CHAPTER II

CONCEPTUAL AND THEORETICAL CONSIDERATIONS
CHAPTER II

CONCEPTUAL AND THEORETICAL CONCEPTS

The functions of administration in recent years have increased manifold due to tremendous expansion of development functions and extraordinary increase of specialisation.¹ New problems, new inter-relationships have led to new perspectives. Regardless of the form of government, accelerated attention is being given to critical problems of future administration.²

The increase in population, impact of science and technology, channels of communication and many other factors have changed the content of administrative programmes. Administration, today, has become more and more specialised, demanding more and more sophistication. To cope with some of the problems, it has become essential to make analysis of the existing situation as well as to make strategies for effective type of planning.³ Planning has become a more important aspect


of administration in the last few decades. In a democratic setup every civil servant has to play a very significant role under the policy directions of a political leader. A sensitive area calling for great care is the relationship between administration and politics. There is a heavy obligation on both civil servant and politician to learn from each other and to establish relationships of trust. This requires reorientation of the attitudes and behaviour on both the sides. There is a need to maintain an administrative environment which attracts changes as well as nurtures a high quality staff. Expertise is secured by proper planning and intensive training - also by reasonable organisation of work and assignment of responsibility to make full utilisation of skills of the employees. In developing countries, the question of efficiency and effectiveness has become more relevant.

Democracy believes in open government. A primary concern of administrators at all levels is to act as agent of public purpose, to serve, to conform with the collective will

---


and to make sure that public objectives are not diluted by upsetting the priorities. The very size and character of modern bureaucracy make the matter of accountability all the more vital.

Today administration has to be both responsive and accountable. The current administrative situation summed up by the Administrative Reforms Commission is:

(a) Administration, particularly at higher levels has ceased to be merely regulatory. It is directly involved in the formulation of policies and implementation of tasks concerned with social welfare and economic growth. There are specific tasks to be performed, particular projects and programmes to be carried through. Thus, new areas of administration have emerged and they call for new and special knowledge and techniques.

(b) Even in the field of regulatory administration, the increase in the volume of work and the emergence of new problems consequent upon activities such as increasing industrialisation, urbanisation and the growing social awareness of the community need careful and expert handling.

(c) Science and technology, in this nuclear age, have projected new tasks of administration. Besides, these and other specialisations like economics and the social sciences have also acquired an important bearing on Government decisions and policies.

---


(d) The enormous growth of personnel has rendered it necessary to devise special measures for ensuring that each member of the public service gives the best that he is capable of.

NEED FOR A NEW PERSONNEL SYSTEM

Before independence, government was mainly concerned with collection of revenue, maintenance of law and order and enforcement of the law. There were very few development activities and in economic and social sphere the government played a very limited role. To perform these tasks in a better way there was a large body of civil servants, who spent most of their time in the field. The nature of tasks changed after independence and it was heartening to note that the government was aware of the need to change. However, the manner in which and the extent to which these changes took place were inadequate. Changes have been peripheral and the system continues to be set in the same old pattern and somewhat lacks dynamism and adaptability to changing conditions. In spite of so many efforts, 


there is no clearly conceived and articulated policy of sound personnel management. Some of the defects flow from the existing pattern of the structure and the manner in which skills of the members are being developed and put to use. Various approaches have been suggested to streamline the existing personnel system. Administrative Reform Commission suggested the following approach:

(i) A rational system of filling policy-advice positions with men possessing the required qualifications and competence needs to be devised. This will mean a full use of different services for secretariat work, as also the adoption of special measures to build the needed specializations in the headquarters personnel.

(ii) Senior management will need to be selected from all the relevant sources - generalist and specialist - and, for this purpose, talent needs to be discovered and developed in all the cadres, specially among those who have not hitherto been inducted into the higher administration to any significant degree.

(iii) A rational pay structure needs to be adopted so as to reflect actual responsibilities borne in each job.

(iv) In order to tone up morale throughout the personnel system much greater scope than now exists needs to be created for talent in the lower ranks to move up to higher positions in the Civil Service, on the basis of competence and performance.


The approach had been accepted in principle but no concrete steps have been taken during the last decade to put it effectively into use.

**human resource development**

Broadly conceived, human resource management covers policies, procedures and practices which enable a government organisation to meet its requirements of manpower. It has been used widely to denote the progression of an individual in the field of work throughout employable years of his life. In most government departments, the typical personnel management had been structured within a single department. The movement of persons from one department to another is comparatively more now in many developed and developing countries. There is greater encouragement for movement among the three levels of public employment - Central, State and local. Modern Public Personnel System concerns with the patterns through which careers operate. Career System might be classified roughly according to their scope, their limitations of entrance or chances of promotion. These approaches are not however, mutually exclusive for human resource development.

---


Today the activities of the government involve systematic projection both of needs and resources of manpower skills. One of the important constituents of human resource management includes training, work systems, attention and allied activities which prepare employees for anticipated needs as well as for work which is being correctly performed. 17

Human Resource Development has been conceived as a planned system of development and career progression of employees, not essential within a single function or group but cutting across functional and organisational lines. Human resource development should essentially start from the entry point to the educational ladder but for the present study the concept has been used to cover the period from the stage of entry into service to the stage reaching the top level and improvements at various levels. 18

Framework for Human Resource Development Management

Most of the personnel problems are far more complex than they appear to be on the surface. The successful resolution of the situation requires useful inputs not only of the staff but also of the management. 19 The environment both internal


19. Ink Wright and Thomas Murphy. Organising reorganisation: Bureaucrat, 7:12 (Summer 76) 10-16.
and external plays a significant role in determining the options available in handling human resource problems. Cultural values, social ethos, options available to tackle the problem, the legislative measures, all influence the management of human resources within the organisation. It is for this reason that an open system viewpoint is introduced. The factors within which the human resource management is to be viewed can be divided into internal and external factors. (Refer chart on the next page)

Major Internal Factors

1. Philosophy: There are various internal factors which can determine a direction for the programme of human resource management in a given organisation. Each of these factors influences the personality of the individual official and affects the handling of the human resource as means of accomplishing the goals and objectives of the organisation.

(a) Managerial Philosophy: Every organisation has its own distinct personality and that personality is partially explained by the values held by the former and present executives and policy makers. It may be noted that it is common to find philosophical inconsistency within a given organisation because of differences between managers, differences in situations, and changes over time.20

(b) Traditional Philosophy. In most of the old organizations, traditional managers are concerned with production efficiency and goal achievement. They are keen to structure and supervise the work of subordinates. It is difficult for them to ignore that economic incentives are the only primary motivators for work effort.21 They believe in scientific management theory and emphasise efficiency aspects. Mostly they regard the role of the employees as passive and concentrate too much on controls. This traditional philosophy is no longer fitting the current aspirations of the civil servants. Such an approach will be better accepted in those organisations where (a) the values in the community are consistent with it; (b) job alternatives are limited; (c) not much impact of technology is felt; and (d) the employees are less educated and remain mostly passive.

(c) Human relations Philosophy. This new philosophy came out of the realization that the traditional approach was not entirely successful. The primary thrust of this new philosophy was to train officials to concentrate more towards employees in day to day dealings. Unfortunately, after a course of time, it became difficult to see the advantage of introducing this philosophy and this new

tendency could not be directly related to profits or productivity, although there was a visible trend towards absenteeism and lesser union grievances. Increasingly, this approach is being introduced in most of the organisations and where this has been done these organisations can be characterised as benevolent and paternal.\textsuperscript{22}

Interviews show that many employees enjoyed working in such organisations because some of their needs are met. It has also come to light that this philosophy is unpopular because it gives lower level employees no real voice in decision-making or determination of policy. The traditional and human relations philosophy both support and control the top management.

(d) \textit{Human Resource Philosophy:} This philosophy assumes that the most realistic way of viewing the work situation is by recognising trade of employment - the employees and the firm. The employees work towards the accomplishment of organisational goals with the understanding that firm will aim in improving their own goals at the same time. Both the parties emphasise their self interest while recognising mutual inter-dependence. What really makes this approach different from other managerial philosophies is its focus on developing and using to the full the talents and abilities of the employees.

\textsuperscript{22} Ishwar Dayal, \textit{Debureaucratization of Administration: Experiment and reality. Economic Times, (18 July 1974) P.5.}
This often means that employees are given an active role in clarifying the mutual expectations and contributing to planning and decision-making. This has been suggested that this approach is more appropriate where the employees have above average education and skills and where jobs allow individual discretion.\textsuperscript{23}

2. **Employee needs, values and expectations**: The second major internal constraint on human resources management is the employee. Every employee has a special set of needs, values, attitudes and expectations. This determines to a great extent his initial response to the behaviour towards the supervisor. There are some employees who are most comfortable with being passive and non-assertive. They suffer a lot of stress when thrown into situations where they are expected to play a major role in defining the job and the norms of measuring performance. For such employees the traditional or human relations approach is readily acceptable.\textsuperscript{24} Such employees are happy to perform the jobs structured by their supervisors and satisfied as they feel that their needs are being met. For some of the factors relating to mental excellence, refer to the chart on the next page.

---


There are other employees who do not trust the management, and they are always looking for some ulterior motives for the action of the manager. There are others who are relatively uncommitted to their work and want a nice, easy job that does not require too much effort or energy. Their interest in life is primarily outside the job.

However, in a majority of cases the employees are well committed and have desire to do well, play fair and grow. For many, especially at the higher level the job has some meaning in itself. It is not uncommon for them to talk about their job with friends and families. Some seek opportunities for advancement after attending to official duties. The potential for utilizing these persons in the organization is very high. However, there is no guarantee that their talents and energies will be used in a creative manner.\[25\] In many cases, the management favours real environment and commitment. After a time, employees in such a situation either find their own satisfaction or move on to another job. As regards management, it is much easier for them if groups of employees share common values and needs. Even though certain excitement would be missing, many officers would appreciate if they

could use one technique effectively with all of their subordinates. Recent researches have shown that no single theory of motivation has been able to explain why employees behave in a particular way. 26

3. Technology: Technology is the third major internal force that determines the options available to those persons responsible for human resource management. Technology can be defined as a technique used by organisations in work flow activities to transform inputs into outputs. Technology becomes a big constraint when a desirable job design cannot be carried because of inability to adopt existing means to the new design. Recent sociological research has confirmed that technology affects organisational structure and control systems. Routine types of technologies are often associated with pyramid type. 27 Management hierarchies, centralisation and right control systems for evaluating department and employee performance, small batch and process technologies, on the other hand, use less centralised structures and provide potentially greater discretion. Jobs which are highly specialised do not make efficient use of employees' skills. When considerable capital investment is tied up in the present production, technology management is reluctant to modify or replace it even if the result


would be more creative use of employees' skills and knowledge. It has also to be seen that the nature of the technology plays some role in influencing the type of recruits who join organisations and overall organizational climate.

Major External Constraints

Government administration does not operate in a vacuum and no organisation can have a free hand to tackle their human resources. External factors which influence the governmental working are rules and regulations for competitive market conditions and labour unions. Some of these pressures are being discussed below:

(a) Rules and regulations. The last few decades have witnessed a fairly steady increase in the role of government in every society regardless of the complexion of a political party in office. There is hardly any doubt that laws and government policies make a great impact on the management of human resources in organisations. The area of labour relations has experienced exceptionally considerable regulations. Obviously, the procedures have been developed to deal with such issues as duty to bargain for good faith, unfair labour practices, representation regarding elections, seniority rights, etc. Of late, even strikes are accepted in some countries as a legal means of placing pressure on the government where negotiations failed to

secure a new agreement. Under certain circumstances, the employee is permitted to look out and serve elsewhere if conditions are more favourable.31 Means of resolving disputes through mediations and fact finding have been included in various states statutes.32 The freedom of employers to hire, promote and transfer has been constrained to some degree in recent years. The role of government in most of employees' compensation is less direct even though very comprehensive.33 The government has also been showing increasing concern for employees' health and safety. The general thrust of government regulation of business has been towards forcing management to accept certain element of the human relations style in their operation. Safe working conditions, non-discrimination, decent wages, protection from lay-offs and other interests are the parts of the normal arsenal of human relations management.34

(b) Market Conditions: The supply and demand for labour as well as comparative product, market considerations also provide additional challenge. When times are hard, people are thankful for a job and the firm has lesser resources and there is limited pressure on management to offer job incentives.35 When the position is comparatively better,
the demand for labour is high, firms are more or less to be financially healthy and greater incentives are offered. Some of the firms pay more attention to their human resources when the times are good than when the economy is down and the demand for the product is low. Experience shows that prosperity creates slack in any organisation that allows for greater likelihood of more satisfying work, greater attention to employee, training, and develop above average organisational climate. But when there is attention to human resources during hard times the gain will be maximum.  

(c) Labour Union Pressures: Another factor influencing human resource management is the presence of labour unions. Unions are the source of pressure on management in at least three ways. If the office is non-union and desires to remain like that, personnel policies would have to be different. If the workers are already organised, the pressure comes necessarily to negotiate with them often under the threat of strike. In case, unions apply pressure indirectly by means of lobbying for Government regulations of employment practice, the struggle becomes long drawn.

The organised work force exerts pressure in two major spheres of human resources management. First, it requires management to negotiate about such matters as wage benefits, work rules and union secretariat. Second, the grievance procedure provides a system by which the union can oversee the actions of management in administering the contract.


The simple requirement to negotiate is a constraint because management cannot make quick changes as it desires. Additionally, in order to obtain desired changes or initiate new programmes management may have to agree to compromise or make concessions in other areas. Union leaders are often reluctant to agree to a change which may be of even benefit to the workers because they fear that it would under cut their power. The recognition of the role of the managerial philosophy, employee values and expectations, technology, pressures of the Government, market conditions and labour union pressure is crucial to understanding the human resource management system in a given organization.

PROFESSIONALISM AMONG HIGHER CIVIL SERVANTS

In the present day world, issue of professionalism is not confined to additional professions like medicine or engineering. More and more effort is being made to look at how social sciences like economics, psychology, sociology, public administration etc. are being applied to the solution of human problems. Consequently, the concept of professionalism has also been widened to include management and administration. Professionalism in

40. The Services which had social orientation also were forced to enter agitational phases.
management refers to both the management of the scientific and technological activities as well as management principles and practices. Underlining this approach is the belief that modern problems of public and business affairs are so complex that they have to be managed with a great deal of skill and expertise. Generalists, administrators or amateurs, it is believed, mostly muddle through only to the problems instead of solving them.  

The process of professionalising administration is not new and the efforts started in ninetieth century (for service reforms) in the West. Initially, the concern was the need to institutionalise the merit system to ensure efficiency and competence. In this process, universities, schools, institutes of training and public administration were created for generating and guiding the evolutionary development of administrative thought from classical to the modern.  

Professionalism is a doctrine which implies a commitment to provide for certain standards of performance like -  

- Rationality  
- Objectivity

---


- Sensitivity
- Self-discipline
- Responsiveness
- Impartiality
- Integrity

The commitment to uphold the doctorine is reflected in the willingness to implement these principles. However, an administrator is not automatically a professional unless he begins to manage. He can acquire professionalism gradually and in this training plays a very important role. Management occurs at various levels of governmental functions and assumes different characteristics in different contexts. In the developing countries like India, it includes the planning and implementation of development programmes and projects. At the planning level, it involves resource management and at implementation level it includes systems management and at the project level it may mean techno-scientific management. The development of positive attitudes, responsiveness, motivation, commitments to values, sense of accountability and responsibility cannot be inculcated


through training alone but through a variety of interrelated measures. In India specially at the higher levels, two aspects of the development of professionalism are worth consideration.

1. **Horizontal Development of Professionalism**

Horizontal development refers to the process of repairing, promoting and maintaining a set of measures aimed at creating as well as enhancing professionalism among the higher civil servants as a group in the context of their overall roles and functions. This entails the existence of the development of the following inter-related systems namely:

- Cognitive system
- Leadership system
- Career system

The cognitive system refers to the educational and training institutions as well as the means and channels whereby one's intellectual foundation and knowledge base could be reinforced over a period of time.

---


The extra-bureaucratic organisations, as a system, denote not only the so-called professional associations, societies or institutes of management but also the relationships among them as well as with the bureaucratic and other organisations such as political parties. The strength or the degree of "functionality" of such relationships determines the efficacy of the system, viz., the normative system. The normative and linkage system promotes and maintains the desired or positive norms and values of the profession and provides the raison d'etre for the profession.48

The leadership system determines the strength and visibility of the leadership among the group and consequently the efficiency or effectiveness of the profession. This is of course dependent to a large extent upon the career system.

in the civil service pertaining to that profession.  

The career system comprises recruitment, training (pre-entry, post entry, mid-career, etc.), probation, examinations, promotion, job assignment and performance evaluation as well as the attributes that are associated with one's career such as mobility, security of tenure, stability and intellectual freedom.

2. **Vertical development of professionalism**

Vertical Development relates to the process of developing and enhancing the capability of the civil servants as individuals in relation to specific tasks or activities.

There are, as suggested here, three basic types of capability:

- Contributory capability
- Facilitative capability
- Catalytic capability

---

A civil servant should possess at least one of these.
If he possesses all the three types he is definitely a first-class administrator especially if the capability is of high degree.

A person is regarded as possessing contributory capability if he can provide useful inputs to the formulation and implementation of his organisation's objectives, policies, programmes and activities. A research worker, extension worker, a typist belongs to this category. However, a good top manager is also expected to contribute inputs although at a much more sophisticated level such as innovative ideas, perspectives, philosophy etc. 50

Facilitative capability relates to the ability of creating integrative mechanisms to coordinate policies, programmes and activities, to solve conflicts or reconcile divergent interests as well as to review those policies and programmes to ensure that the ultimate products are in line with the original objectives. Facilitative capability also means the ability

to facilitate action through the establishment of effective
resource systems such as budgetary system and procedures,
personal system, organisational structure (authority system),
information system etc.\textsuperscript{51}

A good manager is a catalyst and he is regarded in having
catalytic capability if he is able to motivate, guide and
inspire his subordinates to produce results. This is largely
done through his own personal leadership ability although resort
to sanctions and procedures cannot be ruled out.\textsuperscript{52}

The horizontal and vertical development processes are
interrelated. An administrator cannot perform his leadership
role if his value orientation is autocratic. Recently a new approach
is being advanced. In this model, no mention is made of the
position of specialist or generalist for it is considered to be
and exercise in futility to decide about professionalism.

\textsuperscript{51} The Government Servants (Discipline and Appeal) Rules,
Bangladesh, 1976, John J. Deutsch, The Public Service in a
Changing Society, Canadian Public Administration, Spring
1968, pp. 1-5, Martin R. Domboz, Bureaucracy and Development:
Where are the Constraints? Sudan Journal of Administration
and Development, Vol. 9, 1974, pp.7-16, Khalid B. Sayeed,
The Political System of Pakistan, Boston, Houghton, 1967,
pp.63-63.

\textsuperscript{52} Ranjit N. Withana, Administration Training in Developing
Countries: A Survey of Some Issues and Problem Areas
Journal of Development Administration, May 1972, pp.91-9;
B.C. Koh; Aspects of Administrative Development in South
Korea, Michigan 1967; A.R. Boyte, Some Deficiencies in the
Training of Senior Administrators for Developing Countries,
International Review of Administrative Sciences, 1974,
No.2, pp.339-34.
A generalist is a professional if he is developed along the lines set in the model. A specialist on the other hand is not an amateur in his own field of specialisation if he has not been developed along the same lines. Neither is he a professional but at least he can be merely a technician. The above three qualities about vertical development are important. No civil servant can or should undergo the development process in all the three aspects. For example, it is found that a doctor may not make a good hospital administrator but can be an excellent surgeon, thereby giving us a hint that it may be desirable to concentrate on his contributory capability of specialisation rather than to upgrade the other two types for which he has no aptitude or which may be of little relevance to his day to day work.

Indian Civil Service (ICS) was a lead corpus of higher civil service at the head of civil services. Besides, there were a number of higher services - called either inferior or superior-performing different tasks under the Central Government. At the time of independence two All-India Services i.e. IAS, IPS were


created. Intention of any such service was mainly to ensure high standard of administration at the said level as well as to provide for interchange of experience between the Centre and the States. In the Head quarters organisation of the Central Government, the higher civil services are essentially field services. Their initial deployment is in the field offices of the Central and State Governments. In the technical field, a great many jobs have come into being which demand competence in depth of the subject matter. The existing organisation of the civil service comprising of civil servants, representing pools of personnel recruited, trained and deployed for specific functions at different levels in a hierarchy is essentially sound.\footnote{Michael D. Regen (ed.) The Administration of Public Policy, Glenview Scott, 1965. R.H. Sparn and G.R. Curnow (eds.), Public Policy and Administration: A Reader, Sydney, Wiley, 1975, p. 100.} Number of states have shown that the present personnel system does not make for a rational and optimum utilisation of the human resources within civil service. Two approaches have been suggested (a) making operation of each service rational in which it can legitimately and effectively function and (b) enlarging the services in which all the services would contribute equally without assigning a privilege position to any particular service in respect of posts which can be
adequately filled by others.56

DEVELOPING PROFESSIONALISM

In recent years numerous steps have been taken in India to make the higher civil service more development oriented and to increase its administrative efficiency. There are three strong arguments against a professional civil service in terms of the demands for socio-economic change based on equity and participation.

First, professionalism would prove to be anti democratic.57 It is alleged that the civil service has been one of the main instruments used for modern state building. It has extensive powers with the result that there is a lot of centralization. A stage comes where the higher civil servants tend to ignore views of popular political measures.

Second, professionalism viewed by the specialists in a negative way because it helps to strengthen on regulatory


57. The role of the civil servants in consolidating state authority has been a popular theme in many LDCs. One of the best is in Roonek Jahan, Pakistan: Failure in National Integration, Oxford University Press, Bpecal, (1977). pp. 52-61.
management of the central bureaucracy. Efforts are made to build up power, authority and prestige of the bureaucracy often at the expense of development. By increasing capability of the generalists, technocrats and specialists loose their importance.

Third, the viability of the knowledge based on the existing administrative system is doubted as to whether it has the capability to solve the problems of development management. During the last few decades, the record of democracy in the field of development has not been encouraging. The civil servants have not been able to build up the requisite professional capability in the developmental sector. It has also been doubted that professional achievement of the civil servants is feasible without building up the requisite knowledge for management of development programmes, policies and plans. The numerous documents emanating from research and other institutions have harped on two opposing forces:

needed transformation in public administration system involving radical changes in the tasks, methods, character and organisation of the civil service.

60. Arguments are very well presented in Inayatullah Transfer of Western Development Model to Asia and its Impact AGIA, Kuala Lumpur, (1975) and John R. Morse, "The Transferability of the Western Management Tradition to the Non-Western Public Service Sectors", Philippine Journal of Public Administration, October 76.
- critical importance of the national governments in planning and executing social and economic development programmes. For example a recent UN Document states, "The Challenge of public administration in the 70s derives from these related propositions that have received widespread recognition: first, the national governments have a central role in promoting economic and social development; secondly, that the extent to which Government fulfills this role depends largely on the degree and speed of expansion of administrative capability at all levels of the Government and in major fields of development; and thirdly that public administration must itself adapt to changing circumstances if it is to be an effective instrument for desired economic and social change. The role of Government is crucial ... and includes not only direct action of public bodies at all levels, but also facilitative, allocative and regulatory functions of the government needed to accelerate development and also to encourage participation by the people, voluntary bodies and the private sector in national development."

It can, therefore, be inferred that in spite of the many criticisms of the civil service, a new managerial role has been thrust on it. There has been a change in the expectations of the

people and greater emphasis on implementation of national
development plans. The changed conditions call for a new
professional order of civil service equipped with development
management skills. To the extent "Public Administration is
basically the process of achieving intended results through
organizations", the new professional order calls for examining
afresh what organizational changes are necessary. What will be
the modifications in respect of the structure, composition,
character, attitudes, knowledge and skills of the civil service
profession? More specifically what will be the role of public
administration training institutions in raising the new breed of
professional civil service?

\[ \text{BLINDNESS OF A PROFESSIONAL ORDER} \]

It is not possible to make any clear cut distinction
between some of the occupations but the main one is some
evidence that some of these elements within a professional system
have been built up at various stages, mostly by conscious attempts,
to plan and synchronise their development. The increase in
professional competence of the civil service in the context of
new social development tasks, reorganisation and reinforcement of
second and third elements mentioned above becomes important.63

---

63. A Commonwealth inventory recently counted as many as 57 Public
Administration Training Institutions in Bangladesh, India and
Sri Lanka alone. Commonwealth Secretary, Training in Administra-
Public Administration and Management have both grown rapidly in recent years but the art of tactical administration has not developed much. The knowledge base has been expanded but a lot of research effort has not been utilised properly. It is necessary to shift out the re-information as useful for building up tested implementation skills. Training institutions and professional associations can usefully pursue this task.64

Institutional changes are to be continuous and scientific but the challenge is to initiate a process of change.65 In recent years, there has been a change in the environment and the size and complexity of the tasks have increased manifold. Processes of social development management is the primary concern of the professional civil service and management and implementation skills are to be created based on knowledge that considers increased interactions relationship of numerous problems which confront the society.66

64. This was, for example, one of the conclusions of the recent meeting of the Consultative Group on Training for Regional Development, held at Nagoya, Japan, Jan. 29-Feb. 4, 1989. Emphasis was squarely placed on implementation and management aspects of Regional Development.


66. These problems in social development were conceptualised by Michal Chevaller, American Social Science Research for Canadian Water Resource Problems, Privy Council Secretariat, Ottawa (1967).
These days there is more emphasis on collaborative arrangements and the point of view of every section is faithfully presented. The new aspirations reflect the new social demands ranging from poverty and population control to micro level access situations.

TESTING APPLIED KNOWLEDGE AND UTILITY OF A PROFESSION

The role of training institutions in raising the new standard of professionalism has yet not been fully explored. These institutions can play pro-active role in organising the value experience and information much of which is in an undigested form. Increasingly they can be generalised from specific experiences and the training institutions can help to translate the management and administrative experience into an appropriate knowledge building methodology for the professional use of the civil service. While knowledge base is built up by the training institutions, ultimate recognition of the professional competence of the civil service depends on its social utility or relevance. Recent researches have shown that there is greater need for democratic decentralisation, greater public accountability, closer involvement with the popular participative process of development and better management of programmes. Occasionally, there are internal and external pressures to bring about structural changes so that the social needs are fulfilled. Following three areas required special care:

- recruitment policies centreing around the questions as to who may be admitted, by what criteria and in what manner.
- deployment policies for efficient use of the skilled resources, relating to issues of incentives, job evaluation, career advancements, training etc.

- public and social accountability of the civil service which is linked up with questions of political ideology, organisations and relationships and is in the ultimate analysis dependent on specific situations and do not yield to generalizations.

WIDENING THE ACCESS CHANNELS

Recruitment is one of the most important aspects of maintaining quality of administration. Number of studies have shown that civil service is not representative. The net result of recruitment and selection process has been to keep mediocre out and of late the access channels have been widened because of the following two reasons:

(a) Social development management, specially in respect of the rural programmes, call for administrative organisations which facilitate local participation. Completely new management technologies are required for changing traditional social relationships, identifying local needs

and mobilising indigenous resources. There is accordingly necessity to involve the indigent elements into the civil service who can fully identify themselves with local aspirations and problems.

(b) Recruitment on the basis of merit is most effective at two extremes - the highest generalist and the most advanced specialist. It has become increasingly difficult to identify administrative or managerial talents which fall in between on the basis of a conventional merit. Ability to manage or implement development programmes at local levels is not essentially dependent on excellence in a specialised skill. Hence, the need to attract managerial talents on the basis of previous experience, political commitments and known skills for implementation of projects, programmes and policies.

This will call for greater politicisation of administrative machinery and adoption of new criteria for selection so as to reflect the level of education in the society and correct social imbalances. Still more important, since it may be difficult to initially recruit manpower with requisite educational qualification, personnel development policies should increasingly emphasise "the growth of an individual's skill and not assume that formal

---


education prior to recruitment can provide for future needs. When such skills are not available, it is not sufficient to seek individuals with skills needed for posts currently open; rather, emphasis should be placed upon planning careers in which those selected can steadily accumulate more skills and greater competence. 70

Greater Vertical Mobility: Career Management for All

Promotion in the civil service is normally synonymous with advancement in rank. While making efforts for promotion, there is the question of more expensive career management and development plans not only for the privileged few but the entire administrative personnel. In many countries, examinations and interviews are arranged for promotions while in many others professional evaluation has been adopted. 71 There is not much effort made on the feasibility of widening the channels for vertical mobility where professional growth takes place. Greater attention therefore is to be paid for career development policies. A professional

70. Ibid, P. 21.

71. A recommendation for promotional training and examination within the existing class limits has been made by Elyas bin Omar in Civil Service System in Malaysia. Country Papers on Asian Civil Services Volume B, Workshop Papers P, C3-71-72. In Bangladesh promotion prospects amongst services have been equalised but not widened or vertically extended. Promotional examinations, without clearcut criteria of performance evaluation is likely to be introduced in respect of the new Policy Pool. See K. A. Zaman, Civil Service System in Bangladesh, Country Papers Volume A, P, C3-63.
civil servant can thrive only on the basis of the competence or merit which need to be adjudged with certain degrees of objectivity from time to time. While some of the technical issues in developing suitable designs for performance evaluation have been highlighted, the major problem of devising performance evaluation with career management plans within the personal system, has not received the attention that it deserves.

In countries of sub-continent where a performance appraisal has just commenced to operate, the problem is not only of its limited application in terms of clientele coverage, but also that of devising reliable objective measures for merit rating in administrative positions. How to evolve more equitable career management programmes, with wider and more equitable opportunities for efficient utilization of skills and resources available in the lower echelons of the civil service system, will be


73. In spite of Seniority cum Merit rule, the reliance usually is on seniority, rather than merit which is difficult to assess. This is the experience not only of Sri Lanka but also of the other countries of the sub-continent. See in this connection very candid observations of V. C. B. Unanthame, The Public Personnel System in Sri Lanka APDAC Country Papers Vol. 6, C-31-6.
a major issue for Public Administration in the coming decade. It will become important not only because supply of development management and implementation skills will become scarce, but also because of the increasing pressure from below for greater opportunities based on "merit" principle. Greater vertical mobility within the civil service will be an important instrument for enhancing its social utility and professional effectiveness.

Role of Training Institutions

After independence and adoption of socialist society, the demands of administration increased both quantitatively and qualitatively. Time was when a civil servant used to learn everything on the job but this could be possible only in those days when pace of development was slow and the world moved at a snail's pace. The accelerated pace of development of knowledge and its application to different sectors of administration has made on-the-job training comparatively less effective because of the following factors:

1) It chiefly depends on the calibre and level of the performance of the immediate superior and is thus restrictive.

---


b) There is no relationship with the outside environment because immediate superior may act as a comprehensive cover.

c) It tends to be imitative producing stereo types.

d) Individuals don't develop taste to acquire knowledge, skills or attitudes and instead rely on improper short cuts.

e) It gets scored out as the years pass and the impressions vain.

Training programmes conducted at institutional level can be particularly divided into two categories, induction training programmes and in-service training programmes. Induction training programmes are meant for newly recruited persons for equipping them with conceptual skills, technical skills and human relations skills so as to prepare them for their jobs. The major objective of these programmes is to develop the working knowledge of the tools and skills necessary for career in government. It includes developing an awareness about the economic, administrative and certain social problems of the country and the efforts made to solve them. On the other hand, main objective of the in-service

training is to replace old unproductive habits by productive ones. The underlying assumption behind organizing these programmes is that training imparted while joining the service is not sufficient for the whole career in government. Therefore, it becomes essential for the trainees to learn new techniques of management and to up-date their professional knowledge. Participants in these programmes are usually middle level officers or senior administrators who are engaged in supervisory roles and require the skill of effective dealing with human beings. At times the contents contained some courses of behavioural sciences are helpful in creating a healthy atmosphere for achieving organizational effectiveness. Lack of academic training fields increases the importance and utility of induction training.

In the case of in-service personnel, training is a kind of instruction into an existing pattern of behaviour or belief. This creates resistance to change. Efforts are being made to

unlearn old habits which are to be replaced by new ones. This becomes possible only if trainees are exposed to new learning in such a way that it does not create much difference between previous habits and the new desired ones. 80

Training has been recognized as one of the important components of professional development. The question which looms large is what systemic changes are necessary to make training a useful instrument for professional advancement of civil service. Some of the training institutions - like the Action Training at INTAN, Malaysia, have introduced innovative programmes but there are others which have languished. Concern was expressed at regional level about -

- inadequacies of training need surveys, which have not been done systematically;

- dearth of appropriate and indigenous training materials;

- the 'reiterative', 'routinized' and 'ritualistic' character of training programmes which tend to emulate the courses, curricula and methods from the Western countries;

- reliance on traditional pedagogic methods for training, without developing modern participative techniques;

- lack of institutional and programme linkages, which would enable training institutions to integrate research, consultancy and training;

- very weak focus on building implementation skills for development management;
- dearth of qualified and committed trainers with practical experience not directly related to career development programmes;
- little emphasis on evaluation of impact of training on the job.

Two areas of training which require further concentration have been identified as follows:

Firstly, the internal process of training, whereby steps could be taken for determining training needs, evolving participative training methods, developing indigenous training materials etc. As explicitly suggested in the APDAC Workshop, it is obvious that a systems approach may quickly upgrade the relevance and efficiency of the internal processes of the civil service training institutions for building up the "applied knowledge" required for development management.

Secondly, the process of building up the external linkages for institutional development of training organisations, whereby training is integrated through research and consultancy with the social development programmes. Through its external linkages, not only the relevance of training is continuously updated but also the validity of the professional ethics and development role of
the civil service is tested and demonstrated. Some of the key issues involved are:

1. What should be the institutional arrangement of training in government to meet new developments and challenges in public administration within time and cost parameters?

2. What steps are necessary to introduce an information system that identifies the training needs of various levels of employees having regard to the skills required for effective performance of assigned functions?

3. How are the training objectives to be determined keeping in view the diverse nature of activities in the Government Departments?

4. What strategies should be adopted to ensure that training is an on-going effort designed to sharpen and update the skills of the employees?

5. How should the training programmes be developed to bridge the gap between identified needs and objectives-realisation?

6. What techniques should be adopted to evaluate the effectiveness of the training programmes?

Need to Intensify I & 2 in Training:

In training systems it is essential to raise the professional content of civil service training systems. The emphasis has to be categorically on action based research the results of which are fed into the training process. Normally problem solving approach is needed to improve the effectiveness of training programmes in the
context of social development management needs of the civil service. Training has mostly been conceived essentially as functional part of the personnel organisation itself. An inbuilt programme for R & D helps forging the linkages between the training and the personnel sub-systems. The personnel agency is responsible for performing various types of functions. Firstly, it recruits and selects personnel for specified tasks, whether in the context of traditional regulatory management or social development. Secondly, it is responsible for maintenance of an environment in which the selected personnel can continue to perform according to standards required for fulfilment of those tasks. Thirdly, in order to ensure performance according to development objectives and given standards, it has to bring about change in skills, knowledge and attitudes of the civil servants. This has been done traditionally through training, manpower planning, organisation development, management development, system design etc. Fourthly, it requires an information system which collects, compiles, analyses, processes and uses relevant data regarding operation personnel in order to match skills available with tasks assigned to individual or groups of employees. These component functions within the personnel agency of the government are distinct but interdependent units - are functionally related
to one another. The existing deficiencies in the internal process of the training sub-system can be removed by adopting system approach. In the APDAC workshop some of the deficiencies which can be corrected through R & D approach were highlighted as: (a) Identify and spell out specific training needs of clientele organisations, including various branches and echelons of the civil service, through regular surveys, studies etc. As suggested in some of the technical papers, with requisite support from the personnel agency, the initiative for training need assessment has to be undertaken by the training organisations themselves. In view of the changed skill requirements for management of social development programmes, no doubt training in different categories of management and implementation skills will become necessary. (b) Undertake research for development of suitable training techniques, materials and programmes. This is unanimously viewed as a major area of shortfall and substantial R & D input will be required to develop indigenous


82. See in this connection the technical papers on Training in the Civil Services . APDAC Workshop on New Policies, Developments and Trends in the Asian Civil Services, 9-13, September, 1979, Singapore. For a quick survey of the state of training in the region also see Inayatullah, ed. Management Training for Development: The Asian Experience, ACDA Kuala Lumpur, 1975.
training materials. This point was strongly emphasised in numerous U.N. reports which found that public administration training in the LDCs have tended to be excessively theoretical with little operational value. 83 (a) Develop methods for evaluating effectiveness of training programmes. New efforts are needed for setting up feedback and monitoring mechanisms, which will ensure appropriate adjustments in the training programmes in a developing context. In the past "evaluation" was a routine activity; substantial research is needed in future to devise new methods for measurement of training results at various organisational levels. The stress on R & D emanates from a genuine need to innovate and make the existing training programmes more relevant for the tasks being assigned to the civil service. 84 In view of the fast changing priorities in development management efforts, tremendous pressures are building upon the training institutions. Substantial experimentation with new training programmes, innovative training techniques and evaluation methodologies, has already been conducted by a number of institutions within the region. 85 Much can be gained further


84. Hari Mohan Mehter, Training of Civil Servants in India Technical Papers on Training in the Civil Service, APDAC Vol. 4, P.4-IM-84.

with proper documentation of the experimental results and exchange of information amongst the training organisations. To ensure a continuous flow of information, R & D efforts which are now dispersed, disjoined and sporadic, need to be institutionalised and integrated to the public administration and development management processes. 86

An Institution Building Strategy

R & D provides an important strategy for bringing about changes in the existing training system making it relevant and functional. The research for professional values and new code of ethics is continuous but the degree and quality of the state intervention for elimination of poverty through broad based participative development is essential. This will depend on whether "the desired social outcome can be achieved through the central technocratic allocation of resources to provide services intended to benefit the poor or whether the real problem of poverty is rooted in the basic social structure which relegates the poor to conditions of dependence. 87 Depending on the final choice of policy, the training institutions will have to shift their own focus on programmes, techniques, evaluation measures,

etc. If the emphasis is placed on allocation of resources through governmental machinery, the central problem of development management boils down to one of increasing effectiveness of the delivery system in the public sector, so that supplies of services and inputs reach the targetted clientale. On the other hand, a development strategy aimed at bringing about structural changes within the society will call for measures which increase political capacity of the poor to participate in the decision making and implementation process. As the debate spreads among politicians, policy makers, planners and administrators, it becomes clear that the two strategies need not by any means be exclusive, and will contain elements and thrusts which can be combined and mixed in varying proportions.

**Outreach Programme - The Most Critical Linkage**

One may accordingly start with a hypothesis about the critical linkages of the institutions building process and then examine how the linkages have actually functioned in the context of the development experience within the country. The hypothesis will seek to explain, assess or determine the differential impact of the key variables on the institution building process. Its main elements could be stipulated thus:

- although each training institution has unique sets of experiences, there were certain commonalities, which characterised their growth.
- these commonalities are to be traced to the original needs, values, ideologies and administrative situations or the milieu in which training institutions have to operate.

- each training institution has to pass through distinct, if not necessarily sequential, stages of growth, which result from the network of supporting and functional linkages with institutional variables.

- institutional variables known to have influenced the growth and development of training institutions are numerous and varied, but can be classified.

- viability and effectiveness of the training institutions have directly depended on the strength, relevance and the outreach of the linkages at various stages of growth.

- linkages have to be deliberately planned and consciously developed. One starts with internal or primary linkages at the outset, but gradually under an 'outreach programme' fans out and forges the external linkages, which focus on new tasks, new programmes and new policies in a dynamic context.

Final hypothesis will have to be developed, listed and classified in some of the important areas already covered by scholars. These variables, each of which by itself or in combination with others affect growth of institutions, have been arranged in layers, depending on the primary, secondary or
tertiary nature of the linkages. Each layer is concerned with a particular environment or stage of growth, with different priorities and linkages. The distinctions are conceptual and would be difficult to define in physical terms. These could also be distinguished in terms of 'growth stages', 'immediacy', 'directness', of the linkages. For our purposes primary linkages refer to initial combination or fusion of factors like goals, leadership, faculty and staff resources, funding and technical assistance received, which resulted in establishment and functioning of the training institutions. These are the linkages with the organizational variables which a training institution has to accept and work with, perform. Linkages of this category, are mostly confined to the sponsoring agency of the government and the sources of technical assistance. With these the training institutions begin to operate with limited perception of goals and routinized activity. While leadership and external inputs are no doubt extremely important, but even with these factors institutions can stop growing or suffer goal displacement. Primary linkages result in setting up the organization, but not yet the institution with crystallized norms, functions and relationships. Secondary linkages become necessary so that institutions can better relate themselves to the task environment. These are the linkages that facilitate institutional growth. In this stage, institutions

have to further broaden their definitions of goals, identify new tasks, which would be relevant for their training functions and develop appropriate methods, tools, and techniques for broader perception of the training needs. These are the new enabling and supporting linkages which permit the training institutions to grow out of their routinised activity and their cloistered shells. The "Outreach Programme", has also been conceived which can show wonderful results within a project area. Its feedback enables the training institution to participate in further policy making. It also helps the training centre to clearly evaluate outcome of state interventions and adjudge the managerial performance of the civil servants. The distinction between the secondary or tertiary linkages is a relative one. While training institutions normally would be expected to develop the linkages with the tasks environment, there is scope for hard choices and careful discretion in case of the tertiary variables. In case of the former, the linkages are almost prerequisites to further institutional development. In respect of the later, the matter is one of calculated choice. The institution may choose one or two out of the many tertiary linkages, depending on the perception of its mission and dimension of its tasks. 90

90. P.R. Dabharsi, Administrative Reforms in Perspective, Dr. John Mathai Endowment Lectures, 1985, University of Kerala.

linkages will be established depend on the ultimate role that the training agency visualises for itself, in the context of the government, society and the nation. The outreach programme ultimately is the means by which the institution integrates its limited training activity with the long range policies and operational plans for social development. Through these linkages policy environment can be built up.

To meet the changing requirements, various efforts have been made to search for suitable strategies to meet development needs. There has also been changes in internal structures or processes but the concept of human resource development is still at an incipient stage. There is yet a need to clarify the concept and put more efforts at theory building.