CHAPTER VI

PROBLEM OF PROMOTION IN PUBLIC SERVICE

THE SYSTEM OF PROMOTION IN INDIAN PUBLIC SERVICES

Indian personnel system is broadly based on the conception that it should provide a career to an official recruited to a service on a permanent basis at some stage in the hierarchical order of that service. He is promoted from lower, less important and lesser paid, to the higher rungs of the administrative ladder. The promotion system is considered to be a necessity in the growth and development of a career service. The main aim in having a promotion system is to ensure the best possible incumbants for the higher positions. L.D. White is correct when he says that "It is one of the means of holding in Government service the best qualified men and women who enter the lower grades and is thus an important phase of a career service." Further it is an important factor in maintaining high morale of the employer and provides satisfaction to the worker in respect of the job he occupies. The prospects of promotion constitute an incentive to effort for assiduous application and intelligent preparation for the assumption of additional responsibilities.

The object of promotion system is not merely to give a public servant more pay but it also means greater responsibilities and more extensive authority. Therefore, the interest should

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be maintained both from the viewpoint of the individual concerned and public interest. Promotion is neither any kind of favouritism nor reward for time serving. A person eligible for promotion has to demonstrate his ability to undertake greater responsibilities. Therefore, promotional appointments should be provided to every individual in the service, so that he can utilize, to the fullest extent possible, educational facilities to amplify his knowledge and widen his outlook and thus to enable him to rise to the highest position available on the basis of his merit. Unless such prospects are available and within his reach frustration would be rampant and reduce the value and efficiency of the service. As the incumbent attains seniority his responsibilities in relation to his family and social commitments increase... He would need higher pay to meet his needs and requirements. This is also one of the reasons why his pay should increase with the lapse of time. He should also get a higher wage as he has gained in experience, maturity and therefore his ability to work in more responsible positions and is likely to make greater contribution to the realisation of social purpose which is the main objective of the government.

Article 320 clause (3) of the Indian Constitution states that the U.P.S.C. or the state Public Service Commission as the case may be, shall be consulted as to the principles which are to be followed in making promotion and transfers from one service to another and on the suitability of candidates for such appointments and transfers. However, the Article also lays down that
in respect of All India Services and some other services and posts the President or the Governor may make regulations specifying the matters in which either generally, or in any particular class or circumstances it shall not be necessary to consult the Public Service Commission.

According to the present practice, the promotions from and within in respect of class III and class IV services have been kept outside the purview of the Commission. As far as these services are concerned, they follow their own rules which vary from department to department. It is required that the Departments should have a uniform practice in this regard. The Departmental Promotion Committees should be constituted wherever they do not exist to bring uniformity in promotional procedures.

At the centre a Departmental Promotion Committee is established for recommending persons suitable for promotion to selection posts. Promotion from a class II service to a class I service in the Central Government is made in consultation with the U.P.S.C. A member of the Commission presides over the Departmental Promotion Committee for this purpose. The Commission may also be associated with promotion within class II if it has enough time. Similar procedure of associating a member of the Public Service Commission is followed in the States, not only for class I service but also for the class II and some times for the class III services also. For the class III services at the Central level, the Departmental Promotion Committee includes
representatives of departments also. Further, the promotions, in respect of which there is not much difference in the duties and responsibilities of the services in lower grade and higher grade, are made by the authorities concerned without consulting the Commission, on the basis of seniority.

Promotion from the State Civil Services to the All India Services is made by a Committee constituted for each of the State or for the group of Union Territories. This Committee is attended by Chairman or where the Chairman is unable to attend, by an accredited member of the Union Public Service Commission. Other members of the Committee are drawn from the senior-most officers of the State Cadre of the All India Services. On the recommendation of the Ninety Third Report (1965-66) of the Estimate Committee on Public Services, under the I.A.S./I.P.S. (Appointment by Promotion) Regulations, 1955, a nominee of the Government of India not below the rank of a Joint Secretary is now included in the Selection Committee for the I.A.S./I.P.S. in respect of all the states. In the opinion of the Committee the Central Government as an appointing authority for the All India Services, play an active role and should be directly associated with the working of the Selection Committees in the State.¹

The higher posts in the State are broadly grouped into 38 services. Apart from this, there are a number of isolated posts. The subordinate services consist of all the posts of lower categories. Each post under the Government has been included into one or other of these services. When promotion is made within the same service, the matter is dealt with by the head of the department or by Departmental Promotion Committee without reference to the Public Service Commission. In all other cases of promotion the Public Service Commission is associated.

There are certain posts which are considered outside the jurisdiction of the Departmental Promotion Committees. The promotions for these posts are handled by the Central Establishment Board and the Central Secretariat Service Selection Board. The Establishment Board is responsible for the promotions to the posts of under Secretary and Deputy Secretary and the Central Secretariat Service Selection Board for promotions to the lower posts in the Central Secretariat Service. The posts under the General Central Services, class I and class II are covered by a number of departments. Promotion to these posts cannot be made centrally by any Departmental Promotion Committee. Therefore these promotions are made on the basis of ad hoc selection by

1. Promotion in The Civil Service Principles and Practice, Ministry of Home Affairs, New Delhi, Institute of Public Administration, United Arab Republic and United Nations, 14, Sharia Ramsis (P.O.Box 1143) Cairo, (1960), p. 32.
a special board within the Departments. The U.P.S.C. is associated with the Board if promotion is to be held from class II to class I. The Central Establishment Board and the Central Secretariat Service Selection Board follow their own rules within their jurisdiction. But the basic approach for the promotion does not change.

Promotion for the highest positions is made by the Appointments Committee of the Cabinet. These positions include all posts above the rank of Deputy Secretary and posts of joint, additional, special and full secretaries or the posts which carry a minimum salary of Rs.2,000 per mensem. The Appointments Committees of the Cabinet includes the Prime Minister, Home Minister and the Minister of the Department in which the vacancies arise. The Secretary of the Cabinet prepares the list of eligible for the promotion. The Secretary of the Cabinet also works as the Secretary of this Committee. These appointments are made on tenure basis generally for a period of three to five years.

In the U.K. centralised promotion is not the aim of the British services. Heads of the departments are wholly responsible for their promotions and follow different procedures of promotion. But Head of the Department is generally guided by a Committee of Senior Officials which makes recommendations after considering the annual reports of the candidates or by interviewing them. However, in order to reduce disparities in promotion
appointments in certain departments, are required to include officers approved by a Treasury Pool Board, for promotion to Executive Officers and higher Executive Officers Cadres.

In actual practice, the Departmental Promotion Committee first looks into the records of all officers in the field of choice which is 8 to 5 times the number of expected vacancies. Then the Committee weeds out those officers who are considered unfit for promotion at a preliminary audit. The remaining officers are graded on the basis of the records as "Outstanding", "Very Good", "Good", and "Average". Without disturbing the seniority within each category. According to the latest instructions of the Government, there are only three gradations — 'fit for promotion', not yet fit for promotion, and 'unfit for promotion.' Further it has to be decided whether the officer has any outstanding qualities which make him for promotion out of turn. Thus there is also a fourth gradation called 'fit for promotion out of turn.' The Administrative Reforms Commission be recommended that there should only three gradations and unfit for promotion' should be removed. Because it means the officer is unfit for promotion forever. No one should be remain with the feeling that he has permanently been branded as unfit for promotion. Therefore the fourth gradation is undesirable.

The selected list is periodically reviewed and the names of promoted officers are removed from it. The remaining names along with others who may now have qualified for being considered, are then scrutinized for inclusion in the selected list for a limited period. The procedure rests upon the nature of the observations with regard to the personality, ability and suitability of officers in the Confidential Reports and the objectivity and comparability of ranking by different officers. The men of outstanding merit from the lower levels may also be considered in the selection list even if they are outside the field of choice. The recommendations of the Committee are sent to the Commission for ratification, if no member of the Commission has presided over the committee and the existing rules necessitate its consultation.

CAREER PROSPECTS IN DIFFERENT SERVICES

Sound promotion policies depend upon position classification based upon the analysis of the nature of work and the qualification requirements. Hence, the promotion prospects depend on the way the service is structured, the proportion of higher posts to the lower posts and the occurrence of vacancies at the different levels. Opportunities for career development are widely divergent in different Services and Departments.
In class I Services there are two scales—senior scale and junior scale. Above the senior scale there is administrative grade which is further divided into junior and senior scales. Some services have posts higher than these grades also. The direct recruitment to the class I services is made in the junior scale but after completion of his probation period a person becomes a eligible for senior scale. Promotion from the senior scale to the higher grades is made on the occurrence of a vacancy. Approximately 55 per cent of the posts in class I services are filled by direct recruitment and the rest by promotion from the corresponding lower grade. However, the proportion for promotion to the higher services vary from 25 per cent to 33⅓ per cent. The promotion prospects in the I.A.S. are considerably better than in other services in class I, it is lowest in the Indian Foreign Service where only 10 per cent posts are open to officers of lower grade. The Central Secretariat Service of Class I are entirely filled by promotion. The study Team of Administrative Reforms Commission on Promotion Policies recommended that in all categories of the All India and Class I services, the promotion quota for the lower grades, whenever it is less than 50 per cent should be raised to 50% of the vacancies in the grades. If there are no suitable candidates for promotion, the unfilled vacancies should be added to

the direct recruitment quota in each year. However, the selec-
tion by promotion to departmental quota should be held each
year regularly.

The promotion quota's from class II to the relevant
Class I services are different from department to department
and among the various services. The prospects for promotion to
the class I from class II services are very rare. A class II
officer has to wait for a long time for promotion to the class I
services. It creates frustration among the officers. Further,
there are different practices of promotion in different services.
In some "Services" promotion is made only to the junior scale in
class I services while in certain other services promotion are
direct to the senior grade.

In class II (Gazetted) services and posts, there is
relatively little direct recruitment. About 65 per cent of the
posts are reserved for promotion to class II staffs. However,
more direct recruitment are made to the technical, scientific
and specialist services. In the Secretariat Services of class I
(Gazetted) only 50% posts are filled by promotion. For non-
gazetted posts in class II, the quota for promotion is 78%.

Promotion from class III service to the relevant class
II service depends on the requirements and conditions prescribed
in the rules for promotion. The promotion quota also varies
between the various services and the departments. The non-
technical services in the class II services are generally filled entirely by promotion from the respective class III services. In some class II services, a certain proportion of the vacancies is reserved for direct recruitment and rest of the jobs are filled by promotion. Generally the quota is 50% of the vacancies. The promotion prospects may be different in the various services as also in the various states, as no uniform practice has been adopted so far.

In class III services promotion within the class are of greater significance. The posts in the higher grades are to a very large extent, filled by promotion. The Commission of Enquiry on Emoluments and Conditions of service is of the view that with regard to the posts of upper Division Clerk, there should be no direct recruitment.

The structure of the class III service in the Railways has a special feature. There are 5 to 7 grades, and the posts to be allocated to each grade are expressed as a percentage of the total number of posts in the service.

There is practically no promotion from class IV to class III. Exceptions are the Railways, Posts and Telegraphs services where some age concession is provided to the personnel of class IV for competing in the examinations to take

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their chance along with outside candidates. However, class IV services at the centre have at least one level of promotion within that service itself.

Though in all the posts in a particular service there is a provision that they can be filled by promotion from a lower post not only from different services but also from similar services. However, these prospects are very small in the lower services. The President of the Central Secretariat Stenographers Services Association, Mr. A. Ramaswamy, expressed the view that the stenographers case in regard to promotion prospects should be properly examined and their genuine grievances redressed. He pointed out that the avenues of promotion open to them were very limited. There were general stenographers who after 20 years, would retire as stenographers. The reason is that they were considered incompetent and inefficient for purposes of promotion, though they entered into the service after passing a number of examinations conducted by the Union Public Service Commission. He desired the reorganisation scheme of the Central Secretariat Stenographers service implemented immediately so that it could benefit the senior stenographers 'who are on the verge of retirement'.

The Second Pay Commission considered the question of providing more promotion opportunities to persons in lower grades, where

the promotion quota is less than 50%. According to the recommendation of the Commission there should be a selection grade at 10% of the total number of the lower posts in the grades. The duties of these posts should not be changed and they should be filled up on the basis of seniority. Following this recommendation such selection grade posts have been created in several cadres, even in the All India Services. But still there are many services in class I and class II where this system has not been adopted. There is need for the creation of such a selection grade of posts both at the Centre and at the State levels to the extent of 10 per cent for the present class II services and for the other services too.

PERSONNEL BRANCH

A Personnel Branch should be constituted in each department or office which should be responsible for framing the rules for regulating the promotion in accordance with the directions and principles laid down by the Central Personnel Agency. These rules should be made in consultation with the Union Public Service Commission and in the States with the State Public Service Commissions. The promotion policy would include rules concerning the sanction of increment/advance increment;

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crossing of efficiency bars; and watching performance after promotion. All selections made by promotion should be on the trial basis first, and should be confirmed afterwards, following the completion of the probation period. This method would be instrumental in ensuring uniformity in the various rules made from time by time by the different Ministeries and different authorities dealing the cadre of various agencies.

In order to ensure that rapid promotions do not dilute efficiency, steps may be taken to regulate the span of promotion in such a manner that equitable stages may be earmarked for purposes of promotion. The minimum period that should intervene between two grades of service should be mentioned so that unnecessary strain on the recruiting agencies may be ruled out.

**SENIORITY AND MERIT**

For the purpose of promotion all posts are divided into "selection" and "non-selection" posts. Promotion to selection posts is based on merit or on seniority-cum-merit. These posts are generally in the higher and middle levels and carry supervisory duties or responsibilities of complex nature. Non-selection posts are concerned with work of a routine and repetitive nature. These posts are of such type as can be easily
filled, by the promotion of senior men of the lower grade, without any serious risk of loss of efficiency.¹

The question whether the seniority or the merit should be considered for promotion depends mainly on the requirements of the duties and responsibilities of the higher posts for which promotion is to be made. In respect of promotion by seniority the fitness of a candidate for the work is considered or we may say that promotion is on the basis of seniority subject to the provision of the rejection of those who are unfit. The test of fitness should be related to the needs of the posts of next higher grade and not to the present posts. For one who is unfit in one post may be suitable for another post in the same grade, depending upon the nature of work to be performed.

The principle of promotion by seniority is favoured by many Associations and Unions of Government servants. According to them the condition of seniority as the one of the bases of promotion provides a sense of equality. It is a safeguard against the newcomer, "It is automatic and avoids the need for making invidious distinctions between one person and another or placing the young over the old or measuring the responsibility for the result of promotion."² Further, the criterion of

seniority rules out the chances of frustration and the sense of uncertainty in regard to promotion opportunities and this improves the morale of the employees as a whole.

The advocates of the merit system, however, argue that the efficiency in administration can be brought about only by promoting competent men. Mr. K. Hanumanthaiya, the Chairman of the Administrative Reforms Commission recommended merit system as the criteria for promotion to higher services. He observed, "In future, promotions to higher posts will be made on merit, efficiency and experience and not just because of seniority. For if seniority were to be the criterion for promotions, then the oldest men should be given the highest posts. But that was ridiculous," he added. Several inappropriate promotions are made at the selection grade. Automatic promotions or promotions by seniority rely on the length of service only at the cost of efficiency and initiative and thus pay a heavy price which India can afford. Therefore, promotional opportunities should be given only to the best available persons in the lower grade. Promotion by seniority deprives the taxpayer of the quality of service to which he is entitled and hence, in the last analysis proves to be expensive. A man of talent may become richer in experience.

and wisdom more rapidly than others. It is, therefore, necessary that better performance should be the criterion for promotion. However, capricious judgment should be guarded against in the system of selection by merit. Consequently, the desirability of a combination of merit and seniority as the basis for promotion can not be underestimated. The most useful formula would be that promotion be made on the basis of merit with due regard to seniority. Seniority is a natural and equitable criterion, for age certainly brings experience and maturity of judgment. But, it cannot be made a wholly dependable factor. Beyond a certain level, judgment on the basis of merit is essential. The Central Civil Services (Classification, Control, and Appeal) Rules, 1967 lay down that promotion from one grade to another grade is not to be made only on the basis of seniority but is to be made primarily on the basis of merit and efficiency, and seniority will also constitute a factor in the matter of selection by promotion as it also contributes to the merit differential. In the French system also, promotion is never wholly dependent on seniority, seniority and merit are always combined in varying proportions in the individual cases. However, seniority plays a determining role in all the cases of promotion. Article 15 of the decree states, "the candidates whose merit is equal are divided by seniority," or in other words, other things being

equal or slightly unequal, seniority should be the determining factor.

The study team on Promotion Policies has given suggestions for a sound promotion policy. In case of posts which involve routine and repetitive type of duties and responsibilities, the structure of the cadre should be such that a civil servant at the entering grade can normally expect during his service promotion by seniority-cum-merit to higher grades above the entry grade. At the same time it should be realised that prospects of promotion by seniority cum-merit for new entrants to post which have no routine type of duties should not be assured to the same extent as in the case of the post where the duties are of routine nature. Assurance of promotion in case of such posts, therefore, should be restricted to only one grade above the entry level. All further advancement to higher grades must be based on the performance of the official and his suitability for holding the higher post. Such a promotion system will ensure that one who shows required efficiency, will not remain for long, at the relatively less important positions and at the maximum of the lower grade. But sheer lapse of years should not be considered an additional qualification unless it demonstratively increases the knowledge and capacity of the candidate. This is, however, very delicate issue and causes much more dissatisfaction heartburning and

consequent complaints based on genuine or fake, real or imaginary claims of those who do not get the chance.

METHODS OF ASSESSMENT

Following methods are generally accepted for the assessment of suitability of a candidate for promotion purposes: (a) Competitive examination (b) Competence tests, and (c) efficiency records (ratings).

**Competitive Examination:** The purpose of promotional examination is to discover whether a candidate possesses both the knowledge and the qualities needed for the higher place. It tests knowledge, mental alertness and originality in thought. In brief it tests all the basic requirements for the responsible positions. The maintenance of the merit system, to a great extent, depends upon the type of promotional test; whether it is competitive or non-competitive. Freedom of choice of the appointing officer is not the ultimate determinant. Competitive examinations are completely based on a system calculated to test the abilities and qualities of a candidate and thus restrict the element of subjectivity to the minimum.

A qualifying test is usually held for promotion in technical services and a competitive test for non-technical services. The test is generally open to persons from outside
the public Service. Only those candidates are eligible for these tests who fulfil the conditions prescribed thereto, such as the minimum years of service in a particular grade, the upper age limits, the number of chances already available and the suitability on the basis of the annual reports. In certain categories, a personnel interview is also held as a part of the test. The test consists of examination papers designed to ascertain the knowledge of the candidate in the rules and regulations which are necessary in the actual performance of the job.

The competitive examinations are desirable in a very large organisation, where the number of positions to be filled at one time is quite large. Again, they are useful for the bulk of the candidates who are qualified but do not have direct work experience required for the job to be filled. But promotional examinations may not be useful for all the posts. Discussing this aspect of the promotion problem the Varadachariar Commission observed:

"An examination/not by itself a safe or conclusive test, and that it would be unfair to subject persons already in service to competitive examinations at all stages of their life. They, however, added that a qualifying examination as distinct from a competitive examination might be a different matter. The difficulty about a written promotion examination
is that it cannot reveal the character of an employee and his day to day working habits, for instance, his devotion to duty, industry punctuality, relation with fellow employees and the public etc.,"

In England, the examinations are considered as an interference in the ordinary official work of the candidates, where the original test (Annual Report Form) is already present, a supplementary test is considered an unnecessary imposition. In France also, examination is not given importance because officials must have initiative and tact rather than an extensive knowledge. Promotions are made on the basis of seniority. In Germany, examinations are held only for promotion in lower grades. For higher grades informal reports are used and relied upon. The superior official keeps a fairly detailed record in a portfolio, to be referred to when the promotion becomes due in ordinary course of time.

The Second Pay Commission recommended that promotion examinations should not be adopted as a general method. Although for promotion to the posts which necessitated specialised knowledge, for example, the post in the Accounts Department such examination may be useful. But even in such cases, the examination should not be used as a qualifying test. The final

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promotion of a qualified person should be made on the basis of service records. The examinations should be practical, and use of books at the examinations might be allowed, so that examination may test the competence of the candidates under normal working condition and not their memory only.

However, examinations are widely used as a method of assessment of the qualities and abilities of the candidates. The Study Team on Promotion Policies recommended extension of this method of testing fitness for promotion to as wide an area as possible. Examinations should also be applied for higher levels immediately upto and including those comparable to the posts of Deputy Secretaries to Government to India. The tests should be devised on the basis of the latest advance made in the psychometric methods of testing the supervisory and leadership abilities of the candidates. Pre-examination courses should be held for the eligible candidates by the Departments themselves or at the training institutions. This system should take into account the assessment of the work of the officials concerned on the basis of their annual evaluation reports also.

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2. *Study Team on Promotion Policies, Conduct Rules, Discipline and Morale*, op.cit., Chapter 3, para 4 sub-para 1 and 2 also see Chapter VII.
Psychometric Method:- The tools of the psychometric method are the psychological tests and measurements. These tools identify differences in knowledge, skills, abilities, attitudes, interests and personality traits. Importance is attached to individual scores as they relate to summarized group scores.

Annual Evaluation Reports:- The system of assessment depending on record of service, with the help of a Committee and not by a single individual, is certainly more satisfactory. The comparative merits of civil servants are tested on the basis of their past performance. For this purpose annual evaluation reports are prepared for each employee by his immediate superior and countersigned by the authority immediately superior to the reporting officer.

The report has a general part which includes all general remarks relating to the manner in which the officer takes his duties and responsibilities, critical appreciation of the character, power of supervising staff, zeal, tact and judgment and official conduct. These qualities are described under different headings or in a general paragraph. Importance to these qualities is given according to the requirements of the

different posts, and the suitability of an officer for promotion depends upon the combination of these qualities in his person indicated by such remarks as 'outstanding', 'very good', 'good' 'average', and 'poor'.

The forms of annual reports may be classified into three categories. First category of form is one which generally covers the different aspects of the officer's personality, conduct, character and work. The reporting officer has freedom to write report according to his opinion and preferences. This type of form is used in writing the reports of officers of the I.C.S., I.P.S. and at levels of Deputy Secretary and above in the Secretariat. Some Departments in the Post and Telegraphs Services also use this open reporting form.

The Second type of forms record the qualitative assessment of different candidates, required in a Service. Such forms are used in the Indian Revenue Services which categorizes into 'outstanding', 'very good' or 'below average' - the different capacities such as general intelligence, knowledge of law of Accounts, capacity for investigation, Administrative capacity, judgment, sense of proportion, relations with the public etc.

The third category is the combination of the above two types of forms, and is prevalent in the Indian Audit and Accounts Service, the Indian Foreign Service, the Indian
Railways, and the Atomic Energy Departments. In these forms the specialised requirements for each service are written differently in the first portion by different departments while the concluding and grading part is common in all.

Besides these three categories there is a final grading which is done by the respective reviewing Officers into 'outstanding', 'very good', 'good', 'average' and 'poor' and this is the main and final evaluation.

Promotion Reports should be prepared completely on the basis of direct personal observations. The way of writing the report is unsatisfactory everywhere. The Government has made many suggestions for making these reports objective and fair but none could tackle the problem at its root. The result is that a large number of promotions are made on the basis of seniority instead of merit.

The Reporting Officers have to face many difficulties. They are afraid to give bad remarks to any officer. Sometimes Ministers misuse and misappropriate powers in this regard. They send for the evaluation reports of particular Civil Servants, and even insert their own entries in them. Then there are many officers who do not come into contact with

senior officers. Hence it is very difficult to write affair and objective report about them. Further, the reports are written in a very short period the present practice is to write them all in the last week or fortnight every year. Finally difficulty has been encountered in comparing the report and the grading given to different officers at the same level by different superiors.

On the basis of a study of forms of a number of officers in India as well as abroad, and also of business executives in private sector units - for example, the Tatas, Hindustan Lever etc., some suggestions were made. The form should be reduced to the graphic type as it is in practice in Canada and U.S.A. The answers to set questions would ensure a great deal of uniformity in reporting. At the same time, instead of giving long answers tick marking or checking in the box type column provided, would save a lot of time of the reporting officer, he will only put the $\check{}$ and $\times$ marks in the relevant places in the form.

One important suggestion has been made by the Administrative Reforms Commission for improving the reporting system. Mr. K. Hanumanthiya the Chairman criticized the procedure of writing "Confidential reports" of Government Servants. The


Administrative Reforms Commission has recommended that the "performance report" should be introduced in place of the "Confidential report." Under this system, every Government servant will be given an opportunity to give a resume of his performance during the year and get his merits properly assessed for the purposes of promotion. The Officer will fill up two parts (a) and (b) and give his own self-appraisal in the latter one. The report will include the nature of his work, experience, and efforts within or outside the scope of his official duties. This method would enable the officer to bring his claims on record for the consideration of the Reporting and Reviewing Officers. Again it will help the Reviewing Officer in making more positive judgment by comparing the Officer's remarks and remarks of the Reporting officer. The Reporting Officer will be authorised to scrutinize and comment upon the claims made by an officer so that there is no fear for superlative remarks given by an officer.

**Trial on the Job:** One of the best ways of determining a person's fitness for promotion is to give him an opportunity to act in the new post for temporary period and supervise him in terms of his ability to perform the particular work. No test can be useful in measuring fitness for any position to the same degree as an actual trial on the job.

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Although the opportunity for this test is very rare and it cannot be adopted in all the cases, it is possible in most organisations, particularly, in the higher rungs of the service. It helps in making a relatively objective analysis of those candidates who have to work in the more responsible posts. But if the employee is conscious about his promotion/prospects during the assignment, his morale may be adversely affected if such advancement is not forthcoming.

**SPECIAL COMPETITIVE EXAMINATION FOR PROMOTION**

The Second Pay Commission recommended introduction of a scheme of promotion by special competitive examination, which could provide to the class II and class III services Officers an additional opportunity to enter class I Service to which recruitment is generally held by a competitive examination. This system will be beneficial to those persons who had failed to get into a higher service, and who may have became competent to discharge duties related to that service after developing mental and physical qualities the course of years he had been in service.¹

According to this scheme a proportion, say about 10% of the service vacancies, may be separated out as for being filled by another examination conducted by the Union Public

Service Commission. The age limits for the examination would be between 24 and 30 years and five years experience would be necessary for eligibility. Only those candidates who are nominated by their respective Departments would be allowed to take the examination. Departmental nomination would depend not only upon good work and good conduct but also upon exceptional promise. A University degree would not be essential. The examination will be open to central Government employees as well as to those who are working under the State Governments public corporations, or other undertakings in the public sectors.1

The Commission realised that this method will be helpful in attracting talents to class II and class III Services and would also serve as an incentive for better and more devoted work by the employees. The practice was prevalent till 1962 and its revival is necessary. The study Team on Promotion Policies has given suggestion on the same pattern. The suggestion lays down that 10% quota of direct recruitment (which is generally 50% of the entire vacancies) should be allotted to candidates already in service in lower grades, irrespective of the department in which they might be working and the age limit should be upto 35 years. The Candidates can

take only two chances. This special competitive examination may be handled by the U.P.S.C. at the Centre. A somewhat similar practice is followed in the Madras State.

EXCHANGE OF PERSONNEL BETWEEN PRIVATE SECTOR AND QUASI GOVERNMENT INSTITUTIONS AND GOVERNMENT ESTABLISHMENTS.

It is desirable to implement a system of exchange of personnel between the private sector and the Government. Civil Servants should be assigned to posts in private industrial or commercial houses for a temporary period, on a selective basis. This will enable the civil servant to obtain certain managerial skills which cannot be gained in the Departments and Organisation under the Government or even in the public sector units. Similarly, Government should give training to suitable employees from the private sector for short periods in certain departments. The need for this type of exchange of experience was realised during the conflict with China. Further this deputations of employees would bring the Government and the private sector in harmony. During the period of deputation employees should draw their salary etc. from the parent organisation.

On the same pattern officers should be drawn into Government service from the Universities or Private or research bodies

etc., for temporary period in order to involve the best available talents and thus widen the horizon of middle management and top-level personnel.

In reality, however, generally posts are not filled on the basis of deputation except in the Secretariat. Even in the Secretariat in respect of the posts upto the level of Under Secretary in the Central Government and of Deputy Secretary in the State Governments it is not necessary to fill these posts by deputation except for training purposes and for periods ranging from six to twelve months. Exceptional posts are those for which technical or specialised knowledge is needed and the persons available from within the department are not so qualified. Posts in purely temporary organisations, however, may be filled on the basis of deputation.

There are no fixed rules and regulations for deputation policy. Departments follow their own rules. Even in the same department deputation policy may change with the change in the personnel at the helm of affairs. Percentage for the selection by deputation is not fixed and generally deputation posts carry higher pay.

There is need for a uniform deputation policy, applicable to all Services and grades. This policy will include specifications relating to percentage, quotas, periods, areas etc. The Central personnel Agency may take initiative in this
matter and lay down principles which the State Government should also follow. Under this policy all the services should be provided equal deputation opportunities.

**TRAINING**

It is necessary to devise training programmes for those who are promoted to new positions. The training should be given on-the-job or off-the-job in a separate class relating to the nature of work. To meet the changing conditions of work, refresher course are also necessary for those who are in service.

**CENTRAL PERSONNEL BOARD FOR A PLANNED SYSTEM OF CAREER DEVELOPMENT AND TRAINING**

It is desirable that there should be a Central Personnel Board to coordinate the developments of different Services. The Board will be assigned the work of reviewing the Annual Assessment Reports of officers at the level of Deputy Secretary or Junior Administrative Grade and above. It will also take charge of locating talent in the various services and will plan for further education and training of these and other officers. The Board will enable the Government to discover and appoint the persons most suitable for different posts and to give them wider experience.
Promotion means "an increase in compensation and new duties involving increased responsibilities." "A transfer on the other hand, involves the movement of the employee to another position of the same class in another organisation unit." It does not effect the duties, but it is a change from the jurisdiction of one executive to that of another. In short, assignment or reassignment implies a change of work and not increasing responsibilities in the same office.

In India transfers take place in two ways - firstly within the Central Government and secondly between the Centre and the States. Transfers in All India Services occur between Centre and the State. Twenty per cent of the State Officers are brought to the Centre on a tenure basis which is generally three to five year. Officers of the All India Service are placed at Central Secretariat or equivalent posts in the context of their previous posts. These promotions fall under the jurisdiction of Central Establishment Officer or Cabinet's Promotion Committee.

The other form of transfers take place within the Central Government such transfers are across the departmental

lines and are more prevalent in the non-technical services. Members of the Central services are transferred to the Central Secretariat on a tenure basis. The purpose of these transfers is to provide varied administrative experience to the Central Civil Servants and to make better use of their talents by employing them wherever they are needed most.

Transfers may occur either due to organisational demands or individual misplacements. In the first instance transfer is a reassignment of duties on account of better adjustment of personnel to work load. Another type of transfer is related with adjustment placement for original placement are not always right. Sometimes workers attitudes undergo change and they do not find themselves well adjusted to given work. Efficiency of the administration therefore, requires placement as a continuous process.

There is distinction between intra-departmental and interdepartmental transfers. Former type of transfers may be made with the approval of two divisional heads and do not require Central Personnel Agency's Consultation while inter-departmental transfer may take place only after approval from the heads of the departments and the Personnel Agency. A

1. Ibid., p. 136.
person may not be transferred until he has been in the service for a fixed period.

Periodic shifts in jobs ensure better perspective and understanding of the job and governmental operations. It reduces the number of lay-offs and dismissals. Further the transfer works as a tool to foster the training and development of employees.

Unfortunately in India adequate attention is not paid to the attitudes of individuals for a group of allied functions and transfers are made too frequently. The result is waste of training and experience. The specialist and technical services need considerable background, knowledge, and familiarity with the job but often the different officers who men these jobs for brief durations because of frequent transfers take opposing attitudes towards specific programmes and thus waste the resources and programme effort. Moreover, quick transfers may be feasible only if the nature of the administrative work is of the nature that requires generalist type of personnel. If the jobs are of specialised nature such frequent transfers would become difficult.

The requirements of good placement presume that more attention is paid to the process of transfer. A special transfer file should be maintained in each department regarding transfer possibilities. The whims and caprices of the heads
and their personal likes or dislikes should not be the basis of transfers as is generally reported to be the case in a backward administrative system where the back log of colonial or feudal traditions linger on even after independence.

Recruitment in an organisation from the present staff is a crucial and important problem of personnel administration. In this area no system can be successful without goodwill of and cooperation among all selecting officers. It is essential to provide promotion opportunity and fair chance to all current employees and to assure that the positions would be filled only by the best available persons.

Service associations are interested in stressing the small issues, rather than taking a long-term view of the situation. They give more attention to small increments and promotions without looking forward to better prospects like selection to higher posts etc.

Promotion needs to be made by some appropriately designed competitive process which would test the candidates managerial and development potentiality as well as take note of his past experience on the job. In India, as in other countries, reliance is laid on the efficiency records or annual report form. There is no suitable process which can measure certain requisite skills and qualities of a person. Therefore promotions are
generally made on the basis of seniority instead of purely merit considerations. Further, the principle of promotion by seniority also avoids friction and competition among the employees and to some extent secures goodwill. Hence seniority in actual practice constitutes the determining factor in promotion which to a considerable extent, is the cause of lower standard of performance in our administration.

Therefore, a desirable personnel system should provide for competitiveness throughout a civil servant's career. The value of this for managing higher administrative positions is even greater. Promotions should not solely depend on ascribed status or seniority or belonging to a particular service but should be primarily depend on professional status acquired as a result of proven competence, supplemented by performance during training programmes aimed at talent development. The system of annual reports on performance should be examined thoroughly in order to facilities assessment of performance, appraisal of abilities and identification of potential for promotion. The objective annual reports prepared on this basis will provide a strong management tool for promotions, for designing programmes for training and further education, and for career development.

The personnel needs are not determined in advance. Transfers take place in the midst of a programme in process which surely effects its implementation. To enable the promotion system to ensure a continuous supply of expert manpower a planned career development system should be built up as quickly as possible. Further there is complaint that Departmental Promotions Committees often delay the disposal of cases. It is due to the lack of duly drawn up recruitment rules. The Committees could function much more efficiently and swiftly if recruitment rules exist for all services and posts.

The promotional area should be extended to all those within the service who carry at least the prescribed minimum qualifications for the position to be filled. The adoption of such a policy would help in eliminating blind alley jobs, strengthening the morale and producing that fluidity of personnel which is essential for a career service. But as far as possible, the system of promotion should be based on merit and semi-automatic processes rather than on the subjective assessment or the whims and caprices of the authority vested with this power. There is always a tendency in the power-obsessed persons to misuse the authority or to favour or disfavour certain persons due his proximity or remoteness to the promoting agency. If the personal element is the determinant factor and
even it functions equitably there would always be the tendency to criticise the promoting authority on grounds of personal likes and dislikes. It is an often quoted diction of jurisprudence that justice should not only be done but also appear to have been done.

Allegations of dishonesty, corruption and favouritism in India are too numerous to be quoted here. It is mainly because promotions in a large number of services, particularly working in field establishments, are so much dependent upon the free discretion and sweet will of the superior officers that the scope of illegal gratification is quite substantial. An automatic or semi-automatic process of promotion will minimise both the chances of injustice and the possibilities of false allegations. This will lead to a sort of confidence and contentment among the service. It will tend to provide increased incentive to the services and make the administrator more efficient. The recruitment policy should, on the whole he conditioned in such a way that promotions which amount to recruitment from within, at least for the purposes of managerial and policy formulating levels. 'Recruitment from within' is as important as 'recruitment from without.' This vertical mobility of the incumbents should be well guarded against unguided action. The whole system of personnel depends largely on the proper tackling of these processes, otherwise general discontentment would prevail and vitiate the sound functioning of the administration as a whole. Orientation courses may be related to the promotion
system so that any shortcomings or lucunae left over may be eliminated by proper and requisite 'on the job' training or refreshers' courses.