CHAPTER IV

PROBLEM OF RECRUITMENT AND SELECTION
IN INDIAN PUBLIC SERVICES

The year 1853 stands as a landmark in the history of the Indian Civil Services. In that year the system of appointment by nomination was changed and the method of selection by competitive examinations introduced. Until 1863 the recruitment to the Company's service was made on the basis of patronage and the directors were responsible for this work. With the Charter Act of 1853 this system came to an end and the Board of Central made rules which threw the Covenanted Civil Service open to competition.  

The standard and methods of the recruitment of public services assume great importance in relation to the efficiency and morale of the administration. Dr. Gladden pointed out that, "Civil services history can be optimized as the story of the recruitment of officials, since on this first essential step largely rests the nature and degree of usefulness of the administrative machinery to the service of which the human elements are dedicated." It has to be realized that merely properly structured organisation is not sufficient for good


administration. Administration requires well thought out systems and procedures of recruitment and improving quality of personnel. The problem of selecting the right type of persons for public services is more difficult and complex in an under-developed country, like India, where the bulk of the population is poor and uneducated and the problems awaiting solution are immensely complicated and multifarious.

The modern Government is expected to play an active role in the acceleration of economic reconstruction and hastening the social changes necessitated by the great technological development. This, in turn, increases the field of activities of the Civil Service. Not only this, but the ways of performing these activities are now also different from those of its predecessors. The administrators, in such circumstances, should be persons of high-ability and intellectual qualities, alert and resourceful, and men of integrity and honesty. They are the elites who have to guide the society on the new changes. The question arises as to what should be the procedures and methods of recruitment of such persons that the government may be able to fulfil its aims. The psychological factors in an atmosphere of democratic upsurge and rising expectations of the people demand and expect quick achievements. This element makes the changes more urgent and demands on the talent, energy and competence of the personnel more exacting.
The most striking feature of Indian Government employment in recent years is the increasing strength of the staff. In the Central Government alone, over one lakh new posts are being created every year. These posts include the vacancies caused by retirement, resignations, mortality, etc., and also the posts and jobs created in the wake of the development plans. The difficulties have been experienced due to the fact that in most services recruitment is not planned sufficiently in advance. Therefore, in order to get adequate number of personnel it is necessary to determine the recruitment rate on the basis of triennial reviews of cadre strengths and projection, and to apply correctives annually according to fresh development.

FIELD OF RECRUITMENT

Qualifications for Recruitment: Educational Institutions are the primary source of supply of recruits. Therefore, the government as employer should be influenced by these institutions, and to some extent the education system should conform to the requirements to the public services. In India, educational system is quite well developed and capable of providing a sufficient number of educated people to the services. But since the standards are going down and requirements of efficiency in diversified fields require more sound
and solid education a gap between educational levels and employment needs has been created which has to be filled. Education should be more need-based and job oriented.

Till 1966 the University degree was essential for all the services except lower division. This requirement increased the demand of university education which is not easy to provide to most of the students. On the other hand many students take the university education at great economic sacrifice, and when they do not succeed in obtaining employment they suffer with a sense of intense frustration. In 1966 the Public Services (Qualifications for Recruitment) Committee was set up by the government to consider the question as to what extent and at what levels university degree is a necessary qualification for recruitment to the various services. While considering the need for a university degree, some cogent arguments were put forward. Firstly, the lower education will require special arrangements for training of new recruits to make them suitable for the posts for which they would be selected otherwise services will be cluttered with rotten stuff. Secondly, the lowering of academic qualifications will give an opportunity to a great number of persons to apply for every post and service and thus might reduce the efficiency of the services. Frivolous candidature will increase causing colossal increase in the work of recruiting agencies.
Consequently there emerge two extreme opinions. On the one hand it is held that the University degree is not of a sufficiently high standard to be considered as a minimum qualification for higher and middle levels of Government services. On the other extreme such qualification are considered unnecessary for recruitment to the public services. According to this school of thought selection should be made invariably on the basis of competitive examinations. The standard of such examinations should be kept as high as is deemed necessary for the level to which recruitment is made. The American system also does not require any particular type of education, preparation or professional training and provides opportunity to all the citizens. "If you can pass our examinations for this specific job, you can have a job; and you can get promotion to any other job if you do your present one well, as retirements and deaths provide vacancies."

Further, Jackson expressed his view in his first annual message to the Congress, that, "The duties of all public officers are, or at least admit of being so plain and simple that men of intelligence may readily qualify themselves for their performance." However the days of Jackson are over and such

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2. Ibid., p. 788.
opinions do not hold good in the present day world as enormous water has flowed down the administrative bridges. The age of spoils is over, and wherever the traces of spoils are found they are discredited and such Jacksonian views are discounted and considered anachronistic.

The Public Services Committee, on the other hand, suggested that the university degrees should not be essential for all the services. For this purpose the services are divided into three categories:

a. Senior Officers - Executive and administrative.

b. Junior Officers - Executive and administrative.

c. Clerical Services.

In the opinion of Committee a university degree should definitely not be insisted upon for the clerical services. It should be essential for recruitment to the higher services. Because these posts require a maturity of outlook and specific cultural standard which may be expected of the graduates who have received interdisciplinary education of a high standard. For the posts of second category university degree should not be made the requisite minimum qualification. At the same time graduates should also be given an opportunity to compete at the examinations if they so desire.

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The following Table 1 depicts the educational qualifications for recruitment to the various public services.

<table>
<thead>
<tr>
<th>Services</th>
<th>Present Qualifications</th>
<th>Order of Government regarding the minimum educational qualifications.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Superior Service - All India &amp; Central Class I</td>
<td>University Degree essential</td>
<td>University Degree is essential</td>
</tr>
<tr>
<td>Middle Group Services Central Class II (Gazetted), Central Class II (Non-Gazetted) and Assistants in offices not participating in the Central Secretariate Service Scheme.</td>
<td>University Degree is essential</td>
<td>University Degree is essential</td>
</tr>
<tr>
<td>Central Class II (non-clerical) other than S.A.S. Apprentices and Divisional Accountants in Indian Audit and Accounts Department</td>
<td>University Degree is not essential and the minimum qualifications may be intermediate/Senior Cambridge/Higher Secondary Certificate, or equivalent qualification.</td>
<td>University Degree is essential</td>
</tr>
<tr>
<td>Clerical Services Upper Division other than those recruited direct to the Grade in the Indian Audit &amp; Accounts Department.</td>
<td>Intermediate/Senior Cambridge/Higher Secondary Certificate or equivalent qualifications.</td>
<td>University Degree is essential</td>
</tr>
<tr>
<td>Lower Division</td>
<td>Matriculation Certificate or equivalent qualifications until replaced by Higher Secondary.</td>
<td>Matriculation Certificate or equivalent qualifications.</td>
</tr>
</tbody>
</table>

The Rajasthan Administrative Reforms Committee recommended that the recruitment opportunity should be open to candidates after passing the Higher Secondary Examinations because at this age the students decide their future career and go to different professions. State Public Service Commission should be responsible for examinations only for general services and not for technical services. Selected candidates should be appointed to the State or Subordinate Services.

After selection the students should be given opportunity for further education in specialised institutions. There may be some arrangement for special post graduation course in Public Administration of one year.

There are several reasons why these recommendations cannot be accepted. Firstly the students at this stage are not so mature as to decide upon their future career. Further the Higher Secondary education is only the base for the choice of future education. It has various elements to suit varied interests and aptitudes.

Secondly the personality, mental capacity, social behaviour and attitude can be judged more realistically at University level than at the higher secondary stage.

Thirdly, there is a vast difference in the educational facilities of rural and urban areas.

Fourthly, the course of one year in Public Administration suggested by the Reforms Committee may not be very much helpful in providing a sound knowledge to the candidates, because it is not a specialised or training course but a sort of liberal education which may be gained in any educational institution.

Similar recommendations were made at the time of the reform of the higher administrative services and of the educational system in France after the Third Republic. The French Government did not accept these recommendations, which were modelled on the idea of the Polytechnique. According to it the young men who entered in the services were educated in technical school and after three years of study they joined the actual jobs. But this meant that too young and immature persons coming direct from Secondary Schools were persuaded to appear for public service which might be a little unrealistic and also undemocratic. For only a small social class to its could afford the requisite comprehensive education/sons and daughters at higher Secondary level. Further this system would give importance to a single identical outlook and the idea of general culture would be sacrificed in favour of narrowness of the specialized administrative outlook in a field where the broadness of education is of utmost importance. At present,
there are faculties and departments of political and social sciences in the universities. The object of these faculties is to educate students in the work-methods and current problems of administration and social life. The Diploma of three years is the essential qualification for entrance into the School L'Ecole National and Administration for those who do not enter through membership of the public services. Thus nothing may be gained by abolishing university degree as basic qualification. It is, and should continue to remain an essential qualification for recruitment to the higher services both for administrative as well as for executive posts which demand intellectual ability, maturity of outlook and reasonable cultural standards. Universities give intellectual training through the wide study of various subjects, through lectures, discussions and debates. At the same stage students develop their personality which is necessary for public services. But at the same time the University education should be made purposeful and capable of inculcating that maturity of outlook and intellectual capability as well as those cultural stands which are considered necessary for the services.

India has adopted the system of general education which is similar to the British system. France also follows the same system as regards basic qualifications although after recruitment intensive training in that specific field for which the candidate is selected is given. However, in the U.S.A.
emphasis is given to the technical or specialised education as the basic qualification. The Bureau Chief in the U.S.A. enters in a department by an examination based upon technical proficiency in the specific services of a grade of a branch in a special department. The general opinion is that, because education is not directly related to the civil services, it does not play an important role in the preparation of an official. But, "it is the educational process as an opportunity of selecting from among the many who present themselves, rather than education as a direct making of an administrator that perhaps should be stressed. It is not the cognitive but the effective elements in personality that urge on action.

But at the same time in a complex system technically proficient personnel are also required, and it is not necessary that the specialists should also have general capacities to carry out administrative duties. Now the contention cannot be supported that adaptability, which is essential qualification of administration, is more likely to be found in men who have had a good general education than in men who have been specialists in one particular branch of knowledge. However, narrow specialisation is the cause of lack of ability to see other fields of special interest with a balanced view. But


this view is also valid that too much generalised and theoretic education is unsuited for present day jobs which require specialised knowledge and practical training.

On the other hand civil service should not be a mere collection of disband specialists. Therefore it is necessary that, as far as senior and technical jobs are concerned emphasis should be given on specialised education, but for the young recruits, general education is essential and desirable for reasons discussed above. In India there have been some modifications in the course of examinations and more attention is now being given to the technically educated students, but to a large extent the general foundation of liberal or general education remains, in tact, though the common complaint is that this education has become synoptic and superficial.

The Second Pay Commission made a study of the quality of recruits to the higher services, and inquired whether a reasonable proportion of graduates coming from the universities took the competitive examination and whether these services were getting a fair share of the first class graduates or post graduates produced by the universities. The following statement shows that a perceptible fall has occurred in the proportion of the candidates appearing in the I.A.S. and other examinations and in the proportion of first class graduates and post graduates entering the civil services. The percentage
increase in the number of candidates taking the examinations has, however, been far less and after 1959 there has been a steady fall in the absolute numbers. The percentage of graduates appearing in the examinations has declined from 5.74% in 1956 to 2.19% in 1964.

<table>
<thead>
<tr>
<th>Year</th>
<th>Number of Candidates who took examinations</th>
<th>Number of graduates passing out in the particular year</th>
</tr>
</thead>
<tbody>
<tr>
<td>1966</td>
<td>5,015 (5.74%)</td>
<td>87,384</td>
</tr>
<tr>
<td>1967</td>
<td>5,246 (5.16%)</td>
<td>1,01,630</td>
</tr>
<tr>
<td>1968</td>
<td>6,327 (5.70%)</td>
<td>1,10,908</td>
</tr>
<tr>
<td>1969</td>
<td>6,572 (5.40%)</td>
<td>1,21,623</td>
</tr>
<tr>
<td>1960</td>
<td>5,873 (4.54%)</td>
<td>1,29,388</td>
</tr>
<tr>
<td>1961</td>
<td>5,659 (3.93%)</td>
<td>1,43,840</td>
</tr>
<tr>
<td>1962</td>
<td>5,391 (3.21%)</td>
<td>1,67,831</td>
</tr>
<tr>
<td>1963</td>
<td>4,828 (2.34%)</td>
<td>1,82,747</td>
</tr>
<tr>
<td>1964</td>
<td>4,106 (2.19%)</td>
<td>1,82,741</td>
</tr>
<tr>
<td>1965</td>
<td>4,501 -</td>
<td>not available</td>
</tr>
</tbody>
</table>

A similar study was made by the Second Pay Commission in regard to first class graduates/Post graduates appearing at the examinations for the years 1950-55. The Commission noticed that one out of every four first class graduates passing out in the particular year.

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produced by the universities, took the examinations and that for every vacancy in the All India and central class I services (non-technical), there were, on an average, three candidates with first class degrees. And this proportion was satisfactory.

But as the number of graduates obtaining first class had increased progressively, the number of such graduates taking the competitive examination steadily fell in spite of the much larger number of vacancies available. This may be shown in a tabulated form as below:

<table>
<thead>
<tr>
<th>Year</th>
<th>No. of Graduates who secured I class</th>
<th>No. of 1st class graduates/Post graduates who took I.A.S Exam. etc.</th>
<th>Proportion of I.A.S, &amp; Central class I service</th>
</tr>
</thead>
<tbody>
<tr>
<td>1969</td>
<td>6434</td>
<td>818</td>
<td>1:7.8</td>
</tr>
<tr>
<td>1960</td>
<td>7370</td>
<td>749</td>
<td>1:9.8</td>
</tr>
<tr>
<td>1961</td>
<td>7526</td>
<td>712</td>
<td>1:10.5</td>
</tr>
<tr>
<td>1962</td>
<td>8594</td>
<td>630</td>
<td>1:13.6</td>
</tr>
<tr>
<td>1963</td>
<td>6491</td>
<td>480</td>
<td>1:13.5</td>
</tr>
<tr>
<td>1964</td>
<td>9333</td>
<td>457</td>
<td>1:20.4</td>
</tr>
</tbody>
</table>

There has been a sharp decline in first class graduates appearing in the examinations. The percentage of the first class has gone down from 3.8 to 1 in 1959 to 1.3 to 1 by 1964. It is very much lower than the bosom of three first class candidates for every vacancy found by the Second Pay Commission. However, the number of the second class graduates entering the services has increased slightly, but at the same time the number of third class graduates has also risen very sharply. Of the reasons for decline in the quality, no less important is the fact that the existing system in India has failed in enlisting the best of young men for the public services. To some extent the problem of good quality recruits is due to the lower standards prescribed for the Scheduled Castes and Scheduled Tribes. There is also the general view that the receding attractiveness of the Government Service in comparison to other spheres of national activity, like industry, commerce, education and research affects the quality of recruitment. It may be because of comparatively better salaries, better opportunities of employment in private industries and universities and the loss of lustre and prestige of the Government services.

In reality, as far as the non-technical services are concerned, there is no difficulty in getting qualified persons. However, technical services create some problems. Indian education system is not yet equipped to produce highly technical personnel in sufficient numbers. Again some of the
technical personnel have taken jobs in other countries and
some have gone for higher educational purposes. The Govern-
ment has taken step to solve this problem by establishing
the scientists' pool. In this pool qualified candidates from
abroad are encouraged to enrol and then make themselves avail-
able for jobs in India. The brain-drain that was caused by
the migration of a large number of promising scientists and
persons belonging to other disciplines had become so alarming
that the government had to make these provisions even though
these arrangements and not adequate, and the migration still
continues.

The problem of getting more qualified personnel may
also be solved by close cooperation between recruiting agen-
cies and educational system. One of the merits of British
and French Civil Service recruitment is the better cooperation
between the educational system and the public service. In
view of the commitments of a welfare State, "more attention
must be given to the problems of articulating the educational
system and the civil services. There is need for widespread
interest in questions of pre-entry training and in methods of
bringing about a closer correlation between formal education
and the demands for public administration."

1. Quoted in M.A. Muttalib, Union Public Service Commission,
The Indian Institute of Public Administration: New Delhi-1
p. 103.
Lack of good education system is one of the main obstacles in the way of successful public service recruitment. Our education system is old one which was established 20 years back by the Britishers and which was merely to product clerks and not the higher public servants. The system is not suitable for the present. We may improve our education system on the lines of French education system. In France, some institutes of political and social sciences have been established in which students enter after passing a diploma of higher education (advanced secondary). The institutes educate students in the work-methods and concrete problems of administration and social life. The course covers three years. In the first year the students study almost identical common subjects, in the second and third they are granted optional courses but it is not a kind of specialisation. Emphasis is given to the social sciences i.e. law, public administration etc. The education is based on lectures, discussions, practical tasks and seminar work. At the end of the three years course a final examination leads to a diploma which is the first qualification for entrance in the services or in the School L'Ecole National d' Administration for training purposes. Such type of special institutes should be established in India also which can prepare the students for services and the students of other spheres such as scientists, engineers do not waste their time and money by entering the services when there is no proper utilisation
of their talent. Further these institutes should pay proper attention to the practical tasks and discussion, merely book-knowledge is not sufficient for administrative functions.

Mr. C.D. Deshmukh, an eminent educationist and Chairman of the Indian International Centre suggested that age limit for recruitment to class III Government Services should be reduced from 25 to 19 in order to check the present 'hmsadead rush of students to universities. The proposal is tenable, valid necessary as a reform in the educational pattern. He said that the lowered age of 19 should be considered as terminal stage in education.

There are general complaints of lowering of the educational standards in the country. Some attempts are necessary to reconcile the present difficult situation of bringing about a proper balance between quantity and quality in education. Unfortunately the Government had not yet implemented the recommendation to improve the educational standards which were made by the Radhakrishnan, Mudaliar, and Kothari Commissions. Mr. Deshmukh criticized the Government for non-implementation of purposeful action. He said, "The biggest problem with our country is that it is full of good ideas which are never implemented. Good ideas overrun each other and no purposeful action

1. The Hindustan Times, 10th February, 1969.
always follows on them; most of the good ideas contained in
the reports of these educational Commissions also met with
this similar fate and remain unimplemented till today."

AGE LIMITS

The lower and upper age limits for the public services
are rigidly enforced in India. The present age limits for
the various services are 21-24 years for the I.A.S./I.F.S.,
Central Class I and Class II and both gazetted and non-
gazetted and Assistants in the offices not participating in
the Central Secretariat Service scheme), 20-24 years for the
Indian Police Service and the Delhi and Himachal Pradesh
Police Service Class II, 19-23 years for Central Class III
non-clerical, and 18-21 years for the upper and lower division
clers except those directly recruited to this Grade in the
Indian Audit and Accounts Department.

EXTENSION OF AGE CONCESSION FOR THE PURPOSE OF APPOINTMENT
TO SERVICES/POST UNDER THE GOVERNMENT

In 1964 orders were passed regarding certain age and
fee concessions to the displaced persons from East Pakistan
who migrated to India on or after 1st January 1964, to give
them opportunity, to complete in the examinations conducted

1. The Hindustan Times, 10th February, 1969.
by the U.P.S.C., and also for purposes of appointments made otherwise than on the results of competitive examinations conducted by the U.P.S.C. Age relaxation for this category was made up to 3 years. Appointments to other services could be made up to 45 years. The age concessions which were made only for 3 years, that is upto 31 December, 1967, have been further extended for a further period of 2 years, that is upto 31st December, 1969.

Similar orders have also been issued in respect of persons of Indian origin who have migrated from the East African countries, residents of the former occupied territories of Goa, Daman and Diu and the residents of the Union Territory of Pondicherry.  

Regarding the age limits for entrance India follows the British system according to which certain age limits have been fixed for the civil services. Both the Indian and the British system emphasise on recruitment of public servants at an early age: and then to capitalize candidates on the special skill which they need throughout a life time: in public services. American system is weighted heavily against the recruitment of younger people and in favour of the mature and experienced persons. Because entry to tests necessitates specific

periods of experience in work similar to the position for which the test is given. Further, the American system does not give importance to age limits for the services. However, the maximum age is fixed for the junior management assistant examination and for most scientific and professional positions at grade G.S.-5. Appointment to these services is made after completing the equivalent of four year's professional or scientific education at college level and without experience. For higher grade positions there is no age limit. It is one of the salient feature of the American recruitment system that "One may enter the American public service at almost any level and at almost any age."

The American approach towards age limits is that the services should be opened to everybody and recruitments should be made from whenever the candidate has obtained the requisite qualifications for the specific job. But if an effective career system is to be maintained, appointment of able and younger men is necessary, so that they may be able to progress through the higher levels of the organisation. The Indian and British civil service system is impressed with the idea that the recruitment should be made at an age when the candidates minds are flexible and capable to adopt the individual character of governmental activity.

1. In the U.S.A., entrance into the Civil Service is possible between the ages of 18 to 36 which is much younger and very much older in comparison to India.
OVER AGE ENTRY

It has been suggested that some relaxation in age limits is necessary to secure better quality of candidates and freshness for the higher services particularly for I.F.S. Today the task of diplomatic service is becoming more complex and varied in nature for which it is necessary that the persons of high calibre should be included into the service through over age entry in a limited number. Outstanding men may be brought into the services from a wide field including officers of the I.A.S. and other services, members of the Armed forces, persons with public knowledge and experience of International Law and with public relations experiences.

The persons between age of 28 to 35 years may be declared eligible for such over age entry. A Board consisting of a member of the U.P.S.C. and two representatives of the Ministry of External Affairs should be responsible for selection of these candidates. The selection should be based on a careful assessment of the qualification and post record of the candidate and on a prolonged personality test for judging his potentialities. Written examinations should not be included.

Against the over age entry the critics point out that lateral recruitment would not be able to draw persons having

required outlook, techniques, and Subtleties of public administration, and that over age recruitment would have an adverse effect on the prospects and career, and therefore, on the morale, of the regular recruits.

In the U.K., the upper age limit was extended to 28 years to attract enough qualified persons to the Administrative class. The conditions and the educational system are different in India. In higher services, selected candidates have to spend a fairly long period for institutional and field training before entering in their actual jobs. Our educational system is not directly related to the service therefore, it is not necessary to study till late ages before deciding to enter upon Government employment and hence, no use of general relaxation in the recruitment age. However an alternative may be made. Many students go for further study to obtain a Ph.D. Degree. The study Team on Recruitment, Selection, U.P.S.C./State P.S.C.'s and Training suggested that higher services should provide for such persons a relaxation in age limit upto 26 years.

NUMBER OF CHANCES AT THE COMBINED COMPETITIVE EXAMINATION

The Public Service (Qualifications for Recruitment) Committee, 1966, had suggested that the qualities of a candidate could be judged in one or two examinations. However, this

examination even though he has not completed his maximum age. By such means the time and money will not be wasted on the training of the same person in different professions.

**SPECIAL PREFERENCES**

Two types of special preferences are admissible in India. Firstly, preferences have been provided in respect of the candidates recruited to the war effort, which is known as veteran preference in the United States. The purpose behind these preferences is a readjustment aid to help veterans adjust to civilian life. In India special preference was given immediately after Post-war era and after the Chinese aggression in 1962.

Under the other special preferences category the posts are kept reserved for the scheduled caste and tribes under the provisions of the constitution both for direct recruitment and for promotion to all posts under the Central Government.

In all these cases preferences are given to the recruits by diluting, eliminating or liberalizing the educational, physical or age requirements. If despite, these relaxations, suitable candidates are not available from these classes then the reserved posts are thrown open for open competition.
CITIZENSHIP

Citizenship is a usual requirement for the recruitment. In some circumstances personnel agency has right to recruit from abroad, usually, when a qualified candidate is not available to fill the position. In India, citizenship is necessary for recruitment to the All India Services. In respect of other services, persons from Sikkim and Nepal, and persons of Indian origin, who have permanently migrated from Pakistan can be recruited to the Central Services, if they produce a certificate of eligibility from the Ministry of Home Affairs. Other non-Indians may be appointed only in exceptional circumstances on contractual terms and for a minimum period. Lower categories of posts, and posts of interpreters and translators in Indian establishments abroad do not require these limitations.

Again, there is serious limitation arising out of the widespread practice of restricting candidates to residence. Though the personnel agency has authority to wave residential qualification, the fact is that the agency often tries to defend such restrictions. This limitation is not in favour of the best interests of the public service and is against the merit principle. It reflects narrowness, and therefore it is now outmoded.
The Gajendragadkar Commission expressed that any recommendations for fixing quotes for recruitment to Government services and posts on a purely regional basis will be ultra vires of Article 16 of the Constitution. The Commission had also rejected the Government of Jammu and Kashmir's working rule that 50 per cent of the posts were to be filled by Muslims from the entire State and 40 per cent by Jammu Hindus, and recommended an equitable share in Government employments to various regions and communities having special regard to the claim of the Scheduled castes and other economically, educationally and socially backward communities, classes and groups. Though it may be desirable from the viewpoint of citizens of a particular state or city to participate in their government as public servants. But in the modern age the administrative tests are becoming more technical and complex for which best qualified persons are required without considering their birth place. In progressive countries, therefore, residence does not constitute a basis for recruitment to the higher services. In India such restrictions do not obtain regarding the higher posts for which an All India competition is considered necessary.

**SEX**

In modern civil services no discrimination is made on the grounds of sex. Government comprises of a large body of female employees. However some restrictions are applied for the I.A.S., I.P.S. and I.F.S. under the Recruitment Rules of the Higher Services. According to these rules no married women can claim as her right to be appointed to these services. Discrimination may be made on the grounds that the nature of the work is not suitable for the women.

**CLASSIFICATION OF SERVICES**

In India, the Ministry of Home Affairs is responsible for all matters relating to personnel. It is the first business of the personnel body to classify all the posts of services into groups according to their similarity in respect of duties and responsibilities, working conditions and qualification requirements. The efficacy of the recruitment depends upon proper service classification. No calculation, no comparison, no relative assessment and evaluation is possible if positions are not properly structured. Position classification provides the Government with a precision instrument for allocation and execution of functions. Therefore, it would

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be better to deal with the structure of the public services before discussing the methods of recruitment to the various services.

One of the important features of the personnel structure in India is that most of the groups or positions, as far as possible, are organised in services, and, where it is not possible to do so, in 'quasi-services' which have many characteristic features. As soon as new posts are created with the consultation of the Ministry of Home Affairs and the Ministry of Finance, they are divided into classes. The classification indicates the nature of the position that whether it is a ministerial or non-ministerial or whether it is higher or subordinate post etc.

CENTRAL CIVIL SERVICES

All the posts whether permanent or temporary under the Union Government are divided into four classes — class I consists of the higher posts, class II are non-ministerial and non-clerical posts, the direct posts in Class II and all class III are regarded as ministerial posts, and all the posts in Class IV are called inferior posts. If a service includes more than one grade, different grades may be included in different classes.
Further there are civil posts under the Union other than those ordinarily held by persons. These posts, created by a general or special order of the President, shall be classified as follows: Central Civil Posts, Class I; Central civil posts, class II, and Central Civil Posts, Class III.

GENERAL CENTRAL SERVICE

Central Civil Posts of any class not included in any other Central Services shall be deemed to be included in the General Central Service. A government servant appointed to such service should not be a member of any other Central Civil Service of the same class.

Again, civil posts have been classified in gazetted and non-gazetted posts. The difference is made on the basis of the public importance of these posts. The gazetted posts are announced in the official gazette of the Government of India. All posts in class I and only non-ministerial and executive posts in class II are considered as gazetted posts. Ministerial posts in class II may come in this category only in special circumstances. Distinction is also made on the basis of salaries. The gazetted posts should carry monthly salaries of more than Rs.500/-.

their salary through their offices while gazetted employees directly receive their pay from the office of the Accountant General.

Apart from the above mentioned four broad classes, there are All India Services, viz., the Indian Administrative Service and the Indian Police Service. Parliament has agreed to constitute three new Services - the Indian Forest Service, the Indian Service of Engineers and the Indian Medical Service. Two more All India Services - the Indian Educational Service and the Indian Agricultural Service are under consideration of the government. The purpose behind these services is to provide top administrative personnel to both the Central as well as the State Government in respective spheres.

In regard to methods of recruitment, selection, pay scale, service conditions and other privileges, the All India Services are similar to some of the Central Civil Services class I. For example, the Indian Administrative Service resembles the Indian Foreign Service and the Indian Police Service is identical with some of the Central Class I Civil Services.

The entire hierarchy of each of the four classes of services is broken into various grades or pay scales. Movement from one grade to another depends upon promotion system. The class I services and All India Services hence two pay
scales - junior and senior. Besides these two scales there is a supertime scale and various senior posts with fixed rate of pay.

The class II have many pay scales but after considering the recommendations of the Second pay Commission a single standard scale has been accepted. Class III and IV Services still have many pay scales or grades.

In the Central Secretariat Services there are nine grades - Secretary, Additional Secretary, Joint Secretary, Deputy Secretary, Under Secretary, Section Officer, Assistant, U.D.C. and L.D.C.

The higher services can be divided into three broad categories. The first group is concerned with the Indian Administrative Service, the Indian Police Service, the Indian Foreign Service, the Central Secretariat Service and the like. The second group consists of the functional services like the Indian Income-tax service, the Indian Customs Service and the Defence Account Service. Besides these two groups there are technical, scientific, professional and specialist services such as the engineering cadres in the various branches, the medical and health services, agricultural survey of India and Educational services.
QUASI-GOVERNMENT ORGANISATIONS

There are no organised services as such with the solitary exception of the Industrial Management Pool in the quasi-governmental organisations. The approach has been that they should be autonomous in all personnel matters. But generally they follow the governmental model in personnel matters for convenience, if not because of any compulsion.¹

ISOLATED POSTS AND QUASI-SERVICE STRUCTURE

There still remains a large number of posts which are not included in any regular service. If an organisation has sufficient number of such posts and there are two or more levels requiring the same basic qualifications but varying degrees of experience, they can be termed as a 'quasi-service' structure. Besides these 'quasi service structures there are some completely isolated posts at all levels. These positions receive ad hoc treatment.²

STATE SERVICES

State services are concerned with the administration of the subjects falling within the jurisdiction of the State such


². Ibid., Chapter III, para 16 and 17.
as education, health, agriculture, irrigation, local self
government etc., and are extensively in the employment of
their state governments.

METHOD OF RECRUITMENT

Announcement of the Post:— Three methods of announcement are generally used: (1) Announcement of the post in
newspaper (2) Announcement sheets or bulletins, posted at
public places (3) Circulation of lists of the posts to the
individuals, organisations and educational institutions which
might be expected to be in touch with the suitable candidates.
India has adopted the traditional method of announcement.
Preference is given to the newspaper advertisement. It would
be a more effective medium in recruitment if the posts are
advertised in the form of interesting and readable news
stories avoiding the dull technical details of an examinations.

The advertisements of the Posts are published in all
the leading newspapers of India generally every Saturday.
It contains the terms and conditions of appointment but the
most essential part of it is the drafting of the qualifications. If qualifications, as drafted in the advertisement
(called "requisitions" in the terminology of the Commission)
for the post are received up to / Tuesday they can certainly
be published on the following Saturday. The requisitions
should be drafted in a satisfactory and readable form. In the first instance, all the important proposals of recruitment are discussed by the Commission with the senior officer of the Ministry who is really conversant with the requirements of the positions. Final draft of the qualifications form is prepared by the Commission. Sometimes these specifications are confusingly elaborate and unrealistic.

Sometimes the quality of recruitment suffers due to lack of proper and interesting methods of announcement. Therefore it is necessary for the government to take care of the preparation of suitable publicity material which can be made available to the universities and organisations for the information of prospective candidates. Critics have also pointed out that advertisement methods are unimaginative and limited to the newspapers. More concerted efforts should be made to attract all the best qualified candidates. For the higher and specialised posts the senior officers should have personal contact with the prospective applicants and go to the universities to address and discuss with the students on the opportunities in the public service. For this purpose universities can organise career counselling cells.

Besides the advertisement methods, there is publicity of positions by radio-television and publication of pamphlets describing the personnel system and explaining employment procedure.
Public criticism has been made regarding the advertisements in respect of technical, scientific or specialised posts. It is alleged that the advertisements for posts of this category are often so drafted by Ministries as to tend to restrict the recruitment to the limited circle of persons already holding the posts advertised or analogous posts. It is the main task of the Public Service Commission to draft the advertisement without sacrificing the real requirements of the posts, so as to ensure a truly competitive selection for the post from the widest field. It is a healthy sign that the Public Service Commissions are fully conscious about such complaints and use their best endeavour to ensure fair competition in such cases.

The importance of recruitment methods was emphasized in U.S.A. by the Second Hoover Commission which urged for "continued efforts to improve the character and distribution of announcements," "adequate public information programmes," and "expansion of college recruiting." These should be equally enforced in all public jurisdictions, and are equally valid in the Indian Context too.

Application form provides a basis for certification and appointment and covers many questions regarding the educational qualifications, any special training and extra-curricular activities and so on. The application form determines whether a candidate is eligible for competition or not. It is also the core of the in-service record system. The Report of Hoover Commission (1949) on personnel management had made some suggestions for positive recruiting methods. They are as follows:

(a) "Appointing agencies should be required to accept an application at any time from any applicant if there are existing openings for which the applicant is properly qualified under the standards established or approved by the Civil Service Commission. The agency should also be allowed to accept applications for anticipated openings.

(b) The applicant should not have to pre-determine the positions for which he may qualify, but be allowed to submit a full statement of his qualifications, permitting the appointing agency to consider him for any position for which he is found qualified." The second Hoover Commission emphasised on more open competitive examinations which can be taken by candidates at any time. Under this system the old methods of fixing date of receiving applications and separate application form for each examination would be discontinued.

The standard of form is designed by the Public Service Commission and received at the Public Service Commission office by its Recruitment Branch. A section of this branch is responsible for preliminary audit of the applications by scrutinizing the necessary qualifications. If an application does not fulfil these requirements it is immediately weeded out. Thus it reduces the volume of candidates to be examined.

**Examinations:** Direct recruitment to our administrative and most of the executive services, competitive examination which had its origin at the very beginning of the merit system. The principal goal of the merit system is to secure three qualities in the civil services: Competence; so that the government will be provided units trained, skilled and intelligent personnel carry out the political will be the legislature and not force its own; equality of opportunity—so that the governmental institutions will be able to provide economic democracy. The examinations include a set of written examinations and a personality test. The scheme of the examinations is based on the conception that there should be:

(a) "a test of intellectual ability and scholastic attainments through a written examination in subject of the candidates choice, which might or might not have any direct relevance to a civil servants work (optional papers),"
(b) a written test common to all candidates, designed to test capacity for effective thinking, sense of form, power of clear and lucid expression, and general knowledge (compulsory papers); and

(c) an interview to assess a candidate's personal qualities, including certain intellectual qualities which cannot be tested at a written examination."

Written Examinations:— The written examination is mainly a qualifying rather than a competitive one, and the ultimate selection is made on the results of personality tests and interviews. The written examination comprises two compulsory papers; three optional papers; and only for the I.A.S. and I.F.S. two advanced papers. The candidates who have applied for a Indian Police Services, will have to take only two optional papers.

From 1947 to 1960 there was a single examination from which selections were made to all the non-technical services—All India and Central. Candidates had to choose three common compulsory papers and three optional papers from a list of varied subjects, except the Indian Police Service in which candidates had been offered only two optional papers. An

interview, carrying the identical maximum marks for all the services, was held after written examination. The syllabi of the Compulsory Essay and General knowledge papers are as follows:

**Essay:** Candidates have to write an essay in English on the subject of his choice which is included in the paper. Essay should be effective and to the point.

**General Knowledge:** The paper includes the knowledge of current events and such matters of every day observation and experience in their scientific aspects as may be expected of an educated person through he has not received special education of any scientific subject. This paper will also consist of questions relating to the Indian History and Geography and questions on the teachings of Mahatma Gandhi to which candidates should be able to answer without special study.

The optional papers comprise a wide range of subjects such as social sciences, physical and natural sciences, law, literature and languages. In 1960 the President issued directions under clause 6 of Act 344 of the Constitution to introduce


Hindi as an optional subject. After much controversy and consideration Hindi has come to be accepted as an optional subject in the examination for recruitment to the All India and Higher Services. Some people have suggested that knowledge of subjects like International Law, International Organisations and Relations, Diplomacy, and a knowledge of one or more foreign languages should be compulsory for entry into the I.F.S. as Foreign Services are mainly based upon the candidates who are specialised in these subjects. But the aim of examination, it may be emphasized, is not to seek specialised men in one line or another but men of intellectual ability, wide outlook and mental discipline. Further the above compulsions would discourage the candidates who have studied Science subjects. Therefore this suggestion is not in the best interest of the service.

The syllabus for the various examinations are continuously modified according to the needs of services. During the year of 1965-66 certain changes were made in the scheme of the combined Engineering services Examinations. It became necessary to include certain new subjects in the syllabi viz., construction (Irrigation), Hydrology and Generation, Transmission and Distribution of Power.

The Report of the Union Public Service Commission shows that an overwhelming majority of the candidates who are included in the recommended list of the Union Public Service Commission had chosen optional subjects from the arts group. The reason is that the compulsory papers give an advantage to the candidates who have a background of arts and humanities. The Estimate Committee on Public Services¹ pointed out that today a large number of administrative specialised departments demand persons with scientific and technological knowledge. The government should therefore, revise the syllabus of compulsory papers so that the students with scientific background may get a fair chance to compete examination. For example, in the general knowledge paper, percentage of questions relating to science and technology may be increased.

During the year 1961 the faculty wise of 116 candidates recommended by U.P.S.C. for I.A.S. and I.F.S. Services was as follows:

- M.A./B.A. (Hons.)/B.A. ..... 92
- M.Sc./B.Sc. (Hons.)/B.Sc. ..... 20
- M.Com./B.Com. (Hons.)/B.Com. ..... 4

Of the 254 candidates recommended for appointment to Indian Police Services, and the central Services, the faculty wise break up was:

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M.A./B.A. (Hons.)/B.A. ..... 202
M.Sc./B.Sc. (Hons.)/B.Sc. ..... 34
M.Com./B.Com. (Hons.)/B.Com. ..... 13
Law Degrees ..... 7

The results indicate that the main fields in which suitable candidates could not be found, related to Engineering, Education, Teaching, Medical, Scientific and Technical.

Examinations are designed to assess the candidate's general ability and academic proficiency for a career system and not to test the fitness of the candidates to take the responsibility of the job immediately as happens in the U.S.A. In the U.S.A. the examinations are specific and differ in nature for each distinct branch of service. They are practical and not directly related with academic qualifications.

In India the examinations are liberal education oriented. The system sets on the assumption that a candidate requires mental qualities and capacity to learn rather than knowledge of the work to perform the job. There is a close relationship between the qualities essential for academic pursuits, and for work in the civil service. If a person distinguishes himself in one he would most likely be distinguishing himself in

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the other. This view was first propounded by Macaulay, who said, "The youth who does best of what all the ablest and most ambitious youths about him are trying to do will generally prove a superior man."

Another view, which is in sharp contrast to the first one, is that the aim of selection should be the assessment of the entire personality of a candidate and match it to the job which a person has to perform. The best example of this method of selection is Method II which is adopted in the U.K. for the Administrative Services.

A third approach in-between these two contrasting ones is the French system in which persons with intellectual ability and training are picked for selection to the administrative class. But it is insisted that the intellectual training should be in those subjects which provided essential background, and knowledge for work in the service. The French entrance examinations for the School of National Administration are largely designed on this pattern. A candidate has to take four papers, three out of them are related to Politics, Economics and Sociology and the fourth concerns the knowledge of foreign language.

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Candidates who pass in these papers have to write a further paper on Administrative Law, Financial Science and Legislation, Social Economy, or History of International Relations according to their choice of the section in the school. The candidates receive vocational training back into their university years where they are encouraged for specialisation in social sciences for their administrative class. This system is far from ideal, as it fulfills the condition of sustained proof of ability, capability, knowledge and training relating to the job which a person chooses as life vocation.

The U.P.S.C. Examination question papers are set up by the examiners selected from a panel which is made in consultation with the universities and teaching institutions. Examiners are generally drawn from the panel but in rare circumstances they may be selected from outside the panel. Care is taken that too many examiners do not belong to the same region. The uniformity of standards of examinations is maintained every year. For this the question papers of previous examinations are circulated to the paper setters. After setting the question papers their suitability and standard is checked by the experts in each branch of examination. The answer copies are examined by the same examiners who prepared the question papers.

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Then the evaluation of the examinations is sent to the Union Public Service Commission with the answer books. All said and done the method of recruitment through competition is also not fool-proof as element of chance operates here also.

However, the written examinations have proved, on the whole, superior to most other methods of selection. They constitute the primary basis of selection. The written form of competition is much easier, less time consuming and cheaper to administer. The same examinations have also been successfully used in comparative assessment of degree of proficiency in the institutionally required skills of individuals. However, written examinations have several limitations too. They are inadequate in assessing the quality of experience gained or skills acquired by individuals during the job. Therefore reliance has been placed on assessment by a personal interview. All these ingredients constitute the cumulative basis of judging the comparative suitability of the candidate.

**Performance Tests:** A performance test is a representative sample of work found in the job for which a candidate has applied. Actually it is demonstration of ability on the job. Performance tests measure certain things pertaining to the job, such as time to do the job, amount of work done in a given time, deviations from accurate performance, estimation of quality of performance etc., Generally these tests are used
in those services where quantitative methodology can examine the ability and suitability of a person. The most common types of performance tests in public services are typing and stenographic tests.

**Viva Voce Tests:** Candidates competing for public services have to undergo a viva-voce examination, or an interview. It was first introduced as a means of selection as early as 1910. Until 1967 it was necessary for a candidate to get minimum qualifying marks in the personality test. In 1968 the Government of India departed from the British practice and waved this condition. Now the position of a candidate is determined on the basis of the marks scored by him both in the written and the viva-voce tests. The oral tests are widely designed to test the attributes of behaviour, such as poise, leadership alertness, social awareness, speaking ability, and general responsiveness to social stimuli which cannot be measured in a written examination. There are many types of interview such as:

**The Structured Interview:** in which question have been more or less decided upon in advance. Such interviews may be useful in public service examinations for entering level positions.

**The Group Interview** in which a topic is given for discussion to six to nine candidates. The examining board is
present physically in that room but does not participate in the discussion. The group interview has advantage for positions requiring a high degree of social contact and ability to influencing the behaviour of others.

The Integrated Interview:- There are certain services where daily examination for a certain duration are necessary due to shortage of personnel for example-services of stenos and typists and certain other classes. In this method the interview board makes rating on the basis of all the individual scores at the various examinations.

Oral tests are used for two purposes - first, as an integral part of the selection procedure through competitive written examinations, and second, for those posts in which more or less ready made personnel has to be obtained for undertaking responsible duties immediately of the appointment. Such services are created on an ad hoc basis and can not be filled up by promotions from lower levels. These posts are recruited through an interview only conducted by the Commission.

Under the first method, generally candidates who have secured more than 50% (the actual figure varies in different years) in the written examination are called for interview.

A special interview board consisting of seven to nine members is responsible for this work and has records of career of each candidate before it. The candidate is allowed to be interviewed for 16 to 30 minutes.

Questions asked in the interview are based on matters of general interest. The candidates are expected to have knowledge not only in their special subject of academic study but also in the events which are happening around them both within and outside their own states and country, as well as in modern currents of thought, and in new discoveries which should arouse curiosity of a well-educated youth. Interview is not a strict cross examination but a natural, though directed and purposive conversation which is intended to ascertain the mental qualities of the candidate.

The Oral tests carry 400 marks for the Indian Administrative Service and the Indian Foreign Service, 300 marks for the Indian Police Service and Central Services. Thus, these tests assume at least equal, and perhaps, more decisive importance vis-à-vis the written examination. This is indicated by an analysis of the results of the I.A.S. and the Allied Services examinations conducted for the years 1947-56. Roughly, one out

1. Estimate Committee (1965-66), op.cit., p. 36.
of every five candidates qualified at the written test was
called for interview; and of those called for interview, two
in every three candidates were disqualified. Among the dis-
qualified persons some had done extra-ordinarily well at the
written examination.

METHODS OF RECRUITMENT OF VARIOUS SERVICES

Recruitment to Higher Services:—A combined Competitive
Examination is held every year by the Union Public Service
Commission for recruitment to the I.A.S., Allied Services such
as — Indian Foreign Services, Indian Police Services, Indian
Audit and Accounts Services, Indian Revenue Services and certain
other services in Central Class I, and Railway Services. Can-
didates are just drawn from the combined merit list for the
I.A.S. and I.F.S. and then allotted to the I.P.S. in consulta-
tion with the States, and to the various Central Services in
consultation with the Ministers Concerned.

All appointments to the Central Civil Services, class
I and Civil posts class I created outside the established ser-
vice and which are included in the General Central Services,
are made by the President or by an authority empowered by him
to make such appointments by a general or special order. Accord-
ing to Rule 10 of the 'Central Civil Services (classification,
Control and Appeal) Rules 1957', the President ordered that all
appointments to Central Civil Services and posts, class I under the Himachal Pradesh Administration shall be made by the Lieutenant Governor of Himachal Pradesh and all appointments to Central Civil Services and posts, class I under the Delhi, Manipur, and Tripura Administrations shall be made by the chief Commissioner of Delhi, Manipur and Tripura respectively.

Regarding the surplus posts of class I and class II offices in the Ministry of Rehabilitation to which recruitment is mostly required to be made through the Commission (otherwise than on the results of a competitive examination) the Ministry of Home Affairs issued instructions that all existing and future vacancies in the administrative, executive or other non-technical posts, including those to which recruitment is required to be made through the Commission, should be informed to a special cell in the Directorate General of Employment and Training. The Ministry of Rehabilitation will give a list of employees to the cell who are likely to be retrenched.1 A Selection Board was set up by the Government headed by a member of the commission and with a representative each of the Ministries concerned administratively with the posts in question. The recommendations of this Board would be approved by the Commission.

1. The Central Civil Services (Classification, Control and Appeal, 1957) Rules, Delhi, however, now also has a Lt. Governor, op.cit., p. 28.
Indian Statistical Service and Indian Economic Service:
The Ministry of Home Affairs is directly responsible for administration and overall control of the Indian Statistical Service and Indian Economic Service. Each of the two services has four grades and cover class I posts. The grades are as follows: Director, Joint Director, Deputy Director and Assistant Directors. In addition to these four grades there will be supertime scale posts in both the services.

Except Grade I in which vacancies are totally filled by promotion, posts in other these grades are filled on the basis of direct recruitment and promotion. Direct recruitment to Grade IV will be made by open competitive examination conducted by the Union Public Service Commission and to other grades by selection. As regards the controlling devices in respect of these services the Government has not felt it necessary to decentralize these services to the same extent as the other Central Services. This is so because the number of personnel is so small that the Ministry or the Department can not run separate cadres.

Indian Administrative Service and Indian Foreign Service:
Suggestion had been given in 1952 that separate examinations should be held for each - All India Services, the Indian Foreign Service, and the Central Services. However, there are very serious practical problems in holding a number of examinations
and obtaining the necessary number of examiners who could prepare the results of these examinations at proper time. Again, it is not in the interest of the graduates of the country who would have to compete for several examinations in order to seek a career during the same year. Therefore, this suggestion was not implemented.

Another alternative method of recruitment suggests that recruitment to I.F.S. should be made from I.A.S. and therefore more candidates should be recruited to the I.A.S. each year to provide for the transfer at a later period of the requisite number of officers to the I.F.S. annually. It is argued that fresh candidates, however, brilliant, can not have sufficient knowledge of internal conditions and the district experience which is necessary for effective representation of India abroad. Secondly, the junior posts in I.F.S. provide little opportunity for the development of powers of observations ability to accept responsibility and take decisions and capacity of doing orderly work.

The above arguments are hardly tenable. The district experience is not so very necessary for the future diplomatic tasks. Further, the junior levels of the Foreign Service are quite suited in themselves to provide opportunities for development of skills and talents and other essential qualities.
Recruitment to Higher Technical Posts:— Certain problems in respect of recruitment of specialised and technically skilled personnel have arisen because of paucity of skills in the labour market. The Administrative Reforms Committee of Andhra Pradesh suggested that the Departments which are in need of technical experts, should recruit candidates by direct correspondence. The Government would make a list of such posts and order that these posts will be filled outside the purview of the Public Service Commission.

The selection of such competent experts is also made through international competition. The Commission holds interviews annually for this purpose at a few selected centres abroad. The candidates are attracted on suitable scales of pay, favourable conditions of work, and distinctly better professional recognition. Similar attitude has also been adopted even by more developed countries like the U.S.A. and the U.K.

The system of interviews abroad left out many overseas candidates who might be considered for various posts arising throughout the year. Therefore, a different approach to the problem was taken into consideration.

A new scheme was prepared in 1964, under which overseas candidates along with candidates in this country could apply

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not only for specific posts for which requisitions were made by the Commission at a certain time, but for all the posts which might interest them for recruitment within a period of a year of so.

Under this scheme the posts under the Government of India were divided into 7 broad categories on the basis of the pay scales as indicated below:

<table>
<thead>
<tr>
<th>Category</th>
<th>Rs.</th>
<th>Rs.</th>
<th>Rs.</th>
</tr>
</thead>
<tbody>
<tr>
<td>A</td>
<td>1,600</td>
<td>1,800</td>
<td>1,800-2,00</td>
</tr>
<tr>
<td>B</td>
<td>1,300</td>
<td>1,600</td>
<td>1,100-1,00</td>
</tr>
<tr>
<td>C 1</td>
<td>900</td>
<td>1,400</td>
<td></td>
</tr>
<tr>
<td>C 2</td>
<td>700</td>
<td>1,250</td>
<td></td>
</tr>
<tr>
<td>D</td>
<td>400</td>
<td>950</td>
<td></td>
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<tr>
<td>E</td>
<td>350</td>
<td>900</td>
<td></td>
</tr>
<tr>
<td>F</td>
<td>325</td>
<td>575</td>
<td></td>
</tr>
</tbody>
</table>

The minimum educational qualifications, experience and other requirements relating to age limits etc. were fixed according to posts in each category. A candidate may apply for more than one categories of posts according to his qualifications, specialisation and experience in different fields. Only those candidates who had qualifications in Engineering, Science, Technology and Medicine, and were planning to return to India.

during the following 12 to 14 months could apply under this scheme. If a candidate was not selected for a specific post at the time of interview, he would be assessed for another category of posts on the basis of his qualifications and experience.

**An Alternative Recruitment Method:** A few problems have been discovered in the process of recruitment of particularly higher services through the competitive examination. The examination heavily depends upon the written subjects and requires a long and intensive preparation even by the best students of the universities. This leads to two prominent shortcomings. The first is that, the best university graduates after four or six years of study in the universities would very much prefer to take job immediately in the teaching line, in research or in any private organisation, or they may like to go abroad for further study on the scholarships rather than to undertake the arduous preparation lasting over several months for the competitive examination with an uncertainty of results. Secondly, the candidates may succeed in the competitive examination after taking repeated chances. These difficulties and an undependable technique of the examination is apt to attract qualitatively inferior personnel. The avenues of employment in the private sector has considerably improved and better conditions of service and emoluments are offered to the really qualified candidates. Hence this decline in the numbers of good candidates being attracted to government jobs of the highest cadre.
An alternative recruitment method which is known as the Method II is presented below for consideration as an alternative. In the United Kingdom the personnel for the Administrative class is recruited by two methods. The first method is identical to our written competitive examination. Under Method II a short written examination consisting of two papers in English, two general papers and an intelligence test, is held. All these subjects are compulsory and there are no optional subjects. The compulsory examinations are not competitive and the candidates need not to show more than that they have attained a good standard. About half of the candidates are separated out at this stage. The successful candidates are tested and interviewed by the Civil Service Selection Board for 2½ days. About a quarter of the candidates are eliminated after this test and the remaining are further interviewed by the Final Selection Board of the Civil Service Commission. Fifty per cent recruitment to the Administrative class is made by this method.

The Method II seems to be attracting a higher proportion of good entrants. The study Team on 'Recruitment, Selection, U.P.S.C., State Public Service Commissions and Training' recommended this method with some alterations for making the competitive examination more reliable and attractive to the better class.

of the university graduates. The following alterations have been suggested:

(1) Admission to the examination should be restricted to graduates who have obtained at least 55% marks in aggregate at their degree examination.

(2) The examination will include three papers English Essay, General English paper designed on the lines of the general papers for the Method II examination of the U.K. and a general knowledge paper.

(3) Candidates who get success in written examination would be sent to a Screenig Board to undergo a series of tests and interviews. The Screening Board would be headed by a member of the Union Public Service Commission and would consist of three other members one of them being a senior psychologist with specialization and experience in personnel testing techniques.

(4) Successful candidates should then go for an interview before the final Selection Board of the Union Public Service Commission.

In the beginning only 10 per cent of available vacancies in the All India and the Central Class I services should be filled by this method. After some experience the percentage may be increased, modified or even discontinued.

LIMITED COMPETITIVE EXAMINATION

The Second Pay Commission had recommended a scheme of limited competitive examination as a means for acquiring recruits. The aim of this scheme was to recruit good officers already available among the government employees. The scheme has not yet been implemented by the Government. The U.K. and France both have adopted this system. In U.K. 20% of the vacancies in the Administrative class are filled by a competition among the executive class. In France, 50% of the posts in the Grand Corps are recruited through a limited competitive examination among lower categories of staff.

Indian Government should also consider this system. The scheme may be restricted to only those candidates who had secured at least 50% marks at their first Degree Examination. They may be given an option to pass the examination. Between the age of 26-32 years after completing a term of a continuous service of five years under the Central or State Government. The candidates should get only one chance for this limited competitive examination. This examination would depend on the written post of the Method II of examinations, elaborated above.

LATERAL ENTRY

Another method of improving the quality of personnel is to induce highly qualified persons to its higher levels. The critics of this method say that it affects adversely the
prospects of promotion and thus lowers the morale of the employees of the lower categories. But lateral entry at least in the technical services and in posts requiring specialised qualifications or experience would certainly add to the good of the public service.

**RECRUITMENT TO HIGHER ADMINISTRATIVE POSITIONS**

A great change has taken place in the government's operations after the Independence. The new problems are more difficult and complex and demand presence of professional, scientific and technical skills in the civil servant are tenure posts. Except for the Central Secretariat Services, the Indian Government recruits officers from other Central Services, and from the State Cadres of the Indian Administrative Service only for a fixed period of terms. The term of service is 3 years for an Under Secretary, 4 years for a Deputy Secretary and 5 years for posts of Joint Secretary and above. The recruitment is not based on specialisation in any particular branch of service but on the general record of the officer the service to which he belongs, and the experience that he has gained. Though it is not necessary to borrow officers for these posts from the state cadres of the I.A.S., a good proportion of the posts of Deputy Secretary and above in the Central Secretariat are held as would be evident from the following table, by civil servants belonging to the I.C.S./I.A.S. Cadres.
COMPARATIVE STRENGTH OF THE SERVICE CADRES IN HIGHER CENTRAL JOBS ON 1.12.1966

<table>
<thead>
<tr>
<th>Services</th>
<th>Secreta-</th>
<th>Addl.</th>
<th>Joint</th>
<th>Deputy</th>
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<tbody>
<tr>
<td></td>
<td>ries &amp; Spl Secretaries</td>
<td>Secretaries</td>
<td>Secretaries</td>
<td>Secretaries</td>
</tr>
<tr>
<td>I.C.S./I.A.S.</td>
<td>47</td>
<td>23</td>
<td>139</td>
<td>161</td>
</tr>
<tr>
<td>I.A. &amp; A.S.</td>
<td>1</td>
<td>4</td>
<td>3</td>
<td>21</td>
</tr>
<tr>
<td>I.D.A.S.</td>
<td></td>
<td>1</td>
<td>8</td>
<td>6</td>
</tr>
<tr>
<td>I.R.S.</td>
<td></td>
<td>2</td>
<td>6</td>
<td>30</td>
</tr>
<tr>
<td>I.P.S.</td>
<td></td>
<td></td>
<td>1</td>
<td>9</td>
</tr>
<tr>
<td>I.R.A.S.</td>
<td>1</td>
<td></td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>State Civil</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Services</td>
<td>2</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>C.S.S.</td>
<td>2</td>
<td>1</td>
<td>18</td>
<td>165</td>
</tr>
<tr>
<td>Others</td>
<td>10</td>
<td>4</td>
<td>19</td>
<td>12</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>61</strong></td>
<td><strong>35</strong></td>
<td><strong>195</strong></td>
<td><strong>396</strong></td>
</tr>
</tbody>
</table>

The reason that is given that for excessive proportion of I.C.S./I.A.S. cadres in such jobs is that the administrators primarily recruited for general administration are more capable of performing a diverse variety of jobs without having specialised in them.

The fact, however, is that the present requirements of administration with its complexities call for a considerable amount of perspective and knowledge of the subject matter on the post of a higher level administrator. This, of course is not a plea to have experts on top like the French system, where expert are themselves in charge of administration. There has never existed in France a class of general administrators without specialized training. This situation in India would bring into existence a parallel and a duplicating hierarchy of technical experts along with the generalist officers. Further, a narrow interpretation of field experience would restrict the field of choice of candidate for higher administrative posts. However, graduate adoption of the French system would be greatly beneficial and cause lesser wastage.

In the Second Five Year Plan (1956) the Planning Commission observed that "In the Context of development, in personnel policies rigid procedures should be replaced. Distinctions, for instance, between administration and technical personnel exercising administrative functions or between officials in different grades and cadres, which are sometimes drawn are already out of place. There is need to tap new sources of recruitment in different fields, and for shorter or longer periods, men with varied experience and background have to be drawn into the administration."  

1. Ibid., p. 14.
In 1967 a scheme was drawn up to provide for systematic arrangement for manning the senior administrative posts above the rank of Deputy Secretary at the centre. Under this scheme a Central Establishment Board was organised consisting of the Cabinet Secretary, Home Secretary, the Finance Secretary and three other Secretaries to the Government of India. This Board was to serve as an advisory body to the appointment Committee of the Cabinet. According to this scheme officers for the senior central posts have to be borrowed from a wider field including Class I Officers of the State and Central Services and also including the technical personnel and personnel in the public Industrial Undertakings etc.

At the same time proposal was made for the creation of a Central Administrative Pool. This Pool was to be set up in order to build-up a reserve of officers with special training and experience for maintaining continuity of knowledge and experience in the field of general administration. Recruitment to the Pool were to be drawn from the Indian Administrative service and the Central and State Class I services. Persons with specialised qualifications from the open market were also to be recruited to this Pool at higher age limits. The scheme could not be worked on account of the objections from the associations of the I.A.S. officers and from some of the State Governments.

Till now the recruitment to these higher administrative posts continues to be ad hoc. A systematic programme is necessary
for locating talent in the various services, ascertaining their aptitudes and providing them opportunities to gain the necessary knowledge and together gradually widening range of experience of related subjects.

In the conference on Personnel Administration held in 1968, the following suggestions were made:

(1) Staffing of personnel to the higher administrative positions should be made from a wide field as it may be possible so that the specialised requirements of such posts are met by locating persons with required skills in whichever group or services they may be found.

(ii) To obtain good administrators is a rare chance, career development of public servants with ability and talents should be planned where ever they can be found, so that they are enabled to equip themselves with the necessary skills for manning senior administrative positions. This should be done at all stages of their career.

(iii) The selection of personnel should be based purely on the merit principles and real ability and talent of a person should be consider in the appointment.

To execute the above suggestions various alternatives may be considered. Firstly Administrative Class should be drawn from

1. Ibid., p. 25.
diverse sources and trained for holding higher administrative positions. Secondly it would be better to have a unified civil service. Under this system selection of officers could be made on the basis of a unified competitive examination and the recruits, after a period of initial common training, could be divided into different functional pools according to their aptitudes etc. Thirdly it would be preferable to have a separate civil service of India in the shape of the Central Pool for manning the higher administrative positions. Some of very senior posts in the State Government may also be filled by members of this service on reverse deputation from Centre to the States. Fourthly the structure of the machinery of Government should be suitably changed in order to make for a proper staffing of the senior posts. Fifthly positions should be made on the basis of position classification. The position in Government should be divided into a few different grades but not exceeding twenty in number on the basis of comparable difficulties, responsibilities and qualifications requirements, so that one pay scale for each grade may be applied and recruitment be made to these grades specifically.

RECRUITMENT TO OTHER SERVICES AND POSTS

All appointments to the Central Civil Services except the General Central Services, class II, and IV, shall be made by the authorities specified in this behalf in the schedule.
All appointments to Central Civil Posts, Class II, III and IV included in the General Central Services shall be made by the authorities specified in this behalf by a general or special order of the President, or where no such order has been made, by the authorities specified in this behalf.

Candidates for the Central Civil Service class II, III and IV are recruited through the Departmental personnel Agencies. The departments inform the local Employment Exchange about their requirements. The posts are then advertised in the newspapers. In respect of the Railway Services, the recruitment is made by the Railway Service Commission, and in the post and Telegraph Departments the P.& T. Board is responsible for it. In other departments this work is carried out by their establishment branch. The departmental agencies are also responsible for verification and scrutiny of the candidates recommended by the Employment Exchange. However, the Union Public Service Commission makes certain proficiency tests for the employment of class III Typist classes. The test cover those candidates who have directly applied.

CERTIFICATION, APPOINTMENT AND PROBATION

After completion of the various examinations and tests candidates are listed for each of the services or posts in order

1. The Central Civil Services (Classification, Control and Appeal) Rules, op.cit., p. 28.
of merit and one single list according to marks is prepared. The selected candidates then choose what sections they like to enter according to their place on the merit list. If they do not get a services according to their choice they may go either for the one that is available or try again in the following year within prescribed age limits.

The public service commission have authority to certify for appointment to a job or vacancy only the highest ranking name on the list. As a matter of precaution some more candidates are selected than the exact number of vacancies. The precaution is taken on account of the possibility of drop-outs due to selection to another service or due to refusal to take the job. However, only exact number of the candidates are sent to the ministries. As a convention the ministries accept the names selected by the Commission, though, they can not be forced to do so.

1. Before 1946, there was "rule of three" according to which three names highest in order of merit were transmitted to departments for each vacancy to be filled. It was criticized on the ground that it led to the possibility of selection on party basis. In 1946, by an executive order the "rule of one" was established under which the Commission is required to send only one name for each vacancy indicated by the departments. See Dr. M. A. Muttalib, Recruitment to Public Services, Conference on Problems of the Public Services (March 1962), I.I.P.A., New Delhi - 1.

2. There have been some cases when the Government did not accept the advice of the Union Public Service Commission. In one case, an officer in the position of Secretary of the Delhi Corporation continued to function over two years although the commission had held that he did not qualify and was, therefore, unsuited to the post. The corporation ignored the commission's view and the officer continued in his position.

Contd......
In the U.S.A. in most of the cases the first three names of the ranking list are certified. The first Hoover Commission recommended a flexibility in the certification process. It suggested that candidates should be placed into such categories as 'Outstanding', 'well qualified', 'qualified' and 'unqualified.' Selection of the candidates would be made firstly from the names in the highest category until the names in that group had been finished. But selection from these broad categories should only be for higher level and technical and professional positions. For lower grade and routine jobs the rules of three was considered suitable, because selection of more than three names for these levels would create confusion.

Officers of the All India Services such as I.A.S. and I.P.S. after recruitment, are allotted to the State and in the case of Central Services they are allotted amongst the Central Services. The Ministry of Home Affairs makes appointments to

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The Rajasthan Public Service Commission in its report for the year 1964-65 has listed 29 cases of irregular appointments by the State Government. The Report expressed that in some cases approval was sought from the Public Service Commission for the appointment of some private Secretaries and Personal Assistants to minister without supplying any details of the incumbents, which was refused by the commission. Apart from this there were seven other cases in which the Commission's recommendations were not accepted by the State Government.

these services and gives consideration to a candidates preference subject to his ranking in the examination. On the recommendation of the State Reorganisation Commission it has been provided that fifty per cent of the All India Services Officers allotted to the states should belong to States other than those of their birth. Thus this rule limits the choice of the candidates. At the same time it also means less local knowledge and necessitates the learning of new languages. However, taken as a whole, this rule carries more advantages than disadvantages. Such allotment would be valuable contribution to the cause of national unity. Moreover, it ensures an impartial administration. Difficulty has been experienced regarding the departmental candidates who may have been selected only for their own service.

The selected candidates have to go through a probationary period before final appointment. The aim of probation is to

1. In the case of the Mysore State Vr. Mr. S. R. Jayaram, the Supreme Court declared unconstitutional and void the latter part of Rule 9(2) of the Mysore Recruitment of Probationers Rules reserving for the Government the right to appoint the selected candidates to any cadre in the State Service. The respondent had appeared in a competitive examination held by the public Service Commission for recruitment in the Mysore Administrative Service and the Mysore State Accounts Service. He showed his preference for the Administrative Service. But, although he obtained the fourth position and about 20 candidates were selected for the Administrative Service he was appointed in the Accounts Service.

The Supreme Court said that according to the rules for the recruitment of the several cadres in the State Service the successful candidates are entitled to be appointed to the cadre selected by them in order of merit. Rule 9(2) however, enabled the Government to ignore the merit list and the preference of the candidate and to appoint him in any cadre and thus to discriminate unjustly. Therefore, the said rule was declared void. The Statesman, 24th August, 1968.
evaluate candidates achievements during this period. The probation period is different from service to service. But two years period is real testing time. In India six months of probation period is prescribed for clerical posts, three years for I.F.S. and two years for All India Services which includes both in service training period and on the job training for one year.

After formal training some probationer's tests are conducted by the departments. In respect of the I.A.S. and I.P.S. a probationer is ranked on the basis of marks obtained in the probationer's examination along with the competitive examination. Very few candidates are discharged after examination. However, the failures are not eligible for annual increments and service confirmation until they pass the examination.

Probationary period should rigidly be enforced for all permanent appointments and officers should be weeded out if it is not certain that they will become efficient administrators. Retention of incompetent personnel would not only be opposed to the interests of the public service but would also be unjust and unfair to the man who would be deprived of his chance of promotion because of such retention.

It would be in order to conclude this chapter by recording some observations regarding the process of recruitment in the All India Services.
The existing recruitment system is not compatible and conducive to the development of the personnel qualities and skills which are so necessary for developmental functions, in India despite certain amount of public and academic criticism no significant changes have been introduced in the procedures and methods of recruitment and selection. The Criteria by which personnel are recruited by the Public Service Commission are not up to date, and the techniques used in the examinations are far from modern. Further, recruitment is not imaginative or aggressive enough and a large number of vacancies are reserved to the persons already employed.

If the recruitment is based on democratic principles students must be provided special material and educational facilities and at the same time should be afforded several related careers by means of broad based competitive examinations, held on national scale. This method would reduce narrow selection and thereby shorten the period of pre-service training which is invariably expensive both for the candidate and for the State.

Attention should not only be paid to the dividing of ways to improve the existing mode of recruitment but also to the provision of other suitable means to attract men of talent, character and promising qualities to the civil service. Among other high significant things there is improvement of the general standard of education. The lack of uniformity in the standards of various universities all over the country is alarming. The problem may
be solved by the authorities in charge of higher education. The Public Service Commissions may help in devising an objective standard for assessing the value of education given by different universities and thus help the authorities concerned to bring about some uniformity in this respect. The Public Service Commission should publish annually the examinations results held by them, analysing the works obtained by candidates from the different universities in different subjects.

Posts of lower levels have been kept out side the jurisdiction of the Public Service Commissions. Appointments to these services are made by the Selection Committees. It would be better to bring within the per view of the Public Service Commissions all appointments made by the committees. Though supervisory authority in the direct field of selection would be placed with the Committees, the Commission should have power for conducting periodical checks by calling for papers etc. The object is to ensure that the Selection Committees function properly.

There is need for additional technical personnel on account of expansion and increase in the development programmes.

There are many departments which have no directors or senior officers. This shortage of technical personnel has been one of the most important cause for short falls in expenditure and consequent failure to fulfil the targets set by our Five Year Plans. Several States are not able to recruit personnel of high quality, organise adequate training and provide services of personnel to meet continually expanding needs. It will be in the interest of the State, if recruitment to State cadres is made on the basis of the All India Services or by recruitment to joint development cadres or by recourse to other cooperative arrangements between the centre and the participating States.  