



**PERSONNEL
ADMINISTRATION**

“शिक्षा मानव को बन्धनों से मुक्त करती है और आज के युग में तो यह लोकतंत्र की भावना का आधार भी है। जन्म तथा अन्य कारणों से उत्पन्न जाति एवं वर्गगत विषमताओं को दूर करते हुए मनुष्य को इन सबसे ऊपर उठाती है।”

— इन्दिरा गांधी



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“Education is a liberating force, and in our age it is also a democratising force, cutting across the barriers of caste and class, smoothing out inequalities imposed by birth and other circumstances.”

— Indira Gandhi



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EXPERT COMMITTEE

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Administration, New Delhi

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Kurukshetra

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Politics, University of
Mumbai, Mumbai

IGNOU Faculty

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Prof. Uma Medury

Prof. Alka Dhameja

Prof. Dolly Mathew

Prof. Durgesh Nandini

Consultants

Dr. Sandhya Chopra

Dr. A. Senthamizh Kanal

Conveners

Prof. Dolly Mathew

Prof. Durgesh Nandini

Course Coordinator: Prof. Pardeep Sahni, School of Social Sciences, IGNOU, New Delhi

COURSE PREPARATION TEAM

BPAC-105	Personnel Administration	Course Preparation Team
Block I	Personnel Administration	
Unit 1	Concept, Nature and Scope of Personnel Administration	Shri Bata K.Dey, Consultant, MTNL, New Delhi
Unit 2	Functions, Significance and Classification of Personnel Administration	Prof. J. L. Seth, Department of Public, Administration, Lucknow University
Unit 3	Public Services and their Role in Administrative System	

Block II	Civil Services in India	
Unit 4	Civil Service in the Changing Context	Shri Bata K.Dey, Consultant, MTNL, New Delhi
Unit 5	Personnel Agencies/ UPSC/SPSC/SSC	
Unit 6	Central and State Training Institutions	Prof. J. L. Seth, Department of Public Administration, Lucknow University
Unit 7	Central and State Administrative Tribunals	
Block III	Personnel Management Policy & Practices	
Unit 8	Personnel Policy	Dr. P.M.Bora, Marathwada University, Aurangabad
Unit 9	Recruitment (Reservation in Services)	
Unit 10	Promotion	Shri Bata K.Dey, Consultant, MTNL, New Delhi
Unit 11	Training	Prof. M.R. Acharya, S.V. University, Cudappha, Andhra Pradesh
Unit 12	Salary Administration	
Unit 13	Performance Management	Dr. Sandhya Chopra, Consultant, Faculty of Public Administration, SOSS, IGNOU
Block IV	Personnel Management Policy & Practices	
Unit 14	Employee Unions	Prof. V. Bhaskara Rao, Kakatiya University, Warangal
Unit 15	Rights of Public Servants	
Course Revision Team (BPAE-104): Prof. Dolly Mathew (Course Coordinator), Prof. Pardeep Sahni, Prof. E. Vayunandan, Prof. Uma Medury, Prof. Alka Dhameja, Prof. Durgesh Nandini, Dr. Sandhya Chopra, Dr. A. Senthamizh Kanal		
Course Revision Team (BPAC-105): Prof. Pardeep Sahni, Dr. Sandhya Chopra, Dr. A. Senthamizh Kanal		

PRODUCTION TEAM

Mr. Tilak Raj,
Assistant Registrar (Publication)
MPDD, IGNOU

Ms. Sumathi Nayar
Section Officer (Publication)
MPDD, IGNOU

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INTRODUCTION

Personnel constitute the most important input in administration. This Course aims at familiarising the students with the concept, nature, scope, functions and significance of Personnel Administration. All resources in an organisation, be it financial, physical or technological are important, but it is the human resources that produce and maintain them. By human resource, we mean the personnel working in an organisation. This resource is most crucial and needs to be utilised optimally. Since civil services play a crucial role in the present day administrative system, this Course deals with the development of public services and role of bureaucracy. It analyses the role of various personnel agencies like the Ministry of Personnel, Administrative Reforms, Public Grievances, Pensions and Pensioners' Welfare, the Public Service Commission, the Training Institutions and the Administrative Tribunals. The important components of Personnel Administration like recruitment, training, promotion, performance management are dealt with. This Course attempts to give an idea about the salary administration, employees unions and rights of public servants. This course comprises of 4 blocks and 15 units which discuss about the various dimensions of personnel administration.

Block 1 Personnel Administration

Unit 1: Concept, Nature and Scope of Personnel Administration

This Unit aims at highlighting the meaning and importance of personnel administration. It explains the evolution and development of personnel administration. The Unit stresses the need for effective personnel system in administration and discusses the scope and significance of personnel administration.

Unit 2: Functions, Significance and Classification of Personnel Administration

This Unit deals with the different functions of personnel administration, their importance, classification of services and their interdependence upon each other. This Unit aims to highlight the significance of effective functioning of certain tasks viz., manpower planning, recruitment, training, promotion and salary structuring of an organisation. Different aspects of personnel grievances and employees' welfare are discussed in some detail. The significance of personnel system is also examined. Also this unit discusses the meaning and types of classification of services.

Unit 3 Public Services and their role in Administrative System

As the functions of the government are expanding, the role of public services is becoming more and more important. This Unit stresses on the desirability of effective public services, the relationship between the government and public services and the expanding scope of the services. The role-models of civil services are also explained.

Block 2 Civil Services in India

Unit 4 Civil Service in the Changing Context

Civil service is the base for the efficient and effective governance. Civil service is considered as a major organ for accomplishing various tasks. Bureaucracy has become an indispensable part of an organisation. In this unit, we will discuss about the civil services in the context of modern bureaucracy. It focuses on the meaning of bureaucracy, its types as categorised by Morstein Marx, its features and the important role played

by it in various capacities. The factors contributing to the increasing importance of bureaucracy are highlighted and the merits and demerits of bureaucracy have been analysed.

Unit 5 Personnel Agencies/UPSC/SPSC/SSC

Personnel constitute the most important input in Public Administration. In this Unit, we shall highlight the need for a sound organisational structure in the form of a central personnel agency entrusted with the tasks of recruitment, training, promotion, career development, cadre management etc. In this Unit, we shall discuss the Evolution of Ministry of Personnel, Public Grievances and Pensions, its structure and functions. This Unit shall also examine the genesis of Public Service Commissions in India, at the Centre and States which are entrusted with the task of recruitment of civil servants as well as regulation of service matters. The structure, functions of the Public Service Commissions and their advisory role shall also be analysed. There is another personnel agency i.e. the Staff Selection Commission which is responsible for making appointments to non-technical grades in the government. In this Unit, we shall deal with its evolution, structure, role and functions.

Unit 6 Central and State Training Institutes

Training has a very important role in the personnel development. This Unit highlights the different roles of training as a basic input for personnel performance, their attitudinal change, increased productivity, implementation of plans etc. It discusses different types of training i.e. foundational, on-entry, in-service and the role of various Central Training Institutes in imparting these types of training to civil servants. This Unit discusses the role, functions of the State Training Institutes and analyses the various measures which need to be taken to make the State Training Institute a nodal agency for training in the state.

Unit 7 Central and State Administrative Tribunals

An important feature of personnel administration is the constitution of administrative tribunals which provide for adjudication of grievances relating to the service matters of government employees. This Unit deals with the evolution of administrative tribunals with special reference to Central and State Administrative Tribunals. It discusses their structure, composition, jurisdiction, powers and authority. The procedure for application to the tribunal is also exhaustively dealt with. The advantages and limitations of the tribunals are also examined in the Unit.

Block 3 Personnel Management Policy & Practices

Unit 8 Personnel Policy

In this Unit, we will explain the meaning of policy-making. In addition, the public personnel system in India will be dealt with. The characteristics of personnel system, various changes that have been brought out in the system, constitutional policy and modern personnel functions will form a part of this Unit. The Unit will also highlight the new policy perspective of personnel policies in India.

Unit 9 Recruitment (Reservation in Services)

The Unit on 'recruitment' aims at familiarising learners with meaning, significance and essentials of a good recruitment system. In this regard, study will explore different steps in the process of recruitment and highlight the different types of recruitment. This

Unit will bring out the origin and importance of merit system in recruitment, and various methods followed for testing the merit and suitability of the candidates. The focus will be on the Indian system of recruitment of civil servants, and its limitations. The Unit will also deal with the need and provisions relating to reservation for scheduled castes, scheduled tribes, other backward classes, physically handicapped persons etc. in the civil services.

Unit 10 Promotion

The Unit on 'promotion' will give an idea about the meaning and importance of promotion system in an organisation especially in the context of civil services in India. The principles of promotion will be analysed and essentials of a good promotion policy will be highlighted. The Unit will also deal with the promotion policy in India in detail; and highlight the promotion system as followed in India, in the past and at present.

Unit 11 Training

This Unit aims at familiarising us with the meaning, types and objectives of training. It will discuss the importance of training in India. The evolution of training in India will be highlighted. The Unit will highlight training techniques and methods; and various institutions engaged with training in India. The process of training in India will also be discussed. Besides, a critical evaluation of the Indian system of training will also be made.

Unit 12 Salary Administration

This Unit discusses the meaning of compensation, principles and methods of pay fixation and methods of job evaluation. Further, the principles of salary administration and meaning of incentives are also described.

Unit 13 Performance Management

Performance management can be considered as a proactive system of managing employee performance for driving the individuals and the organisations towards desired performance and results. In the contemporary times performance management is an inevitable part of the organisation. In this Unit, we will discuss the meaning and process of performance management. Further the Unit will explore the tools and techniques, technology, difference between performance management and performance appraisal. This Unit will also discuss the performance management and Administrative Reforms Commission and highlight the new trends in performance management.

Block 4 Employer – Employee Relations

Unit 14 Employee Unions

In this Unit, we will discuss the objectives of civil services unionism and origin and growth of employee unions pre and post-independent India. Underline certain aspects relating to right to association, functions and activities of employees unions and explain the rules relating to grant of recognition of unions/association.

Unit 15 Right of Public Servants

In this Unit, we will discuss the fundamental and other rights guaranteed to the citizens and public servants, outline the restrictions imposed by the government in the exercise of the rights by public servants and also highlight the service rights of the government employees.

Block 1

**PERSONNEL
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UNIT 1 CONCEPT, NATURE AND SCOPE OF PERSONNEL ADMINISTRATION*

Structure

- 1.0 Objectives
- 1.1 Introduction
- 1.2 Concept of Personnel Administration
 - 1.2.1 Meaning of Personnel Administration
 - 1.2.2 Nature of Personnel Administration
- 1.3 Personnel Administration: Evolution and Development
- 1.4 Scope of Personnel Administration
- 1.5 Need for Reforms in Personnel Administration
- 1.6 Conclusion
- 1.7 Glossary
- 1.8 References
- 1.9 Answers to Check Your Progress Exercises

1.0 OBJECTIVES

After reading this Unit, you should be able to:

- Explain the concept of personnel administration;
- Discuss the nature and meaning of personnel administration;
- Describe the evolution and development of personnel administration;
- Examine the scope of personnel administration; and
- Bring out the essential measures to reform personnel administration.

1.1 INTRODUCTION

People are essential for any organisation, which converts them into human resources or personnel resources through systematic planning, proper education and adequate training. The successful functioning of an organisation depends on its manpower and quality of leadership. Without the development of human resource or human capital, goals and objectives of an organisation cannot be achieved. Human capital can be defined as the sum total of knowledge, skills and aptitude of the people in society. Development of human resource poses a major challenge for the developing countries like India. Manpower planning is an important tool for developing the human resource. Investments in manpower planning, whether made by government or by a private organisation, belong to the individual and do not depreciate. In fact, they increase with the passage of time.

*This Unit has been adopted from BPAE-104, Block 1.

Thus, human resource is an important part of all the resources available to an organisation. Though financial resource (income, investment and profits), physical resource (work place, machinery etc.) and technological resource (use of computers and software) are also very important, it is the human resource, which is most vital, as it generates all the other resources. Adequate utilisation of human resource would automatically lead to optimum utilisation of financial, physical and technological resources. No organisation can achieve the desired goals without effective management of all its resources, but the management of human capital is the most essential element in an organisation. As personnel administration deals with the management of the human resources, the study of its concept, nature, scope and development assumes importance.

1.2 CONCEPT OF PERSONNEL ADMINISTRATION

The development and welfare tasks of government have led to the expansion of its administrative machinery. As the responsibilities and activities of organisations, whether public or private multiply, the demands on personnel, in terms of efficient discharge of their duties also rise. Thus, the task of personnel administration is to assure a steady source of people who can contribute to the success of an organisation and meet the growing demands of clientele, customers, users and people in the society. To understand the concept of personnel administration, it is essential to first understand the meaning and nature of the term.

1.2.1 Meaning of Personnel Administration

Personnel administration is of crucial importance to every organisation and every type of organisational endeavour. Personnel administration is concerned with people at work and their relationships within an organisation, and also with other organisations. It refers to the entire spectrum of an organisation's interaction with its human resource; from recruitment activity to retirement process. It involves personnel planning and forecasting, appraisal of human performance, selection and staffing, training and development; as well as maintenance and improvement of performance and productivity. Personnel administration is closely related to an organisation's overall effectiveness.

There is no standard definition of the term 'personnel administration'. However, there is a widespread unanimity among writers on its meaning, scope and purpose. According to Edwin B. Flippo (1984), "personnel function is concerned with the procurement, development, compensation, integration and maintenance of the personnel of an organisation for the purpose of contributing toward the accomplishment of that organisation's major goals and objectives. Therefore, personnel management is planning, organising, directing and controlling the performance of those operative functions".

Dale Yoder (1972) uses the term "manpower management" instead of "personnel management" and includes both labour relations and personnel administration within its ambit. According to him, "the term effectively describes the processes of planning and directing the application, and development and utilisation of human resources in employment". The employers, employees, unions and public agencies; all have important roles to play in these processes.

According to Thomas G. Spates (1965), "personnel administration is one of the ways of organising and treating individuals at work so that they will each get the greatest possible realisation of their intrinsic abilities, thus attaining maximum efficiency for

themselves and their group and thereby giving to the enterprise of which they are a part, its determining competitive advantage and optimum results”.

Michael J. Jucius (1973) defines personnel administration as “the field of management, which has to do with planning, organising, and controlling various operative functions of procuring, developing, maintaining and utilising a labour force in such a way that the:

- i. Objectives and interest for which the company is established are attained economically and effectively; and
- ii. Objectives and interest of all levels of personnel are served to the highest possible degree”.

The Institute of Personnel Management (1963) in U.K. defines personnel management as “that part of the management function, which is concerned with the relationships within the organisation. Its aim is to bring together and develop into an effective organisation the men and women who make up an enterprise and having regard to the well-being of an individual and working groups, to enable to make their best contribution to its success”.

In particular, personnel management is concerned with the development of policies governing:

- Manpower planning, recruitment, selection, placement and termination;
- Education, training and career development;
- Terms of employment, methods and standards of remuneration;
- Working conditions and employees’ services;
- Formal and informal communication and consultation, both through the representatives of employers and employees, and at all levels throughout the organisation; and
- Negotiation and application of agreements on wages, working conditions and procedures for the avoidance and settlement of disputes.

Thus, we can say that personnel administration deals with the recruitment, placement, training, disciplinary measures, monetary and non-monetary incentives and retirement benefits of the personnel within an organisation. It also deals with the nature of human relationships in an organisation; interaction between the human beings within an organisation and interaction of human beings with the organisation. Personnel administration includes all activities and functions relating to policy formulation, planning, policy implementation, social change, modernisation, administrative reforms and public relations in an organisation. It aims at optimum utilisation of human resources in order to achieve maximum results with minimum wastage of funds and technology.

Personnel administration is variously known as ‘personnel management’, ‘labour relations’, ‘manpower management’, ‘human resource management’ and ‘labour welfare management’. However, the term ‘personnel administration’ connotes a wider meaning; it includes both personnel management and industrial relations. Many a time, the term labour relations and industrial relations are used interchangeably with personnel administration, but it is always better to distinguish between them. The term ‘labour relations’ refers primarily to the relation between management and organised labour.

Personnel Administration

It includes negotiations of contracts with the unions. It deals with handling of differences with the unions and business agents. Some organisations have a labour relations officer or director whose primary task is to advise and assist top management in their dealings with the union representatives. This official may or may not report to personnel administrator. In an unionised organisation, where there is no labour relations officer or director, the personnel administrator performs the task of labour relations officer.

Thus, personnel administration aims at:

- Effective utilisation of human resources.
- Desirable working relations among all members of the organisation.
- Maximum development.
- Meeting the organisation's social and legal responsibilities.

According to Michael J. Jucious (1973), personnel management should aim at:

- a) Attaining the organisational goals; both economically and effectively;
- b) Serving the individual goals to the highest possible degree; and
- c) Preserving and advancing the general welfare of the community.

To obtain these objectives, personnel administration is concerned with the activities of 'POSDCORB' namely planning, organising, staffing, directing, coordinating, reporting and budgeting and controlling the cooperative efforts of individuals within an organisation.

1.2.2 Nature of Personnel Administration

Personnel function is crucial to any administrative organisation. The organisation cannot afford to ignore it. Hence, it becomes the basic responsibility of the management, be it in the government or in semi or non-government organisations. The changes in the socio-economic environment have their effect on management. The management environment keeps changing due to the changes that occur in the total socio-economic environment. The political environment also affects the work environment in an organisation. Such changes get reflected in personnel administration. These changes can be:

- i. Changing mix of personnel entering government service organisations;
- ii. Changing values of personnel;
- iii. Increasing expectations of the government from their employees; and
- iv. Increasing expectations of the people from the government at different levels.

Thus, management is affected by the changes in the social, economic and political scenario. In fact, it has to keep up with these changes. A higher number from schedule castes, tribes and other economically backward classes are joining the government service. A greater number of people with higher education, technical skills are joining the government service. The number of women in public services is also on the increase. This has really changed the ratios of working force. With the proliferation of activities under 'development' and 'welfare' programmes, the employees are now expected to be more competent and efficient. People at large expect the administration to be

efficient, effective and sympathetic. People's involvement in administrative activities is increasing. Due to the constant demands on administration, the role of personnel administration is also changing.

Personnel are required to perform 'line' and 'staff' functions. Activities directly related to the primary objective of an organisation are called 'line' functions. The 'staff' functions are those, which facilitate and assist the performance of the line work. They are in the nature of secondary activities and enhance the effectiveness of the line agencies. For example, assistance in processing and supplying the required number of personnel, as well as training and development of personnel are essentially staff functions. An organisation cannot function without the assistance of line and staff personnel. At the same time, personnel functions cannot be isolated from the rest of the administrative functions. Personnel functions include both line and staff activities in an organisation.

Personnel administration is not always a part of a formal organisation. No organisation can solely run on the basis of formal rules and regulations. It comprises human beings who are structured in an authority and responsibility network in order to carry out the tasks and activities for the fulfilment of organisational objectives. This formal structure is supplemented, supported or obstructed at times and even taken over by the informal organisation, which grows within the formal organisation. It is a natural phenomenon and is based on social and cultural relations among the personnel of formal groups. Political, economic and psychological factors also contribute to the growth of the informal organisation.

The functions of personnel administration are becoming more complicated day by day. The problems of personnel administration differ from one organisation to the other. Big organisations have more tasks to perform, as they employ more people and serve varied objectives. The tasks of personnel administration in such organisations become more intricate. As personnel administration deals with human beings all the time, the crucial functions of motivation and morale of employees have to be systematically performed by it. It has to meet the growing needs of the people, as well as satisfy the increasing expectations of its employees.

Check Your Progress 1

Note i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What is meant by personnel administration?

.....
.....
.....
.....

2) Discuss the nature of personnel administration.

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1.3 PERSONNEL ADMINISTRATION: EVOLUTION AND DEVELOPMENT

While the evolution and development of personnel administration in the U.K. and the U.S. has been largely voluntary, in India, the growth of personnel administration can be attributed to the systematic efforts made by the government. While in the West, the pioneering work in the field of personnel management has been motivated by the managerial preoccupation with the concept of welfare, in India, unsystematic recruitment practices, growing labour unrest and loss of production have initiated a lot of interest in personnel management.

In the U.K., personnel administration has had its origin in the concept of welfare as propounded and practiced by some of the enlightened entrepreneurs, who have sought the establishment of modern personnel administration. The term personnel management actually originated in the U.S.A. Frederick Winslow Taylor's scientific management, has, in fact, laid the foundation for the development of personnel administration. Taylor emphasised on scientific selection and systematic training and development of the individual worker. H.L. Gantt, a close associate of Taylor, in scientific management movement, foresaw the need for obtaining the willing cooperation of the worker. In his view it is not enough to tell the worker how to do a job, but it is also necessary to promote the ability and willingness to do a job. Mary Parker Follet also laid stress on training and development aspects of management. The pioneers of scientific management, apart from increasing efficiency, aimed at fighting fatigue and monotony among the workers.

Most important breakthrough for personnel administration has come from Elton Mayo's Hawthorne Experiments and the Human Relations Movement. These experiments have paved the way for using the disciplines of sociology, psychology, industrial psychology, and social psychology, with a view to understanding employees and organisational behaviour and influencing them through a motivational approach. All this has led to the gradual evolution and development of a theory and practice of personnel management.

There have also been other events and influences, which have led to the growth of personnel management. Various revolutionary concepts like mass production, mass distribution and mass financing were evolved by industrial and business empires. The labour shortages during the World Wars and various labour problems posed a challenge to management. With the setting in of the Great Economic Depression in 1929, big business suffered a severe setback. The State, the public and the trade unions, aimed at efficient professional management. Their demands revolved around elimination of waste and maximum utilisation of resources, particularly human resources.

All these developments in the USA have emphasised the fact that management of people or personnel is just as important as the management of production. Thus, we can see that the entrepreneurial interest, apart from other events in the sphere of worker welfare, provided the source of inspiration for the evolution of modern dynamic personnel administration.

The history of the evolution and growth of the personnel management in our country is not very old. It was the Royal Commission on Labour, which recommended the

appointment of Labour Officers to deal with the recruitment of labour to settle their grievances in 1931. The industrial disputes of 1920s forced the government and business people to think in terms of labour problems and promotion of personnel management. The recognition of trade unions in India gave a new perspective to the employer and employee relationship. Entrepreneurs like the Tatas, Calico Mills, British India Corporation etc., had appointed Welfare Officers as early as 1920s. These Labour Welfare Officers performed the functions of redressal of employees' grievances and promotion of industrial harmony.

In Bengal, on the suggestion of the Government, the Indian Jute Mills Owners' Association appointed a Labour Officer in 1937 to bring about a settlement of employees' grievances with the Mills and by 1939, five more Labour Officers were appointed. Other Employers' Associations like Indian Engineering Association, Indian Tea Association, the Engineering Association of India etc., also followed the example of Indian Jute Owners' Association in appointing labour officers. In 1941, the Government of India initiated the Tripartite Labour Conference with the representatives of Government, labour and employees in order to promote uniform labour legislation determine a procedure to settle industrial disputes, and promote consultations in industrial matters affecting the country. Now, they have become permanent and regular features of labour policy. In 1948, the Rules of the Factories Act laid down the appointment, duties and qualifications of a new statutory officer in industry called the Welfare Officer. The following years saw the emergence of yet another officer called the Personnel Officer. The Personnel Officer deals with labour welfare, industrial relations and personnel administration. Many companies in India now have specialised personnel departments and full-time Personnel Officers in charge.

Now, the number of personnel is increasing, and the expenditure on personnel is also increasing correspondingly. As per the Report of Civil services Survey 2010, around 6.4 million employees are working for All India Services, Central as well as State Services. The number is on the increase in the last five years. There has also been a trend with regard to the diversification in the personnel, as more and more specialists, experts and technicians are being appointed in government departments, public as well as private organisations. Contemporary personnel aim at achieving profits for the organisation. The motive is to earn profits, as well as benefits for the organisation and its employees.

1.4 SCOPE OF PERSONNEL ADMINISTRATION

Personnel administration incorporates all aspects of management of persons and groups in an organisation. The primary objective of personnel administration, as we have read earlier in the Unit, is to ensure effective utilisation of human resources in pursuit of organisational goals. The personnel administration departments should design and establish an effective working relationship among all the members of an organisation by division of organisational tasks into jobs, defining clearly the responsibility and authority for each job and its relations with other jobs in the organisation. Personnel administration must try to enthuse among the employees feelings of commitment, involvement and loyalty to the organisation. The aim is to establish cordial relations among the employees and do away with frictional situations arising out of personal jealousy, rivalries and prejudices. Personnel administration also has to curb unfavourable practices like favouritism and nepotism in an organisation.

Personnel administration has to concentrate on various aspects of management like recruitment, training, promotion, conditions of service, employees' welfare, employer-employee relations and processes of morale and motivation. It has to develop links with immediate, intermediate and external environment to make itself effective and efficient.

As the tasks of organisation increase, accordingly the responsibilities of personnel administration also increase. It is not possible to solve the inflated problems with one-time and one-stroke decisions. Larger the systems more are the complexities. For example, the Government of India, which is divided into ministries, departments, divisions, units etc., is spread over the entire length and breadth of the country. Lakhs of people work in it; they operate at different hierarchical levels and carry out a large variety of functions. A number of services and their division into groups constitute the entire workforce of the central government. Almost similar is the situation in each state. Personnel administration has to cater to all these aspects. It requires continuous and updated managerial inputs at all levels.

Planning and providing for the regular supply of the needed manpower for different positions and in different numbers is an important task of the government. The process of recruitment and utilisation of each micro-unit of human resources calls for effective personnel administration. Similarly, creating and maintaining desirable working relationships also call for a series of continuous efforts on the part of the personnel. Those responsible for personnel administration have to work at improving it constantly.

The achievement of these two objectives become easier if the organisation provides appropriate opportunities for individual development. These opportunities can be in the form of training, internal and external mobility, promotion, recognition and reward. They act as strong motivators and satisfiers. Besides, salary structuring of lakhs of employees is a wholesome task because each category has to be adequately and equitably compensated for the contribution it is expected to make towards an organisation's objectives. This is also a work of personnel administration. The working force has to be subjected to a certain level of discipline in order to regulate proper performance of duty. Framing of conduct rules, laying down procedures of disciplinary action, enforcement of rules and adoption of appropriate procedures are also a part of personnel administration.

Employer-employee relations, provision for Joint Consultative Machinery, establishment of public service tribunals for adjudication, adoption of welfare measures and payment of retirement benefits etc., to the employees are added responsibilities of personnel administration. Trade unionism among government employees has increased during the past few decades. Both employer and employee unions have come up. There is now a dire need for expert skills to foresee personnel needs and problems and to plan for their satisfaction and rectification. All this requires systematic personnel administration. Thus, the scope of personnel administration is wide and varied; moreover, it is continuously expanding with the changes in environment.

1.5 NEED FOR REFORMS IN PERSONNEL ADMINISTRATION

The personnel in an organisation determine the quantity and quality of the performance and output of an organisation. The contribution of money and material to the

performance of an organisation depends substantially upon their manipulation by the human beings in an organisation. Even the poorly devised machinery may be made to work if it is manned with well-trained, intelligent and imaginative staff. The best-planned organisation may also produce unsatisfactory results if it is operated by mediocre and disorganised staff. The personnel constitute an integral part of the organisation. It is with their requisite skills, aptitude, integrity and organising capacity that they can build the image of their organisations as effective institutions in nation building. Efforts to this regard are on. There has been a shift of focus with the second Administrative Reforms Commission (ARC) in 2005. Its emphasis on Right to Information, human and social capital, local governance, capacity building, crisis management and e-governance examines personnel administration within the 'reforms' framework. Instead of the usual concern of the first ARC of 1966 on public sector undertakings, citizens' grievances and planning machinery for reforms, the second ARC's endeavour to strengthen human resources in public services is a leap forward. The Civil Services Survey 2010 has observed that "the State needs to focus on the irreducible role of government that is required to fulfil human potential and promote rapid economic growth".

Personnel administration with its ever-increasing responsibilities has become an indispensable part of management. There is a need for making personnel administration responsible for bringing about innovative changes in the structure of organisation, undertaking personnel research and conducting attitude surveys. There is also a need for making personnel administration accountable for formulating cost-effective policies and programmes, and establishing positive relationship between the organisation and environment. A constantly changing scenario calls for better recruitment procedures, newer training techniques, superior re-training methods, smoother coordination between private and public welfare programmes, effective organisational development, better performance appraisal methods and more useful leadership styles.

Check Your Progress 2

Note i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) Write a note on the evolution and development of personnel administration in India.

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2) Discuss the scope of personnel administration.

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1.6 CONCLUSION

Personnel administration with its ever-increasing responsibilities has become an indispensable part of organisations. The personnel need to innovate and take responsible decisions for organisations. This is possible through systematic and newer recruitment, training and career advancement techniques. Coordination between private and public sector, better performance appraisal and effective leadership styles will go a long way to improve public personnel administration. It is clear that no organisation can afford to disregard the needs of its personnel. Every organisation has to keep its personnel satisfied. Personnel are the means through which organisations develop and expand. In this Unit, we have familiarised ourselves with the meaning and nature of personnel administration. The Unit has highlighted the evolution and growth of personnel administration in the western countries like U.K. and the USA, and brought out its growth in India. The Unit has also discussed the scope of personnel administration and the need for reforms in this area.

1.7 GLOSSARY

Joint Consultative Machinery	:	It is a consultative body, which consists of representatives of both employers and employees. This body meets at regular intervals to discuss matters concerning the interests of employers and employees, and arrive at certain agreed settlements. Matters relating to conditions of service of employees, welfare of staff, and policies relating to improvement of efficiency, as well as work standards are discussed by this Machinery.
Line Agencies	:	Line Agencies are directly concerned with the execution or fulfilment of the primary objectives of the government. They are responsible for controlling, regulating, directing and commanding the administration and also frequently come in direct contact with people.
Staff Agencies	:	Staff agencies assist the line agencies in carrying out their functions. They provide them with the necessary assistance, advice, counsel, support, information and statistics. .

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1.9 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

1) Your answer should include the following points:

- Personnel administration is that part of administration, which is concerned with people at work.
- It deals with all aspects of administration of personnel from recruitment to retirement.
- It relates to the functions of policy formulation, policy implementation, social change, modernisation, administrative reforms and public relations. It is also called 'personnel management', 'labour relations' and 'manpower management'.

2) Your answer should include the following points:

- The change in the socio-economic environment has its effect on personnel administration.
- It is also affected by political environment.

Personnel Administration

- There has been a diversification in personnel functions and proliferation of personnel activities.
- Personnel are required to perform the line and staff functions.
- Personnel administration functions in both formal and informal organisations.

Check Your Progress 2

1) Your answer should include the following points:

- Royal Commission on Labour recommended the appointment of Labour Officers in 1931.
- The industrial disputes of 1920s forced the government and business persons to think in terms of promotion of personnel administration.
- The Tripartite Labour Conference in 1941 gave a boost to establishment of cordial labour relations.
- The Factories Act of 1948 laid down the appointment, duties and qualifications of Welfare Offices in industries.

2) Your answer should include the following points:

- Personnel administration incorporates all aspects of management of personnel in an organisation.
- Personnel administration has to establish cordial relations among the employees.
- It concentrates on various aspects of management like recruitment, training, promotion and employees' welfare.
- It has to constantly interact with the changing social, economic and political environment.

UNIT 2 FUNCTIONS, SIGNIFICANCE AND CLASSIFICATION OF PERSONNEL ADMINISTRATION*

Structure

- 2.0 Objectives
- 2.1 Introduction
- 2.2 Functions of Personnel Administration
 - 2.2.1 Manpower or Human Resource Planning
 - 2.2.2 Recruitment, Training and Promotion
 - 2.2.3 Salary Structuring
 - 2.2.4 Employees' Welfare
- 2.3 Significance of Personnel Administration
- 2.4 Classification of services – Meaning and Types
 - 2.4.1 Meaning of Classification
 - 2.4.2 Types of Classification
- 2.5 Conclusion
- 2.6 Glossary
- 2.7 References
- 2.8 Answers to Check Your Progress Exercises

2.0 OBJECTIVES

After reading this Unit, you should be able to:

- Discuss the various functions of personnel administration viz., manpower planning, recruitment, training, promotion, salary structuring and employees' welfare;
- Examine the significance of personnel administration in an organisation; and
- State the meaning and types of the classification services.

2.1 INTRODUCTION

As we have discussed in Unit 1, personnel administration is a crucial part of an administrative system, as it sets for itself certain goals and objectives, which personnel administration assists it to achieve. It performs various functions in order to fulfill organisational objectives. The successful functioning of an organisation is dependent on the effectiveness of its personnel system. The functions like recruitment of personnel, upgradation of their skills, formulation of a sound promotion policy, maintenance of

*This Unit has been adopted from BPAE-104, Block 1 & Block 2

discipline in the organisation, classification of services, redressal of personnel grievances, improvement in working environment; all fall within the purview of personnel administration. This Unit will try to highlight these functions.

2.2 FUNCTIONS OF PERSONNEL ADMINISTRATION

2.2.1 Manpower or Human Resource Planning

Before the formal process of selection of personnel begins, an organisation has to make an assessment of its requirements with regard to the number of personnel needed for a job, the definition of a job, the skills and specialisation entailed in the job, the duration for which personnel are required, the nature of work etc. Organisations, whether large or small, whether public or private, are in constant need of manpower. They require human resources at different levels and positions to perform different kinds of jobs at different places and intervals. The number of personnel with defined skills and specialisations needed at different periodic intervals have to be forecast. Human Resource planning predicts the number of personnel an organisation has to recruit, train and promote in a given period.

Manpower planning makes long-range estimates of the general and specific manpower needs of the organisation for different activities. By anticipating the need for various types of skills' requirements and levels of personnel, well in advance, a manpower plan is able to give adequate lead-time for recruitment, selection and training of such personnel. Manpower planning controls the routine delays and is a very effective device for developing the required sources from which the required personnel can be made available.

The objectives of manpower planning are to:

- Ensure optimum use of human resources currently employed.
- Assess or forecast future skill requirements if the organisation's overall objectives are to be achieved.
- Make provision for control measures to ensure that necessary resources are available, as and when required.
- Determine the recruitment level.
- Anticipate the weaknesses of organisational procedures and avoid unnecessary dismissals.
- Gauge training levels.
- Provide a basis for management; and
- Assess future accommodation requirements.

Manpower or human resource planning lays down the goals explicitly. It determines the quality and quantity of personnel needed for a specific job. The methods used for this purpose are job analysis. Without effective manpower or human resource planning, the other functions of personnel administration viz., recruitment, placement, training, promotion and welfare of employees cannot be performed properly.

2.2.2 Recruitment, Training and Promotion

a) *Recruitment*

Once the human resource needs are determined, the recruitment and selection processes can begin. Recruitment is the process of searching for prospective employees and stimulating them to apply for jobs in the organisation. It is a positive function, which aims at increasing the selection ratio (number of applicants per job opening). In contrast, the selection process is a 'negative' function because it attempts to eliminate applicants leaving only the best to be absorbed in the organisation. We will study the features and process of Recruitment extensively in Unit 9.

Recruitment determines the tone and calibre of the service, whether public or private. A faulty recruitment policy inflicts a permanent weakness upon the administration. Not even an effective training policy can make unsystematically recruited persons effective and efficient. The basic elements of a sound recruitment policy include:

- Discovery and cultivation of employment market for posts in the organisation.
- Use of attractive recruitment literature and publicity.
- Recourse to scientific tests for determining abilities of the candidates.
- Tapping of capable candidates from within the organisation.
- Placement programme, which assigns the right person to the right job; and
- A follow-up probationary programme as an integral part of the recruitment process.

b) *Training*

Training is a well-articulated effort to provide for increased competence in the service, by imparting professional knowledge, broader vision, and suitable patterns of behaviour, habits and aptitudes. It is, ideally, a continuous process in response to a continuously felt need. Training helps the new entrants by including occupational skills and knowledge, by making them familiar with objectives of the organisation; and their potential contribution in the furtherance of organisational goals.

Training can be informal or formal. Informal training connotes training by doing and learning from mistakes. It can also be termed as learning through 'trial and error'. The ultimate success of informal training depends upon the experience and seniority of the senior officers and their interest in the new entrants. Whatever be the methods, the basic aims of training centre around:

- Inculcating fresh knowledge among the employees.
- Upgrading their skills.
- Familiarising the inducts to the organisation's environment, work conditions, rules, norms and goals.
- Attuning the employees to the new needs of the organisation.
- Broadening the views and outlook of employees.
- Maintaining the morale of the employees.

- Developing novel attitudes; and
- Reducing waste, accidents, turnover and absenteeism.

Every administrative system must pay adequate attention to its training requirements. Well-trained, well-aware and skilled personnel are at the very heart of an effective personnel system. We will learn more about Training in Unit 11.

c) Promotion

Another vital function of personnel administration is promotion. The word 'promote' is derived from the Latin expression 'promovere'; it means 'to move forward'. Promotion means 'the advancement of an employee to a job better than the present one in terms of greater responsibilities, more prestige or status, greater skills and increase in pay'. The need for promotion arises from a variety of factors. An organisation is able to retain the services of its personnel through promotion. Lower positions in the organisation are able to attract competent persons, if the organisation makes provisions for its personnel to move higher. A sound policy of promotion fosters a feeling of belongingness in the personnel, contributes towards the continuity in policies and practices; and leads to building up of traditions and conventions in the organisation.

According to W.F. Willoughby, a sound promotion should fulfil the following conditions:

- i. Adoption of standard specifications, setting forth duties and qualifications required for promotions in the government service.
- ii. Classification of these positions into distinct classes, series, grades and services.
- iii. Inclusion of all the higher administrative positions within this classification, except those having a political character.
- iv. Adoption, as far as possible, of the principle of recruitment from within, for filling up of higher posts.
- v. Adherence to the principle of merit in determining the relative qualities of employees eligible for advancement.

The employees should be made aware of not just the opportunities for promotion open to them, but also the definite lines along which such promotion is to be expected, and the conditions that must be fulfilled by them in getting it. This means that there should be a definite goal before them towards which they can work. We will study more about Promotion in Unit 10.

2.2.3 Salary Structuring

Development of a sound salary system is an important function of personnel administration. Salary has to be structured in such a way that the employees of the organisation feel adequately rewarded and resources available to the organisation are optimally utilised. Following are the requirements for the development of a sound pay system:

- i. The pay structure should be simple and rational.
- ii. The pay of a post should be related to the duties and responsibilities attached to that post.

- iii. It should take into consideration the qualifications and experience prescribed.
- iv. It should be comprehensive and adequate to enable the employees to have a just package of the total emoluments in order to maintain a certain standard of living; and
- v. It should take into account the comparable salaries paid in alternative occupations.

Comprehensibility and adequacy are the standard tasks of a sound pay structure. Good compensation plans that are well-administered have a positive affect on the entire organisation. With good pay packets, the employees are happier in their work, cooperation and loyalty are higher, productive output is up and quality is better. We will know more about the process and structure of the Salary administration in Unit 12.

2.2.4 Employees' Welfare

The welfare of employees is one of the most important functions of personnel administration. A good personnel system always gives topmost priority to the well-being of employees. A sound personnel policy, proper recruitment and promotion techniques, conducive training methods etc, prepare the employees in a certain physical and mental manner, so necessary for good performance. Motivation of employees and building up of their morale at different levels help in maintaining these physical and mental conditions. All types of welfare programmes in an organisation could endeavour to help in maintenance of these conditions in an organisation.

Employees' benefit programmes create and stimulate morale, which contributes to the environment. These programmes include fringe benefits such as holidays, different types of leave entitlement, education facilities, canteen facilities, leave travel, fare concession etc. The physical condition of employees is maintained through safety and health programmes, group health insurance plans, regular medical examinations, and proper working conditions like proper lighting, ventilation, space and equipment etc. These are called the employees' welfare measures.

Maintenance of discipline and following a code of conduct in the organisation also helps in creating conducive work environment in the organisation, which is important for employees' welfare. Penalties for violation of rules, misperformance or non-performance vary widely in severity. The more usual forms of disciplinary action are warning or reprimand, reassignment to other duties, suspension from duty for a certain period of time, demotion to a position of lower rank or grade and dismissal or removal from the service. Strict disciplinary actions are very essential, as they increase the efficiency of work, raise the morale of employees, and keep the inefficient personnel out of the organisation.

A proper retirement scheme is also very essential for employees' welfare. The organisation needs to ensure for its employees a happy and self-sufficient life in their old age. The age of retirement can be anywhere between 50 and 65. Proper retirement benefits attract talented persons to the organisation and help to strengthen the system of promotion. Through these benefits, efficiency of employees increases. Besides pension, some other benefits such as allowances that take care of inflation, medical facilities, provident fund, family pension, travel concessions are also provided to the retired employees. The primary aim of all these benefits is to provide necessary means of livelihood and freedom from certain worries to the employees in their old age.

Redressal of employees’s grievances is yet another important aspect of employees’ welfare programmes. The interests of the employees and the employers should not be in conflict. Over the decades, there has been an increasing consciousness about common needs and interests of the employees. The employees’ associations have become vocal and assertive. We will study more about the Employee Unions in Unit 15. Inculcation of necessary morals, which express themselves through right state of mind, optimum level of loyalty, enthusiasm and cooperation, as well as pride in the service and devotion to duty is the essence of effective personnel system.

Check Your Progress 1

- Note** i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the Unit.

1) What is meant by manpower planning?

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2) Discuss the concepts of Salary structuring and Employees’ welfare

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**2.3 SIGNIFICANCE OF PERSONNEL
ADMINISTRATION**

The quality of organisation is dependent on the quality of its employees, that is, the personnel it employs. With the development of science and technology and the growth of welfare functions in order to meet the demands of expanding population, the organisations, whether public or private, have to perform a large number of tasks, varied and complex. It is only possible if the personnel engaged in the attainment of objectives are efficient and sincere.

Among the three components required for development tasks-personnel, money and material, it is the personnel or the human element, which determines the quality and quantity of the organisational performance and output. Even the contribution of money and material to performance depends substantially upon their utilisation by the human beings in an organisation.

Walter R. Sharp (1961) has aptly remarked, “good administration is a composite of effective organisation, adequate material facilities and qualified personnel. . . . Even poorly devised machinery may be made to work if it is manned with well-trained, intelligent,

imaginative and devoted staff. On the other hand, the best-planned organisation may produce unsatisfactory results, if it is operated by mediocre or disgruntled people”. As per Ferrel Heady (1979), “the importance of administration is almost universally recognised amongst commentators on development. Visually, an effective bureaucracy is coupled with vigorous modernising elite as a prerequisite for progress”.

Thus, we can say that without efficient personnel, the organisational tasks can never be fulfilled. The government can never make its plans and policies a success without efficient bureaucracy. The performance of the organisation and growth of its personnel is linked with the competence of personnel constituting the organisation. Human resource development, as we have read in Unit 1, is the key to the efficiency of personnel. No country should neglect the development of its human resources. There is generally a complete wastage of human resources due to unemployment, underemployment and misemployment. Positive steps have to be taken to remove these problems. The increase in labour force must entail an increase in economically active population. The greatest natural resource of a nation is its people. Investments in developing human resources through training, career development, planning, counselling, selection, job-enrichment programmes and designing suitable performance appraisal and reward systems can go a long way in maintaining a high morale and motivation amongst the personnel. These strategies consequently influence organisational effectiveness.

The most important problem in public personnel administration is to ensure that vast manpower resources employed in the state or public sector yield the best possible returns. Efficiency of public employees or the effectiveness of personnel system depends on several factors, such as:

- i. The quality of talent attracted to and retained in the public service.
- ii. Nature of training which the employees receive.
- iii. Values and motivation of employees.
- iv. Standards and norms set up by formal and informal work groups.
- v. Effectiveness in interpersonal relationships.
- vi. Styles of supervision and leadership, nature and adequacy of work tools, as well as procedures of decision-making; and
- vii. Character of interrelationship with the political process and social environment.

The Administrative Reforms Commission (ARC) had observed that “the present personnel system does not make for a rational and optimum utilisation of human resources within the civil service to the best advantage of the administration, as well as the community”. For more than six decades, India has taken up massive developmental responsibilities. This calls for an effective personnel system in order to formulate and carry out organisational functions. Public as well as private organisations are growing day by day. They both have a significant role to play in pursuit of developmental goals; and it is only through the help of right personnel and management of the human resources that these objectives could be realised.

2.4 CLASSIFICATION OF SERVICES – MEANING AND TYPES

2.4.1 Meaning of Classification

In simple words, classification is the process of division of things or persons on the basis of common characteristics. In personnel administration, classification means grouping of various positions on the basis of their duties and responsibilities. Positions having similar duties and responsibilities are put together on one class. A class has been defined by Stahl as “a group of positions sufficiently alike in their duties and responsibilities to justify common treatment in various employment processes”. Marshall E. Dimock defines classification as the systematic sorting and ranking of position in hierarchy according to comparative difficulty and responsibility. According to L.D.White, “In its final form, a classification plan consists of a number of classes adequate to enable a place to be found for each existing position arranged in orderly fashion with respect to each other, and supplemented by a set of rules and regulations for its administrations, interpretations and amendment”.

The importance of classification of services cannot be over emphasised. Classification brings some orderliness into the system and makes for uniform treatment of all the people who are grouped together on certain criteria. It also makes possible justification of differential privileges given to certain distinct categories. The duties, responsibilities, qualifications requirements, eligibility conditions, salary, status, even authority to be vested, all depend to a great extent, on the proper system of classification. Hence, it has considerable functional value and validity. According to Finer, “upon proper classification depends the efficiency of recruitment, the possibility of creating a rational promotional system, and the equitable treatment of people working in different departments”. Classifications of services are important because it determines the operational jurisdiction of the services and the nature of the responsibilities to be discharged as also the jobs to be performed by the incumbents of different groups within the services

2.4.2 Types of Classification

a. Position Classification

The more sophisticated of the two types is the ‘position’ classification system. This system is presently prevalent in the U.S.A, Canada, Philippines, Japan and Taiwan, etc. Historically, the object of position classification has been to provide for fixing fair pay for work performed for translating into action the principle of ‘equal pay for equal work.’ Position connotes a group of current duties and responsibilities assigned by a competent authority requiring the full time or part time employment of one person. Thus in position classification, the position or the job to be performed by a person is classified and is not done on the basis of a title a person carries.

In position classification, a person’s rank, salary, etc., depends on the functions of the position and the duties and responsibilities attached to the job he/she performs. Hence the duties and responsibilities which are attached to the job are more important than the person discharging those duties.

In position classification, positions that are comparable are brought together into a

common group called 'class'. The 'class' or 'class of positions' is made up of position which are sufficiently similar in (a) kind of subject matter of work (b) level of difficulty and responsibility, (c) qualification requirements of the work, so as to enable similar treatment in personnel and pay administration. So that is how a class is formed in position classification system.

Now there is one more term known as 'grade' and let us understand what it is. A grade is used to denote all classes of positions which (although different with respect to kind or subject matter of work) are sufficiently similar as to (a) the level of difficulty and responsibility and (b) the level of qualification for the job (For example, civil engineer, accountant, geologist, etc.). Hence in a grade, all classes are brought together irrespective of the occupation, but those which are of comparable levels of responsibility.

Under the position classification system, each position should be placed in its appropriate class. Each class should be placed in its appropriate grade. Thus, we bring together positions which are alike or very closely related into a class. Positions which are in one class are closely comparable in duties, responsibilities and needed qualifications, and can be dealt with as a unit for personnel, budgetary and organisational purposes. We bring together into class-series all the classes which are in the same occupational group. Classes in a series form a logical occupational pattern and define the hierarchy of responsibility for that occupational group. We have one more logical grouping, that of grade. We bring together into a grade all classes, regardless of occupation, which are of comparable responsibility. Hence grades form logical groups for the setting of pay scales.

b. Rank Classification

This type of classification is followed in Britain, India, France, Malaysia, Pakistan, Laos and Germany. This is the traditional way, in which public servants are classified in a hierarchical order according to their rank, in a sense, as in the case of the Army.

The classification of the British "Treasury Classes" to which the Indian Public Services is a close parallel, is a good illustration of classification by rank system. Here the status and salary of a person are determined with reference to the service he/she is assigned after recruitment. For example, a person belonging to the Indian Administrative Service may serve either in the Secretariat, or in the field or in any Corporation, but he/she would be drawing the same salary and holding the same status in each case.

Modern position classification does not accept the traditional notion that environmental background and general education attainment makes a person qualified enough to handle any and every kind of job in the government. It is thus a science of administrative specification and requires that specific skills and knowledge be prescribed and accepted for each 'level', 'post' or 'position' in the public service.

Position classification thus tries to classify public service on the basis of a uniform job-language. In position classification, the main objective is to lay the foundation of equitable treatment for the public service employees by the accurate definition, orderly arrangement, and fair evaluation of positions of each employee in the public service. Whereas rank classification is based on job-performance in respect of a cluster of functional positions by a group of people, with diverse qualifications/ experience/ aptitude but of same or similar rank, as in Army or India's cadre based services.

Check Your Progress 2

- Note** i) Use the space given below for your answers.
ii) Check your answers with those given at the end of the Unit.

1) Bring out the significance of personnel administration.

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2) Discuss the types of classification.

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2.5 CONCLUSION

Personnel administration is a very crucial part of an administrative system. The attitudes of the work force have undergone a change over the last few decades. The age-old employer-employee relationship of loyalty and commitment is no longer the only important reason for effective functioning of a system. Employees' expectations have gone up due to greater democratisation, better employment opportunities, changes in the technical environment and also in societal behaviour. The employees of today are concerned more with challenging tasks. They are more inclined towards decision-making and participation. They are now less concerned with job security, and also give higher preference to leisure. Personnel administration has to thus reorient its policies in order to meet the ever-changing and growing needs of the employees.

Employee development and welfare must now be an important activity of personnel administration. More emphasis should be placed on orientation training and self-development schemes. The functions of recruitment, training, promotion, salary structuring and employees' welfare also have to change according to the change in time. The effective working of these functions is a must for the personnel system. As all these functions are interdependent, which means that neglect of one function may adversely affect the other function, the organisation has to give equal time and attention to all these activities.

Success of any administrative system depends on how effectively it handles its personnel functions. The growing significance of personnel administration calls for continuous and systematic changes in personnel functions in order to fulfil the expanding needs of the employees and the organisations. This Unit has familiarised us with the different functions and classification of personnel administration, and their importance and significance in an administrative system.

2.6 GLOSSARY

Man Power Planning : In the process of developing and determining objectives, policies and programmes that will develop, utilise and distribute personnel or human resources in an organisation so as to achieve economic and other goals.

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2.8 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

1) Your answer should include the following points:

- Manpower or human resource planning is engaged with assessment of requirements in an organisation in terms of personnel needed for a job, definition of a job, duration of a job etc.
- It predicts the number of personnel that an organisation will have to hire, train or promote in a given period.

2) Your answer should include the following points:

- Salary system is an important function of personnel administration.

**Personnel
Administration**

- Employees of the organisation feel adequately rewarded and resources available to the organisation are optimally utilised.
- Good personnel system always gives topmost priority to the well-being of employees.
- Sound personnel policy, proper recruitment and promotion techniques, conducive training methods etc, prepare the employees in a certain physical and mental manner, so necessary for good performance.

Check Your Progress 2

1) Your answer should include the following points:

- To meet the expanding demands of a large population, organisations have to perform a number of tasks. The personnel thus have become a crucial part of any organisation.
- Without efficient personnel, the organisational tasks can never be fulfilled.
- An effective personnel system is needed to formulate and carry out the organisational functions.

2) Your answer should include the following points:

- Position Classification.
- Rank Classification.

UNIT 3 PUBLIC SERVICES AND THEIR ROLE IN ADMINISTRATIVE SYSTEM*

Structure

- 3.0 Objectives
- 3.1 Introduction
- 3.2 Meaning of Public Services
- 3.3 Relationship between the Government and Public Services
- 3.4 Scope of Public Services
 - 3.4.1 Transition from ‘Traditional’ to ‘Modern’ State
 - 3.4.2 Growth in the Functions of Public Services
- 3.5 Role of Civil Services
- 3.6 Changing Complexion of Public Services
- 3.7 Conclusion
- 3.8 Glossary
- 3.9 References
- 3.10 Answers to Check Your Progress Exercises

3.0 OBJECTIVES

After reading this Unit, you should be able to:

- Discuss the meaning and importance of public services;
- Explain the relationship between the government and the public services;
- Bring out the scope and functions of public services; and
- Describe the different role-models for public services.

3.1 INTRODUCTION

If the ‘executive’ is one of the three organs of the government, the other two being ‘legislature’ and ‘judiciary’, the ‘public services’ form the arm of the executive. Their function is to convert the goals and objectives of the government into reality. The executive segment of the government needs the support of an organisation (Public Administration) for the proper formulation and implementation of its programmes. One of the important aspects of public administration is the ‘public services’, which are instruments of regulation, development and change in administration. They are the most essential and vital part of the administrative system. The role and functions of the public services within the administrative system constitute an important focus of study. This Unit highlights the role and importance of public services in the administrative system. It explains the meaning of public services and its essence in the context of the

*This Unit has been adopted from BPAE-104, Block 1.

modern State. The central focus of the Unit is on the changing complexion of the public services.

3.2 MEANING OF PUBLIC SERVICES

‘Public Services’ generally connote the civil services constituted by the government for translation of all its plans and programmes into implementable actions. In common usage, civil services mean that branch of governmental machinery, which is concerned not only with law making, but also with law enforcing functions. In the executive branch of the government, there are two parts, the ministers and civil servants. The civil servants carry out the orders of the ministers and advise them in policy formulation. According to E.N. Gladden (1948), “civil service is the name of an important government institution comprising the staff of central administration of the State. It stands for a spirit essential to the success of modern democracy, an ideal vocation in public officials who devote their lives to the service of the community”.

In administrative parlance, public services have a slightly wider connotation in the sense that they are taken to cover, besides civil servants, extended group of employees who may be working in public sector undertakings, nationalised banks and other quasi-governmental organisations, funded wholly or partly by the government. While the civil servants are the holders of civil posts, whose remuneration in India is paid out of Consolidated Fund of India, extended public sector employees are not so paid. In Britain, they are also accepted as “those servants of the crown, other than holders of the political and judicial offices, who are employed in civil capacity, and of course, remunerated through budget passed by Parliament”.

Public service is a blend of different features in relation to expertise, vitality and leadership. This blend enables the public services to function in an independent and efficient manner. In brief, as H. Finer (1949) stated, “civil service is a professional body of officials, permanent, paid and skilled” and further, classified British Civil Service into three categories: Administrative (policy formulation and execution); Technical (scientific and specialised categories like doctors engineers, etc), and Manipulative (executing orders of the first two classes). Public service is an important instrument of political modernisation in the developing societies. Well-knit and well-organised public bureaucratic structure precedes electoral democracy. It provides stability and continuity to the system of government.

3.3 RELATIONSHIP BETWEEN THE GOVERNMENT AND PUBLIC SERVICES

The art of governance and administration has been the integral feature of human society. For governance, there has always been a government, whatever be its form and for carrying out the objectives of the government, there has always been the public services. These services have always been an important arm of the government for formulation, implementation, monitoring and evaluation of its programmes. Thus, the character of the public services would, no doubt, depend on the type of the government as well as the nature and the scale of the task to be performed by it. As a consequence, whenever and wherever, there is a change in the government, the public services also undergo a change to some extent.

even though both are actually dependent on each other. The relationship between the government and public services has provided that the dichotomy between policy formulation and implementation can never be strictly maintained in practice. Experience has shown that this type of compartmentalisation between governmental and administrative activities is partly, but not wholly true. It is very difficult for the government to be only concerned with policy formulation and for the services to only deal with administration of these formulated policies. Both in theory and practice, there is frequent crossing of boundaries. As a result, a relationship of complementarily, mutuality and interdependence has developed between the two. The government sets the goals for public services and makes it instrumental to achieve these goals.

Check Your Progress 1

Note i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What is meant by 'Public Services'?

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2) Bring out the relationship between the government and public services.

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3.4 SCOPE OF PUBLIC SERVICES

The role of public services is changing with time, as status-quo bound public services can never solve the new and growing administrative problems. Public services have to change in a way that is suitable for the development of innovative administrative programmes and systematic progress of the country. Their scope is widening and one cannot think of all-round development without effective public services.

3.4.1 Transition from 'Traditional' to 'Modern' State

With the growth in the functions of the State, increase in the expectations of people and development of science and technology, the role of the government has also undergone a substantial change. Governments, have to undertake the primary responsibility of governance of their people. Governance involves multifaceted functions in the political, social and economic areas. Law and order, internal security, defence against external aggression are some of the sovereign functions of the State. As no government can exist or acquire legitimacy in a political vacuum, the appropriate political systems must necessarily be devised for survival and growth of the government. Similarly, since people can't live on politics alone, their socio-economic needs will

also have to be catered to. Thus, social, political and economic aspects of governance become critical areas of concern for the administration.

As the government grows and undertakes newer tasks and responsibilities, administration also has to respond suitably and effectively. This administrative response is possible only with a proper and rational organisation of the public services. The administration will be reduced to nothing, if there are no competent public services to assist it. When the State changes its ideological philosophy from the 'traditional' to the 'modern', the administration also undergoes a fundamental change. Thus, when the State transcends itself from 'warfare' or 'police' to 'welfare', the administration undergoes a transition in orientation, that is from 'law and order' to 'developmental'. At present, the State has also opened up to the new trends in Liberalisation, Privatisation and Globalisation. As a result, the public services are also changing.

If development becomes the focus, planning becomes essential, for it is only through systematic and scientific planning that the resource-mobilisation and input-utilisation becomes possible within the shortest time. In order to attain optimal output, administrative management and programme evaluation, this is really needed. For all this, efficient and effective public services are required, since efficiency in the conduct of the government business depends primarily on the ability of personnel employed by the State. Government cannot afford to have personnel, who are not fit, meritorious and competent. When the country adopts development-oriented goals and objectives, the governmental duties become not only socio-economically compulsive, but also acquire new dimensions.

This calls for efficient and qualified personnel. Plans for administrative reforms can only be successful if they are accompanied by a heightened attitude and motivated ability on the part of public personnel. A competent personnel system is thus the *sine qua non* of an effective public service and the qualities that are sought for in public personnel or public servants are integrity, creative and logical ability, dedication/devotion to duty, intelligence and diligence.

3.4.2 Growth in the Functions of Public Services

The public officials are required to perform all the tasks and duties arising out of the obligations of the government in rendering service to its people. Some of these tasks are: advising ministers on policy issues, supervising all aspects of administrative, technical and scientific programmes, economic and financial activities, and social welfare services. They are also engaged with delegated legislation, administrative adjudication and public relations.

With an increase in the welfare functions, the purpose and the scope of the administration have been completely reoriented. The U.N. Handbook noted: "the State is expected today to be the accelerator of economic and social change, and no longer the preserver of the status-quo. And in its new role as the prime mover and stimulator of national development, it is expected to spread the benefits of economic and social progress to everyone. No longer dare a government indefinitely limit the enjoyment of the fruits of the earth and of man's labour and ingenuity to a small privileged class. Moreover, the modern State is expected to achieve these purposes within the general framework of the consent of the people, and with due regard to the rule of law and individual human rights. It is difficult today to find a State, whatever its present structure that does not call itself a democracy, a government of the people".

A modern State may act as the director, entrepreneur or stimulator of private initiative, or indeed in all three capacities. In a socialist economy, practically all organised effort is placed in the public sector and its entire management becomes the concern of the public services. Many countries because of their prevailing social and economic conditions and availability of resources are committed to reserving the largest possible sphere of activity to private enterprise and local initiative. But even in these countries, increasing functions and activities concerning national level opinion are undertaken by the government. The capitalist economies have witnessed an expansion of their public services. In these countries, many such areas have come up that are solely under the public sector, and where the private sector is not able to enter or play any primary role.

The twentieth century witnessed an extension of governmental functions beyond all limits. The concept of Welfare and Service State has been almost universally accepted. Governments have taken up the responsibilities of utilisation of manpower/human resources, natural resources and technology to create an environment conducive to all-round economic development and social well-being. This has further strengthened the role of public services. The demands of the people upon their government have become insistent, the government is considered to be an agency to meet these urgent demands and devise ways to overcome social and economic deficiencies in the administrative system.

The civil servants, who are integral components of public services, perform a number of important functions. These are:

Advice on Policy Formulation: The civil servants are actively involved in the formulation and determination of public policy. Although policy formulation is the sphere of the legislature, the technical demands of the government's role call for the intervention of public servants in the matters of policy formulation. The ministers being amateurs cannot generally understand the complexities of the public policy and consequently act on the advice of the civil servants. Therefore, the civil servants suggest alternatives to policy, which are practically enforceable, as they know how the policy works in practice.

Implementation of Legislation and Policies: The civil servants execute the policies passed by the legislature. The civil servants exercise a large sphere of direction in the execution of laws and policies. They carefully weigh all the factors that may affect implementation before taking an action or decision. They have to see whether the law or policy is favourable and enforceable. They must act impartially and honestly according to legislative standards and the Rule of Law.

Delegated Legislation: The civil servants also frame departmental legislation. The legislature gives a broad outline of the legislation and delegates to the civil servants the power to make details of that legislation. Delegated legislation has become very useful because the legislature has no time to frame detailed rules and regulations and is not familiar with the complexities of the modern legislation. The civil servants frame rules and regulations and issue orders in accordance with the legislation passed by the legislature. These rules are thus scrutinised by the legislature and then enforced by the civil servants.

Administrative Adjudication: The civil servants exercise quasi-judicial powers also. They determine the cases on issues involving the rights and obligations of private citizens or parties. Some judicial powers have to be in the hands of civil servants in order to

secure public interest and protect the poor from exploitation. The growth of administrative adjudication is the result of the need to have responsible and speedy justice in cases related to social enactments and cases involving technical complexities. The civil servants enforce policies and therefore are able to give judgement according to the requirements of the policies. Besides the routine functions of civil services include licensing and inspection, regulation of government policies, collection of taxes, taking note of working conditions and so on.

Thus, in brief, civil servants perform the functions of:

- a) Advising the government regarding the programmes.
- b) Providing the ministers with necessary information and statistics.
- c) Implementing the plans, policies and programmes formulated by the government.
- d) Monitoring and evaluating the programmes of the government.
- e) Carrying out the tasks delegated to them by the government.
- f) Determining cases on issues involving rights and obligations of private citizens and parties.

3.5 ROLE OF CIVIL SERVICES

The civil services or public services perform various types of roles with regard to policy making and execution. These roles can be summed up in the following categories:

a) **Instrumentality Role**

There is a general agreement that the civil services should basically play an instrumental role in policy operation, in-as-much as it is not the master, but the agent of policy formulation and execution. It is, therefore, almost universally expected and uniformly accepted, that the services should be designed and structured so as to respond systematically and willingly to the political leadership and policy parameters. This essentially represents a philosophy of primacy of political control over administrative system.

Despite their participative and pervasive presence in the policy programmes of the State, the public services are not supposed to stray too much from their instrumentality role to become the prime mover behind policy making. Fritz Morstein Marx(1957) credits “merit bureaucracies even in Modern Nation States of the West as having contributed substantially to the viability of the policy through professional outlook to every conduct of governmental activities”. It is not the same thing to say that the public services cannot, should not and need not, under any circumstances, involve themselves into policy making process, but by and large, the civil servants should not involve themselves in policy making full-fledgedly.

b) **Neutrality Role**

The neutrality role of the civil services is in consonance with its instrumentality role. It is, thus, clear that if civil services have to perform, in the right spirit of their structural-functional framework, they have to be “neutral” in their approach, outlook and activities. No way should their political values or ideologies affect their conduct and behaviour. Civil servants are the objective, dispassionate and non-partisan band of professionals

who should do a job entrusted to them with clinical proficiency, efficiency and dedication. Once a policy has been decided and a decision has been taken to implement it, all that civil servants should do is to try to use all the available resources in an optimum manner for the execution of the programme. In other words, the civil servants must not be allowed to take political sides. The individual value-system may certainly come into play while rendering advice to the ministers or at the time of strategising for policy, but not thereafter. The civil servants are not the political agents but servants of the State. Political neutrality is the *sine qua non* of civil services. The civil service and party politics should be kept poles apart. Thus, the civil servants are expected to implement the policies decided upon by the government. They are neither responsible for the political content of programmes nor do they have to defend it in public.

c) Commitment Role

Should the civil servants be committed to the cause of a party, or the ruling party or a person of the party? Intellectually or emotionally or ideologically? Where should their commitment lie? Answers to such questions are very important for understanding the commitment role of the civil services. Different views have been expressed on the subject. The *first* and the common view holds that commitment means that the civil servants should be in accord with the policy objectives of the government. *Secondly*, it is held that such a commitment should be to a new social and economic order, and has to be consciously built and nurtured through the careers of civil servants. The *third* view is a corollary to the second view; it says that commitment should be related to the developmental philosophy of the State, be it - societal, economic and political, besides all the other modernising and nation-building programmes. *Fourth* view holds that commitment should, ideally, be towards the goals enshrined in the Constitution of the country, which represents the collective wisdom of the people regarding the governance of the polity. And ultimately, commitment has to be to the conscience of the civil servants; their beliefs, culture ethical values and sense of justice and righteousness.

Civil servants have often displayed their personal alignment, identification and belongingness to political parties. They often display personal loyalty to 'the boss'. The kind of personalised commitment helps the civil servants in better career progression. But the term committed bureaucracy does not mean a bureaucracy loyal to a particular political party. It does not connote civil servants owing loyalty to a particular individual, political person or leader. It means that bureaucracy should be committed to the objectives, ideals, institutions and modalities enshrined in the Constitution.

d) Impersonality Role

Civil servants should, by and large, adopt an 'impersonality' profile while dealing with matters concerning policies, programmes and issues. Civil servants cannot afford to take or twist a decision on the basis of the persons involved in it or the persons who can be affected by it. They should rather, strictly conform to the principles, rules, guidelines etc. They should govern the matters before the government, irrespective of the status, standing and position of the affected individuals. Civil servants have to, thus, take a dispassionate approach to problems.

e) Anonymity Role

The role of anonymity requires that the ministers have to answer for the actions of civil servants in the Parliament. The civil servants thus are protected from the criticism in

the Houses of Parliament. Ministers have to protect the civil servants who have executed their definite orders by answering parliamentary questions on their behalf. Ministers are also responsible to the Parliament for the wrong actions of the civil servants. Thus, the principle of anonymity goes hand in hand with the principle of ministerial responsibility. It means that civil servants have to work behind the curtains, and cannot openly come out and play a predominant role in politics. They have to function in an environment of anonymity. All this helps them in making honest and objective decisions.

f) Professionalism Role

The civil servants have to perform their functions on the basis of their knowledge, skill, expertise, experience, competence and merit. They must utilise all their skills to implement the development programmes with full zeal and enthusiasm. The civil servants must be trained to use all the mental, physical and technical skills at hand in most effective and efficient manner. The aims should be to train civil servants in such a way that maximum results can be achieved with minimum inputs at the least cost and within the shortest time-frame. Professional excellence and intellectual integrity should be their motives. Learning and continuing education should be built into the system itself, for that is the foundation for building a professional super structure. The professional role of the civil servants is the genesis of their existence.

It should be noted that all these anonymity, neutrality and impersonality roles do not, in reality, hold back certain civil servants and politicians from transgressions and breach of faith. There have been instances where the civil servants have not adhered to these well-defined roles. But exceptions do not underline the general norms that are being followed.

3.6 CHANGING COMPLEXION OF PUBLIC SERVICES

In view of the growing complexities of governmental tasks, the future administration must acquire knowledge in the fields of science and technology, social and behavioural sciences, modern tools of management, human relations in management, as well as administrative research and development. The First Administrative Reforms Commission (ARC) observed that the “Role of Generalists” in administration is losing its validity in several fields. This is an inevitable consequence of the increasing application of science and technology in solving administrative problems.

In the context of the new challenges of change that the public services have to face, the latter cannot escape two compulsions, one is adaptation and the other is professionalisation. Various factors like changing political scenario, growing aspirations of people, developing scale of administrative operations, increasing size of administrative structure and expanding science and technology are forcing public services to adapt to the environmental changes and professionalise themselves.

According to Gabriel A. Almond (1965), the public services have to perform functions either in combination with political authorities, confidentially and independently or single-handedly and openly. He identified seven such functions and categorised them into input and output functions. Input functions are political socialisation, interest articulation and aggregation, as well as political communication. The output functions comprise rule-making, rule application and rule adjudication. For discharging these functions

properly, the public services must address themselves to two types of relationships, one of mutual compliance, referring to 'internality' relationship, and the other of adaptation relating to 'externality' relationship.

In order to cope with these colossal functions, the public services must acquire and develop appropriate and adequate capacities. Unless they are fully equipped, they cannot help in achievement of goals of the programmes, which can lead to a wide gap between declared objectives and their realisation. The public servants must undertake capability generation programmes (such programmes must aim at increasing the capability of public servants in order to perform the administrative tasks properly) within the framework of specific needs, particularistic environment, local culture and ethos. With the growing involvement of public services in the public sector enterprises, and other quasi-government undertakings, they have to become more flexible and adaptable.

Check Your Progress 2

Note i) Use the space given below for your answers.

ii) Check your answers with those given at the end of the Unit.

1) What are the different functions of civil services?

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2) What do you understand by the commitment role of civil services?

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3.7 CONCLUSION

The efficiency of public services is very essential for the proper functioning of any administrative system. The public servants are constantly engaged in the formulation, implementation and evaluation of policies and programmes. Due to increase in governmental tasks and complexities of its activities, the civil services are involved with delegated legislation and administrative adjudication. The concept of Welfare State has brought the government and public services closer to the people. There is, thus, a need to establish a cordial relationship between the public services, government and people. Till now, the civil servants have adhered to the models of morality, anonymity, commitment and impersonality. Contemporary senario calls for a change-oriented bureaucracy. This Unit has highlighted some of these aspects, besides discussing the meaning, scope and role of public services.

3.8 GLOSSARY

- Consolidated Fund of India** : In India, the Centre and the states, each have their consolidated funds to which all receipts of the government are credited and all authorised payments are debited.
- Sine qua non* : Indispensable condition or qualification.
- Welfare State** : A State, which makes substantial provisions for the welfare and well-being of its citizens, especially the deprived and disadvantaged sections through law and administration.

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3.10 ANSWERS TO CHECK YOUR PROGRESS EXERCISES

Check Your Progress 1

- 1) Your answer should include the following points:
- Public services are the services constituted by the government and they are entrusted with the task of implementing the plans of the government.
 - Public services include the civil servants and the employees working in public sector undertakings, quasi-governmental organisations and nationalised banks.

- Public services are a professional body of experts.
- Expertise, vitality and leadership are some of the important features of public services.

2) Your answer should include the following points:

- Public services are an important arm of the government.
- Dichotomy between policy formulation and implementation can never be strictly maintained in practice.
- Public servants are also involved in policy formulation and even the government does not restrain itself from policy implementation.
- Public servants generally have more knowledge, time and experience than the politicians.

Check Your Progress 2

1) Your answer should include the following points:

- Civil servants advise ministers on policy issues and they are engaged in delegated legislation.
- As the functions of government are increasing, the role of civil services is becoming more important.
- Civil servants carry out the formulated plans and programmes and are engaged with administrative adjudication. They are involved with monitoring and evaluation of government programmes.

2) Your answer should include the following points:

- Many views have been expressed on the commitment role of civil services.
- Instead of personalised commitments, which the civil servants usually display, the commitment should be towards the objectives of the programmes and ideals of the Constitution.

