CHAPTER IX
CONCLUSION

Our views about the Civil Service have been largely woven into the discussion in the preceding Chapters. Summarizing of these views may lead to some repetition of the discussion. But an integrated view of the requirements of the Civil Service in the State in the context of democracy and welfare development, may be highly useful and is, therefore, attempted here.

With the advent of the British rule in Panjab, the State had come under the guidance of a small, but smart and enterprising team of civil servants which, under the dynamic leadership of the Lawrance brothers, turned, within a brief span of a decade or so, the desolate and disturbed land of Panjab into a happy and prosperous province of India. Many a time since its inception, the civil service of Panjab has been faced with complex tasks, like the demobilization and rehabilitation of the Sikh soldiery after the annexation of Panjab, the colonization of the vast desert areas reclaimed under the Upper Bari-Doab and the Lower Bari-Doab Canal Projects and later on, the rehabilitation of millions of displaced persons from Pakistan after the partition, and every time it performed the task with distinction. Again, the new administrative programmes of community development and social welfare, though quite stupendous for its present capacities, are not altogether new to it.

1. Col. Branye, the then Deputy Commissioner of Gurgaon District, had launched in 1921 a programme of Rural uplift in his district which has been recognized at all hands as the forerunner of the present-day programme of Community Development. Another Officer, Malcolm Darling, laid the foundation of the Co-operative Societies movement in the Panjab.
As a result of a hundred years of steady evolution, the Civil Service has become a highly organized and closely regulated bureaucracy. Bureaucracy is characterized by hierarchy, specialization and impersonality and as such, it brings form and order in what may otherwise be a medley of groups and persons with divergent aims and attitudes. But too much formalism breeds inflexibility, rigidity and sluggishness. An institution, so affected, may look hale and hearty but its weaknesses become apparent when some kind of stress and strain appears, such as the need for its adjustment to the new socio-economic and political environment of the post-independence period.

In recent years, a number of steps have been taken to adjust the civil service system to the new needs. It is proposed here to examine, once again, in an integrated manner these attempts at reorganization.

(a) STRUCTURE

The institutional sub-structure of the Civil Service of Panjab is basically sound. The Civil Service is a body of two hundred thousand career personnel which is functionally organized into about twenty-eight 'Services', some of a technical, some of administrative and some others of clerical nature, each 'Service', in turn, being constituted into different cadres or grades. Classification is rank-oriented rather than position-oriented, so that all members of a Service are generally equipped for all the duties and posts falling within the functional specialization of each individual Service. However,

1. Prof. Appleby put it among the five or six best of the world. See his Report of a Survey of the Public Administration of India, 1953, p. 2.
each 'Service' is, more or less, a closed class, having, in most cases, only a single route of entry at the bottom. Rank-consciousness is sharp and a single civil service consciousness does not exist at all. Hierarchically, the Service is divisible into two categories, viz., the superior and the subordinate, Class I and Class II 'Officers' belonging to the former, while Class III and Class IV 'employees' to the latter category. But these two parts of the civil service have become so rigid that parochial attitude and narrow loyalties, they have developed/probably due to lack of vertical mobility, which hampers the growth of a single service consciousness. Because of the diversification of governmental functions, the Civil Service system has become more heterogeneous, as a result of which there has occurred much variation in the interests and attitudes of the civil servants.

Administratively, the Service is tied in a single chain of command, with the span of control often appearing rather erratic, controlled by the Chief Secretary and the Chief Minister. Within Departments there are built-up hierarchies with a neat and un-interrupted line of responsibility from the top to the bottom. The principle of bureaucratic control is sought to be harmonized with that of public responsibility by providing at the top of each Department two heads, one, an official head and the other, the political head, and by routing all public control through the political head in the hierarchical order.

However, the system suffers, as already discussed in Chapter III, from considerable rigidity, inertia and un-responsiveness. There is lack of adaptability in the

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1. Shri N.V. Gadgil, who was Governor of Panjab from 1957 to October 1962, said recently "Administrative inertia is still entrenched and is not responsive to the new impulses of the time". Fifteenth Annual Convocation Address of Shri N.V. Gadgil, December 22, 1962, Panjab University Press, Chandigarh.
organization. Too much reliance is put on precedents and established formal relationships. There is an increasing tendency of 'passing the buck', thus throwing the level of decision-making higher up in the hierarchical ladder, with the result that there is congestion at the top and inactivity at the bottom. The Minister-civil servant relationships have not yet stabilized at an appropriate level, as a result of which the administration, sometimes, suffers from lack of bureaucratic supervision and, at others, from lack of public responsibility.

The most imminent need here is to perform and re-vitalize the bureaucratic structure, so that the administration is able to combine hierarchy and red tape with initiative and enterprise, formality and stability with adaptability and innovation and rules and impersonality with responsiveness and responsibility. An administration, so vitalized, is characterized by clarity in policies, by adaptation and adaptability of organization to the achievement of objectives and by independence and impartiality, and initiative and innovation of staff and officials. It is adept in planning and scheduling work so as to reduce waste and secure economy of effort and it is one which has not only attained a high standard of efficiency but has also developed reliable means of measuring efficiency, administrative as well as financial, qualitative as well as quantitative.

Above all, the quality of vital administration is its sense of dynamism and creativeness. Dynamism is more urgently needed in the administrative system of the State which was designed a century ago to serve needs largely other than those of social welfare and economic development. It is really
surprising that Punjab with the present political leadership, aiming at new and progressive socio-economic objectives, has not yet thought of a thorough public inquiry of its civil service system, while the Union Government during the last decade and a half have instituted two public inquiries into the emoluments and other allied matters concerning the Union civil servants and All India Services. This might be either because of our political leaders being pre-occupied with other important matters or due to their ignorance of the administrative matters or because of the bureaucratic shyness for change. Whatever might have been the cause, the fact is that the present-day administrators have not shown the essential virtue of good administrators, which is the capacity to improve structures and workways. The patchwork method, so far employed, hardly suits the needs of the situation. What is needed is a full-fledged and thoroughly searching inquiry to be conducted by a body of eminent persons drawn from the administrative, political and other walks of public life in the country. This would require knowledge of structural variations in various kinds of effective institutions as also considerable understanding of factors contributing to operational effectiveness and popular accountability. This inquiry body should not only suggest reforms in the organizational set-up and methods of work but should also suggest ways to improve the morale and develop the potentialities of the public personnel.

The Royal Commissions in Great Britain and the Hoover Commissions in the United States are good examples of civil service inquiry bodies. The main advantage of such a body is that it brings to bear new and fresh ideas upon the problem of civil service reforms. Its members are mostly
'outsiders' appointed for their ability and understanding of public issues and they do not have the restraints and inhibitions or complexes borne by the civil servants. They have a sharply defined task and their analysis may prove to be invaluable for the purpose of innovation in a civil service which has been largely functioning on orthodox lines. The Civil Service in this State stands in urgent need of a fresh look by a social group of well-qualified persons who will not only weigh inside evidence but also public views before making recommendations about reorganization.

Structural changes should be arrived at in an orderly and systematic fashion and in the context of a general continuity but at places, they need to be urgently brought about. The first and fore-most need, in this respect, is the integration and standardization of all the 'Services' and posts in the manner as suggested in Chapter III. All the civil posts in the State administration should be organized into three parallel services, namely, the general civil service comprising all non-technical posts, the scientific civil service, comprising all the scientific, professional and technical posts, and the economic civil service comprising all the managerial, budgetary, account and audit posts. Within each service there should be uniformity of pay, allowances and privileges. Each service should be divided into classes and each class into grades or cadres, on the basis of standards suggested by a Research Unit (located in the Chief Secretary's Department) after a scientific job-analysis of a broad nature.

However, the top administrative posts should remain outside this classification. They should be filled in through an Administrative Pool which should attract not only
talented officers from the three Services but also from private administration and the University Professors. Selection should be strictly on merit, to be ascertained through some objective and reliable method by a high-powered Selection Board working in collaboration with the Public Service Commission.

These changes would go a long way in breaking down narrow class barriers and in creating a healthy environment for the development of a single service consciousness among the civil servants. They would also help in the elimination of favouritism and promotion of merit as well as generating in the service a sense of coherence and equality. Above all, they would create conditions necessary for increasing mobility in the service and also for developing uniform system of salary scales, promotions, transfers and incentives.

Above all, the Chief Secretary's office should be strengthened so as to enable it to effectively perform the role of a central personnel agency. The Chief Secretary himself should be made head of the Civil Service and in that capacity, he should not only exercise his superior authority in co-ordinating the policies of the Government but should also assume the effective leadership of the Civil Service profession. The agency should be equipped with professional competence to evolve a uniform personnel policy regarding selection and assignment of staff, their training and development, fair pay policies and welfare activities, proper supervision and control techniques and discipline and morale. More specially is there a need for establishing a Manpower Planning and Research Unit in this Department for conducting systematic research in the long term personnel needs of the Government departments. In fact, manpower planning here is not only an urgent administrative
need but also a social and educational imperative. Administratively, it is a problem of the long-term forecasting of the growing needs of public services of trained personnel, and of preparing plans for their appropriate training and induction into the service. The proposed Unit should, particularly, be concerned with developing methods and techniques for preparing manpower for each department of the Government and formulating plans for development in the context of general social and economic programmes. It should be able to forecast the future personnel needs of the Government for periods of five, ten, fifteen and even twenty years, classified into various skills and professions. These forecasts should be projected into the year to year needs of each department taking into consideration the estimate of attrition caused by normal factors, like retirement, transfer and death. The Unit should be manned by a skilled staff whose advice may command respect in the highest planning and political circles.

However, manpower planning is here not only an administrative problem but also a social necessity. It requires the planning of the entire human resources of the country for the future and the implementation of the plan from year to year as vigorously as that of the material resources, for there lies, upon the proper execution of the manpower plan not only the industrial and agricultural development of the country but also the regeneration of its social and cultural life. In the words of the U.N. Technical Mission "the years of study, training and experience, the patient and persistent development of many different skills are factors whose importance needs to be properly appreciated in this State". This is, in deed, a

national problem whose solution would depend upon the concerted efforts of all the elements of the society. It is commendable that the Union Government of India has recently established an Institute of Applied Manpower Research at New Delhi. It is expected that the Institute would ally itself closely with leaders in the field of education and research and with professional men in science, engineering and the social sciences. There may be much give and take between the Institute and the proposed Research Unit as the former can provide technical help while the latter can help the Institute to evolve a long-term programme of developing as a whole the manpower resources of the country so as to fulfil the broad social and economic purposes as enjoined in the Constitution.

(b) RECRUITMENT

The recruitment system aims, at least in theory, at equality of treatment to all citizens and prescribes educational qualifications sufficient to ensure potential suitability for civil service work. Patronage is sought to be eliminated by bringing each and every post under the purview of either the Public Service Commission or the Subordinate Services Selection Board and, in case of a temporary vacancy, by filling it in through the Employment Exchange. Suitability of the candidates for employment is ascertained either through an open competitive examination based on a general educational test or through competitive selection. However, the recruitment policy has been so conservative and tradition-bound that it does not allow the merit system fullest scope to grow. whatsoever may be the basis of selection to public service, it must be made certain that employment opportunity reaches all levels of the

society as also all levels of the service itself. This calls for continuous extension of the merit system downward and outward in those spheres where it is now limited. In order to open up employment opportunities for the educationally and economically weaker sections of the community, the system of scholarships needs to be considerably liberalized and a coaching system for preparing the sons of these classes of people for the civil service competitive examination needs to be instituted. For extending the merit system within the Service, it is essential to liberalize the promotional policy so as to demolish 'rank' and 'cadre' barriers.

In most circumstances, the Public Service Commission is the greatest guarantee for merit in the public service. It is a healthy step that the status and independence of the Public Service Commission have been guaranteed in the Constitution. But the Public Service Commission itself needs to be re-organized and re-oriented to fulfill the new needs of the State. In the first place, the need is for centralizing and integrating recruitment of the entire personnel of the State in a single agency. As already explained in Chapter IV, all the posts should be brought under the purview of the Public Service Commission and the Subordinate Services Selection Board should be abolished. The Commission should be ensured more independence of action by strengthening its position vis-a-vis the Executive.

The present administration, with its broad social and economic objectives, needs civil servants with diverse types of capacities and qualifications and, therefore, the civil service should be recruited from different sources. So far, the main
source of recruitment has been the fresh university graduates tested through a literary competitive examination. The competitive examination route is still relevant to the circumstances and must continue to meet the major needs of the public service. However, the examination needs to be adjusted to the needs of the welfare administration and more weight ought to be placed upon the knowledge of social sciences. Again, the written examination should be supplemented by a more objective and scientifically conducted psychological test with a view to ascertain the candidate's potential working ability in dealing with hypothetical administrative problems. Among other sources to be tapped, the recruitment to the higher grades of the Service of experienced persons who have distinguished themselves in other walks of life, such as, industrial and academic, and who possess an aptitude for administrative work, would be of special significance, as it would bring new ideas and experience into the Civil Service and would thus, add to its dynamism. Then, the Civil Service itself needs to be properly tapped for the purpose of finding suitable recruits to the higher posts. If the promotion policy is sound and impartially administered, then promotions would not only increase the incentive for good work among the personnel of lower ranks but would also bring into the higher cadres tried and tested men who had proved their worth as functioning civil servants.

When recruitment is made not for specific posts but for a general category of posts allotted to a Service, then assignment of the selected candidates to appropriate posts is very essential both for the efficiency of administration as well as for the future development of the employees. Here assignment of work is, in most cases, made in a very haphazard way. This
is done not only because of lack of proper manpower planning but sometimes, also because of the difficulty to meet the numerical needs of the various geographical areas, with the result that the Establishment Branches have to be contented with merely filling in the vacancies with whatever personnel are placed by the Public Service Commission at their disposal. One way to overcome this difficulty may be that all appointments to junior posts in the field are made through local branches of the Public Service Commission on regional basis rather than by the Commission centrally. For superior posts, supervisory officers should see that all officials under them are given assignments appropriate to their aptitudes and special qualifications. Then, more attention should be given, than hitherto, to the 'linked' experience of the civil servants' career. Experience should be regarded as a part of training and transfers and promotions should be correlated to the overall programme of training. The aim should be to enable the civil servants to gain relevant experience in the course of their official careers. This means, first, that the civil servants in the middle and higher ranks should obtain experience in a number of different departments and second, that the change from one job or department to another should provide a continuity of experience. This would necessitate the grouping of departments into inter-related categories, such as, those dealing with social services, financial matters, business affairs, etc. and to arrange for civil servants to circulate among the departments of a particular category.

However, the evolving of a dynamic policy of recruitment and personnel management is a long-term plan which needs systematic and persistent efforts not only on the part of the Government departments but also on that of the Public
Service Commission and other professional bodies. The Punjab Public Service Commission has, more especially, a more dynamic role to play in this scheme. But for enabling it to do so, the Commission needs to be strengthened both in its composition as well as functions. Instead of having separate bodies for selecting the different categories of staff, all recruitment should be concentrated into the hands of the Public Service Commission which should establish local recruiting branches at the district level. The strength of the Commission should be increased and persons of high integrity and talent, and of varied experience should be appointed to the Commission. It would be much better if the Commission could be organized on Inter-State or Zonal basis. Failing an agreement to that effect, at least one half of the members of the Commission should be appointed from other States of the Indian Union.

Further, the Commission should be manned by its own independent staff, the higher ranks of which should be recruited and trained on an all-India basis.

There is also need of establishing a Personnel Board as a permanent body for co-ordinating the policies and activities of the Departments, on the one hand and the Public Service Commission, on the other. The Board should include as its members, a certain number of Heads of the Departments and all the members of the Public Service Commission and should have the Chairman of the Commission as its President.

It would further be desirable if a professional Council of Personnel Administration could be organized at the State as well as the all-India levels. At the all-India level this body should be sponsored by some retired and active civil servants and other eminent persons engaged in the study and
practice of administration. It should be a semi-official professional body comprising of representatives of civil servants, Public Service Commissions, personnel directors of public corporations and big business and industrial concerns and university teachers of public administration and business management. It should function as a discussion forum on problems of personnel administration. Such a body may be able to bring concentrated attention to bear upon the development of a civil service professional consciousness on a broad basis. It would also help the crystallization of professional standards and in the improvement of management practices and policies.

(a) TRAINEING

Staff training and development programme is very essential for meeting the ever-changing needs of a dynamic welfare administration. This realisation is gradually dawning upon the Government. But present practice is still far from being a well-planned programme of the balanced development of all sections of the Civil Service. Quite a good amount of attention is being devoted to the development of the senior ranks, but training of the junior classes is, for the most part, sporadic and inadequate. In fact, most of the existing institutional training programmes are sponsored and financed by the Union Government while at the State level, there is little provision for institutional training and inadequate provision for practical training. Then, the emphasis is largely on skill inculcation rather than on human development. The urgent need of the administration is the establishment of a Training Cell in the Chief Secretary's Department which should devise long-term plans for the training and development of all categories of the staff. There is also a case for the
setting up of a Civil Service Training College at the Zonal or State level as has been done in France and has also been done by the Union Government for members of Central Class I and all-India Services. The College should develop a foundational course of training for the personnel of all the State Class I and Class II non-technical services. It should also cater to the job-orientation and refresher courses requirements of all categories of the administrative personnel. There is also the need for a Secretariat Training School for training recruits to the clerical and assistant's grades of the Civil Service in office management. These measures would not only develop the potentialities of the middle and lower ranking personnel, but would also help in bringing about an emotional integration among the civil servants.

Training programme at all levels needs to be oriented to the philosophy and needs of a developing welfare state. It should aim not merely at orienting the new comer with his job but also in indoctrinating him with the ideals of the Indian Constitution and fundamental values of the Indian culture and civilization as well as with immediate plan programmes of the Government. It should also instil him with a sense of public spirit, fellow-feeling and professional ethics. Its perspective should be to develop the full potentialities of the entire staff from top to bottom and to equip it with a sense of initiative, dynamism and responsibility. It should aim at developing sophisticated techniques of training in place of the existing rudimentary methods. The Government should employ latest methods of staff development, like seminars, conferences, case-study, work projection etc. and should itself develop the relevant teaching material not only in book and report form but also in audio-visual and
other aids. Above all, it should discover and cultivate real trainers who might be imbued with the spirit of devotion and professional zeal and who are also adept in the art of training as well as fully conditioned in the practical situation of administration.

The Training College should have a research and evaluation unit to be staffed by expert psychologists, whose business should be to assess, from time to time, the result of the different training programmes upon the capacities of the civil servants and the efficiency of administration.

(4) Compensation

In a system of graded service, an employee is paid according to the work of his grade and not for his actual services or efficiency. This situation is almost inevitable in a graded system. However, too easy a cushion may be neither in the interest of the individual employee nor of the State. It is, therefore, more appropriate to avoid long ranges of pay scales, and even where they are essential, such as in lower-grades, they need to be intercepted by efficiency bars. Where efficiency bars already exist, they should be enforced effectively. Completion of a pay scale of the junior grade around the thirtieth year would be preferable to a longer one as that is an age when the ordinary Indian's responsibilities are likely to be larger and also when he is still young to exert hard to improve his career prospects. Even otherwise, a long scale of pay tends to encourage seniority and mediocrity at the expense of merit and excellence, as it provides for remuneration over a long period of years during which time each employee would have developed in varying degrees. A more appropriate principle conducive to efficiency is that having initially ensured a
reasonable and equitable standard of payment, further advances should depend upon proved merit. In fact, the interests of a fast-growing administration dictate not only a system of compensation according to merit but also a strict system of discipline and control so as to detect and weed out in time the incompetent, corrupt and recalcitrant. A system of equal pay for unequal effort and unequal interest and devotion is not only unjust but insidiously fatal to efficiency and morale.

Another essential pre-requisite of an efficient civil service is that its pay structure should be based on certain uniform, publicly recognized, principles. While some measures of uniformity has been achieved as a result of the Pay Revision Committee's recommendations, the system is still unprincipled and bears little relation to the economic conditions of the State. The principle of 'fair comparison' can give, under certain given conditions, an ideal system of pay structure. But these conditions, such as, an advanced economy, a fully developed system of trade unionism in industry and civil service associations in the Government service and a standardized system of pay scales in the private industries, are impossible to be met or created in the near future in this State and, therefore, this principle can, at best, be only a rough guide to the framing of a civil service pay system here. However, comparisons with the salary rates of the Union Government are essential and, in the context of our economic planning being on an all-India basis, inevitable. When the economic and social development of the country is sought to be attained on an integrated pattern, then salary structure of the Government employees, whether Union, State or Local, has of necessity to be integrated into a single pattern.
Actually, the main principle which should determine the terms of employment in a welfare State is the welfare policy itself. According to this, labour cannot be taken as a commodity to be rated and paid at the market value but has to be determined on social and ethical considerations. While this fact has been accepted, theoretically, in the Five Year Plans, in practice, salaries at the lower levels do not reach even the level of a living wage. Improvement of salary scales of the lower and middle categories of the Civil Service is no doubt, an important problem before the Government, for an adequate standard of living ensures among the employees a high standard of morale and morality. But equally important is the social problem of not providing them a standard of living so much higher to other sections of the community as to make them a privileged caste or as to drift talent of the nation disproportionately more to the Civil Service at the cost of other professions and occupations. The real question before the Government, therefore, is how to harmonize the principle of morale and morality with those of avoiding casteism and monopoly of national talent. This calls in the need of a broad-based review of the whole problem of Civil Service system by a high-powered body.

The salary structure needs to be correlated not only to the social and economic factors but also within itself. The salary scale of each Service and of each grade of a Service should bear some principled relation with others both horizontally and vertically. The vertically inflated system of pay structure which the State inherited in 1947 got disturbed by the piece-meal revisions made since then. The urgent necessity

1. See, for instance, the Third Five Year Plan, p. 255-56.
is for a public inquiry to be conducted by a high-powered body, as already suggested, which should discuss thread-bare, with the help of the Government, the Civil Service associations and the knowing public, the principles that should govern the relativities, both horizontal and vertical, among different Services and grades. One indisputable principle is that the pay relationship of one class of service and another must respond to its functional relationship, a class having a greater burden of responsibility should have a higher scale of pay. Vertical relativities have also to conform to the hierarchical principle, as in ordinary eyes, authority status is judged by its monetary rewards.

The pension system also needs to be adjusted to the needs of our changing society. The introduction of the gratuity system along with pension is a desirable step in that direction. But what is still more needed is to make the pension accrual to the completion of every year of service and transferable to other public or quasi-public agencies approved by the Government, in case the employee goes over into the service of any of them. Besides, there is also a case for introducing flexible type of Provident Fund Schemes which may promote mobility of staff between different services, departmental, corporation and University.

Apart from material gains, the intangible working conditions, like working hours, play an important part in the standard of efficiency of the employees. The Government has made commendable advance in this respect. Not only has the total number of working hours per year been increased from 1398 to 1709 but the system of leave and office hours also has been rationalized so as to ensure every employee a period of rest and recuperation after a period of strenuous work. But the aim of this reform can be achieved only if Government
servants take, and are given, leave at suitable intervals, and if there are suitable opportunities and resources for them to recuperate in the interval. Holidays spent in sheer inactivity or in the normal worries of family life do not refresh or improve the capacities of the person. Holiday is essentially a diversion from one's normal activity. It is, therefore, necessary that the officer on holiday should use his leisure in reading and travelling within the country and, if possible, even outside the country. The first will improve his mental capacities and the latter will help to widen his horizon and to promote the emotional integration of the country. Of course, facilities ought to be provided by the Government in this direction. This aspect needs the attention of the Government.

(4) STAFF RELATIONS

An important aspect of the orthodoxy of the state's administrative system is in regard to the staff relations. Staff associations are still not growing vigorously and one reason for it is that the Government's attitude towards them is far from encouraging. There are no alternate channels of redress of the employees' grievances. In the absence of any established system of Government-employee contacts, Government machinery is more prone to individual, rather than to collective, influences. The result is that the higher civil servants who are closer to the seat of authority, exert more influence upon Government policy than those of the lower ranks. This has caused a wide cleavage between the Government and higher officials on the one hand, and the rank and file, on the other. Each side is suspicious of the other and as there is no machinery for negotiation, conciliation and arbitration, the frustrated employees sometimes seek recourse to unconventional methods, such as,
strike and public demonstrations, by resorting to which they often lose not only the confidence of the Government but also the sympathy of the people. This creates a vicious circle between the Government and the employees.

The best way to break the circle is for the Government and associations to adopt a more constructive attitude towards each other. Government should encourage the civil servants to organize themselves into associations. Besides giving the staff leaders facilities in conducting the activities of their associations, the Government should also give to the associations grants for enabling them to undertake welfare and mutual aid activities among their members. Its endeavour should be for greater unification and co-ordination among unions and for leadership in the organizations of a progressive and responsible type that has so far been missing in the present unions. It should also introduce permanent machinery for consultation and conciliation on the pattern of the Whitley Councils. There is also need for establishing an arbitration tribunal under the administrative control of the Labour Department. Although there is no case for having a system of compulsory arbitration, yet the existence of a permanent arbitration machinery would be a safety valve against precipitate action by either side in case of an impasse.

More than these, the senior officials should change their attitude towards problems of supervision and control. They should bring to bear upon management a human relations approach. Good management does not lie only in administering the public policy with honesty and impartiality but more in stimulating the employees who have the potentialities to master a job and to give their best. Supervision is not
a matter of authority and stern discipline but of stimulation and development. Its aim should be institutional restraint and individual freedom. The purpose of democracy is to develop man rather than to make man totally subservient to the Government. Public administration does not become democratic by merely accepting political direction from the Ministers but also by what working relations it establishes between the directing officials and the operational staff. In a welfare state, the heavy responsibilities that devolve upon its public servants, can be successfully discharged only if they put out their best. But this they can do only if they are treated with dignity and are given an opportunity to understand the objectives of the programmes and policies for which they are working. Nothing weakens an administrative organization more than the artificial barriers created between the members of a working team. Democratic administration is a joint enterprise in which the consideration of hierarchy is supplemented by a sense of participation among the members of the organization irrespective of their status therein. It is, no doubt, a heavy task for the senior officials to change their long-formed habits and work-ways all at once. But it is a challenge which our fast-changing society has thrown to the governmental leaders, both political and administrative, and the sooner they are able to meet it, the better it would be for them as well as for the society.

In the words of Lord Krishna:-

गद्यम म न्यायसिः यथमालातुः परिष्थ्यस्ववतिति

He said, "If you do not do this, the compulsion of circumstances will compel you to do it".
The desired change in attitude should depend partly upon training and partly upon the development of professional ethics. In fact, the greatest need of the civil service, at present, is the strengthening of a professional consciousness. Professions, like law and medicine, which have acquired a deep professional consciousness, have developed high standards of conduct and behaviour and they have also developed formal and informal means of enforcing these standards upon the members. Through professional associations organized at the local, regional and national level, they do not only safeguard their interests vis-a-vis other interests but also formulate professional policy and evolve higher standards. The Civil Service is, in a sense, a profession, for it is not a mere means of earning a living but requires a high sense of service and self-effacement. However, it lacks certain characteristics which are essential to a profession. Firstly, the Civil Service with its diverse types of functions and occupations, does not have the unity of a profession. For instance, there is little community of professional interest between an I.A.S. Officer and an engineer except in this that both are permanent employees of the same employer. Secondly, the Civil Service does not enjoy any autonomy and power of self-regulation which, in other professional fields, is often legalized by statute. It has to function under the general control of the political authority of the State and it can never achieve the autonomy of a profession except by turning itself into a bureaucracy.

But the Civil Service cannot achieve a high standard of morale and morality unless it is imbued with a high sense of professionalism. This calls in the need of an autonomous non-
government body solely concerned with the strictly professional interest of the civil servants. The staff associations are too intimately immersed in questions of trade union rights to be able to look after the wider professional interests of their members. Hence the need is for organizing a Professional Council for the Civil Service as a whole, both at the State and all-India levels. The Council at the State level should be sponsored by the different staff associations and it should be representative of all the interested associations and individual civil servants of the State. No class distinctions should be allowed to appear either in the composition of the Council or in its outlook and activities. Its chief aim should be to foster among its members a professional outlook and an esprit de corps. It should also endeavour to maintain and promote the morale and general standards of the civil service profession. It should endeavour, through conferences, discussions and publications, to focus the attention of its members upon situations where standards and practices of performance and integrity are below the mark and to explore ways and means of improving the professional efficiency of the members of the Civil Service. The Council should become a forum of free discussion and self-criticism and its existence would be amply justified if it could generate among the civil servants a sense of professional brotherhood. In fact, if it is allowed to function in a free and informal atmosphere, it may become an invaluable agent of facilitating administrative reforms which are so much overdue.

(g) SOME OTHER ASPECTS OF CIVIL SERVICE EFFICIENCY

There is more urgent need for improving the administrative skill and attitudes of the civil servants. The status and
prestige of a class of workers, as also the success of the agency in which they work, ultimately depends upon the standard of work performance they have attained. In public administration, the standard of efficiency is of fundamental importance not only as a guide to administration of salary, advancement, promotion and discipline but also as a means of checking the efficiency of new administrative techniques and personnel policies.

But while a high standard of efficiency is essential in civil service, it is difficult for us to assess it and therefore, it is quite difficult to suggest methods of improving it. No objective analysis is possible in this sector of our study, for the means of assessment practised by various administrative agencies are crude and undependable and there has been no public or official inquiry in the affairs of the State administration since Independence. The only sources which make some scantly data available are the Reports of the two Resources and Retrenchment Committees of 1950 and 1958-59, the State Community Projects Evolution Committee Report, 1960 and the Dulat Committee Report on the Bhakra Affairs. The Reorganization of District Administration Committee (Fletcher) Report, 1964, though makes only general observations, yet its findings carry importance as the members comprising the Committee had insight of the working of the Civil Service. The annual reports of the Public Accounts and Estimates Committees look upon the problem entirely from the financial point of view and hence, cannot be a sure guide for correct assessment of overall efficiency. Annual Confidential reports would, of course, have proved an excellent source of our study but for the embargo on

1. However, the writer did have the advantage of the personal opinions of several senior officials of the State.
these Reports of the Committees as well as of the proceedings of the Vidhan Sabha Debates, however, indicate that the standard of administrative efficiency in the civil service here is low and that the standard has, since independence, deteriorated. They further indicate that the efficiency is lower at the first supervisory levels, a bit higher at the upper middle levels and low again at the higher levels.

In the present circumstances, it seems reasonable to infer that the standard of punctuality and daily out-turn of work in the offices reflects in a considerable measure the general state of efficiency and discipline in the public service. Since partition, punctuality in public offices became a rare phenomena. Even when life came back to normal by 1949-50, the standard of punctuality and out-turn of office work remained low. The Government began to take serious notice of the fast-deteriorating state of administrative efficiency and since 1953-54 definite steps began to be taken to halt this trend. On the one hand, they rationalized the leave, public holidays and office hours system, so as to enable every employee to have a regular spell of leisure and recreation after a period of strenuous work and, on the other, they tightened their disciplinary control by surprise checks of government offices. In 1956 the Government constituted Flying Assessment Squads in the O & M Unit for the purpose of surprise inspection of public offices throughout the State to detect delays. According to the official report on the measures for toning up administration, the Assessment Squads conducted 1,231 inspections of Government offices, involving 4,554 cases since 1956. Of these 1,990

2. The Second Central Pay Commission also held the same view, See Report, p. 566.
officials were punished for delaying disposal of cases. The report points out some other steps which the Government has taken to provide better and quicker service to the people and a directive to the district authorities to dispose of applications from the public in order of their receipt.

Control mechanisms, so far as they go, are a necessary part of personal administration. But it is a doubtful proposition that any Draconian programme can improve the quality of work. It is now increasingly recognized by leaders of administrative thought that personal administration is "a positive mission to improve performance by developing among the employees of an organization a sense of belonging and sense of unity of purpose which combine to maintain what all of us can understand but rarely see, namely, high morale."

There is an inherent predisposition in a fast-expanding administration to lack in the exercise of its growing responsibility. But this tendency cannot be corrected by punishing those who are found incapable of exercising responsibility, for responsibility cannot be increased under duress. So what is needed is that the management has to make vigorous effort for the creation of a stimulating environment of work in which the proper motivation of personnel is the main focus while punishment is treated only as a secondary factor.

Environment of work is an important factor bearing upon the standard of administrative efficiency. Our administrative machinery is seriously deficient in this respect. There is, generally, a shirking in responsibility, a tendency of 'passing the buck,' and red tape - a tendency of marking up and

around of files, excessive references and cross-references, and a lack of clear and constructive guidance. This requires, as has already been suggested in Chapter III, a continuous review of procedures and relationships on a scientific basis. For this, the O & M Unit has to be developed into a competent body of experts which, besides helping the various departments in improving their organizational set-ups and methods of work, should make a persistent effort for the cultivation of an O & M consciousness among all the employees and officers of the Government.

But more important than relationship and procedures, are the persons who man the organization. While a bad organization can be worked well by competent persons, incompetent persons can make a mesh of even a good organization; or if there is lack of disposition to work and assume responsibility, then the best tools can only be partially utilized. So to develop responsible personnel should be the main aim of personnel policies and programmes. To put it in Prof. Stahl's words, "the inculcation of morale, of that spirit, that state of mind, which expresses itself in loyalty, enthusiasm, cooperation, pride in the service, and devotion to duty, is the end of the whole personnel system!"

Here a few practical suggestions, worked out during the course of study of the structure and working of administrative system of the State, are given for building up that spirit and will to work.

In the first place, there is need to prepare, with the active participation of all the employees engaged, detailed work plans in which not only the targets are fixed in terms of

1. Ibid, p. 246.
time but also specific standards of performance of each class
or category of workers in that team are fixed. At present,
planning is prepared rather superficially and at too high a
level from the scene of operation, with the result that it is
often unrealistic and appears to be imposed from above. The
members of the operational team do not have a sense of partici­
pation either in the preparation of the plan or in the fixing
up of standards and therefore, they spend most of their time
in disproving them as unworkable. If they are given an
opportunity to prepare their work programmes, then not only
the programmes would be more realistic, but the workers would
be more exacting to themselves to maintain the self-imposed
standards. This would ensure not only a larger performance
but a better one also.

Secondly, steps should be taken to develop the
capacity and skill of the civil servants. From the point of
view of the nature of work, civil servants can be divided into
two broad groups: (i) those engaged in routine mechanical or
manipulative types of work, such as, typists, machine-operators,
despatchers and diarists etc. and (ii) those engaged in
administrative or supervising work. So far as the first group
is concerned, their efficiency can be more or less judged by
the amount of their daily output to improve which incentive
schemes may prove to be useful. For the success of such schemes,
it is necessary to first introduce work measurement techniques
which make for efficiency by setting up performance standards.
The present 'Yardstick' method of work measurement which the
Cadre Committee of 1959 employed in fixing up the strength of
cadres of different classes of officers in the various depart-
ments is too crude and undependable and does not instil
confidence among the employees. There is need of having in the O & M Unit a nucleus of officers well-trained in latest techniques of work measurement and time and motion studies. Their training can be easily arranged with the Special Reorganization Unit of the Union Ministry of France which is running such programmes for the Central Government employees. Incentives for higher performance may be given in different forms, such as, additional increments or out-of-turn promotions, award of certificates of meritorious work and of cash or National Planning Certificate awards etc.

Another way of improving the efficiency of this class of employees is to invite their suggestions for improving the methods of work. For this, suggestion boxes should be fixed at the entrance or other suitable place of every government office and government servants of all categories should be encouraged to offer their suggestions for improving the method and environment of their work; and those suggestions, which contribute to the efficiency, economy or other improvement in work, should be granted cash awards. But for the success of such a scheme, it is necessary that there should be a permanent agency in each department to examine each and every suggestion posted in the Suggestion Box and those suggestions which are found suitable for testing should be put to trial in certain selected branches of the organization and if found better than the existing system, they should be publicly declared as accepted. If proper care is not taken to introduce a system of objective scrutiny and proper trial of the suggestions, then the system of cash awards may not prove to be of any use; in fact, it may even spoil the management-employee relationships. There has been such a scheme in force.

1. The Government of Panja Care Commee, - , o . , - .
in the Indian Railways for the last eight years or so, but, as the Second Pay Commission has noted, "for some reason or other it has not so far produced any conspicuous results". The Commission, however, being aware of the inherent advantages of the system, recognized that "this should not, however, stand in the way of a wider well-planned scheme being tried ---•. Persons who are daily performing a particular task are, if they apply their mind, often in the best position to suggest how it can be performed better or more quickly and the incentive of cash grant might stimulate many employees to give thought to means of improvement". Apart from the material advantages, the system of specific suggestions is a good means of building up morale in public services as it gives them a sense of participation and respect.

For the second category of civil servants also, there is much scope for improving efficiency. Administration is essentially a network of decisions. Therefore, the first essential thing needed for improving the efficiency of the supervisory and administrative officers is to improve their ability for quick and effective decision-making. This can be done by means of proper educative methods. A sound decision depends upon three prerequisites, viz; first, inherent ability and experience built on sound administrative knowledge, second, availability of all the information relevant to the subject matter of the decision, and third, collective efforts towards decision-making. The last factor will require the effective functioning of the 'Brain Trust' referred to in Chapter III above, while the second presupposes the existence.

2. Ibid.
of an adequate staff aid to the decision-makers. As to the first factor, the administrators' ability for decision-making may be improved by proper training. The training for decision-making may comprise the scope of decisions, the method of collecting relevant facts to the case, the formulation of alternative causes of action, costing of alternative decisions and so on. Training for this purpose should be imparted to all levels of officers and should be planned to suit the specific problems of each level.

This point needs special emphasis. The Civil Service today is faced with, in addition to the old problems of law and order and of land management, two new problems, namely, the socio-economic problems of the emerging industrial society and the rural problems arising as a result of the impact of the community development programme upon the life and economy of the rural people. Through a century of evolution, the bulk of the Civil Service has acquired a certain set of traditions and attitudes which are now only partially suitable to the new tasks. No doubt, the Civil Service, especially at the higher rungs, had good traditions of loyalty, impartiality and hard work which are as much relevant today as they were in the past. These traditions now need to be reinforced as the set-up in which the civil servants find themselves is a more complex one. What is also necessary for the Civil Service is that that section of it which is engaged in the community development programme gets sound knowledge of Rural Sciences, more specially of Rural Economics and Rural Sociology, and the other section, engaged in industrial regulation and development, gets proper grounding in industrial economics and industrial sociology and psychology. It is well-recognized
that the higher civil servant has, since independence, been putting in, quantitatively, more work than he did before. But qualitatively his work has not shown the same trend. Its reason, amongst others, may be that he has not acquired enough knowledge to understand the new problems of the society. An experience built on sound knowledge can be a proper guide for decision-making.

Apart from the established hierarchy which has built-in traditions of competence and of morale and morality and which is, therefore, in need of only adjusting them to the new circumstances, there is a new bureaucracy - the rural developmental and extension service-constituting a fairly sizeable segment - nearly five to six thousand - of the Civil Service but with hardly any stable moorings in regard either to skill or morale. The building up of standards of work and canons of conduct of this class of the Service is very essential. Apart from training, the role of the State Personnel Council and the all India Personnel Council, as already discussed, is clearly indicated here. These professional bodies can help the new members of the civil service fraternity to healthy traditions of professional morale and morality.

The next thing which plays an important part in improving the efficiency of the supervisory and administrative staff is the action-mindedness of each individual member. Action-mindedness is more specially in demand here because there is a tendency among the higher civil servants towards becoming arm-chair administrators, enjoying report-writing more than field supervision. The dynamics of a welfare administration lies as much in action as in thinking and planning. The lack of this would lead to inaction and inefficiency.
Action-mindedness depends upon skill and morale. Both of these qualities need to be cultivated as indicated above.

Timeliness of the decision is another ingredient of sound administration. Time is an important factor in administrative performance and hence, a proper sense of budgeting the time will add to the responsible management of tasks assigned. In the present circumstances of our administration there is greater need for the development of this quality among the higher civil servants, for in growing administrations lack of time becomes the most common factor. The time consciousness can be developed only by conscious efforts to be made both by the civil servants individually and by the administration as a whole. 'activity sampling' may be the proper technique to deal with this problem. This technique involves a factual analysis of a given activity on the basis of time distribution. Such an analysis helps the directing officer not only in improving the methods of work in his agency but also in understanding the basic underlying problems of attitudes and motivation.

(b) NEW APPROACH TO MANAGEMENT

Another urgent need of the administration here is to have a new approach to problems of administrative management. In the first place, tasks of departmental administration should be properly understood. These tasks are -- (i) to advise the Minister in matters of policy, (ii) to prepare plans of departmental programme and to forecast the future needs for money, material and personnel, (iii) to adapt the administrative organization to suit its objectives and programme, (iv) to devise tools of management appropriate to the operational needs, and (v) to appraise the performance of the operational agencies and staff.
The effective performance of these tasks would depend primarily upon the quality of administrative leadership. The burden of developing such a leadership would fall largely upon the senior administrators and the Ministers. There must be, throughout the civil service, administrators of outstanding ability deeply imbued with a strong sense of public duty and a clear grasp of their responsibilities. They should, more specially, be concerned with developing tools of better management as well as developing the human material. On the one hand, proper devices of check and control need to be devised. The dangers of political patronage and irresponsibility are quite big. Administrative integrity would depend, as already explained, partly upon sharper definition of responsibility, accountability and authority and partly on strong administrative leadership. Of course, the ultimate safeguard would have to be sought in the political process, that is, in the ministerial responsibility. But this doctrine itself is very much under stress due partly to the complexity and diversity of governmental functions and partly due to the inexperience of the politicians and civil servants to work out the parliamentary system of government. Governmental functions today are beyond the ken of an ordinary legislator and citizen and hence legislative control over the Minister is more a question of general political pulls rather than any scientific review or discussion of the policies of the Government. Since the Legislature in the State has not shown a high sense of review or examination and since interest groups are not so well-organized as to constitute a regular lobby, the Ministers have a tendency to lean more upon the advice of the civil servants. Thus, technical considerations have, here, counted more in policy-making than political and other factors. That public administration in this State has currently been
showing these tendencies is not merely a vague charge levied by the Opposition parties or the uninformed press but/also been corroborated by senior members of the ruling party itself.

Political values are as important as the administrative values of efficiency and integrity and therefore, it is very necessary for the civil service to be responsive to public wants and expectations. It is an essential part of the doctrine of Ministerial Responsibility that responsibility of the administration to the Legislature and to the public is enforced only on the Minister and that the civil service is immune from direct public control. But civil servants, on their part, are answerable to their Ministers, through the hierarchical channel of the Department, for all their administrative acts. Formerly when governmental functions were few and simple, Ministers could give detailed direction commensurate with their responsibility to the Legislature. But today when government business has increased in size and complexity, it is neither possible nor feasible for the Ministers to guide the civil service in detail. And yet civil service should not substitute its own judgement for public policy and political determinations.

This creates a peculiar problem for the modern democratic administration, the solution of which cannot be found in any Constitutional Commandment or a legislative blueprint. The solution will have to be sought in creating a partnership between the political heads and the senior civil servants based on a suitable working arrangement. While the Commissioners would remain responsible for and consequently, 1. See, for instance, the press report of the Punjab Legislative Assembly Debates held on the 13th, 14th and 15th of May, 1962 which appeared in the Tribune, dated the 14th, 15th and 16th May, 1962.
interested in, every administrative operation, they should confine themselves to questions of policy and general direction and should leave to the civil servants the actual control of the administration, for their strength lies in their essential political skill in assessing the complex of public attitudes and aspirations and in exercising policy judgement for their officials. The civil servants, on their part, would have to develop a political sensitivity, for they would serve their political masters badly if they are indifferent to the political consequences of what they do. As administrative operations grow more in scale and complexity, Ministers will have to depend more and more upon the advice and loyalty of their civil service counterparts. A Minister cannot become personally involved in the detailed administration of his Department without neglecting his essential political responsibility of policy determination. Thus, what should result, in effect, is a relationship of partnership between the two. The new approach to problems of administrative management would largely be based upon the building up of this relationship.

(1) CIVIL SERVICE AND COMMUNITY

Another important aspect of the civil service problem is that the Civil Service needs, more than ever before, to win confidence and cooperation of the people. As a result of the policy of mixed economy and the community development programme, public administration here has to become increasing-ly a cooperative enterprise in which most of the governmental functions need not only the cooperation between different levels of the Government and between public agencies and private agencies but also between public servants and the people. Not only has the public become, what Mr. Don Price
calls, the "star customer" of the Government but a large number of organized activities of the community has been rolled into a single cooperative system. Whether it is in the field of industry and commerce, or in that of agriculture and public health works or of education and public or of social security and housing, the group programme involves not only the Union, State and local Governments but also private industrialists and farmers, labour unions, voluntary associations and a host of other private organizations and individuals. Such a cooperative enterprise requires, for its greatest efficiency, a high degree of mutual trust and common understanding. On the part of the Civil Service, it requires its complete integration with the Community. The civil servant has not only to keep the people informed of the policies and objectives of the Government but he has to secure their active participation in carrying through the departmental programmes. It is, therefore, essential that there should be increasing realization, both by the civil servant and the people, of the need of mutual understanding and cooperation. In the present circumstances when the administration is being transformed from a bureaucratic to a democratic set-up, the civil servants need to make a more conscious effort in this direction. As a former Governor of the State has said, "there is still, as in the pre-independence days, feeling of separateness between the administrator and the people at large; and the civil servant, barring a few exceptions, is still fond of giving impressions of his power rather than trying to be one with the feeling of the people." In fact, he goes to

3. Shri N.V. Gadgil, op. cit., p. 11.
the extent of observing that "so far as living of the higher
civil servant is concerned, there has been no change and the
Dak Bungalow mentality is still there though in lesser degree?" 1
No doubt, the Civil Service has, by and large, got used to
receiving policy directives and orders from the political
authority but its attitude towards the people is still largely
ridden with a superiority complex. The staff associations and
the newly-suggested State Personnel Council need to accept
the responsibility of re-educating the civil servants so that
they shed this complex and pays requisite attention to human
dignity.

In short, it is high time to have a comprehensive
review of the whole problem of the Civil Service conducted by
a broad-based Committee so that the Civil Service, which is
in transition, can be reformed and reoriented for shouldering
the vital tasks of a new democracy and developing welfare
society. Perhaps some of the suggestions made in the course
of this Monograph may provide a starting point to this Committee
for their own discussion of the problem as well as for basing
their recommendations.

1. Ibid.