot be ensured or justified because of the following reasons. First, there is practical difficulty in comparing market rate due to differences in salary from locality to locality, from concern to concern within the same industry, and from individual to individual. Second, the large groups of public employees have no comparable jobs in private industry. In view of the above difficulties it may be suggested that consideration of economic level should constitute one of the important factors in determining the pay policy.
Social Considerations:- One of the most important social factors is the consideration of a living wage level, in the circumstances, prevailing at a given time, social compulsions in vogue and the prevalent wage structure in the contemporary situation. The Government should pay its employees keeping in view that they have to maintain their standard of living their social prestige and personal equations. This problem can be solved by giving family allowance and increments keeping in view the responsibilities arising out of dependents also. There is little opportunity for the exercise of bargaining in the Government service because compensation plan is constituted by legislative body and is fixed for long terms sometimes disregardful of the prevailing marketing conditions. Another factor is the position classification. In absence of a proper job classification, the positions having same duties may be paid different salaries. Besides these considerations, there are some special provisions like the leave provisions, hours of work, relative security of tenure pensions, and retirement privileges, which effect the determination of pay policy. It may, however, be recognized that no uniform scientific rules can be applied for the determination of pay plan. Therefore, some kind of regular adjustment is necessary to meet the changing conditions such as rising prices, consumers habits, devaluation, inflation and the growing responsibilities of the employee. Frequent appraisal of the pay structure by pay commissions
appointed from time to time, both in the public and private sector is now the normal practice in every country. If they are inordinately delayed dissatisfaction is exhibited in a number of familiar methods such as Gheroas, Bunds, agitations, demonstrations and finally strikes which some times lead to violence resulting into loss of life and property. One justification of these violent methods of expressing resentment and dissatisfaction with the current state of affairs is that where the breeze of reason fails to stir storms of coercion might awaken the employers to the realisation of reality. Continuous adjustment of pay scales to the ability of the personnel and the price index is the crying needs of the times and must be adopted as an automatically operative phenomenon in every scheme of personnel administration. It would tend to make the system equitable democratic, efficient and rational.

**CONDITIONS OF SERVICE**

Service conditions which the government, department or agency guarantees to keep its employees contented and happy, widely differ from service to service. It serves as useful means of personnel administration for integrating individual employee in the spirit of public service. This problem has been given increased attention to keep the workers fit mentally and physically and thus to stimulate maximum production.
Hours & Leaves: Rules regarding holidays, leave, sick leave, or overtime work are established by statute. But under certain circumstances administrative officers may be authorized to make arrangements according to the needs of the service. A centralized policy is certainly in the interest of uniformity, regularity, equity, and administrative control. There is no single schedule of working hours for all types of work. Employees doing mental work demand lesser working hours in comparison to those who are required to physical work. The number of working hours in public service are comparable to those in private employment. The hours should be fixed within reasonable bounds and employees must get leisure time for other activities also. Employees are paid extra pay for overtime work. It depends upon the free choice of employees. It enables him to take advantage of vacation leave during dull periods by doing overtime work. Over-time work effects the health of employee and ultimately the production. Therefore it should not be encouraged except in emergency periods. The problem of hours/also include lunch and rest periods. It has been recognised that rest periods increase the efficiency of service by giving freshness to the employees. Leave policy in public service is rather more liberal than in most private industries.

Leaves: Two types of leave is granted to the government servants - casual and special. Special leave does not require previous approval and is granted to meet the emergency.
Casual leaves are not considered as leave. If the number of regular leaves is not extended casual leaves may be granted. Apart from this, employees are permitted to take study and sick leaves. Number of sick leaves depends upon circumstances. It is a form of insurance provision to be resorted in real needs. Therefore it is necessary to supervise that employees do not misuse this right. Study leave is granted for higher studies and training. During study leaves employees are paid half of their salary. The organisation should keep proper leave records. It is a useful practice to indicate good and bad service conditions and morale of employees. It is the responsibility of management to check these records regularly and keep itself informed. There are various procedures to keep leave, attendance, and payroll records. Usually employees are required to sign each day on registers maintained for this purpose.

Absenteeism and Turnover:- It is a serious problem. It may arise due to poor supervision, poor salary, and incompetent administration within the agency. Turnover is proved very not be expensive for government because a new employee can/so much useful for every type of job. Therefore it must be checked in the interest of economy accuracy, and efficiency.

House Facilities:- Government servants are provided housing facilities. Railway staffs have higher proportion of it than other staffs. This problem should be given serious
attention for reasons of efficiency because housing is very expensive for those who get lower salary. Rent charges depend upon the standard of pay scale and the rents obtaining in that city where service is located.

**Health and Safety:—** Physical conditions of work have an important bearing on the health, safety and well-being of employees. They should be provided better working conditions like adequate lighting, ventilation, peaceful atmosphere, and good seating arrangements, so that they may be able to work properly. A well-constituted safety programme deals with accident prevention and protection, safety, education of its personnel when accidents do happen, proper care of the injuries, and compensation payments. Apart from this government employees are given medical care by provision of medicine, hospitalization and special treatment mostly in hospitals, and dispensaries founded and run by their own organization, and under some circumstances in other medical institutions also.

**Welfare Activities:—** Welfare activities are affected by conditions of service. These activities can be performed by organizations and communities of employee. Welfare activities include assistance to employees in matters such as payment of salary, sanction of increments, maintenance of provident fund and social recreation and cultural activities.
RETIREMENT AND DISABILITY

Retirement systems or superannuation have been widely adopted in the interest of the public services as a whole and as a part of the general security system. Now it is not an act of charity or compassion for old age but a definite right of the employees. The purpose of a good retirement system is to make the jobs more attractive for really good incumbents. To keep an employee on the desk until he dies means to retain the fossilised and tired hands and prevent more qualified persons from coming into service and thus to block the avenues of advancement. A proper retirement plan not only eliminates the inefficient workers but also attracts desirable persons to the service. It improves the morale of the whole force.

Retirement may be the result of various factors such as old age, disability, removal for disciplinary purposes, discharges on account of abolitions of positions, voluntary resignation and so on.

Type of Retirement System:- Benifits on retirement may be offered in two ways such as - Pension and Contributory provident fund. Under the Pension rule, employee gets monthly payment for his whole life from the government. Under the provident fund system employee is payed a lump sum representing his own and the government's contribution to the fund plus the interest that has accrued on the savings.
There are also two types of financial arrangements — 'cash-disbursement' and 'actuarial-reserve' type. According to the "case disbursement methods", revenues are provided in each year sufficient to pay only the retirement benefits due that year. Since the benefit burden rises in successive years, the method leads to mounting costs and resultant deficits. Eventually one is face with the problem of either increasing the revenues to meet the deficits or reduce the benefits. Under the "actuarial reserve" plan "retirements benefits are paid from comprising of periodic contributions of the employees plus the interest earnings on the reserve created by these contributions. In this plan retirement benefits are calculated on the basis of duration of active service and the contributions during the early years of the retirement plan exceed benefit payments. The "actuarial reserve plan", being more scientific and sound is prevalent in most of the larger retirement systems for public employees.

Benefit Features: Age Benefit:— Age is the primary factor of retirement system because after a stage it gradually reduces the efficiency of a worter. Employees of different classes may be retired at different ages as the amount of wear and tear due to the manual and mental exertion is different in different service or the requirement of physical and intellectual alertness and vigour varies from service to service. Most of the systems combine optional and compulsory retirement
features. Optional retirement is available at an early age than compulsory retirement because of the individual differences in the rate of aging and the differences in physical and mental demands of various types of work. Early retirement is more reasonable and human than removal for inefficiency. It is also useful from the point of view of young entrants. However, for economic reasons and for reasons of desire of authority the employees demand to raise the maximum retirement age. Due to the progress made by medical sciences and public health schemes the general health of the people has improved and the longevity of life has increased and therefore the demand for higher age limits has become more persistent with lapse of years. But the anomaly of the situation is that with the spread of education more eligibles are available at the starting points and they demand employment. It is difficult to reconcile the demands of these two conflicting sections of people. In fact, retirement should be based on individual differences and able workers should only be discharging after much thinking. A Faculty Committee of Graduate School of Public Health observed in 1952: "We do not feel justified in drawing a firm conclusion that workers in general will be better or worse off if they are retired at an arbitrary age. However, it is believed that as more information becomes available a policy of retirement by chronological age will be increasingly difficult to support."

The amount of retirement annuity is related to the salary. A fixed percentage of salary is contributed for the purpose of retirement annuity. The contributions is calculated on the basis of the average annual salary over a brief period of years generally the last five or ten years of service. One of the common retirement benefits is the life annuity.

The Disability Benefit: Disability may be of two types - service connected and ordinary. The service connected disability is one which is incurred in line of duty, while ordinary disability means rendering of the employee's ability to perform his work as usual in ordinary course. Most of the Government controlled organizations provide for disability benefits in case of both the ordinary and service connected disabilities.

In case of public employees covered under schemes of Workmen's Compensation the retirement plan following the disability, is usually finalised by taking into account the difference between workmen's compensation and the usual benefits for service connected with disability. For disability benefit a minimum period of service is required and it cannot be accepted without a medical certificate. It is returned in term of annuity already build up for retirement purpose and from disability reserve.
Death Benefit:— Death may be caused either in ordinary course or in an accident by resulting from unfavourable service conditions or inherent in the job performance. In ordinary death minimum benefit will be the return of the employee's contribution plus the accumulated interest. In later case, benefit will be provided in two parts. First, from the accumulated contribution of the employee, and second in the form of an annuity paid to the dependents of the employee by the government for his having lost his life in the performance of his duty. It is burden on the government but this benefit tends to improve employee's morale and make the service more attractive to the qualified persons.

Resignation and Dismissal:— Certain civil servants go out of their jobs every year for one of the following reasons; they may resign or may be transferred or discharged or there is a reduction in force etc. In such cases employees may get their contribution in different ways: by payment of an annuity, based on contributions plus interest, or they may receive an immediate refund or a deferred annuity or gratuity. Employees appointed for limited terms and temporary employees are ordinarily not covered by retirement system but they may be covered by social security schemes. It is suggested that temporary employees should be given proportionate pension and

other retirement benefits and that these privileges should not be denied to them entirely, as their job may be temporary, but the loss or disability sustained in the course of duty may be of a permanent nature, or the family, in case of the death of the employee, may have to suffer on account of his having lost his life on duty.

The foregoing survey, detailed as it is, is intended to highlight the main problems with which a personnel system, in general, is faced. The employment policies and the bases of future reforms should be determined by the experience of the past, the problems of the present and the requirements of the future in a developing economy and a prospective administrative system. This is all the more necessary with regard to a system which has backlog of hundreds of years of colonial rule, legacy of an exploitative economic system and an authoritarian bureaucracy. We do not only need to fill the gap but also to accelerate our programmes of planning and implementation. It is in this perspective that we have taken steps to reorganise, refurbish and revitalise our personnel system. A proper recruitment and training system, keeping in view the sociological and economic needs and the prevailing political conditions has to be evolved out of the present system which is deficient in many respects.