CHAPTER I

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The emergence of the modern state has been characterised by the growth of a bureaucratic form of government wherein technically trained officials assume responsibility for the continuous and impersonal implementation of a wide variety of public services. Bureaucracy is supposed to be a neutral instrument designed for the efficient execution of public policies, totally isolated from political processes through which public policies are formulated. It may help and advise the politicians but it does not have the power and responsibility of taking policy-decisions. Officials are recruited on the basis of their qualifications rather than on personal loyalties or political considerations and they have to administer laws in an impersonal manner. The utility of the officials and the separation of political and administrative wings assumes the desirability and feasibility of creating a public service that can administer both impartially and continuously and at the same time be responsive to the demands of the party in power.
Emphasis on merit and the bureaucratisation of governmental industry has involved the professionalisation of office-holders in the sense that administrative work constitute a life-time career requiring special education and training but not the personal ownership of the means of administration by the official. One index of this development has been the effort to develop a science of administration that would provide a basis for the professional autonomy of the administrator without directly challenging the subordinate status of administration as a neutral instrument

While discussing the characteristic of bureaucracy, Max Weber gave prominent emphasis to the highly technical qualifications possessed by the officials. The skill of the bureaucracy is, in Weber's view, significantly related to its power position. He says:

Under normal conditions, the power position of a fully developed bureaucracy is always overtowering. The 'political master' finds himself in the position of the 'idler' who stands opposite the 'expert' facing the trained official who stands within the management of administration. This holds whether the 'master' whom the bureaucracy serves is a 'people', equipped with the weapons of 'legislative initiative', the 'referendum', and the right to remove officials, or a parliament, elected

on a more aristocratic or more 'democratic' basis and equipped with the right to vote a lack of confidence, or with the actual authority to vote it. It holds whether the master is an aristocratic, collegiate body, legally or actually based on self-recruitment, or whether he is a popularly elected president, a hereditary and 'absolute' or a 'constitutional' monarch.2

The special role of the bureaucracy in formulating policies and in helping the officials to reach sound decisions has been widely accepted. One consequence of this has been the relative ease with which higher civil servants even having general qualifications were able to go up in the official hierarchy. In the context of America, Jon Price observes,

In their influence on policy, as in their advancement in the hierarchy, the scientists in American government had a special opportunity because they did not have to work under a tightly organized governing elite. After the Civil War, policy tended to develop separately in every field. There was no one to tell the scientific experts that they were on top but not on top; indeed, they were listened to all the more readily because they were usually not thought of as bureaucrats. There was no one from whom Congress wanted advice less than from the regular career service. But each group of scientists had one foot in government, so to speak, and one outside, and the policy views that the insiders developed would come back to the

Congress from the National Academy or the scientific societies. In a government of limited constitutional powers, a research program could be justified in a given field when an action program could not. But the research ultimately seemed to lead to action, in spite of the lawyers' scruples and the lack of interest of the party machines. This was only in part because the politicians were persuaded by objective data; it may have been even more because scientists (and in some fields, the economists) were the major organized communities of professional opinion with a continuous interest in specific public programs. This is a summary of the development of many new federal programs; you can trace it in agriculture, in natural resources, in the regulation of business, in labor and welfare, and we now see its beginning in the support of education.3

One of the crucial concerns of the present administrative management is the development of personnel by providing the right environment where the individual may grow to his stature and fully realise his potentialities. Development of personnel is a specialised activity and is one of the fundamental operative functions of the Government these days. It is increasingly being realised that in the development and growth of personnel lies the organisational growth and performance.

The nature and complexity of functions performed by higher civil servants in India have changed considerably in the last few years, necessitating a change in the philosophy of management and the capabilities which are required for effective performance in various positions. Many senior civil servants are continuously trying to adjust to the new roles which they are called upon to perform. Lack of proper planning for continual availability as well as growth of capable persons seriously affect the efficiency of the governmental operations which may have serious consequences in emergent situations. It is for the higher civil servants to determine the effectiveness and efficiency of governmental operations. They are increasingly called upon to relate the accelerating rate of technological change to present and projected programmes of the government. They are required to possess a sense of awareness of economic and social forces which have an impact on governmental activities. The principal agenda of administrative action consists of (a) building up of

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infrastructure, both social and physical; (b) modernisation of agriculture and rural development, (c) economic diversification and promotion of industrialization and the tertiary sector in the shape of banking and insurance, (d) adoption of science and technology. Apart from having a fairly wide knowledge of all aspects in connection with various developmental responsibilities, they must also acquire knowledge to introduce and carry out programmes employing a large number of junior staff. Officers with such capabilities have always been in short supply and this emphasises the need for development of the personnel to enable management to ensure that their talents are utilised to the best advantage of the government.

The Administrative Reforms Commission stated that "little worthwhile attention has been paid to more progressive aspects of personnel administration like talent hunting, in-service training, career development, matching responsibility with authority and provision of opportunities for self-fulfilment in work. The technique hitherto has been to administer through a system of rules and regulations which are taken to be an end in themselves and not a means to an end. In our view, the present system of"
personnel administration is considerably out of tune with the requirements of the new situation.\textsuperscript{5}

Human Resource Development

Broadly conceived human resource development in general, covers the policies, procedures and characteristics which enable a Government organisation to meet its requirement of manpower for different services or career fields. Such programmes involve long range systematic projection both of needs and resources of manpower skills.

In general, the human resource development programmes covers the following two aspects of personnel administration:

1) An inventory of the employees, their capabilities and potentialities and the need of the organisation.

2) Providing opportunities to each employee through a well conceived placement policy and promotion for displaying his qualities and enabling each of them to develop fully.

Operationally, there are following aspects of human resource developments:

1) Formal training;

2) On-the-job training and work experience; and

3) Self development.

\textsuperscript{5} Refer Report on Personnel Administration.
Human Resource development in each cadre is mainly to follow a pattern which may throw open higher positions to all those who have attained the capabilities required for the organisation. In concrete terms the strategy of human resource development consists of:

1) Posting for initial five years on junior positions including on-the-job training and variety of jobs (through job rotation) with a view to preparing officers for assuming responsibilities in normal career grades.

2) Spotting the persons having aptitude for a specialised function and assigning them suitable jobs in the department.

3) Providing experience and training in a specialised field of activities enabling them to effectively supervise and execute programmes and policies.

4) A spell of four to five years experience in the Secretariat and other connected areas through a policy of job rotation.

5) Selecting employees for junior administrative grade on the basis of merit.

6) Training them so as to develop their managerial skills, analytical abilities and professional competence.

7) Training the employees for broadening their vision and ability to analyse various policies, evaluate the implementation of policies and suggest alternative strategies.
viii) Assigning secretariat jobs at the policy analysis level for a period of about 5 years.
ix) Providing opportunities for self-development so that it ultimately leads to his occupying high positions in the department.

A separate chapter has been devoted to the discussion about the conceptual and operational part of human resource development in relation to the higher civil servants. In general terms for the sake of the present investigation, human resource development has been conceived as a planned system development and career progression of employees, which may not be within a single functional group but may stretch across functional and organisational lines when it is felt that an employee can be developed or utilised more effectively by doing so. For the sake of the present study, development of career patterns is supposed to cover the period of the employee in self-development from the date of entry into service to the date of reaching the top level. Human Resource Development includes promotion policies, future and present manpower requirements, different types of qualifications, hierarchies and horizontal openings available, placement policies and avenues for the growth of the public personnel. For the sake of the sharper focus and feasibility in the present research effort only
some aspects of human resource development have been taken up. The primary interest has been to look into the existing philosophy, facilities, patterns and arrangements for the professional growth of a generalist service i.e., Indian Administrative Service. It is assumed that professional counselling and right type of training is essential for civil servants at the higher level to equip them with better managerial skills for better performance of the developmental responsibilities. The Government has been initiating a number of programmes for ensuring human resource development for the Indian Administrative Service but no systematic study has so far been made to evaluate the effectiveness of the existing programmes and arrangements in terms of functional requirements of Indian Administrative Service. In the absence of such an evaluation study, attempts at improving the scope, contents and duration of the existing human resource development programmes for the Indian Administrative Service suffer from a serious draw-back in identifying the various needs. The present study is intended to fill this vital gap.

Review of the Existing Literature

Some scholars have made research studies of the training needs of higher civil servants in India but most of these present a general perspective. No doubt, there are a number of books, articles and monographs on training but there are very few which relate directly to the theme under study. Some researchers have dealt with the Indian
Civil Service in a historical perspective. For example, Dr. P.N. Mathur in his study *The Civil Service of India* (1731-1854) studied the history, evolution and demand for reform in the Indian Civil Service.

Dr. J.N. Shukla in *Indianisation of All India Services and Its Impact on Administration* (1854-1947) presents Indian history of the British period woven around the All India Services and their indianisation. The gradual indianisation of these services had a profound effect not only on the administration but also on the Indian psyche. The study focuses on the controversy centering around the All India Services, the rate of their indianisation and their impact on administration. Besides, the book covers, against the backdrop of political history, only synaptic view of recruitment, training, functions and disciplinary aspects. Dr. R.N. Thakur, in his study, *The All India Services: A Study of their origin and growth* (1969) traces a brief history of the Civil Service in India beginning from the early days of the East India Company and ending with the appointment of the Public Service Commission in India. The author also analyses the motivation which determined the decision to continue the imperial services functioning
in the provinces. Dr. V.M. Sinha in his Ph.D. thesis, *The Superior Civil Services in India: A Study in Administrative Development* (1947-1957) critically analyses the developments that took place in regard to the higher civil service during a decade immediately following independence. The study presents an analytical examination of the various aspects relating to Indian Administrative Service but only one chapter exclusively has been devoted to training and career development.

formed the subject of private researches and reviews in
some studies like L.S. S. O' Malley, *The Indian Civil
Service* (1601-1930); H.A. Blunt, *The I.C.S.* (1937);
A.K. Ghosal, *Civil Service in India* (1944); N.C. Roy,
*Indian Civil Service* (1939) and *The Civil Service in
India* (1958).

Deputy Commissioner or Collector is a representative
of the Government at the district level and this office
was occupied by either an ICS or IAS Officer for a long
time. There are some studies highlighting the role of
the senior administrator. Mention may be made of Robert
Carstairs, *The little World of an Indian District Office
(1942)*; Sir George Otto Trevelyan, *The Competition Wallah
(1896)*; Philip Mason, *The Men who Ruled India* (1953);
Douglas Dewar, *Byzantia Day in India* (1922); W. Shish,
*A District Officer in Northern India* (1893). C.H. Buck,
*The Assistant Commissioner's Note Book* (1906).

There is a vast literature available on Indian
administration in British India (Volumes V and VI of the
Cambridge History of India cover the period up to 1919),
but most of it relates to the historical or working
relationships. Every district in British India had a
District Gazetteer which even now serves as an original source material on the particular district concerned. Lively and well written accounts of a few writers who were themselves the district officers are not only readable and entertaining but also throw a good deal of light on the contemporary conditions (Philip Woodruff, The Men Who Ruled Indias, The Founders (1953) and "The Men," who Ruled Indias, The Guardians (1954). Those who are keen to pursue in greater detail the development of Indian administrative system in the early twentieth century find useful material in the Report of the Royal Commission upon Decentralisation in India (1909), Report of the Royal Commission on the Public Services in India (1916), Report on Indian Constitutional Reforms (1918), Report of the Royal Commission on the Superior Civil Services in India (1924), and Report of the Indian Statutory Commission (1930).

V. Subramaniam in his study Social Background of India's Administrators (1971) tries to present as factual and co-related a picture as possible of the socio-economic background of the higher civil servants. While pointing out that the majority of direct recruits to the higher Civil services are drawn from the urban middle class, the author puts this picture in perspective by
drawing attention to the rapid increase in the upper middle class element and the gradual edging out of regional imbalances in representation. Dr. C.P. Srivastava, in his Ph.D. thesis on The Indian Civil Services: A Study in Administrative Personnel (1965) devotes only one chapter each to probation and training. He provides a descriptive profile of the general framework of training without touching the training imparted at IAS academy. Kewal Randjod edited a volume The Civil Service in India (1965) in which the experiences of twenty distinguished ICS officers have been put together. In many of the papers there are references about training and field experience. J.K. Roy in his book Administrators in a Mixed Policy (1981) derives a framework for understanding the interaction between political and administrative set up and how bureaucrats respond to vital purposes in political circumstances in the perspective of the political economy of Indian Parliamentary Democracy. Most of the studies are descriptive but only some of the authors have just given reference to the behavioural aspects in a peripheral way. K.K. Khanna in his Ph.D work Behavioural Approach to Bureaucratic Development (1983) has formulated a behavioural model of a public bureaucracy.
and the political system in which it operates. With this conceptual framework, the author has made investigation of the attitudes and perceptions of a section of Gazetted Officers of Government of India but the study does not relate to Indian Administrative Service. Basudeb Panda in his book *Indian Bureaucracy: A Inside Story* devotes only a chapter to the behavioural characteristics of the bureaucrats. S.K. Ray, *Indian Bureaucracy on the Cross-Roads* (1979) is also a critical study of the Indian Administrative Service and its sister services. Based on records, census, reports and stratified sampling, interviews, Case Studies questionnaire, the study however devotes only one chapter to training.

Literature on the Indian Administrative Service is scarce. There is no full-scale study on human resource development in civil services, some sporadic references are to be found in reports on Indian Administration. Articles, exclusively devoted to the IAS are not many. The *Report on Indian and State Administrative Services* and *Problems of District Administration* by V.K. Krishnamachari confines only to an examination of the problem of the increased annual intake of direct recruits to the IAS to meet future demands; improving initial training at
the National Academy of Administration and in the States and organizing refresher courses for the IAS officers with six to seven years service. Many other aspects of the IAS though important are not discussed in this report. Mention may also be made here of the Reports of the Administrative Reforms Commission specially on Recruitment, Selection, IBPS/EPS and Training (1967) and on Personnel Administration (1967) which gave a very comprehensive account of the problems and recommended several changes in the existing system of training of the higher civil servants. Another important landmark in the field of training to higher civil servants has been the Report of Indian Institute of Public Administration on the Executive Development Programmes (1967). This report gave concrete suggestions on the need and directions for training of middle level civil servants. As a result of this report, a number of courses in the field of Personnel, Finance, Management Techniques came into being not only in Indian Institute of Public Administration but also in the National Academy of Administration and other State Training Institutions.

Training Division, Department of Personnel and Administrative Reforms, Government of India, for almost
the last two decades organised a number of conferences (which have been published) dealing wide range of subjects on training of higher civil servants. These conferences broadly dealt with problems of organisational and methodological aspects of training, attitudinal change, training of trainers, etc.

Another important contribution in this field has been by the United Nations Special Agencies like ESCAP, ACDA who organised a number of seminars on the problems of career development of senior administrators. A mention may be made of technical reports published by Asian Pacific Development Centre on Asian Civil Services technical papers (1980). Shri Hari Mohan Mathur in Vol. IV of the Technical paper pp. 1-102 gave a detailed account of the present position of the training of higher civil servants in India as well as their problems. There are some good research papers on some select aspects relating to Indian administrative service in some learned journals like Indian Journal of Public Administration, Administrative Change, Journal of the L.N. Shestr Ti Academy of Administration, Journal of Administrative Staff College of India (Hyderabad).
The major concern and main focus of most of the studies mentioned above relates to the structural aspects only. And, wherever, if at all, they have dealt with administrative behaviour, it has been partially touched. As regards, the work done by the practitioners, ex-service or in-service, it is difficult to expect complete objectively and detachment in the assessment of the role of Indian administrative service. The researcher being an outsider had an advantage of looking at the working of the service from outside. Indian Institute of Public Administration being a premier training and research Institute of the country, interaction with IAS officers and other trainees was comparatively easy. The studies mentioned above are all good and contribute significantly to the understanding of the evolution and working of the Higher Civil servants. Notwithstanding the details provided in these studies, they cannot be regarded as full scale empirical studies of Human Resource Development with particular reference to Indian Administrative Service.

No study relates in detail to the human resource development of the higher civil servants in the context of the role of IAS in the social and economic development of the country.
The present study focuses on crystallizing various issues relating to human resource development and critically examines the efforts of the Government in reorienting the attitudes and behaviour of higher civil servants, specially those belonging to Indian Administrative Service.

Objectives

The study primarily aims at

(a) Discussing and analysing briefly the conceptual and theoretical concerns of human resource development.

(b) Providing a historical perspective to the evolution and growth of higher civil services with particular reference to Indian Administrative Service.

(c) Evaluating the effectiveness of the existing human resource development programmes to enhance the administrative capabilities of higher civil servants in general.

(d) Identifying and discussing the professional needs of the higher civil servants in the context of their performance in discharging developmental roles and responsibilities.

(e) Looking into the Institutional and Organisational arrangements where human resource development efforts are being made specially for the members of the Indian Administrative Service.
(f) Critically examining the training programmes both foundational and professional at the Lal Bahadur Shastri National Academy of Administration, Mussoorie.

(g) Judging the adequacy or otherwise of the existing human resource development efforts, as well as the methodology and effectiveness of various programmes of short and long term duration.

(h) Analysing the perceptions of the higher civil servants and their response to the existing arrangements relating to human resource development.

(i) Making suggestions aimed at developing appropriate knowledge, skills and attitudes among the officers belonging to Indian Administrative Service both on a short and long term basis.

The general hypothesis which is supposed to be tested can be stated as "The higher civil servants in India specially those belonging to Indian Administrative Service have not been provided with a systematic scheme of human resource development, plans and programmes and the recent emphasis of the Government on providing more opportunities for human resource development needs close scrutiny and continuous reforms."
Scope

The study, conducted on an all-India basis, is intended to cover not all services but only the members of the Indian Administrative Service, primarily because of the pivotal positions they occupy in the administrative structure and the multiple character of functions they perform. Any scheme of human resource development that is offered to a member of this service must take into consideration the three crucial stages of his career, namely:

(a) when he is given responsibility by way of training in the junior scale;
(b) when he is given substantive responsibility in the senior scale;
(c) when he reaches the super-time scale and starts participating in policy formulation.

Each of these three stages marks a distinct difference in the nature and contents of his functional requirements. Another important variable that has been kept in mind while evaluating and designing the programmes of human resource development of the Indian Administrative Service officers is the area of specialization into which efforts are made to develop. The administrative reforms...
Commission has identified these areas as (1) Economic, (2) Industrial, (3) Defence, (4) Agricultural and Rural, (5) Social and Educational, (6) Financial, (7) Personnel Administration and (8) Planning. Attempt has been made in this study to find out how far the existing training facilities and programmes are useful for equipping them for performing the developmental functions.

Members of the Indian Administrative Service go through major programmes of the following types:

(i) A two years sandwich pattern of training, partly in the Lal Bahadur Shastri National Academy of Administration, Mussoorie and partly in the States of their allotment.

(ii) Holding of junior scale positions by way of training for nearly three years after sandwich training in the States of allotment.

(iii) Short term and long term Executive Development Programmes in senior or super time scale in professional institutions like the Indian Institute of Public Administration, Administrative Staff College of India, some select universities, National Defence College, Lal Bahadur Shastri National Academy of Administration and Indian Management Institutes etc.

(iv) Foreign training of a few officers under various programmes like the Williams and Harvard Deputations and Eisenhower and Bufffield Foundation Fellowships.
An attempt has been made to find out how far the scope, content, and duration of above programmes serves the broad purpose relating to the latest requirements of the service.

Limiting the study to the members of the IAS is in no way intended to minimise the importance of evaluating and identifying the human resource development needs of personnel of other services. It was felt that spreading the net too wide initially would perhaps be detrimental to the achievement of the desired results. Moreover, a study of this type in detail about a particular service opens up new avenues for further study and research and helps the policy makers.

Methodology

At the time of undertaking this study, it was planned that a comprehensive questionnaire would be prepared for the purpose of this study to elicit the views of the respondents selected on a random sample basis. After preparing a detailed questionnaire and testing it, it was experienced that the responses were not encouraging. A sizeable number of respondents at the pilot survey level returned the questionnaire incomplete and
even some of the completed questionnaires received were not qualitatively satisfactory. On enquiry, it was felt that though questions were of a general nature, there was some reluctance on the part of the officers to reduce their opinions in writing. As most of them were serving, they did not want to commit themselves in writing.

This attempt was, therefore, given up and a lengthy interview schedule was prepared and administered to a sample of 300 IAS officers drawn on random basis; taking care that the sample was representative of all the three stages mentioned earlier. Obviously, it included officers working in the secretariat, field and other areas. Most of them had been exposed to one or the other programme apart from the formal training imparted at the Lal Bahadur Shastri National Academy of Administration, Mussoorie. The number three hundred was regarded manageable given the resources, energy and time available, as it was neither too small so as to be inadequate nor too big to be unfeasible.

The primary source of data has been the replies to the interview schedule and other unstructured interviews and discussions. There were free and long discussions with senior administrators, trainers, trainers and other knowledgeable persons. Mention may be made of some retired senior officers who generously came forward to express
their views and who had been through the process themselves. A number of field visits to the training institutions and a detailed study of the scope, content and duration of the existing programmes proved very revealing. The documents prepared and used by the commissions and committees were studied and the published material, wherever relevant was consulted. The data thrown out by interviews was cross-checked by consulting documentary evidence wherever possible and the research reports, dissertations, term papers, editorials and articles in the newspapers written by scholars and administrators were made use of. The background material prepared by the Training Division of the Government of India was particularly useful.

Some select questions specially directed to the participants of particular short term and long term courses for evaluating the programmes were formulated and the responses of the trainees were analysed. The intention of the questions was not to find faults but to identify the main problems and the directions of reforms needed so that correctives could be timely applied. The tabulation or statistical analysis was avoided and no attempt has been made to present a quantitative analysis of the responses. As the objective was to evaluate the human resource development programmes in general, sophisticated statistical techniques were not considered essential.
Limitations of the study

In spite of every care and caution, it is possible that the analysis may be deficient in certain respects. In particular, the following limitations in the treatment, significance and scope of the subject matter may be mentioned:

1. After discussing the various theoretical issues and comprehensive nature of the efforts at human resource development in general, this study specifically concentrates on only a few programmes. It has not been possible to deal with each and every aspect of human resource development.

2. Much of the findings of this study are applicable to higher civil services in India in general, but detailed discussion of only one service - Indian Administrative Service has been taken up in this investigation.

3. Some of the suggestions made in the last chapter would require liberal financial resources, but no attempt has been made to assess the financial requirements of implementing the suggestions or recommendations. The feasibility aspect of implementing the recommendations was not gone into. It has been assumed that once the recommendation is sound, resources would be forthcoming.

4. It is said that whenever there are new changes introduced, there is resistance to change from various vested interests. The study was undertaken with the hope that such resistance, though could not be minimized or eliminated, would not be able to dilute the effort.
5. About the role of bureaucracy in development as well as in its capacity to tackle the challenges of development, there are various points of view. In this study, there is no ideological discussion involved and the view accepted is that bureaucracy is an important instrument for development and its capacity can be enhanced by adopting appropriate technologies.

6. Apart from the formal programmes, self-study and other opportunities are also important for human resource development, but these have not been included in this analysis because there was no record available and most of the officers make some effort in this direction.

7. As each important aspect or stage of the in-service training has been taken up and emphasized separately in a consequential order for in-depth analysis, the variation in the total number of pages of different chapters could not be avoided.

Overview of the chapters

The study has been undertaken in nine chapters. The introductory remarks, scope and methodology are contained in Chapter I and the basic conceptual and theoretical issues taken up in Chapter II. Next Chapter provides a historical perspective. Chapter IV deals with institutional training, the role of IBS Academy of Administration, Mussoorie, Chapter V and VI concentrate exclusively on foundational and professional training courses respectively followed by two chapters on short-term and long-term training. Last Chapter sums up the main issues and contains suggestions and some concluding observations.