

Civil Service and Personnel Administration

COURSE CODE: M23PA 10DC

Postgraduate Programme in Public Administration
Discipline Core Course
Self Learning Material



SREENARAYANAGURU
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The State University for Education, Training and Research in Blended Format, Kerala

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To increase access of potential learners of all categories to higher education, research and training, and ensure equity through delivery of high quality processes and outcomes fostering inclusive educational empowerment for social advancement.

Mission

To be benchmarked as a model for conservation and dissemination of knowledge and skill on blended and virtual mode in education, training and research for normal, continuing, and adult learners.

Pathway

Access and Quality define Equity.

Civil Service and Personnel Administration

Course Code: M23PA08DC

Semester - III

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Postgraduate Programme in Public Administration
Self Learning Material
(With Model Question Paper Sets)



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CIVIL SERVICE AND PERSONNEL ADMINISTRATION

Course Code: M23PA10DC

Semester- III

Discipline Core Course

Postgraduate Programme in Public Administration

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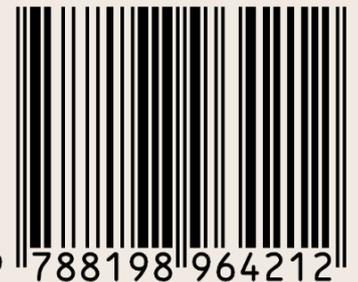


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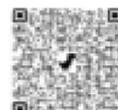
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MESSAGE FROM VICE CHANCELLOR

Dear learner,

I extend my heartfelt greetings and profound enthusiasm as I warmly welcome you to Sreenarayanaguru Open University. Established in September 2020 as a state-led endeavour to promote higher education through open and distance learning modes, our institution was shaped by the guiding principle that access and quality are the cornerstones of equity. We have firmly resolved to uphold the highest standards of education, setting the benchmark and charting the course.

The courses offered by the Sreenarayanaguru Open University aim to strike a quality balance, ensuring students are equipped for both personal growth and professional excellence. The University embraces the widely acclaimed "blended format," a practical framework that harmoniously integrates Self-Learning Materials, Classroom Counseling, and Virtual modes, fostering a dynamic and enriching experience for both learners and instructors.

The University aims to offer you an engaging and thought-provoking educational journey. The MA programme in Public Administration provides an in-depth understanding of modern governance challenges and solutions. It integrates cutting-edge theory with real-world applications, emphasizing innovative approaches to public service delivery. The curriculum spans strategic planning, policy analysis, public sector economics, and governance-related spheres. Through these, learners cultivate advanced problem-solving and decision-making skills. This programme also equips future leaders to drive positive change in public institutions, NGOs, and international bodies. The Self-Learning Material has been meticulously crafted, incorporating relevant examples to facilitate better comprehension.

Rest assured, the university's student support services will be at your disposal throughout your academic journey, readily available to address any concerns or grievances you may encounter. We encourage you to reach out to us freely regarding any matter about your academic programme. It is our sincere wish that you achieve the utmost success.



Regards,
Dr. Jagathy Raj V.P.

01-06-2025

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BLOCK 1
**Personnel Administration and
Planning**

UNIT 1

Introduction to Public Personnel Administration

Learning Outcomes

Upon completion of the unit, the learner will be able to:

- ▶ understand the meaning and nature of Public Personnel Administration
- ▶ identify the objectives and essential features of Public Personnel Administration
- ▶ analyse the scope and significance of Public Personnel Administration
- ▶ critically examine the challenges faced by Public Personnel Administration

Background

Consider a routine visit to the Regional Transport Office (RTO) for the renewal of a driving licence. You expect delays, but instead, a well-trained public official greets you, guides you through the digital application process, and ensures your work is completed swiftly and courteously. This seamless experience is not accidental; it reflects the result of a system that recruited, trained, and positioned that official to serve the public efficiently. This system is known as Public Personnel Administration, the lifeline of effective governance. Public Personnel Administration (PPA) refers to the management of human resources in the public sector. It covers a wide array of functions such as recruitment, training, promotion, performance appraisal, service conditions, and retirement benefits. Unlike the private sector, where efficiency is primarily measured by profit, PPA operates within a broader framework of public welfare, equity, and constitutional accountability.

Consider the Indian Administrative Service (IAS) officer posted in a flood-prone district. Her ability to mobilise teams, allocate resources, and communicate with the public during a crisis stems not just from her personal skills but from the rigorous selection process she underwent, the professional training she received at the Lal Bahadur Shastri National Academy of Administration, and the ongoing performance evaluations she is subject to. These processes are carefully designed and managed

under the umbrella of Personnel Administration. However, the path is not always smooth. There are real-life instances where a lack of proper personnel planning has led to understaffed schools in rural areas or inefficient municipal waste management in urban local bodies. In many such cases, the core problem lies not in the lack of funds or policies but in poor human resource management; delayed postings, lack of incentives, or absence of training and supervision. These gaps highlight the critical need for a robust and adaptive system of Personnel Administration.

In recent years, reforms such as lateral entry into civil services, the adoption of e-HRMS (electronic Human Resource Management System), and capacity-building initiatives like Mission Karmayogi reflect India's growing emphasis on transforming its bureaucratic machinery into a more performance-oriented and citizen-centric system.

This unit introduces learners to the meaning, nature, objectives, features, scope, challenges, and significance of Public Personnel Administration. It aims to help learners understand how human resource systems in the public sector shape policy implementation and public trust. As future public administrators, learners will come to see that beyond rules and regulations, it is the human element, the people behind the posts, that truly animates the machinery of government.

Keywords

Recruitment, Employer-Employee Relationship, Line Function, Staff Function, Citizen Engagement

Discussion

► Personnel in Administration

1.1.1 Public Personnel Administration: An Introduction

Personnel form the backbone of any administrative system, playing a vital role in determining the success and efficiency of an organisation. In the field of public administration, human resources are instrumental in ensuring effective governance and the seamless delivery of public services. While the terms 'administration' and 'management' are often used interchangeably; when discussing the utilisation of human resources, the terms 'personnel' and 'human resources' are similarly interchangeable. Understanding the historical evolution of these terms helps in appreciating the development



of Public Personnel Administration as a distinct and essential field within public administration.

► Scope of Public Personnel Administration

Public Personnel Administration refers to the comprehensive system of managing government employees. It encompasses a broad range of functions, including recruitment, selection, training and development, compensation, performance appraisal, employee discipline, and engagement with trade unions. These components constitute the core of public administration and are vital for ensuring an efficient and responsive administrative system.

► Shift to Strategic HR

Traditionally, Personnel Administration has been viewed in terms of conventional functions such as recruitment, training, position classification, and staffing. However, contemporary Public Personnel Administration is far more than simply organisational maintenance and rule enforcement. It now focuses not just on administrative maintenance but also on strategic human resource development. The goal is to create and sustain a dynamic and capable public workforce, one that is prepared to meet the growing challenges of attracting, retaining, motivating, and nurturing a diverse pool of skilled professionals for government service.

► Managerial Responsibilities & Challenges

In today's administrative landscape, the role of public managers is critical; they are responsible for translating policies into action and ensuring that public services reach the citizens effectively. However, challenges such as poor training and organisational inefficiencies can undermine this process. Hence, a thorough understanding of Public Personnel Administration becomes essential for analysing both the strengths and shortcomings of government operations.

► Globalisation and Adaptation

Whether in public or private organisations, success depends not merely on technological resources or structural frameworks but on the quality and management of human resources. Over the past four decades, the forces of globalisation, privatisation, and liberalisation have transformed governance structures, requiring public personnel to adapt accordingly. Personnel Administration, therefore, must evolve continuously to respond to these changes and meet emerging demands effectively.

► Need for Competent Personnel

As the functions and responsibilities of government expand, particularly in areas of development and welfare, the need for competent, motivated, and responsive personnel becomes even more pronounced. Personnel Administration must ensure a

consistent supply of skilled individuals capable of contributing meaningfully to organisational goals and adapting to dynamic societal expectations.

► Spectrum of human resource functions

To grasp the full scope of Personnel Administration, it is vital first to understand its meaning and nature. Broadly, Personnel Administration is the branch of administration concerned with people at work and the dynamics of their relationships within an organisational framework. It encompasses the full spectrum of human resource functions, from recruitment to retirement, and includes planning, staffing, training, evaluation, performance management, and employee development.

Although no universally accepted definition of Personnel Administration exists, there is a broad consensus on its purpose and scope. Scholars have offered various interpretations that enrich our understanding of this field:

Edwin B. Flippo defines Personnel Administration as a function concerned with the recruitment, development, compensation, integration, and maintenance of employees to achieve organisational objectives.

► Key Definitions by Scholars

Dale Yoder prefers the term “manpower management,” encompassing both labour relations and personnel functions. According to him, it involves planning, directing, and effectively utilising human resources.

Thomas G. Spates describes Personnel Administration as the systematic organisation and treatment of individuals at work to enable them to realise their full potential and contribute maximally to their teams and the organisation.

The Institute of Personnel Management (UK) defines it as the management function primarily concerned with human relationships within an organisation, aimed at fostering individual well-being and maximising contributions to organisational success. This definition was later refined in 1966 to emphasise bringing together individuals to form an effective organisation that values both personal well-being and collective performance.

The Indian Institute of Personnel Management has adopted similar definitions, acknowledging that personnel management is fundamentally about people, how they are recruited, managed, developed, and integrated within a system to achieve

both individual fulfilment and organisational effectiveness.

Public Personnel Administration: A Distinct Domain

Public Personnel Administration, while sharing some functional similarities with its private sector counterpart, operates within a fundamentally different context and pursues distinct objectives. At its core, Public Personnel Administration is concerned with the management of human resources within government organisations and agencies, focusing on the effective utilisation of personnel to achieve public service goals and promote the overall welfare of citizens.

► Public Service Orientation

A key distinguishing factor lies in the primary objective. Public Personnel Administration is driven by the mandate to serve the public and enhance societal well-being. In contrast, Private Personnel Administration is fundamentally oriented towards maximising profitability and shareholder value. This divergence in purpose shapes the policies and practices governing personnel in each sector.

► Profit vs. Welfare

Another significant difference pertains to employment tenure. Public sector employment is often characterised by a greater emphasis on job security and permanence, whereas private sector employment may be subject to more flexible "hire-and-fire" practices, where employment can be less stable. Social diversity and equity are increasingly important considerations in both public and private personnel administration. However, the public sector often places a greater emphasis on actively promoting these values to ensure fair representation and access to opportunities for all segments of society.

► Job Security

Furthermore, the operating environment differs significantly. Private Personnel Administration functions within a non-governmental business context, typically shaped by capitalistic or monopolistic market forces. Employee accountability is primarily directed towards the organisation's owners or shareholders. In contrast, Public Personnel Administration operates within a complex political environment, subject to public scrutiny and accountability. Public sector personnel decisions are often influenced by political considerations and interactions with political executives, a dynamic largely absent in the private sector.

► Distinct Operating Environment

In essence, while the fundamental processes of Personnel Administration (e.g., recruitment, training, performance

► Shared Functions,
Different Goals

management) may exhibit similarities across sectors, the underlying motives, contextual factors, and overarching goals are substantially different.

Personnel Management vs. Personnel Administration

The terms are similar, but usage differs by region. "Personnel Administration" is common in the U.S. and linked to top-level policy, while "personnel management" is more used in the U.K. and associated with operational-level tasks, especially in the private sector.

1.1.2 Nature of Public Personnel Administration

Public Personnel Administration plays a crucial role in ensuring effective governance in any administrative organisation. When public servants are well-managed, trained, and motivated, they are better equipped to handle challenges and deliver quality services to the public. In today's fast-changing world, Personnel Administration must adapt to new demands, including technological advancements, global crises like the COVID-19 pandemic, and environmental challenges.

► Adapting to Change

Personnel Administration involves both managerial and advisory functions. The managerial tasks follow the POSDCORB model: Planning, Organising, Staffing, Directing, Coordinating, Reporting, and Budgeting. While implementation is their main responsibility, personnel administrators also advise political leaders in policy-making.

► Managerial and
Advisory Roles

Modern governance is no longer limited to the government alone. It requires cooperation among various stakeholders such as private companies, non-profit organisations, and even international bodies. For example, the United Nations' Agenda 2030, with its 17 Sustainable Development Goals (SDGs), demands active support from public personnel for effective implementation at all levels.

► Multi-Stakeholder
Governance

► Skilled public
servants

In the era of globalisation, challenges like economic inequality, migration, environmental damage, and health crises require personnel systems that are flexible and responsive. This environment calls for skilled public servants who can



coordinate across sectors and borders.

► Network Governance

A recent trend in public administration is network governance, which focuses on coordination among multiple organisations rather than traditional top-down structures. This approach relies on informal partnerships and shared decision-making, demanding that personnel managers be capable of handling collaboration and building effective networks.

► Values and expectations

Public Personnel Administration is influenced by changes in social, economic, and political environments. Shifts such as greater participation from marginalised groups (like Scheduled Castes and Tribes), an increase in women employees, and more technically skilled workers have changed the composition of the public workforce. These changes bring new values and expectations that personnel systems must address.

► Line and staff functions

Personnel perform both line and staff functions. Activities that are directly related to the primary objectives of the organisation are called line functions and the staff functions are those which facilitate and assist the performance of line functions. Thus, line functions are directly related to the core work of an organisation, while staff functions support line activities; such as recruiting, training, and development. Both are essential for the smooth functioning of any organisation.

► Formal and Informal Structures

Personnel Administration does not operate solely within the boundaries of formal organisational structures. An organisation cannot function purely based on formal rules and regulations, as it consists of human beings working within a framework of authority and responsibility to achieve its goals. So along with the formal structure, an informal structure also develops within the organisation. This informal structure forms naturally through personal and social relationships among employees. Sometimes, it supports the formal system, but it can also create obstacles or even take over certain functions.

► Balancing Morale and Demands

As public organisations grow in size and complexity, Personnel Administration becomes more challenging. It must balance the demands of the public with the needs of employees. Therefore, maintaining high employee morale and motivation remains one of its core responsibilities.

From the above, the nature of Public Personnel Administration can be summarised into the following points:

a. Human-Centric in Nature

At its core, PPA deals with human beings who have needs, emotions, skills, and aspirations. Unlike machines or materials, people require careful management, motivation, and development. Hence, Personnel Administration must be sensitive to human behaviour and workplace dynamics.

b. Dynamic and Evolving

Public Personnel Administration constantly adapts to changes in the social, economic, political, and technological environment. Globalisation, technological advancements, and social changes continuously reshape how personnel are managed in public service.

c. Formal and Informal Structures

While it operates within formal rules and regulations, such as recruitment policies, promotion procedures, and training guidelines, informal relationships and social networks among employees also influence how the administration functions in practice.

d. Dual Role: Line and Staff Functions

Personnel administrators perform both line functions (directly related to organisational goals) and staff functions (supporting the line departments by handling recruitment, training, and welfare). Both roles are essential for smooth administration.

e. Accountability and Public Service Orientation

PPA is accountable to the public and aims to promote transparency, efficiency, integrity, and responsiveness in government services. The focus is not just on managing people, but on serving the public interest.

f. Focus on Equity and Inclusion

Modern Personnel Administration encourages diversity in recruitment and aims to include marginalised communities such as Scheduled Castes, Scheduled Tribes, women, and economically weaker sections. This is done to ensure social justice and equal opportunity.

► Nature of Public
Personnel
Administration



g. Policy Formulation and Implementation

Public personnel administrators often assist political executives in policy-making and are primarily responsible for implementing these policies. This gives them a crucial role in translating government plans into action.

1.1.3 Objectives of Personnel Administration

The objectives of PPA go beyond simple administrative functions; they focus on developing individuals, fostering cooperative relationships, and aligning the goals of the organisation with the needs of its employees. Below are the key objectives of Public Personnel Administration:

a. Effective Recruitment and Placement

One of the primary objectives of PPA is to ensure a sound system for recruiting, selecting, and placing the right individuals in appropriate roles. The recruitment process must be fair, merit-based, and inclusive, so that competent individuals can enter public service and contribute meaningfully to the organisation.

► Fair Recruitment Practices

b. Establishing a Healthy Employer-Employee Relationship

A core aim of PPA is to build and maintain a positive and cooperative relationship between employers (management) and employees (public servants). Mutual trust and respect are essential for achieving administrative goals. The personnel administrator must ensure that the management treats employees fairly and equitably, while also encouraging employees to actively support the organisation's objectives. This balance is key to organisational harmony and productivity.

► Employer-Employee Harmony

c. Maximum Individual Development

One of the primary objectives of PPA is to promote the full development of every employee's potential. The administration must create an environment where employees feel valued and are encouraged to grow professionally and personally. Any action by the administration that could negatively affect an employee's personality or morale should be avoided. Instead, practices that uphold human dignity and values with social recognition should be encouraged. Employees should be viewed as partners in governance and given the respect and support they deserve.

► Employee Development

d. Moulding Human Resources

Human resources are the most dynamic and active element in any organisation. Unlike other resources, humans have the capacity to engage, innovate, and drive results. Public Personnel Administration focuses on the optimal use of this resource. The administrator's task is to develop, direct, and utilise human capabilities effectively so that other factors of production (like finance, materials, or infrastructure) can be efficiently used. Human resource development thus becomes central to productivity and service delivery.

▶ Developing and utilising human potential

e. Promoting Organisational Harmony

Public Personnel Administration helps in structuring the organisation in a way that maintains harmonious relations among different departments and personnel. A well-organised structure enables coordination, reduces conflicts, and enhances operational efficiency.

▶ Coordination & Harmony

f. Provision of Specialized Services

Personnel administrators provide various technical and supportive services such as record-keeping, policy formulation, performance evaluation, and consultation. Though they may not be directly involved in supervising staff, they support line managers by diagnosing issues, suggesting improvements, and handling complex procedures such as negotiations with government agencies. Their role is to ensure that line supervisors are effective in fulfilling their personnel-related responsibilities.

▶ Providing technical and supportive HR services

g. Encouraging Commitment and Motivation

One of the important goals of PPA is to build employee commitment towards the organisation and its mission. Through fair treatment, recognition, and motivational incentives, public personnel can be encouraged to be more loyal and dedicated to public service.

▶ Building Employee Commitment

h. Balancing Organisational and Individual Goals

PPA strives to ensure that the goals of the organisation are met without neglecting the personal and career goals of individual employees. There must be a healthy integration where both sets of goals complement each other, leading to higher satisfaction and performance.

▶ Aligning Goals Effectively



The objectives of Public Personnel Administration are multidimensional. They aim to ensure that government employees are efficiently managed, fairly treated, and fully developed to serve the public. By aligning personal development with institutional goals, PPA contributes significantly to building a responsive and responsible public service system.

1.1.4 Scope and Functions

Public Personnel Administration has evolved significantly in the past two decades due to changes in governance models, especially under the influence of New Public Management (NPM). This shift emphasised efficiency, responsiveness, and a managerial approach, leading to collaboration between the public, private, and non-profit sectors. As a result, the roles and responsibilities of public personnel have become more dynamic and complex. Modern governance practices like collaborative and network governance have expanded the boundaries of Personnel Administration, which have significantly influenced the scope and functions of Personnel Administration. Now let us have a detailed look at it.

► Expanding Personnel Scope

Public Policy

Public personnel play a dual role in relation to public policy. First, policies are designed to govern and improve the performance and accountability of civil servants themselves. Second, personnel; particularly those at higher administrative levels, contribute to policy formulation by providing expert advice and administrative insight to the political leadership. Public servants help bridge the gap between theory and practical governance by shaping policies across various sectors like health, education, and law and order. Since effective policymaking is foundational to national development, the input of competent personnel is crucial in designing policies that are relevant, feasible, and impactful.

► Dual role: governance & formulation

Planning

Planning is central to a country's development and requires a well-structured administrative framework. Effective planning depends on:

- Reliable and updated statistical data
- A supportive economic and institutional structure
- Skilled human resources

- Citizen participation
- Coordinated physical and financial resources

► Strategic Development Planning

Public personnel are deeply involved in formulating draft plans at national, state, and local levels. They collaborate with technical experts and specialised committees to design strategic development programmes. Institutions and administrative capacity-building are key components that enable the successful implementation of plans.

Implementation of Plans

► Effective Plan Implementation

After policies and plans are created, their successful implementation becomes the responsibility of public personnel. Field-level officials carry out these programmes under the direction and supervision of top-level managers. Effective implementation ensures that the intended goals are achieved. However, in many developing countries, poor execution due to weak administrative capacity remains a significant barrier to progress.

Public Service Delivery

► Citizen-Centric Service Delivery

Delivering public services effectively is one of the most visible functions of public administration. Personnel are the primary agents in ensuring that essential services like food distribution, healthcare, and education reach the public. The modern emphasis is on treating these services not just as commodities but as essential rights of citizens. Training and sensitisation programmes are crucial to instil a service-oriented mindset among public employees. In many countries, tools like public service motivation assessments are used to recruit individuals who are committed to serving society.

Public Enterprises

► Managing Public Enterprises

Public personnel also manage state-owned enterprises, otherwise known as Public Enterprises (PEs), which play an important role in the national economy. Though often criticised for inefficiencies and financial losses, PEs remain crucial for inclusive development. To improve their performance, administrative reforms have focused on professionalising management, reducing government interference, and adopting corporate governance models. For instance, in India, reforms based on the Arjun Sengupta Committee Report (2007) led to operational autonomy for Navratna and Miniratna companies, thereby enhancing their efficiency.



Administrative Reforms

- ▶ Improving administrative efficiency and responsiveness

Administrative reforms are necessary to adapt governance to changing political, economic, and social conditions. These reforms aim to improve efficiency, transparency, and responsiveness in public service. In India, the Department of Administrative Reforms and Public Grievances serves as the central agency for developing and recommending such reforms. These efforts often involve re-engineering processes, simplifying procedures, and adopting modern management techniques.

Administrative Law

- ▶ Legal basis for administrative actions

Administrative law governs the functioning of public agencies. It provides a legal framework that allows civil servants to perform their duties within a regulated system of rules and procedures. Administrative law includes delegated legislation, where executives or civil servants are authorised to create rules, orders, and regulations. This legal mechanism is essential in modern welfare states where legislative bodies are overburdened. Administrative law ensures accountability while enabling efficient service delivery.

Administrative Tribunals

- ▶ Role of Tribunals

Administrative tribunals are quasi-judicial bodies created to resolve disputes involving public agencies and citizens. They operate outside the traditional court system and are characterised by speed, simplicity, and expertise in decision-making. These tribunals handle cases related to service matters, pensions, taxes, and other administrative issues. Public personnel are involved in setting up, operating, and managing these tribunals, ensuring that justice is accessible and efficient.

Citizen Engagement

- ▶ Participatory governance

Modern public administration emphasises participatory governance. Citizens are no longer seen merely as service recipients but as active stakeholders in policy and decision-making. This shift aligns with the principle of subsidiarity, which advocates for decentralising authority to the lowest effective level. Tools such as Right to Information (RTI), citizen charters, and public consultations promote transparency and accountability. Civil servants must be trained to engage with communities, understand local needs, and encourage citizen involvement in governance.

Advisory Function

► Guidance in HR management functions

Senior administrators perform advisory functions in various areas of personnel management. They guide subordinate staff on matters such as job analysis, human resource planning, recruitment, training, performance evaluation, and employee morale. Their role is instrumental in ensuring that the public workforce remains efficient, motivated, and aligned with the goals of good governance.

1.1.5 Features and Significance

► Human-Centric Governance Focus

The importance and significance of any subject begins with understanding why it must be studied. In the case of Public Personnel Administration (PPA), the core reason lies in its human-centric nature. It is essentially about the people, both those who govern and those who are governed. While the meaning, functions, and characteristics of this subject highlight the “what” and the “why,” the aspect of “for whom” remains central. In democratic systems, every policy, programme, and administrative action is designed to serve the public. However, it is the public personnel, civil servants, and administrators, who implement these policies. Therefore, studying PPA is crucial as it revolves around managing the people who serve the people. The following points will explain its major features and significance:

Core of the Personnel System

► Managing the entire employee lifecycle

Public Personnel Administration manages the entire lifecycle of government employees, from recruitment and classification to promotion, remuneration, and retirement. These functions form the backbone of effective public administration. Personnel policies directly impact the ability of the government to make and implement policies. As the most valuable asset in government operations, personnel ensure that all public services and programmes are successfully delivered to the people.

Building Motivation and Morale of Civil Servants

► Foster a sense of purpose and dedication

Civil servants form the permanent executive and serve under different political regimes while maintaining neutrality and anonymity. Although they work behind the scenes, their role is crucial for public service delivery. Often, the recognition goes to political leaders, while the administrators remain in the background. Hence, maintaining high morale and motivation among public personnel is important. Proper training and



organisational support are necessary to foster a sense of purpose and dedication. Public service motivation, driven by values like altruism and a desire to serve, must be nurtured through effective personnel policies.

Ensuring Employee Welfare

An essential feature of PPA is ensuring the welfare of public employees. This includes creating a safe and healthy work environment, providing fair compensation, ensuring job security, and offering benefits like health insurance and pension schemes. The welfare component ensures that employees remain productive, satisfied, and committed to public service.

► Creating safe, fair workplaces

Support to Evolving Governance

Governance across the globe is constantly adapting to new developments, both national and international. Governments introduce policies and programmes that respond to emerging global challenges and opportunities. The successful execution of these initiatives depends heavily on public personnel. For instance, during the COVID-19 pandemic, governments could distribute essential services like food rations only because of effective planning and field-level execution by public personnel. Hence, PPA plays a critical role in ensuring smooth adaptation and implementation of governmental reform.

► Personnel in crisis and reform

Promoting Social Diversity and Inclusion

Modern societies are becoming increasingly diverse, and public administration must reflect this reality. Unlike the private sector, which often prioritises merit-based recruitment, the public sector plays a significant role in ensuring social justice through inclusive hiring practices. Affirmative action policies and equal employment opportunities are instruments used to ensure representation of marginalised groups. PPA thus plays a key role in promoting equity and diversity in government institutions.

► Diversity and Inclusion Goals

Upholding Ethical Governance

Ethics in administration is central to building public trust and accountability. Public personnel must adhere to ethical standards and professional conduct. Unethical practices often lead to corruption and weaken the credibility of public institutions. Administrative ethics includes principles such as honesty, fairness, transparency, and responsibility. Codes

► Upholding accountability and trust

of Conduct and Ethics are vital tools to guide civil servants. In modern democracies, citizens expect ethical, effective, and efficient service delivery, making ethical governance a foundational aspect of PPA.

Encouraging Negotiation and Collaborative Governance

With the growing impact of globalisation and regional integration, decisions in one country often influence others. This interconnectedness has led to increased emphasis on collaboration and negotiation among nations and agencies. Civil servants must possess the skills to negotiate, communicate effectively, and build consensus. Moreover, modern governance is moving away from rigid, hierarchical structures towards more flexible and collaborative approaches. This shift makes it essential to have trained personnel capable of managing these new governance models.

► Negotiation and Collaboration Skills

From the above discussion, it is evident that Public Personnel Administration is a vital component of public governance. It ensures that governments have capable, ethical, and motivated personnel who can implement policies effectively, uphold democratic values, and respond to societal changes. Whether it is managing diversity, promoting welfare, or upholding ethical standards, PPA plays a central role in shaping efficient, people-oriented governance systems. Hence, for any democratic society aiming for inclusive development and responsive administration, Public Personnel Administration is indispensable.

► PPA: Indispensable for Governance

1.1.6 Challenges of Public Personnel Administration

Influence of the Political Environment

The political environment has a direct impact on how human resources are managed in the public sector. Government decisions regarding recruitment, promotions, job security, and pay structures are shaped by political ideologies and priorities. When new governments come into power, changes in policies may occur, leading to instability and uncertainty within public organisations. Furthermore, political interference in personnel decisions can sometimes undermine merit-based appointments and demotivate employees.

► Impact of politics on personnel decisions

Economic Constraints

Public Personnel Administration often operates under limited financial resources. During economic downturns or budget cuts,



► Financial limits affecting HR policies

public organisations may face restrictions on hiring or be forced to reduce their workforce. This affects the organisation's ability to recruit and retain skilled employees. Moreover, financial limitations can lead to reduced salaries, fewer benefits, and minimal investment in employee development, making the public sector less attractive to talented individuals.

► Adapting to digital platforms

Technological Advancements

While technology has brought efficiency to personnel management processes such as recruitment and record-keeping, it also presents new challenges. The shift to digital platforms requires constant updates, training, and protection of employee data. Moreover, the rise of remote work demands new methods of monitoring, evaluating, and motivating employees who are not physically present in the office. Adapting to fast-changing technologies becomes a continuous challenge for public personnel administrators.

► Legal and Regulatory Compliance

Legal and Regulatory Changes

Public Personnel Administration must always operate within the boundaries of national labour laws, service rules, and judicial decisions. Any change in employment laws, such as those concerning equal opportunity, workplace safety, or contractual employment, requires immediate adjustments in personnel policies. Ensuring compliance with legal frameworks is a continuous challenge, particularly when regulations are complex or frequently changing.

► Influence of internal values

Organisational Culture and Internal Values

The internal culture of a public organisation greatly affects its approach to personnel management. For example, an organisation that values seniority may resist adopting performance-based promotions. Similarly, workplaces focused more on internal procedures than on service delivery may neglect employee satisfaction and innovation. Aligning human resource policies with evolving values such as transparency, accountability, and service quality is often a challenging task.

Social and Demographic Shifts

As societies become more diverse, the public sector must adjust its human resource policies to reflect inclusivity and fairness. Changes in age, gender, educational background, and cultural identity within the workforce require revised policies

► Responding to Social Diversity

related to recruitment, training, and workplace conduct. Additionally, growing concerns over work-life balance and employee well-being necessitate flexible work arrangements and supportive environments, which can be difficult to manage within rigid bureaucratic systems.

► Navigating a Dynamic Environment

Public Personnel Administration operates in a constantly changing environment influenced by political, economic, legal, technological, and social factors. These environmental elements are interconnected and create both opportunities and challenges for public human resource management. To effectively respond to these challenges, administrators must be flexible, well-informed, and proactive in revising policies and practices. Only then can public organisations attract competent professionals, deliver quality public services, and maintain high standards of governance.

Summarized Overview

This unit has introduced the foundational concepts of Public Personnel Administration, emphasizing its critical role in ensuring the smooth and effective functioning of the public sector. By exploring its meaning, nature, objectives, features, and scope, the unit has established Personnel Administration as an indispensable element of governance that directly influences the quality of public service delivery.

The discussion highlighted how public personnel systems are designed to recruit, develop, and retain individuals who uphold constitutional values and work in the public interest. At the same time, the unit has drawn attention to the persistent challenges such as political interference, lack of professional development, rigidity in administrative procedures, and resistance to reform, all of which affect the efficiency and responsiveness of public administration.

Despite these challenges, the significance of Public Personnel Administration remains unquestionable in a democratic society. It is through a robust and well-managed human resource system that governments can translate policy into action, ensure accountability, and promote public welfare. This foundational understanding sets the stage for deeper exploration into the various dimensions of Personnel Administration, enabling learners to appreciate both the technical and human aspects of managing people in public service.

Self-Assessment

1. What is meant by Public Personnel Administration?
2. Identify any three objectives of Personnel Administration.
3. What is the scope of Personnel Administration in public service?
4. What is the key difference between Public and Private Personnel Administration?
5. Explain the significance of Personnel Administration.
6. Name any two scholars who defined Personnel Administration
7. List any two challenges of Personnel Administration.
8. Describe the human-centric nature of Public Personnel Administration
9. What does the acronym POSDCORB represent in the context of Personnel Administration?
10. Identify and explain the major features of Public Personnel Administration.

Assignments

1. Explain the meaning and nature of Public Personnel Administration.
2. Analyse the scope of Personnel Administration and its importance in managing human resources in government organisations.
3. Identify and discuss the major challenges faced by Personnel Administration in India today.

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Suggested Reading

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2. Goel, S.L. (2002) Public Personnel Administration, New Delhi, Deep and Deep Publication.
3. Jain, C.M. (2003) Public Personnel Administration, College Book Depot, Jaipur.
4. Ghosh, P. (1975) Personnel Administration, New Delhi, Sudha Publication.

Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.



SGOU

UNIT 2

Understanding Human Resources Planning

Learning Outcomes

Upon completion of the unit, the learner will be able to:

- ▶ understand the concept of Human Resources Planning and explain its importance in the context of public administration
- ▶ identify and describe various methods and techniques used in Human Resources Planning
- ▶ evaluate the challenges in Human Resource Planning and analyse the requisites for successful human resource planning

Background

Human Resources Planning (HRP) is a dynamic and essential process in the public administration system. Imagine a scenario where a newly elected government needs to implement an ambitious development project, but the project stalls due to a lack of qualified personnel, poor staffing, and ineffective resource allocation. The government could have avoided this bottleneck if a well-structured Human Resources Plan had been in place. This is where HRP becomes a crucial tool in ensuring that the right people with the right skills are in the right positions at the right time.

HRP goes beyond the simple act of filling vacancies. It encompasses a broader strategic approach, aligning the workforce needs with the goals of the organisation, anticipating future needs, and ensuring that an appropriate mix of skills and abilities is available to meet these objectives. Without proper planning, public institutions are susceptible to inefficiency, poor service delivery, and frustration among employees.

HRP also plays a vital role in succession planning. In 2020, as India faced a severe shortage of healthcare professionals in the wake of the COVID-19 pandemic, many state health departments struggled to manage the surge in cases. A lack of HR planning in the medical sector led to a disproportionate allocation of resources, key personnel were overwhelmed, and critical vacancies went unfilled for extended periods. If proper HRP



had been implemented, there would have been a better distribution of health professionals, with contingency plans in place for emergency hiring and training.

This unit delves into the meaning and importance of HRP in public administration, which ensures that public organisations have a well-equipped workforce to meet current and future challenges. Understanding the methods and techniques of HRP, such as workforce forecasting, skills inventory, and succession planning, allows administrators to optimise human resources efficiently. It also emphasises overcoming the inherent challenges, such as political interference, lack of training, and rigid bureaucratic processes, which hinder effective HR planning in the public sector.

Keywords

Human Resource Demand, Human Resource Supply, Organisational goals, Succession planning, Gap Analysis

Discussion

1.2.1 Human Resource Planning

Meaning

In today's rapidly evolving organisational landscape, Human Resource Planning (HRP) has emerged as a cornerstone of effective management. It represents the process by which organisations anticipate their future workforce needs and take proactive steps to ensure that the right number of employees, with the appropriate skills and competencies, are available at the right time and in the right roles. Far from being a routine administrative task, HRP serves as a strategic tool that aligns an organisation's human capital with its long-term goals and aspirations.

► HRP aligns people with organisational goals

At its core, HRP is about preparing for the future. It enables organisations to map out their workforce requirements by analysing both current human resources and projected needs. This process not only addresses immediate staffing concerns but also considers long-term shifts in the external environment, such as technological advancements, market competition, demographic changes, and regulatory developments. In doing so, HRP helps organisations remain agile, competitive, and

► Anticipating future workforce needs

well-positioned for sustainable growth.

► Blueprint for managing people

To put it simply, Human Resource Planning acts like a blueprint for managing people in the organisation. It answers fundamental questions: How many employees will be needed in the future? What skills and expertise must they possess? How can the organisation ensure that its workforce is adaptable and prepared to face unforeseen challenges? By addressing these questions, HRP enhances an organisation's capacity to respond swiftly and effectively to change.

Leading scholars have emphasised the importance of HRP in organisational success:

- Vetter describes it as “*the process by which management determines how the organization should move from its current manpower position to the desired manpower position,*” aiming to achieve optimal outcomes for both the organisation and the individual.
- Gordon McBeath notes that HRP is fundamentally concerned with “*planning of manpower requirements and manpower supplies.*”
- Beach defines it as “*a process of determining and ensuring that the organization will have an adequate number of qualified persons, available at the proper time, performing jobs that meet the needs of the enterprise and provide satisfaction for the individuals involved.*”

► Key perspectives on HRP

These definitions highlight that HRP is not merely a numbers game; rather, it is about strategic foresight, ensuring a well-prepared workforce that can contribute meaningfully to organisational excellence.

► Continuous Workforce Development

Moreover, HRP is a dynamic process that extends beyond short-term staffing decisions. It considers the broader context of workforce development over time, taking into account retirements, promotions, skill gaps, and organisational restructuring. In this way, HRP becomes a continuous, future-oriented process that informs decision-making across departments and at all levels of management.



The human resource planning process typically unfolds in four key phases:

1. Assessment and Forecasting – Gathering data through human resource inventories and forecasting future requirements. *Example:* The State Health Department reviews its current staffing levels and retirement projections. It identifies a shortage of community health workers and predicts the need to recruit 200 additional staff over the next five years to support rural healthcare initiatives.

2. Setting Objectives and Formulating Policies – Defining goals for workforce planning and securing managerial support. *Example:* Based on the assessment, the department sets a clear objective: to fill 200 community health worker positions within three years. It formulates recruitment policies prioritising candidates from local communities and gains support from senior officials and the state government for timely budget allocation.

3. Designing and Implementing Action Plans – Developing strategies for recruitment, training, redeployment, or downsizing. *Example:* The department launches a recruitment campaign targeting rural youth, establishes training programmes on preventive healthcare, and redeploys existing staff to newly established health centres where urgent services are needed.

4. Monitoring and Evaluation – Reviewing the effectiveness of plans and making necessary adjustments to ensure continued alignment with organisational goals. *Example:* After one year, the department evaluates the progress and finds that only 120 positions have been filled due to delays in training schedules. It revises the training calendar, collaborates with local NGOs for faster outreach, and adjusts its recruitment targets accordingly.

► Key phases of HRP

► Sustained growth and innovation

► HRP as a response to change

By integrating these steps, organisations can not only address current HR needs but also lay the groundwork for sustained growth and innovation. A well-executed HRP process empowers institutions to manage change proactively, optimise workforce potential, and achieve long-term strategic goals.

In an era where the only constant is change, Human Resource Planning offers a structured yet flexible approach to navigating uncertainty and complexity. It is not merely about filling vacancies, it is about building a workforce that is skilled, motivated, and ready for the future.

Objectives

The objectives of Human Resource Planning can be broadly described as:

- **Forecasting Human Resource Requirements**

A primary objective of HRP is to estimate future human resource needs of the organisation accurately. Through forecasting, organisations can identify the quantity and quality of personnel required to meet upcoming demands. Without such foresight, it becomes challenging to ensure the timely availability of individuals with the necessary skills and competencies to support organisational operations.

▶ Estimating future human resource requirements

- **Facilitating Effective Management of Change**

Human Resource Planning plays a critical role in enabling organisations to respond effectively to internal and external changes. Shifts in technology, structure, market conditions, or policy environments necessitate the realignment of human resources. HRP helps in reallocating and optimising personnel, ensuring the organisation remains adaptive and resilient during periods of transition.

▶ Managing Organisational Change

- **Realising the Organisational Goals**

As organisations grow and diversify, strategic planning of human resources becomes vital to sustain expansion and support new initiatives. HRP ensures that human capital is systematically aligned with the organisation's broader goals, thereby enhancing the efficiency and effectiveness of various functions and programmes.

▶ Aligning with Organisational Goals

- **Promoting Employee and Career Development**

An important function of HRP is to provide valuable data and insights into the capabilities and performance of existing personnel. This information supports informed decision-making regarding internal mobility, such as promotions, transfers, and succession planning, thereby fostering employee motivation and career growth.

▶ Fostering Career Development

- **Ensuring Effective Utilisation of Human Resources**

HRP contributes to the efficient use of available human resources by identifying both surpluses and deficits within the workforce. By maintaining a well-organised human resource

▶ Balancing workforce supply and demand



database, organisations can make strategic adjustments to avoid overstaffing or understaffing, thereby enhancing productivity and organisational capacity.

► Right people, in the right roles, at the right time

In essence, Human Resource Planning seeks to maintain a balance between the supply and demand for human capital, ensuring that the organisation is equipped with the right people, in the right roles, at the right time, to achieve its strategic objectives.

1.2.2 Need and Importance of HRP

1.2.2.1 Need of HRP

► Essential function

Human Resource Planning (HRP) is an essential function in public and private organisations, ensuring that the right people are available at the right time, with the right skills, to achieve institutional goals. In today's dynamic and complex environment, the need for systematic HRP has become more critical than ever. The following points explain the key reasons why organisations must engage in effective human resource planning:

Aligning Human Resources with Organisational Goals

► Preparing a committed and capable workforce

The foundation of HRP lies in understanding the short-term and long-term objectives of the organisation. Strategic human resource planning ensures that the workforce is aligned with these goals, enabling employees to contribute meaningfully to the organisation's mission. In public administration, where policy goals are often long-term and people-centric, HRP helps in preparing a committed and capable workforce to deliver services efficiently.

Forecasting Future Workforce Needs

► Anticipating Workforce Gaps

Human Resource Planning allows organisations to anticipate their future workforce needs in terms of numbers, skills, and job roles. By analysing current staff capacity and projecting future demands, HRP helps identify potential gaps in human capital. This proactive approach enables timely recruitment, training, or redeployment to ensure continuous workflow and avoid disruptions.

Managing Change Effectively

Organisations operate in environments that are constantly changing due to economic shifts, policy reforms, and global

► Preparing for Change

developments. HRP equips administrators to adapt to these changes by preparing a flexible and responsive workforce. It allows for better handling of organisational restructuring, new service demands, or shifts in administrative priorities.

Optimal Utilisation of Human Resources

► Optimal resource utilisation and allocation

Through workforce analysis, HRP helps identify areas where there is either a surplus or shortage of talent. This enables managers to make informed decisions regarding transfers, promotions, or reassignments. Effective HR planning ensures that human resources are utilised efficiently, reducing wastage and enhancing productivity.

Promoting Employee Training and Development

► Continuous Development

One of the major benefits of HRP is that it identifies future skill requirements. This foresight facilitates the design of training and development programmes to upskill employees and prepare them for future roles. Continuous learning improves employee morale and retention, while also ensuring organisational competitiveness.

Addressing Employment and Unemployment Challenges

► Bridging Employment Gaps

Despite rising levels of educated unemployment, organisations often face a shortage of skilled professionals in key areas. HRP helps bridge this gap by streamlining recruitment strategies and improving employee retention. This is particularly important in public sector organisations where specialised skills in health, education, and technology are crucial.

Responding to Technological Advancements

► Adapting to digital advancements

Rapid developments in technology, ranging from digital governance tools to automation, have significantly altered job structures and workflows. These changes require new skill sets and a redefined workforce strategy. HRP ensures that organisations are not only technologically ready but also equipped with employees who can effectively use such technologies.

Adapting to Demographic Changes

► Responding to Demographics

Demographic trends such as ageing populations, increased participation of women in the workforce, and higher levels of education impact the structure and expectations of the



workforce. HRP takes these changes into account, enabling public organisations to design inclusive and adaptive HR policies.

Managing Skill Shortages

► Addressing Skill Gaps

With the increasing complexity of organisational functions, the demand for highly specialised skills is rising. However, such skills are often rare and difficult to replace. HRP identifies critical roles and prepares succession plans to mitigate the impact of losing key personnel.

Complying with Government Policies and Legislation

► Aligning with labour laws and policies

Governments impose various legal requirements on organisations related to employment conditions, affirmative action, contractual labour, and working hours. HRP ensures that organisations remain compliant with such laws and integrate legal standards into their staffing strategies.

Navigating Legislative Constraints

► Managing Legal Constraints

In the modern context, hiring and laying off employees is no longer a simple process due to strict labour laws. HRP helps organisations plan their workforce in a way that minimises legal risks and financial liabilities while ensuring workforce stability and flexibility.

Addressing Pressure from Interest Groups

► Balancing Stakeholder Demands

Organizations often face demands from unions, local communities, and political actors regarding recruitment preferences or employment policies. HRP enables institutions to balance these pressures by planning recruitment and promotion strategies that are transparent, fair, and sustainable.

► Meeting Internal and External Challenges

The need for Human Resource Planning arises from both internal organizational requirements and external environmental challenges. By forecasting needs, adapting to change, and ensuring the optimal use of human capital, HRP enhances organizational performance and readiness. In the context of public administration, where the quality of governance is directly linked to the quality of personnel, strategic human resource planning is not just necessary, it is indispensable.

1.2.2.2 Importance of HRP

Human Resource Planning (HRP) plays a critical role in the overall strategic management of any organization as it functions as an essential subsystem of the organisation. Through HRP, management can anticipate and prepare for future human resource requirements, ensuring that the right number of employees with the necessary skills are available at the right time. In the absence of proper HR planning, organizations may experience either a surplus or shortage of employees. For example, many public sector enterprises in India became overstaffed in the past due to a lack of foresight in personnel planning. Similarly, some private sector companies were compelled to implement Voluntary Retirement Schemes (VRS) to address the issue of overstaffing.

▶ Preventing Workforce Imbalances

HRP is also fundamental to effective succession planning. By identifying potential future leaders within the organization, HRP ensures continuity in leadership and reduces the disruption caused by sudden retirements or resignations. Additionally, HRP supports both the formulation and implementation of organizational strategies by ensuring that human resources are available and capable of fulfilling strategic objectives. It influences key decisions regarding organizational structure, job roles, and staffing patterns during the implementation of strategic plans.

▶ Supporting succession and strategy

In today's dynamic and competitive environment, the strategic value of HRP is especially evident in sectors where human capital is central to business success. Even in a country like India, where there is a large number of educated unemployed individuals, HRP becomes crucial in selecting candidates with appropriate and relevant skills. High attrition rates and frequent employee turnover further increase the need for sound manpower planning. Proactive HRP focuses on developing employee skills and competencies to meet evolving organizational needs, thereby reducing talent shortages and improving employee retention.

▶ Addressing Talent Shortages

Globally, HRP is vital for managing international operations. It assists organizations in overcoming challenges such as appointing suitable personnel for foreign assignments and relocating employees across borders. With the expansion of the global governance framework, HRP must be closely integrated with international strategies. Failure to plan for recruitment, training, placement, and career development in global contexts

▶ Managing Global Workforce



may result in the loss of valuable talent, especially in leadership positions.

► Enhancing HR Functions

Moreover, HRP directly contributes to improving key human resource functions such as recruitment, selection, training, development, promotions, and even workforce downsizing when necessary. Organizations are increasingly recognizing the importance of investing in human capital. Unlike physical assets, employees continuously grow in value as they gain experience and develop new skills. This makes them indispensable to organizational success. Companies can invest in their human resources through structured training programmes or diverse job assignments, resulting in a skilled, engaged, and productive workforce.

► Strengthening Internal Coordination

HRP also strengthens coordination between different managerial levels. While it is often initiated by corporate HR staff, its successful implementation requires active collaboration with line managers. Effective communication between HR and other departments ensures that planning efforts reflect practical needs and operational realities. Additionally, HRP prepares individuals for future responsibilities by identifying high-potential employees and providing them with continuous training and performance assessments. This readiness ensures that capable employees can step into key roles whenever needed, thereby supporting smooth and effective succession within the organization.

► Inclusive recruitment and representation

In India, Human Resource Planning (HRP) plays an important role in promoting diversity and fair representation in public administration. Although the Constitution and government policies aim to create an inclusive workforce, there are still challenges in ensuring equal representation of women, marginalised communities, and people from less-represented regions in many government departments. HRP helps organizations regularly review their workforce, identify areas where certain groups are underrepresented, and plan recruitment and training programmes to address these gaps. For example, while more women are entering civil services today, their numbers in top leadership roles remain quite low. Likewise, ensuring that officers from all parts of the country are fairly represented in all-India services like the IAS and IPS requires careful planning. By forecasting future needs and designing targeted development opportunities, HRP supports the building of a more diverse and inclusive workforce. This approach helps public administration reflect the values of social

justice and improves the quality of governance.

In summary, Human Resource Planning is essential for aligning workforce capabilities with organizational goals. It minimises staffing imbalances, supports strategic decision-making, ensures leadership continuity, and enhances overall organizational effectiveness by investing in and optimising the human element of the enterprise.

1.2.3 Methods, Techniques and Process of HRP

1.2.3.1 Methods and Techniques of Human Resource Planning (HRP)

Human Resource Planning (HRP) involves estimating the present and future human resource needs of an organization and developing strategies to meet those needs. To do this effectively, organizations adopt a variety of methods and techniques that help in forecasting demand and assessing supply. These methods range from statistical models to managerial judgment and are selected based on the size, complexity, and needs of the organization.

► Forecasting demand and assessing supply

- **Forecasting Human Resource Demand**

Forecasting the future demand for human resources is the first step in HRP. It involves estimating the number and type of employees required in the future, depending on organizational goals, technology, and market conditions. The commonly used techniques include:

a. Trend Analysis

This method involves examining historical data on employment levels to identify trends and patterns. These patterns are then projected into the future to estimate workforce needs. For example, if an organization has grown at a consistent rate of 5% annually, it may use this growth rate to predict future manpower requirements. While this method is simple, it assumes that past trends will continue, which may not always be accurate in dynamic environments.

► Past workforce trends projection

b. Ratio Analysis

Also known as productivity ratio, this method involves establishing a relationship between a business factor (such as sales, production level, or output) and the number of

► Output-to-employee ratios



employees required. For example, if an organization needs one technician for every 100 units of output, the HR needs can be projected based on expected production levels. This technique is particularly useful in manufacturing and service sectors.

c. Workload Analysis

► Workforce based on workload

Workload analysis calculates human resource requirements based on the volume of work and standard performance levels. It is often used in government and public sector institutions. For instance, if a department has to handle 10,000 applications per month and one employee can process 500 applications, then 20 employees would be needed.

d. Delphi Technique

The Delphi Technique is a structured qualitative forecasting method that gathers insights from a panel of experts or senior managers to predict future human resource requirements. It is particularly useful in situations involving complex, uncertain, or rapidly evolving environments, whether or not historical data is available. Through multiple rounds of anonymous surveys, experts provide their judgments on future workforce needs. After each round, the responses are summarised and shared anonymously, allowing participants to refine their views and move toward a consensus.

► Structured qualitative forecasting method

In human resource planning, the Delphi Technique is applied to anticipate staffing needs for emerging functions, assess workforce implications of policy changes, or plan for future skill requirements in areas impacted by technological or environmental shifts.

e. Managerial Judgment

► Experience-based workforce forecasting

This is one of the most common and practical techniques, especially in small and medium-sized organizations. Managers estimate the manpower requirements based on their experience, knowledge of operations, and strategic vision. It can be used alone or in conjunction with quantitative methods.

- **Forecasting Human Resource Supply**

After estimating the demand, organizations assess the supply of human resources both from internal and external sources.

a. Skills Inventory

This method involves preparing a detailed record of current employees' qualifications, experiences, skills, and capabilities. A well-maintained skills inventory allows managers to identify existing talent and redeploy or promote employees according to future needs.

b. Succession Planning

Succession planning ensures that there is a pipeline of capable individuals ready to fill key roles in case of retirements, promotions, or departures. It helps identify leadership potential and supports long-term planning for continuity in critical positions.

c. Replacement Charts

These charts visually display current job positions, the incumbents, and potential replacements. They are used for short-term planning and help identify possible successors in case of emergencies or sudden vacancies.

d. Markov Analysis

Markov Analysis is a statistical technique that tracks the movement of employees within an organisation over a given period. It helps predict the probability of employees staying in their current role, getting promoted, transferred, or leaving the organisation (for this historical data of employees were used). This analysis is useful for understanding internal labour supply.

e. External Supply Analysis

This involves examining labour market trends, demographic factors, educational output, and employment statistics to assess the availability of external talent. External data from government labour bureaus, industry associations, or employment agencies are often used.

- **Gap Analysis and Action Planning**

Once both demand and supply are forecasted, HR planners conduct a gap analysis to identify shortages or surpluses in human resources. Based on this, they prepare action plans which may include:



- Recruitment and selection strategies to fill gaps.
- Training and development programmes to upgrade skills.
- Career planning and internal mobility initiatives.
- Voluntary retirement schemes (VRS) or retrenchment plans in case of surplus staff.
- Contractual or part-time staffing to handle temporary needs.

1.2.3.2 HRP Process

The process of Human Resource Planning (HRP) is a systematic and sequential approach aimed at ensuring the right number and type of personnel are available at the right time to achieve organisational objectives. The key steps involved in this process are as follows:

1. Environmental Analysis

This step involves a comprehensive examination of the external environment to identify factors that may influence human resource requirements. These include technological developments, economic conditions, political and legislative changes, as well as demographic trends such as age distribution, literacy levels, and workforce composition. Environmental scanning enables organisations to anticipate changes and adapt their HR strategies proactively.

► Environmental scanning

2. Organisational Analysis

Organisational analysis focuses on aligning human resource planning with the strategic objectives of the organisation. It entails understanding the organisation's goals and translating them into specific HR needs in terms of quantity, skills, and roles. This step ensures that HR planning supports the overall vision and operational demands of the organisation.

► Linking HR with strategy

3. Forecasting Human Resource Demand

Demand forecasting refers to estimating the future human resource needs of the organisation in both quantitative and qualitative terms. It is influenced by internal factors (such as budget constraints, organisational restructuring, and production levels) and external factors (including market competition,

► Estimating future HR needs

labour laws, and technological advancements). Accurate demand forecasting helps organisations prepare for future workforce requirements and avoid under or overstaffing.

4. Forecasting Human Resource Supply

▶ Assessing workforce availability

Supply forecasting assesses the availability of human resources from internal and external sources. Internally, it considers promotions, transfers, retirements, and attrition, while externally it involves analysing labour market trends and the availability of skilled personnel. This step enables the organisation to evaluate its capacity to meet future HR needs based on current and anticipated workforce availability.

5. Gap Analysis

▶ Finding shortages or surpluses

This step involves comparing the forecasted demand and supply of human resources to identify discrepancies. A gap may manifest as a shortage or surplus of personnel, and recognising these differences is crucial for effective workforce planning and resource allocation.

6. Action Planning and Implementation

▶ Develop actionable strategies

Based on the identified gaps, organisations develop actionable strategies such as recruitment, training, redeployment, retention initiatives, or succession planning. These action plans are then implemented in line with the organisation's broader strategic goals to ensure optimal workforce readiness.

7. Control and Evaluation

▶ Monitoring and continuous improvement

The final stage involves monitoring and evaluating the effectiveness of the HR plan. Key performance indicators such as staffing levels, recruitment outcomes, employment costs, and turnover rates are assessed against planned targets. This evaluation facilitates continuous improvement by identifying deviations and informing future HR planning efforts.

▶ Stakeholder Engagement

In the context of public administration, effective HRP also requires engaging key stakeholders, such as policymakers, department heads, employee representatives, and relevant community groups. This collaborative approach ensures that human resource planning is inclusive, transparent, and aligned with the broader public interest, thereby enhancing organisational responsiveness and accountability.



► Structured and proactive approach

The Human Resource Planning (HRP) process is a structured and proactive approach to ensuring that an organisation has the right personnel to meet its strategic goals. It involves analysing environmental and organisational factors, forecasting human resource demand and supply, identifying gaps, and implementing appropriate action plans. Regular monitoring and evaluation ensure that the plan remains effective and adaptable.



1.2.4 Overcoming Challenges in HR Planning

Barriers and challenges in achieving successful HRP

► HR disconnected from strategy

Human Resource Planning (HRP), while crucial to organisational success, often encounters several obstacles that hinder its effective implementation. One significant barrier arises from the limited integration of HR professionals into broader business strategy. Although HR practitioners are adept in managing personnel functions, they may lack comprehensive

expertise in core business operations, which can reduce the strategic alignment between HRP and organisational goals.

► Financial Bias in Planning

Another common issue is the dominance of financial forecasting over HR-related data in strategic decision-making. In many organisations, financial considerations tend to overshadow HR insights, leading to the marginalisation of HRP in the planning process. This imbalance can prevent the development of a holistic strategic plan that values human capital as a critical resource.

► Short-Term Focus

Additionally, there is often a conflict between short-term and long-term human resource needs. Managers focused on immediate staffing requirements may assume that skilled labour is readily available in the market, thereby underestimating the need for long-term planning, including talent development and succession strategies.

► Quantitative-
Qualitative
Imbalance

Differences in approach to HRP also pose a challenge. While some stakeholders treat HRP as a quantitative task, primarily involving workforce tracking and numerical projections, others advocate for a qualitative approach that emphasises employee development, potential, and career planning. The lack of a balanced methodology can result in plans that are either too data-driven or overly abstract.

► Lack of Managerial
Participation

Moreover, the absence of active participation from line and operational managers reduces the effectiveness of HRP. As HR planning extends beyond the HR department's purview, it requires a collaborative effort involving inputs from various managerial levels. When such coordination is lacking, HRP loses its relevance and impact.

Addressing these barriers requires a strategic shift that promotes integration, balance, and collaboration across departments, recognising human resources as a pivotal element of organisational planning and success.

Apart from the HRP in Public Personnel Administration, it faces many challenges which include:

1. Bureaucratic Rigidity

Strict administrative rules and procedures limit flexibility in workforce planning and hinder timely decision-making.



2. Political Interference

Political influence in recruitment, transfers, and promotions can disrupt objective HR planning and merit-based personnel management.

3. Lack of Autonomy

HR departments in the public sector often operate with limited authority, relying heavily on higher-level approvals, which delays planning processes.

4. Inadequate Forecasting Mechanisms

Many government agencies lack sophisticated tools or methods to forecast future manpower needs accurately.

5. Overstaffing or Understaffing

Absence of systematic planning has led to either surplus staff in some departments or acute shortages in others, affecting service delivery.

6. Short-Term Focus

Public personnel systems often respond to immediate needs or crises, neglecting long-term planning for succession and skill development.

7. Resistance to Change

Traditional mindsets, job security, and fear of reform among employees can resist strategic HRP initiatives.

8. Slow Recruitment Processes

Lengthy and complex recruitment procedures in the public sector make it difficult to respond to changing staffing needs promptly.

9. Limited Use of Technology

Many public organisations lack modern HR information systems that can support data-driven planning and analysis.

10. Skill Mismatches

Due to inadequate planning and training, employees are often not placed in roles that match their qualifications or potential.

► Other key challenges

11. Budgetary Constraints

Dependence on public funds and budget cycles restricts the flexibility to hire or train as per planning needs.

12. Lack of Coordination Across Departments

Fragmented HR structures in different departments hinder the formulation of a unified, organisation-wide manpower strategy.

- **Requisites for Successful HRP**

Clear Organisational Objectives: HRP must be aligned with the overall goals and strategic vision of the organisation to ensure the right people are available for the right roles at the right time.

Top Management Support: Strong commitment from senior leadership is essential to integrate HRP into the broader organisational planning process and ensure adequate resource allocation.

Accurate and Timely Data: Reliable data on current human resources, turnover rates, retirements, and skill inventories are crucial for effective forecasting and planning.

► Requisites for Successful HRP

Integration with Strategic Planning: HRP should not be a standalone function; it must be closely linked with strategic and operational planning processes.

Involvement of Line and Functional Managers: HRP must involve not just the HR department, but also departmental and line managers, whose practical insights are vital for accurate workforce assessment.

Flexible and Adaptive Planning: HRP should be dynamic, capable of adapting to environmental changes like policy shifts, technological innovations, or socio-economic conditions.

Effective Communication Channels: Smooth coordination and communication across departments and between management levels help implement HR plans successfully.

Advanced HR Information Systems (HRIS): The use of modern HR software systems helps in data management, forecasting, and analytics, making the planning process more efficient.



Legislative and Policy Compliance: HRP must conform to existing labour laws, reservation policies, and other legal obligations, especially in public sector settings.

Realistic Forecasting Techniques: The use of scientific methods and tools like trend analysis, ratio analysis, and Delphi techniques ensures realistic estimation of manpower requirements.

Summarized Overview

This unit has provided a comprehensive understanding of Human Resources Planning (HRP) and its significance in public administration. HRP is an essential strategic tool that ensures public organisations have the right people, with the right skills, in the right roles at the right time. By addressing the meaning, importance, methods, and techniques of HRP, the unit has highlighted how effective HR planning can contribute to the efficient functioning of public organisations and the delivery of public services.

Key HRP techniques, such as workforce forecasting, job analysis, and skills inventory, are critical for ensuring that administrative bodies are well-equipped to meet current and future challenges. The unit also emphasised the challenges in HRP, such as political interference, lack of training, and bureaucratic inertia, and the need for practical solutions to overcome these obstacles.

Ultimately, HRP serves as the backbone of human resource management in the public sector, facilitating succession planning, enhancing organisational performance, and ensuring that public sector employees are prepared to meet the evolving needs of governance. With a deeper understanding of HRP, students are now better equipped to appreciate its role in shaping efficient and responsive public institutions.

Self-Assessment

1. What is Human Resources Planning (HRP)?
2. Why is HRP important in the public sector?
3. Explain the need for HRP?
4. Identify any three objectives of HRP
5. List any two requisites for successful HRP
6. Outline the major steps in the Human Resource Planning process

7. What do you mean by environmental analysis
8. What are the main challenges encountered in Human Resource Planning in the public sector?
9. What is the purpose of succession planning in HRP?
10. Describe the importance of environmental and organisational analysis in HRP

Assignments

1. Critically discuss the significance of Human Resources Planning in the efficiency of public service delivery.
2. Identify major challenges in HR Planning in Indian public administration.
3. Explain the various methods and techniques of HR Planning. Which do you think is most suitable for the public sector and why?

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1. Aswathappa, K. (2005) *Human Resource and Personnel Management*, New Delhi, Tata McGraw Hill
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UNIT 3

Recruitment Practices in India

Learning Outcomes

Upon completion of the unit, the learner will be able to:

- understand the concept of recruitment and explain its objectives in the context of public administration
- differentiate between internal and external recruitment methods
- analyze the advantages and limitations of internal and external recruitment in ensuring administrative efficiency
- evaluate the challenges associated with recruitment in the public sector

Background

Imagine walking into a bustling railway station and noticing a young, uniformed railway officer calmly managing a large crowd, ensuring trains are on schedule, and assisting passengers with precision. Behind this seamless operation lies not just individual competence, but a robust recruitment process that brought the right person into the right role at the right time. This is the power and importance of recruitment in public administration; it is the starting point that determines the quality of governance and public service delivery.

In India, where government is one of the largest employers, recruitment is not merely an administrative function but a cornerstone of nation-building. From selecting future IAS officers through the UPSC Civil Services Examination to hiring postal workers, police constables, teachers, and clerks across states, recruitment practices must uphold merit, fairness, and inclusivity. These practices shape the composition and character of the public workforce that serves over a billion citizens.

However, recruitment is not without challenges. Consider the case of a state-level recruitment exam where paper leaks and delays sparked public outrage, leading to protests and legal battles. Or take the example of tribal regions where vacancies in



health and education sectors remain unfilled due to a shortage of applicants willing to work in remote locations. These scenarios expose the gaps and complexities in the system, highlighting the urgent need for reform, innovation, and accountability in recruitment mechanisms. India's recruitment framework is also influenced by constitutional mandates like affirmative action through reservations for marginalised communities. While these policies have been crucial for ensuring social justice and representation, they have also generated debates around efficiency, criteria for selection, and the balance between merit and equity.

This unit delves into the meaning and objectives of recruitment, explores internal and external methods, and critically assesses the challenges in India's public recruitment systems. By blending theoretical perspectives with practical insights and real-world examples, learners will develop a detailed understanding of recruitment as a strategic function essential to effective governance. As future administrators, scholars, or policymakers, they will be encouraged to reflect on how recruitment practices can be made more inclusive, transparent, and aligned with the evolving needs of society.

Keywords

Internal recruitment, External recruitment, Employee morale, Job security, Promotion

Discussion

1.3.1 Recruitment: An Introduction

Recruitment is the foundational step in the broader process of staffing within Public Personnel Administration. It involves identifying, attracting, and encouraging suitable candidates to apply for available positions within an organisation. In the context of public administration, recruitment serves a critical function; it ensures that government institutions are staffed with qualified, skilled, and competent individuals who can contribute effectively to the delivery of public services.

► Foundational step

► Building a capable workforce

An efficient recruitment system is essential for building a capable public workforce. Government agencies must be equipped with professionals who possess the necessary expertise to manage the complexities of modern governance. In this regard, recruitment acts as a mechanism to bridge the

gap between workforce requirements and available human resources.

► Ensures fairness and competence

One of the core objectives of recruitment in public administration is to uphold meritocracy. The process is structured to prioritise qualifications, skills, and abilities over considerations such as nepotism, favouritism, or political affiliation. This merit-based approach fosters fairness, transparency, and equal opportunity, which are the hallmarks of democratic governance.

The importance of recruitment extends beyond simply filling vacancies. It plays a pivotal role in:

- Enhancing institutional capacity by attracting talent with specialised knowledge,
- Encouraging diversity by bringing in individuals from varied backgrounds, which in turn promotes innovation and inclusiveness,
- Building public trust through transparent and ethical hiring practices,
- Facilitating succession planning to ensure organisational stability as senior personnel retire or transition out.

► Ancient Merit-Based Roots

Historically, the significance of a sound recruitment policy has been well recognised. Ancient China was among the first to institutionalise recruitment based on merit, while modern administrative systems saw Prussia pioneering a formalised recruitment structure. In India, the principle of merit-based recruitment was officially introduced in 1853, laying the foundation for impartial and efficient civil services.

► Discovering and attracting potential workforce

Recruitment does not operate in isolation. It follows work force planning and precedes the selection and placement of candidates. As described by Yoder and others, recruitment is the process of discovering and attracting potential manpower to meet organisational needs. It ensures the availability of an efficient workforce and supports the ongoing functionality and development of public institutions.

In essence, recruitment is not just an administrative function; it is a strategic instrument for public sector excellence. Its



effectiveness determines the quality of governance and the credibility of public institutions in the eyes of the citizens.

Defining Recruitment

In the words of D. E. Klinger, "Recruitment is the process of attracting qualified applicants for jobs."

J. Donald Kingsley defines, "Public recruitment may be defined as that process through which suitable candidates are induced to compete for appointment to the public service. It is thus an integral part of a more inclusive process of selection which also includes the procedures of examination and certification."

► Important definitions

According to Edwin B Flippo, "Recruitment is the process of searching for prospective employees and stimulating them to apply for jobs in the organisation."

Objectives of Recruitment

- Attracting Qualified Candidates
- Ensuring Merit-Based Selection
- Promoting Diversity and Inclusion
- Enhancing Organisational Performance
- Supporting Strategic Human Resource Planning
- Reducing Turnover and Increasing Retention

1.3.2 Types of Recruitment

Before an organisation initiates the process of recruitment, it must carefully assess the most suitable source for attracting the required type of candidates. Broadly, recruitment can be categorised into two major types based on the source from which candidates are drawn:

► Internal & External recruitment

- Internal Recruitment (Recruitment from Within)
- External Recruitment (Recruitment from Outside)

Both methods have their own advantages and limitations. The selection of either depends on the specific needs, goals, and human resource policies of the organisation.

Historical Background

The need for a sound recruitment and selection policy was recognized long ago, with ancient China being one of the first civilization to implement a merit-based system. This system relied on competitive examinations and laid the foundation for selecting competent individuals for public service. In modern times, Prussia was the first country to evolve a structured and effective recruitment system.

In India, the merit principle has been in practice since 1853 (but was limited to British candidates initially and was not fully meritocratic for Indians), while France initiated competitive examinations based on merit in 1847. The United Kingdom adopted the merit principle in 1857, and the United States followed in 1883.

In Britain, the shift from the spoils system to a merit-based system was gradual. Although the British government established a Civil Service Commission in 1855 to test candidates nominated by departments, true open competition only became the standard method of recruitment in 1870. This transformation was largely influenced by the Northcote-Trevelyan Report of 1853, which strongly recommended the adoption of open competitive examinations.

In the United States, the spoils system had a prolonged presence. The introduction of the Civil Service Act of 1883, also known as the Pendleton Act, marked a significant shift towards merit-based recruitment. This Act led to the establishment of the Civil Service Commission, prompted by the assassination of President Garfield in 1881 by a frustrated job seeker, which highlighted the dangers of patronage.

The weaknesses of the spoils system were evident and deeply rooted. Civil Service Commissions were thus conceived as reform-oriented institutions aimed at eliminating favouritism.. Initially, recruitment was viewed negatively, its purpose primarily being to "keep the rascals out." It was mistakenly assumed that once corruption was curbed, competent individuals would naturally enter public service. However, as J. Donald Kingsley observed, this mindset not only excluded unworthy candidates but also inadvertently discouraged individuals of vision and ability.

Consequently, there emerged a clear need for a positive and proactive recruitment policy, one that not only prevents malpractice but actively attracts the most qualified and competent individuals. This approach has become increasingly crucial in the context of expanding governmental responsibilities.



► Selecting candidates from within the existing workforce

1.3.2.1 Internal Recruitment

Internal recruitment refers to filling vacant positions by selecting candidates from within the existing workforce of an organisation. In this case, recruitment is usually carried out through promotion, transfer, or internal notification of vacancies.

Advantages:

- **Boosts Employee Morale:** Promoting current employees creates a sense of recognition and increases motivation among staff.
- **Better Evaluation of Candidates:** Existing employees are already known to the employer in terms of performance and behaviour, making evaluation easier.
- **Enhances Loyalty and Job Security:** Employees feel secure and loyal when they see opportunities for career progression within the organisation.
- **Reduces Training Time and Cost:** Internal candidates are familiar with the organisation's policies and procedures, requiring less orientation or training.
- **Reliable and Experienced Staff:** Those already in service have proven their capabilities and can be trusted with higher responsibilities.
- **Cost-Effective:** Internal recruitment saves on advertisement, processing, and induction costs.
- **Reduces the Burden of Recruitment Agencies:** Organisations, particularly government departments, reduce dependence on Public or Civil Service Commissions.

Disadvantages:

- **Risk of Inbreeding:** It may prevent the inflow of new talent, ideas, and innovation.
- **Limited Availability:** Suitable candidates may not always be available within the organisation.

- **Overemphasis on Seniority:** Promotions based solely on seniority may ignore merit and competence.
- **Narrow Choice:** The talent pool is limited, restricting the chances of finding the most suitable candidate.
- **Excludes Young Talent:** New and potentially more capable individuals from outside are denied entry.
- **Risk of Stagnation:** Lack of fresh perspectives may lead to outdated practices and resistance to change.

1.3.2.2 External Recruitment

► Selecting candidates from outside the existing workforce

External recruitment involves selecting candidates from outside the existing workforce. This is also known as direct recruitment, as it involves sourcing suitable and qualified applicants from the open labour market.

Advantages:

- **Wider Pool of Candidates:** A large number of applicants with diverse backgrounds and skills can be considered.
- **Promotes Equal Opportunity:** External recruitment allows all eligible individuals a fair chance to compete, supporting the principle of equality.
- **Brings in Fresh Talent:** Young and better-qualified candidates introduce energy, innovation, and up-to-date knowledge.
- **Introduces New Ideas and Perspectives:** External recruits often bring modern administrative, technical, and social perspectives, which can help in reforming practices.

Disadvantages

- **Lack of Experience:** Young recruits may lack the practical experience required for senior roles.
- **Increased Workload for Commissions:** Public Service Commissions or recruitment agencies may face a heavier burden due to large-scale screening and selection.
- **Demotivates Existing Staff:** Current employees may feel

neglected if external candidates are repeatedly preferred over internal promotions.

Balanced Approach in Practice

In most democratic countries, including India, a balanced recruitment strategy is adopted. While direct recruitment is common for higher positions, a certain percentage of posts are reserved for promotion from within the service. This hybrid system ensures both fresh talent and experienced leadership are available in public services.

1.3.4 Process of Recruitment

Recruitment is the process of identifying, attracting, and selecting individuals to fill vacant positions in an organisation. In the context of public administration, recruitment is a crucial mechanism to ensure that civil services and public sector institutions are staffed with competent and ethical personnel. The process must be transparent, efficient, inclusive, and aligned with constitutional and administrative norms.



The above-given diagram provides a brief description of the process of recruitment; a detailed discussion on the topic can be seen in the later blocks.

1.3.5 Recruitment Challenges in Public Administration

Recruitment in public administration plays a vital role in ensuring that government institutions are staffed with competent, ethical, and motivated individuals. However, several systemic and practical challenges hinder the effectiveness of recruitment processes in public sector organisations. These challenges are particularly significant in countries like India, where public services are expected to deliver critical governance outcomes while adhering to democratic principles and administrative fairness.

► Systemic and practical challenges

Procedural Delays and Bureaucratic Rigidity

One of the most persistent challenges in public administration recruitment is the lengthy and complex selection process. Recruitment in government departments often involves multiple layers of approval, examinations, verifications, and interviews. These procedures, while ensuring transparency, can result in significant delays, leading to vacant positions for extended periods and affecting service delivery.

► Lengthy and complex selection process

Example: In India, recruitment through the Union Public Service Commission (UPSC) or State Public Service Commissions (PSCs) often takes several months, if not years, to complete.

Lack of Flexibility in Recruitment Policies

Public administration is governed by rigid recruitment rules, often laid down in statutes or service regulations. These frameworks limit the ability of organisations to recruit candidates with contemporary skills, especially in areas such as information technology, data analytics, digital service delivery, environmental governance, and public-private partnerships. Government departments often struggle to attract domain experts due to procedural constraints and outdated recruitment criteria.

► Rigid Recruitment Policies

Inadequate Use of Modern Technology

Despite advancements in digital governance, recruitment processes in many public organisations remain largely manual or semi-digital. The lack of integrated online application systems, automated shortlisting, and real-time communication platforms leads to inefficiency and a lack of transparency. While bodies

► Technology Adoption Lags



like UPSC have adopted online systems, many state-level and departmental recruitments still rely on offline or paper-based methods.

Low Attractiveness of Public Sector Jobs for Talent

► Struggles to compete with private employers

Many highly skilled professionals are drawn to the private sector due to better salaries, flexible work culture, and faster career progression. Public administration struggles to compete with private employers, especially in sectors like finance, technology, or healthcare. This results in a talent gap in critical policy-making and technical positions, especially those requiring cutting-edge expertise.

Skill Mismatch and Outdated Curriculum

► Mismatch between job requirements and candidate skills

Many candidates who apply for public service positions are educated in systems that do not adequately prepare them for practical administrative challenges. As a result, there is a mismatch between job requirements and candidate skills, especially in areas involving digital governance, ethics, and performance management. Public administration institutions often call for reforms in the education-to-employment pipeline to address this gap.

Recruitment Freeze and Fiscal Constraints

► Expenditure control measures

Governments occasionally impose recruitment bans or freezes as part of austerity or expenditure control measures. These freezes delay hiring even when there is an urgent need for personnel in critical sectors such as health, education, or law enforcement. The COVID-19 pandemic saw such freezes in many countries, including India, affecting the timely recruitment of essential staff.

Recruitment in public administration must evolve to meet the demands of a dynamic, inclusive, and technology-driven governance environment. Reforms are needed in both policy and practice to overcome procedural delays, reduce political influence, adopt digital tools, and ensure transparency and meritocracy. Equally important is the need to align recruitment with broader goals of social justice, administrative efficiency, and responsive governance.

Summarized Overview

Recruitment is a foundational function in public personnel administration, serving as the entry point through which competent individuals are selected to serve the public. This unit explored the meaning and objectives of recruitment, highlighting its significance in ensuring administrative efficiency, accountability, and equity. By examining both internal and external methods of recruitment, learners gained insights into the strategies employed by government institutions to attract and retain suitable talent.

As India continues to evolve socio-economically and technologically, recruitment practices must adapt to meet emerging demands while preserving the principles of fairness and inclusivity. The unit emphasises that effective recruitment is not only about filling vacancies but also about shaping a public workforce capable of upholding democratic values and delivering quality services. In conclusion, a strong, transparent, and equitable recruitment framework is essential to building a responsive and future-ready public administration system.

Self-Assessment

1. What do you mean by recruitment?
2. Why is recruitment considered a strategic function in public administration?
3. What is the difference between internal and external recruitment?
4. Mention one advantage and one limitation of internal recruitment.
5. What are the key objectives of recruitment?
6. Which organisation conducts the Civil Services Examination in India?
7. What are the limitations of external recruitment in public administration?
8. Identify the effectiveness of external recruitment in bringing diversity into public services.
9. Identify a major recruitment challenge faced by public sector institutions.
10. What is the role of Public Service Commissions in recruitment?



Assignments

1. Discuss the role of recruitment in promoting meritocracy and inclusivity in public services.
2. Evaluate the effectiveness of external recruitment in bringing fresh talent and innovation into public service.
3. Examine the major challenges faced in recruitment practices in Indian public administration.

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BLOCK 2
Introduction to Civil Service

UNIT 1

Evolution and Role of Civil Service

Learning Outcomes

Upon completion of the unit, the learners will be able to

- ▶ describe the historical evolution of civil services in India, from ancient to modern times
- ▶ identify major phases and reforms in the development of Indian civil services
- ▶ explain the key constitutional provisions that govern the structure and functioning of civil services in India
- ▶ analyse the role of civil services in the formulation of public policies and the implementation of government decisions
- ▶ evaluate the relevance and effectiveness of civil services in a democratic and developmental context

Background

Imagine a country without trained officers to maintain law and order, deliver welfare programmes, manage natural disasters, or ensure fair elections. Who would carry out government decisions? Who would keep the wheels of administration moving every day? The answer lies in the civil service, an institution that forms the steel frame of governance, ensuring stability, continuity, and efficiency in public administration.

The Indian civil service has a rich and layered history that spans over two thousand years. It did not begin with modern democracy or the British Raj; it began much earlier. In ancient India, the Mauryan Empire under Emperor Ashoka had a vast and well-organised administrative structure. Kautilya's *Arthashastra* described in detail how a king should appoint trained, ethical, and efficient officers to manage everything from revenue collection to public welfare. This early model emphasised merit, accountability, and public service. Later, during the Gupta period, the empire continued

to expand administrative practices by appointing officials to manage different regions and departments. The Mughal Empire added another layer through the Mansabdari system, where officers held ranks and responsibilities based on merit and loyalty. These historical patterns reveal that India has long valued organised and skilled administration.

However, the foundation of the modern civil service was laid during British rule, especially with the creation of the Indian Civil Service (ICS). The British designed it to serve colonial interests, but it also introduced elements like recruitment through competitive exams, training, and a code of conduct, all of which influenced post-independence reforms. Although elitist and often disconnected from Indian society, the ICS created the structure upon which independent India built its civil services. With India's independence in 1947, the Constitution of India gave civil services a constitutional status. Articles like Article 309 and Article 312 made provisions for the recruitment and regulation of civil servants. Institutions like the Union Public Service Commission (UPSC) and State Public Service Commissions (SPSCs) were created to ensure fair and transparent selection of officers.

Today, civil servants are not just implementers of laws. They are key actors in policy formulation, advisors to political executives, managers of public programmes, and protectors of public interest. Whether it is a pandemic, a national census, or a relief mission after floods, it is the civil servants who stand at the forefront, serving the people with dedication. This unit invites learners to explore the historical roots, constitutional foundations, and functional significance of civil services in India. By understanding how civil services have evolved and how they function today, students will gain deep insights into one of the most crucial institutions of Indian democracy.

Keywords

Mansabdari system, Hierarchical administrative system, Macaulay Committee, Aitchison Commission, Union Public Service Commission, Delegated Legislation

Discussion

2.1.1 Historical Development of Civil Services in India

The civil services in India have a long and rich historical legacy that reflects the evolution of administrative systems across different periods. The origins of organised civil administration can be traced back to ancient India, particularly during the Mauryan Empire (321–185 BCE), where a centralised and hierarchical bureaucracy was established under



► Legacy of administrative transformation

the guidance of Kautilya. The *Arthashastra* outlined detailed duties of officials, reflecting a well-structured civil service system. The Gupta period (c. 320–550 CE) continued many of these administrative traditions with a more decentralised structure. During the medieval period, especially under the Mughal Empire, the civil service witnessed further refinement through the Mansabdari system, which classified officials according to rank and responsibility, blending military and civil functions. The most significant transformation, however, occurred during British rule, when a professional and merit-based civil service was institutionalised, particularly after the Charter Act of 1853 and the establishment of the Indian Civil Service (ICS). Following independence in 1947, India retained the civil service structure but adapted it to suit the needs of a democratic and welfare-oriented state. The post-Independence period saw the formation of the All India Services and various reforms to make civil services more responsive, transparent, and accountable. Thus, the historical evolution of civil services in India reflects the administrative needs and political conditions of each era, contributing to the robust system that exists today.

2.1.1.1 Evolution of Civil Services in India: Mauryan and Gupta Periods

► Ancient roots of administration

The history of civil services in India can be traced back to ancient times, particularly to the Mauryan and Gupta Empires. These periods witnessed the development of organised administrative systems that played an important role in governance. The structure and functions of administrative posts during these times laid the groundwork for later administrative developments in India.

► Centralised administrative system

Mauryan Empire

The Mauryan Empire had a well-organised, centralised, and hierarchical administrative system. At the apex stood the king, who held supreme authority over governance. He was assisted by a Mantriparishad (Council of Ministers), which played a crucial role in advising him on administrative matters.

The bureaucracy under the Mauryas was extensive and functionally specialised. The civil servants were known as Amatyas, appointed based on merit, character, and qualifications. They were responsible for assisting the king in carrying out administrative, judicial, and military functions. The Mauryan bureaucracy followed a clear hierarchical order, with well-

► Centralised
Bureaucratic
Structure

defined duties and surveillance mechanisms. Officials were monitored for their efficiency and conduct. Promotions and punishments were based on performance and discipline. The system also emphasised the training of administrative officials, and a code of conduct was laid down to ensure integrity. The strong central authority ensured coordination among different levels of administration. Thus, the civil services (administrative posts) during the Mauryan Empire were marked by centralisation, specialisation, hierarchy, and an early form of merit-based appointments. This system laid the groundwork for a professional and efficient bureaucratic structure in ancient India.

► More power to
local and provincial
authorities

Gupta Empire

The Gupta period witnessed a shift in the administrative structure compared to the Mauryas. The administration was less centralised, giving more power to local and provincial authorities. Although the king remained the central authority, the involvement of local bodies increased. Officers known as Kumaramatyas were appointed to assist the king in both civil and military matters. These officials often came from influential families and held multiple responsibilities. The administrative units were divided into provinces (Bhuktis) and districts (Vishayas), each managed by specific officials.

► Emerging
Decentralised
Bureaucracy

There was a practice of issuing land grants to individuals and institutions, which indirectly led to the emergence of feudal tendencies. This system also allowed local officials to exercise considerable autonomy in their regions. While central control existed, it was comparatively weaker than in the Mauryan period. Local administration, especially at the village level, played a more active role in governance. Village assemblies and local councils contributed to maintaining order and managing resources. The Gupta civil service, though not as centralised as the Mauryan, retained key features of bureaucracy, including official appointments and a record-keeping system. However, the growing autonomy of local units indicated a move towards a decentralised administrative pattern.

2.1.1.2 Evolution of Civil Services in India: Mughal Period

The Mughal period began with Babur's victory over Ibrahim Lodhi in 1526. Initially, Babur and his son Humayun made limited changes to the administrative setup. Humayun

attempted some reorganisation based on astrological principles but did not address the structure of civil services in detail. A more systematic approach came during the reign of Akbar.

The Mansabdari system stands as a cornerstone of Mughal administration. This system categorised officers into different grades, based on:

- The number of troops (men and horses) they were required to maintain,
- Their ranking and seniority, and
- Their loyalty to the Emperor.

Each mansabdar (rank-holder) was assigned a specific numerical rank, which determined his position and salary. Many of these officials were entrusted with administrative duties as Governors, Faujdars, Kotwals, and other executive roles, although their titles were not necessarily linked to military command.

The Emperor directly recruited mansabdars, and while the number of new appointments each year was limited, those selected received high salaries compared to contemporary standards. They were also rewarded with:

- Titles,
- Cash gifts,
- Robes of honour, sometimes from the Emperor's personal wardrobe, and
- The right to display certain emblems of rank.

Some mansabdars even received pensions after retirement. During the two centuries of Mughal rule, from Akbar's accession in 1556 to Muhammad Shah's death in 1748, the empire maintained a consistent administrative system across its twenty Subas (provinces). These provinces followed identical procedures, used the same administrative titles, and implemented uniform revenue and judicial practices. The empire also adopted a standard monetary system, and officials and troops were often transferred between provinces, ensuring administrative consistency.

► Mansabdari system



2.1.1.3 Development of Civil Service During the British Period

► Structured hierarchy of positions

Although we have mentioned the term civil service before, it was actually introduced in India during the British East India Company's rule in the 17th century. At first, the Company's employees involved in its trading operations were called civil servants to distinguish them from its military and naval personnel. In 1675, the Company established a structured hierarchy of positions, arranged in the following order:

1. Apprentice
2. Writer
3. Factor
4. Junior Merchant
5. Senior Merchant

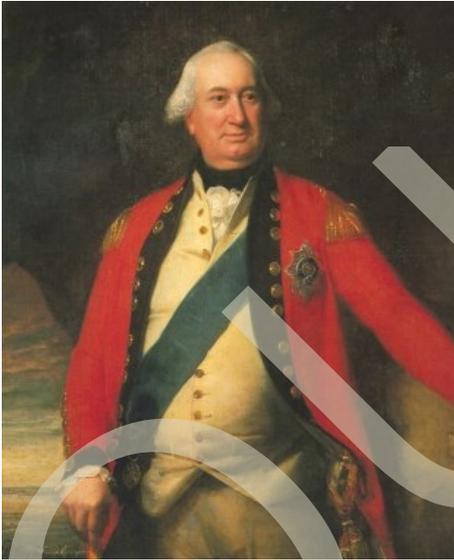
As the Company started acquiring territorial control, these civil servants gradually began performing administrative roles. By 1765, the term *civil servant* officially appeared in the Company's records.

► Cornwallis' Civil Service Reforms

Lord Warren Hastings laid the foundations of the civil service, and significant reforms were introduced by Lord Cornwallis, who modernised and streamlined the system. Due to his contributions, Cornwallis is often regarded as the Father of Civil Service in India. He introduced the Covenanted Civil Services (higher-level positions), distinct from the Uncovenanted Civil Services (lower-level roles). The covenanted services were established by a legal provision of the Company, while the uncovenanted services were created through other means. However, Cornwallis reserved all covenanted posts for Europeans, excluding Indians from these superior positions. His reasons included:

1. Doubts about the integrity and capability of Indians.
2. Belief that British rule could not be established and sustained by natives.
3. Preference for an administration based on British norms, best managed by Englishmen.
4. Desire to preserve lucrative civil service positions for Britain's influential classes.

Father of the Indian Civil Service – Lord Cornwallis



Lord Cornwallis

► Training college for civil servants

In 1800, Governor-General Lord Wellesley established a training college for civil servants at Fort William in Calcutta. However, this move was not supported by the Court of Directors, the governing body of the Company. Consequently, in 1806, the East India College was established at Haileybury in England for the same purpose. The Charter Act of 1833 aimed to introduce open competition for selecting civil servants and declared that Indians should not be excluded from any position within the Company. Nevertheless, this clause was rendered ineffective due to resistance from the Court of Directors, who wanted to maintain the patronage-based recruitment system.

Macaulay Committee

The Charter Act of 1853 abolished the patronage system and introduced open competition as the basis for selecting civil servants. This change resulted in the Court of Directors losing their influence over appointments, and the covenanted civil services were opened to Indians, subject to the rules established by the Board of Control. To implement these changes, the Macaulay Committee (1854) was formed, which made the following key recommendations:

► Key
recommendations

1. Recruitment should be based on open competitive examinations.
2. Candidates should be between 18 and 23 years of age.
3. Exams should be conducted in London.
4. Candidates should undergo a probationary period before permanent appointment.
5. The East India College at Haileybury should be shut down.
6. The exams should be rigorous and designed to select highly knowledgeable individuals.

The Board of Control accepted all these suggestions, and the first competitive examination was held in London in 1855. In 1858, the British Civil Service Commission took over this responsibility. However, it was only in 1863 that the first Indian, Satyendranath Tagore, entered the covenanted civil service.

The Indian Civil Service Act of 1861 reserved certain top positions exclusively for the covenanted civil servants. Later, the Civil Service Act of 1870 aimed to correct this by supporting Indianisation of services, a policy that was put into effect in 1879 under Lord Lytton.

Aitchison Commission

In 1886, a commission led by Charles Aitchison was established to evaluate Indian public services. Its 1887 report recommended:

1. Replacing the covenanted/uncovenanted structure with a three-tier system: *Imperial*, *Provincial*, and *Subordinate* services.
2. Fixing the maximum entry age at 23 years.
3. Abolishing the statutory civil service recruitment system.
4. Not conducting exams simultaneously in India and England.
5. Filling a fixed percentage of Imperial Service posts through promotion from Provincial Services.

► Aitchison
Commission
Reforms

Most of these proposals were implemented, and the statutory civil service was abolished in 1892.

Islington Commission

In 1912, the Royal Commission on Public Services in India, chaired by Lord Islington, was established. Its 1915 report suggested:

► Islington
Commission
Proposals

1. Recruitment to superior services should occur both in England and in India, but exams should not be held simultaneously in both.
2. 25% of superior posts should go to Indians, through both direct recruitment and promotions.
3. Classifying services under the Government of India into *Class I* and *Class II*.
4. Salaries should be decided with an emphasis on maintaining administrative efficiency.
5. New recruits should undergo a two-year probation, and three years in the case of ICS.

The report was published in 1917, but its recommendations were largely outdated due to World War I and the August Declaration of 1917, and hence were not seriously implemented.

Montford Report

A significant turning point came with the Montague-Chelmsford Report (1918), also known as the Montford Report. It proposed:

1. 33% of superior posts be filled in India, with a 1.5% annual increase.
2. Competitive exams to be held simultaneously in England and India.
3. Adequate salary, pension, and allowances for ICS officers.

These were implemented through the Government of India Act, 1919. At the time, there were nine All-India Services:

1. Indian Civil Service
2. Indian Police Service



► Montague-
Chelmsford Report

3. Indian Forest Service
4. Indian Forest Engineering Service
5. Indian Service of Engineers
6. Indian Civil Veterinary Service
7. Indian Medical Service
8. Indian Educational Service
9. Indian Agricultural Service (added around 1906–1907)

Since these services were under the control of the Secretary of State for India, they were called *Secretary of State's Services*. The term *All-India Service* was first coined in 1918 by the Committee on Division of Functions, chaired by M.E. Gauntlett.

As a result of the reforms, the first competitive ICS exam was held in India (Allahabad) in 1922, under the British Civil Service Commission. By this time, there were five methods for entering superior civil services:

1. Open competitive exams in England
2. Separate competitive exams in India
3. Appointments from the Bar (judiciary)
4. Promotions from Provincial Services
5. Nominations to ensure communal and regional representation

In 1922, the Staff Selection Board was created for recruitment to lower services. It operated until 1926, when its functions were taken over by the newly established Public Service Commission.

Lee Commission

► Lee Commission and
UPSC Formation

In 1923, the Royal Commission on Superior Civil Services in India, chaired by Lord Viscount Lee, was formed. Its 1924 report recommended:

1. Retaining five All-India Services (ICS, IPS, IMS, Indian Engineers - irrigation, Indian Forest Service, except in Bombay). These were to be managed by the Secretary of State.

2. Discontinuing recruitment to other All-India Services like the Indian Agricultural Service, Veterinary Service, Educational Service, Engineers (roads/buildings), and Forest Service (Bombay only). Provinces would manage these.
3. Promoting 20% of provincial service members to superior services and balancing direct recruitment between Indians and British (50:50) over 15 years.
4. Allowing British officers to retire with partial pensions if unwilling to serve under Indian ministers.
5. Establishing a Public Service Commission as per the 1919 Act.

These were accepted by the British Government, leading to the creation of the Central Public Service Commission in 1926, consisting of a chairman and four members. Sir Ross Barker, a senior British civil servant, was its first chairman.

In 1937, with the enforcement of the Government of India Act, 1935, this body became the Federal Public Service Commission, which was later replaced by the Union Public Service Commission (UPSC) on January 26, 1950, the day India's Constitution came into effect.

The Government of India Act, 1935 also ensured the protection of civil service members' rights and provided for the formation of:

- Federal Public Service Commission
- Provincial Public Service Commissions
- Joint Public Service Commissions (for two or more provinces)

By 1947, only two All-India Services remained: the Indian Civil Service and the Indian Police Service, in addition to various Central and State services. The Central services were classified into four categories: *Class I*, *Class II*, *Subordinate*, and *Inferior* services.



2.1.1.4 Development of Civil Service after Independence

- **From 1947 to 1950**

After independence, the Indian government aimed to replace the colonial services with those managed by Indians. In 1946, two new All-India Services were established: the Indian Administrative Service (IAS) and the Indian Police Service (IPS), replacing the ICS and the Indian Imperial Police. At independence, the country faced a personnel crisis as many British officers retired and several Muslim officers chose to move to Pakistan. Only about 400 ICS officers remained in India. The government's growing responsibilities further increased the demand for qualified staff.

► Personnel Shortage

To address this, the government invited applications for the newly created Foreign Service, relaxing age limits to attract talent. However, dissatisfaction with the selection process led to the creation of a Special Recruitment Board in 1948. This Board recruited officers from the open market and also promoted deserving officers from Provincial Civil Services to fill urgent vacancies in IAS and IPS.

► Special Recruitment Measures

- **Post 1950s era**

The Constitution of India formally recognised the IAS and IPS as All-India Services and empowered Parliament to create more such services if required, with approval from the Council of States. It also allowed Parliament to regulate recruitment and service conditions. Accordingly, the All-India Services Act, 1951 was enacted. New services such as the Indian Forest Service, Indian Medical and Health Service, and Indian Service of Engineers were proposed, but only the Indian Forest Service was established.

► Institutionalisation of All-India Services

The civil service system in India underwent significant transformation after independence in 1947. While it retained the legacy of British administration, the Indian leadership envisioned a system that would serve the objectives of a democratic and welfare-oriented state. The evolution of the civil service in independent India reflects a shift from colonial control to democratic accountability, nation-building, and socio-economic development.

► Postcolonial Administrative Reorientation

Retention and Reformation of the Civil Services

During independence, India inherited a well-structured but

► The continuation of All-India Services

colonial civil service. The Indian Civil Service (ICS) and Indian Police (IP), the two major All-India Services, had been symbols of imperial rule. However, Indian leaders, including Sardar Vallabhbhai Patel, firmly believed that a strong civil service was essential for maintaining unity and order in the newly independent country. Patel argued for the continuation of All-India Services and famously called them the “steel frame” of India.

- Constitutional recognition was given to the civil services under Part XIV of the Indian Constitution (Articles 308–323).
- Article 312 empowered the Parliament to create new All-India Services if deemed necessary in the national interest.
- The Indian Administrative Service (IAS) and the Indian Police Service (IPS) were formally constituted as successors to the ICS and IP, respectively.
- In 1966, a third All-India Service, the Indian Forest Service (IFS), was created.

Other Key developments:

- Establishment of the Union Public Service Commission (UPSC)
- Indianisation and Democratization of Civil Services
- Expansion of Central and State Services
- Recognising the need for skilled and ethical administrators, the Government of India emphasised structured training for civil servants. Thus, the Lal Bahadur Shastri National Academy of Administration (LBSNAA) in Mussoorie (established in 1959 as the National Academy of Administration) for IAS officers, the National Police Academy, the Indian Foreign Service Institute, and other sectoral academies for specialised services were established.
- Reforms and Administrative Commissions: Administrative Reforms Commission (ARC I - 1966–1970): Recommended modernisation, decentralisation,

► Major developments



and citizen-oriented governance; Second Administrative Reforms Commission (ARC II - 2005–2009): Focused on ethics, transparency, e-governance, and responsive administration.

2.1.2 Constitutional Provisions Related to Civil Services

► Constitutional Provisions

The Indian Constitution provides a comprehensive framework for the civil services system to ensure an efficient, impartial, and merit-based administrative machinery. These provisions are mainly contained in Part XIV of the Constitution, titled “Services Under the Union and the States” (Articles 308 to 323). The constitutional scheme ensures the civil services' independence and accountability in a democratic setup.

Article 308: Scope of Part XIV

This article states that Part XIV of the Constitution applies to all services under the Union and the States, except in the case of the State of Jammu and Kashmir (this exception ceased after the abrogation of Article 370 in 2019).

Article 309: Recruitment and Conditions of Service

It empowers the Parliament and State Legislatures to regulate:

- Recruitment to public services and posts.
- Conditions of service (such as pay, allowances, leave, tenure, promotion, and retirement).

Article 310: Tenure of Office

This article provides that all civil servants of the Union and the States hold office “during the pleasure of the President” (for Union services) or “during the pleasure of the Governor” (for State services). This doctrine is known as the Doctrine of Pleasure, derived from British constitutional law. However, this power is not absolute and is subject to the provisions of Article 311.

Article 311: Dismissal, Removal, or Reduction in Rank of Civil Servants

This article provides protection to civil servants from

arbitrary dismissal or removal. It ensures fair procedure and natural justice. The key provisions are:

- No dismissal or removal without giving the civil servant a reasonable opportunity to be heard.
- An inquiry must be conducted before imposing major penalties.
- Exceptions to this protection apply:
 - When a civil servant is convicted in a criminal case.
 - When holding an inquiry is not feasible for reasons of national security or expediency.

Article 312: All-India Services

This article empowers the Parliament to create new All-India Services (like IAS, IPS, IFS) by law, if the Rajya Sabha passes a resolution supported by two-thirds of its members present and voting stating that it is in the national interest.

Article 312 A: (inserted by 28th amendment) Power of Parliament to vary or revoke conditions of service of officers of certain services

Article 313: Transitional Provisions

This article states that until new laws or rules are made under Article 309, existing rules and laws governing civil services before the commencement of the Constitution shall continue to apply.

Article 314: Provisions for protecting existing officers of certain services (repealed)

Originally, this article protected the rights and privileges of civil servants who were part of the services under the British Government before independence. However, it was repealed by the 28th amendment act of 1972 to make civil services more democratic and less privileged.

Articles 315 to 323: Public Service Commissions

These articles deal with the Union Public Service Commission (UPSC) and the State Public Service Commissions (SPSCs).



These bodies are crucial for maintaining impartiality and transparency in civil service recruitment.

Article 315: Establishment of Public Service Commissions

- There shall be a UPSC for the Union.
- There shall be a Public Service Commission for each State.
- Joint State Commissions may be established for two or more states.

Article 316: Appointment and Term of Office

- Members, including the Chairman, are appointed by the President (for UPSC) and the Governor (for SPSCs).
- The term is 6 years or until 62 years of age (65 years for UPSC Chairman).

► Articles 308 to 323

Article 317: Removal of Members

- Members can be removed by the President (or Governor for State PSCs) on grounds of misbehaviour after an inquiry by the Supreme Court.

Article 318: Regulation of Conditions of Service

- The President (or Governor) determines service conditions such as salary, tenure, and service rules for commission members.

Article 319: Ineligibility for Further Employment

- A member of a PSC is ineligible for reappointment to the same or another PSC after completing their term.

Article 320: Functions of Public Service Commissions

- Conduct examinations for appointments to civil services.
- Advise on:
 - Methods of recruitment.
 - Principles of appointment and promotion.
 - Disciplinary matters.

- Note: The advice is not binding on the government.

Article 321: Extension of Functions

- The Parliament or State Legislature may assign additional functions to UPSC or State PSCs respectively.

Article 322: Expenses Charged on Consolidated Fund

- The expenses of the UPSC and SPSCs are charged on the Consolidated Fund of India or State, ensuring financial independence.

Article 323: Annual Reports

- UPSC and SPSCs must present annual reports of their work to the President or Governor.
- These reports are tabled in Parliament or State Legislatures along with an explanation for any non-acceptance of their advice.

2.1.3 Role of Civil Services in Policy Formulation and Implementation

Civil services are the permanent and professional administrative machinery of the government. They play a central role in formulating and implementing public policies, ensuring that the political executive's decisions are translated into effective action. In a democratic system like India's, where elected representatives lay down broad policy directions, civil servants support them through expert advice, technical knowledge, and administrative skills.

► Translating decisions into actions

2.1.3.1 Role of Civil Services in Policy Formulation

1. Advisory Function

Civil servants guide ministers by supplying reliable data, analysis, and a range of policy alternatives. Their advice is based on ground realities, administrative experience, and technical knowledge.

► Advice based on reality, experience and knowledge

2. Drafting Policy Proposals

Civil servants often help in drafting the initial outlines of



► Foundation for decision-making

policies. They prepare detailed reports, cabinet notes, and discussion papers, which serve as the foundation for decision-making by the political executive.

► Specialised Knowledge

3. Technical and Legal Expertise

Since most ministers may not have specialised knowledge, civil servants provide the necessary technical and legal input to ensure that policies are practical, lawful, and implementable.

► Continuity in governance

4. Ensuring Continuity and Institutional Memory

Civil servants provide continuity in governance despite shifts in political leadership. They are knowledgeable about previous policies and administrative procedures, which helps prevent the repetition of past mistakes and ensures coherence in planning.

► Political neutrality

5. Neutral and Objective Advice

Civil servants are expected to maintain political neutrality and offer honest, impartial advice. Their role is not to make policy decisions but to assist policymakers with facts and administrative insight.

2.1.3.2 Role of Civil Services in Policy Implementation

1. Execution of Government Policies

► Achieve policy goals

Civil servants convert policies into action. They prepare implementation plans, coordinate resources, supervise staff, and ensure that the policy goals are achieved within the given timeframe.

2. Administrative Decision-Making

► Resource allocation

In the process of implementation, civil servants often make crucial decisions about methods, priorities, and resource allocation. They also interpret policies to suit specific local conditions while staying within legal boundaries.

3. Delegated Legislation

► Reduce complexity

Due to the complexity of modern governance, the legislature often leaves detailed rule-making to the administration. Civil servants draft these rules and regulations, which give practical shape to broad

legislative policies.

4. Monitoring and Feedback

► Identifying gaps

Civil servants regularly monitor the progress of programmes and collect feedback from the public and other stakeholders. This helps in identifying gaps and making necessary adjustments during the implementation process.

► Dispute settling

In certain cases, civil servants act in a quasi-judicial capacity. They settle disputes related to rights, entitlements, or compliance with policy conditions, especially in welfare or regulatory schemes.

► Building public trust

6. Upholding Accountability and Rule of Law

Civil servants are expected to act fairly, impartially, and according to the rule of law. Their honest and efficient implementation of policies builds public trust in government institutions.

Summarized Overview

This unit has provided a foundational understanding of the evolution and role of civil services in India. The journey of civil services from ancient empires to modern democratic governance shows how the administrative system has been shaped by historical experience, institutional development, and constitutional mandates. We began by exploring the historical background, starting from the Mauryan and Gupta empires, where early administrative systems emphasised trained officials, ethical conduct, and structured governance. The Mughal period added further administrative layers, especially through the Mansabdari system. The British colonial era, however, introduced the modern framework of civil services, especially with the Indian Civil Service (ICS), which brought in principles such as merit-based selection and professional training.

Post-independence, the Constitution of India provided a strong legal and institutional foundation for civil services. Through constitutional provisions and bodies like the UPSC, civil services were positioned as a neutral, permanent, and accountable instrument of governance. The unit also examined the functional role of civil services, highlighting their importance not only in implementing laws and policies but also in formulating policies, advising ministers, managing programmes, and ensuring service delivery to the public. Civil servants are central to maintaining continuity, upholding public interest, and strengthening democratic governance.



Self-Assessment

1. Trace the historical development of civil services in India from the Mauryan period to the British era.
2. Who is regarded as the father of Indian Civil Service?
3. How did Kautilya's Arthashastra influence ancient Indian administrative practices?
4. What was the Mansabdari system?
5. Mention any two constitutional provisions related to civil services.
6. What does Article 312 of the Indian Constitution deal with?
7. State one difference between pre-independence and post-independence civil services.
8. Define policy implementation in the context of civil services.
9. Briefly state the role of Macalay Committee in Civil Service reforms.
10. Mention any two Constitutional Provisions related to Civil Service.

Assignments

1. Discuss the historical evolution of civil services in India. Highlight the major developments during the ancient, medieval, colonial, and post-independence periods.
2. Examine the constitutional provisions related to civil services in India. How do these provisions ensure the neutrality and independence of civil servants?
3. Critically analyse the role of civil services in policy formulation and implementation in India. Use recent examples to support your answer

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Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.



UNIT 2

Structure and Functions of Civil Service

Learning Outcomes

Upon completion of the unit, the learners will be able to:

- ▶ identify the organisational structure of civil services in India
- ▶ describe the role of civil servants in implementing government policies and programmes
- ▶ explain the challenges involved in managing civil services in India
- ▶ recognise the importance of addressing management challenges for improving civil service performance

Background

Imagine the vast machinery of government working seamlessly across a country as diverse and populous as India. Behind this complex system is the civil service; a disciplined and organised body of officers who serve as the backbone of administration. To understand how government policies translate into real actions, it is essential to study the structure that organises civil servants and the functions they perform in day-to-day governance.

The organisational structure of civil services in India is designed to ensure clarity of roles, responsibilities, and authority. It operates at multiple levels; Union, State, and local; each with its distinct services and functions. This hierarchical structure allows the government to manage the vast administrative tasks efficiently and maintain coordination across various departments. From senior Indian Administrative Service (IAS) officers to district-level officials, every role fits into a larger system aiming to deliver public services effectively.

Understanding the functions of civil servants helps students appreciate the multiple roles they play. Beyond executing government policies, civil servants provide valuable advice to political leaders, manage development programmes, oversee public welfare schemes, and maintain law and order. Their work requires a delicate balance of

administrative skills, ethical conduct, and commitment to public interest. However, managing such a large and diverse workforce comes with its challenges. Issues like political interference, bureaucratic delays, capacity constraints, and ethical dilemmas can affect the performance of civil services. These challenges in managing civil services are critical to understanding why reforms and continuous improvements are necessary for better governance. Effective management of civil services is vital to uphold transparency, efficiency, and accountability.

This unit invites learners to explore the structure that supports civil servants and the wide range of functions they perform. It also encourages critical reflection on the challenges faced in managing this essential institution.

Keywords

All India Services, Central Services, State Services, Position classification, Rank classification

Discussion

► Hierarchical and well-defined

2.2.1 Organisational Structure of Civil Services in India

The civil services in India form the backbone of the country's administrative machinery. They play a crucial role in policy formulation, implementation, and governance at various levels. The organisational structure of civil services in India is hierarchical and well-defined, designed to maintain discipline, accountability, and efficiency. Civil services are composed of government officials who work in various ministries, departments, and agencies. Their main roles are to implement policies, manage public administration, and advise the government on various issues.

The Indian civil services are broadly divided into:

- All India Services
- Central Services
- State Services

Each category functions at different administrative levels and has distinct roles and responsibilities.



► Systematic classification of government personnel

Classification

A well-organised and systematic classification of government personnel is essential for the effective management of the civil service in modern states. As W.F. Willoughby emphasised, “the classification and standardisation of public employment is, in fact, the foundation upon which the entire personnel system must be built.” Similarly, Herman Finer remarked that the efficiency of recruitment, the development of a rational system of promotion, and the fair treatment of employees across various departments depend heavily on proper classification.

Globally, there are two main systems of classifying civil services: position classification and rank classification. Countries like the USA, Japan, Taiwan, the Philippines, and Canada follow the position classification system, whereas India, the UK, France, Malaysia, Pakistan, Laos, and Germany follow the rank classification system.

Position Classification and Rank Classification

Rank Classification

This system is used in countries like India, Pakistan, the UK, and France. Here, civil servants are classified based on their rank or class, not the specific duties they perform.

► Based on rank

- In India, officials are grouped into Class I, II, III, and IV.
 - Class I & II: Senior administrators (Gazetted Officers)
 - Class III: Clerical staff
 - Class IV: Support workers like peons, drivers, etc.

Key Features:

- Officers are recruited into a service or cadre (e.g., IAS) and remain in it throughout their careers.
- Promotions depend on seniority and service rules, not job duties.
- The same person can be transferred to different roles without changing their rank.

Advantages:

- Easy to manage and understand.
- Provides job security as rank remains stable even if duties change.
- Encourages loyalty to the civil service as a whole.
- Promotes flexibility in transfers and career development.

Limitations:

- Violates the principle of equal pay for equal work.
- Performance is hard to assess due to vague job responsibilities.
- Limits merit-based promotions and accountability.

Position Classification

This system is common in the USA, Canada, and the Philippines. It classifies civil servants based on the duties and responsibilities of the position, not personal rank.

► Based on the duties and responsibilities

- Each position is clearly defined by a job description, including tasks, required skills, and responsibilities.
- Similar positions are grouped into classes, with equal pay and recruitment standards.

Key Features:

- Emphasises “equal pay for equal work.”
- Recruitment is based on the specific needs of the job.
- Enables objective performance evaluation.

Advantages:

- Clear understanding of roles and responsibilities.
- Encourages merit-based recruitment and promotion.
- Supports lateral entry from outside government.
- Improves organisational planning and job matching.

Limitations:

- Difficult to define roles precisely in dynamic or multi-tasking jobs (e.g., District Collector).
- Needs regular updates as job roles evolve.
- Requires technical expertise and resources, which may not be available in all countries.



Classification in India

India follows the rank classification system, which is regulated by the Civil Services Rules of 1930, with periodic amendments. At present, the classification of services includes the following:

► Classification of services

- All-India Services
- Central Services, Class I (Group A)
- Central Services, Class II (Group B)
- Central Services, Class III (Group C)
- Central Services, Class IV (Group D)
- State Services, Class I to IV

► Gazetted and non-gazetted classes

Civil services in India are further categorised into gazetted and non-gazetted classes. Typically, Class I (Group A) and Class II (Group B) belong to the gazetted category, whereas Class III (Group C) and Class IV (Group D) are non-gazetted. Names of gazetted officers are officially published in the Government Gazette during appointments, transfers, promotions, and retirements, while the names of non-gazetted personnel are not. Gazetted officers enjoy certain official privileges not extended to non-gazetted staff. Moreover, gazetted personnel are referred to as 'officers', whereas non-gazetted individuals are called 'employees'.

► Debate over restructuring

In India, there has been an ongoing debate over whether the rank classification system should continue or be replaced with the position classification system. Members of generalist services like the IAS have resisted this change, while those from specialist services like the Indian Forest Service (IFS) and the Indian Economic Service (IES) have advocated for it. The Administrative Reforms Commission (1966–1970) supported the idea of shifting to the position classification system in India. The Fifth Pay Commission (1994–1997) proposed replacing the existing group-based system (status-based) with a functional classification system (function-based). It also recommended eliminating the distinction between gazetted and non-gazetted staff.

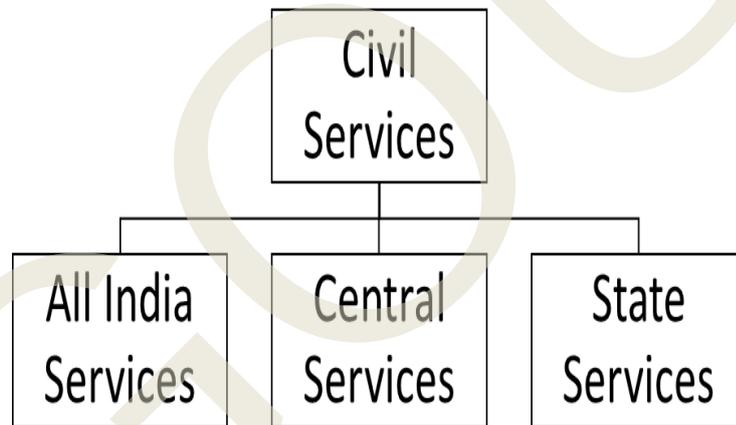
According to the Commission's suggestion, civil services would be reorganised into the following six functional levels:

1. Top Executives – Secretaries, Special Secretaries, Additional Secretaries, and equivalents

2. Senior Executives – Joint Secretaries, Deputy Inspector Generals (DIGs), and equivalents
3. Executives – All other Group A officers
4. Supervisory Personnel
5. Supporting Personnel
6. Auxiliary Personnel

2.2.1.2 Classification of Services

Public services in India, also known as civil services or government services are classified into three types: All-India Services, Central Services, and State Services. Below is an explanation of each of these categories.



All-India Services

All-India Services refer to services that function under both the Central and State Governments. Officers in these services hold senior positions and alternate between postings at the Centre and in the states. Currently, there are three All-India Services:

► Three All-India Services

1. Indian Administrative Service (IAS)
2. Indian Police Service (IPS)
3. Indian Forest Service (IFoS)

The Indian Civil Service (ICS) was replaced by the IAS in 1947, and similarly, the Indian Police (IP) became the IPS. Both were recognised as All-India Services by the Constitution. The

Indian Forest Service was introduced in 1966 as the third All-India Service.

► Article 312

According to Article 312 of the Constitution, Parliament can establish new All-India Services, but only after the Rajya Sabha passes a resolution supporting the need for such a service. While Parliament enacts the law, the resolution by the Rajya Sabha is mandatory to protect the federal structure and state interests. Originally, the Drafting Committee of the Constituent Assembly did not include All-India Services in the Constitution. However, later, the Assembly incorporated provisions related to them under Article 312, giving them constitutional status and enabling the creation of new services. Sardar Vallabhbhai Patel, who strongly supported the idea, is often referred to as the 'Father of All-India Services'.

The All-India Services Act, 1951, empowered the Central Government, in consultation with state governments, to frame rules for recruitment and service conditions for these services.

► Recruited and trained by the Central Government

Officers in All-India Services are recruited and trained by the Central Government, but they are posted to various state cadres. The Centre does not maintain its own cadre for these services. Officers serve the Centre on deputation for fixed terms, after which they return to their respective states. Despite being posted in different states, they form a single service with uniform pay scales, rights, and status across India. All three are classified as Class I (Group A) services.

These services have three ranks:

- Junior Scale
- Senior Scale
- Super Time Scale

Officers begin at the junior level and move up through the senior and super time scales over time.

Different Ministries of the Central Government oversee these services:

- IAS: Ministry of Personnel, Public Grievances and Pensions
- IPS: Ministry of Home Affairs
- IFoS: Ministry of Environment, Forest and Climate Change

While both Central and state governments exercise control over these services, immediate control lies with the states, and final authority,

► Central and state control

especially in disciplinary matters, rests with the Central Government. Although states pay the officers' salaries and pensions, only the Central Government can impose penalties.

Currently, there are 24 state cadres, including two joint cadres:

1. Assam–Meghalaya
2. AGMUT (Arunachal Pradesh, Goa, Mizoram, and Union Territories)

Central Services

► Works directly under the Central Government

Central Services personnel work directly under the Central Government. They occupy specialised, functional, and technical roles in various departments. While most are managed by their respective ministries or departments, a few are overseen by the Ministry of Personnel, which also formulates general policies for all Central Services. This ministry acts as the chief personnel agency of the Central Government.

Before independence, Central Services were divided into:

- Class I
- Class II
- Subordinate
- Inferior services

The First Pay Commission (1946–47) replaced “Subordinate” and “Inferior” with Class III and Class IV. Later, the Third Pay Commission (1970–73) revised these to:

► Replacing Subordinate and Inferior Service

- Group A (formerly Class I)
- Group B (Class II)
- Group C (Class III)
- Group D (Class IV)

Today, Central Services are grouped accordingly:

- Group A
- Group B
- Group C

The number of Group A services has increased over time. Currently, there are 66 Group A Central Services, including:



► Group A services

1. Indian Foreign Service
2. Indian P&T Accounts and Finance Service
3. Indian Postal Service
4. Indian Railway Accounts Service
5. Indian Railway Personnel Service
6. Indian Railway Traffic Service
7. Indian Audit and Accounts Service
8. Indian Information Service
9. Indian Defence Accounts Service
10. Indian Civil Accounts Service
11. Indian Revenue Service (Income Tax)
12. Indian Revenue Service (Customs and Indirect Taxes)
13. Indian Railway Service of Mechanical Engineers
14. Indian Railway Service of Electrical Engineers
15. Indian Railway Service of Engineers
16. Indian Telecommunication Service
17. Indian Trade Service
18. Indian Defence Estates Service
19. Indian Supply Service
20. Indian Inspection Service
21. Central Health Service
22. Indian Railway Medical Service
23. Indian Ordnance Factories Health Service
24. Indian Economic Service
25. Indian Statistical Service
26. Indian Cost Accounts Service
27. Defence Quality Assurance Service
28. Indian Legal Service
29. Indian Corporate Law Service
30. Central Labour Service

Most Group A services have corresponding Group B services. Group C services generally involve clerical roles, while Group D includes support work. Officers in Group A and Group B are gazetted officers, whereas those in Group C and Group D are non-gazetted.

Among Central Services, the Indian Foreign Service (IFS) ranks highest in terms of prestige, status, and salary. Though it is a Central Service, it rivals All-India Services in these aspects. It is second only to IAS in ranking and has a higher pay scale than IPS. The IFS is managed by the Ministry of External Affairs,

and its officers serve in embassies and diplomatic missions abroad.

State Services

► Serve exclusively under state governments

State Services personnel serve exclusively under state governments and work in various general, functional, and technical positions within state departments. However, they hold lower ranks in the administrative structure compared to officers of All-India Services like IAS, IPS, and IFoS.

The number and nature of services vary from one state to another. However, the following services are commonly found across all states:

1. Civil Service
2. Police Service
3. Forest Service
4. Agricultural Service
5. Medical Service
6. Veterinary Service
7. Fisheries Service
8. Judicial Service
9. Public Health Service
10. Educational Service
11. Co-operative Service
12. Registration Service
13. Sales Tax Service
14. Jail Service
15. Engineering Service

Each service is named after its respective state (e.g., *Kerala Civil Service*). Among these, the Civil Service (also called the Administrative Service) holds the highest prestige.

Like the Central Services, State Services are also divided into four categories:

- Class I (Group A)
- Class II (Group B)
- Class III (Group C)
- Class IV (Group D)

Additionally, State Services are grouped into gazetted and non-gazetted classes. Typically, Class I and II officers are



► Different Categories

gazetted, while Class III and IV personnel are non-gazetted. Appointments, transfers, promotions, and retirements of gazetted officers are officially published in the state government gazette, unlike those of non-gazetted employees. Gazetted officers enjoy certain privileges and are formally designated as 'officers', while non-gazetted staff are referred to as 'employees'.

The All-India Services Act of 1951 mandates that up to 33.3% of senior posts in IAS, IPS, and IFoS must be filled through promotion of state service officers. Such promotions are based on recommendations by selection committees constituted in each state and chaired by the Chairman or a member of the UPSC.

2.2.2.1 Basic Features of the Civil Services

► Constitute a body of professional administrators who perform a diverse range of functions

The civil services in India constitute a body of professional administrators who perform a diverse range of functions essential to the functioning of the state. Rather than representing a single, uniform occupation, the civil services encompass multiple professional domains and technical competencies, all unified by a common purpose, the implementation of public policy. Notably, the civil services exclude personnel belonging to the military and judicial branches of government.

► Selected through a competitive merit-based process

Civil servants are career professionals selected through a competitive merit-based process. Upon recruitment, they undergo specialised training and are systematically organised within an administrative hierarchy structured by principles such as division of labour, hierarchy of authority, and span of control. This hierarchical framework establishes a clear chain of command wherein each official operates within a defined role and possesses the potential for career advancement based on performance and tenure.

► Translating political decisions into actionable administrative measures

The primary function of the civil services is to execute the policies and programmes formulated by the political executive, which derives its legitimacy from democratic processes. Ideally, civil servants function solely as instruments of policy implementation, translating political decisions into actionable administrative measures. However, in practical governance, the boundaries between policy formulation and implementation often become fluid. Senior civil servants frequently assist in the policy-making process by providing factual information, offering technical assessments, and recommending viable alternatives grounded in their expertise and institutional

knowledge. While such involvement is functional and expected, concerns arise when bureaucratic discretion overshadows democratic accountability, or conversely, when excessive political interference compromises administrative impartiality.

Two cardinal principles govern the conduct of civil servants in a democratic framework: anonymity and neutrality.

► Principle of Anonymity

The principle of anonymity implies that civil servants function behind the veil of ministerial responsibility. In accordance with the tenets of parliamentary democracy, it is the elected minister who assumes full accountability for departmental actions and decisions, thereby shielding civil servants from public scrutiny. Consequently, civil servants are expected to refrain from making public statements or engaging with the media in ways that compromise this anonymity.

The principle of neutrality underscores the expectation that civil servants must remain politically impartial, regardless of changes in the governing political leadership. Their role is to implement the policies of the government in power with equal commitment, irrespective of their personal opinions. This political neutrality ensures continuity in administration and safeguards the professionalism and integrity of the civil services.

► Principle of neutrality

- Civil services consist of professional administrators with diverse skills, not political figures.
- Their primary role is to implement state policies, excluding military and judicial services.
- Recruitment is merit-based and followed by formal training.
- Civil servants operate within a structured hierarchy governed by organisational principles such as chain of command and division of work.
- Each position in the civil service has defined responsibilities and promotion prospects.
- The civil services support the political executive by executing government policies.
- Ideally, civil servants should not interfere in policymaking but may offer inputs based on expertise and experience.
- Civil servants are expected to remain anonymous, with

ministers publicly accountable for their actions.

- They must remain politically neutral, executing the policies of successive governments with equal commitment.
- Civil servants are expected to apply professional judgment, avoiding personal political bias in their work.

2.2.2.2 Functions of the Civil Service

The responsibilities entrusted to civil servants are diverse and complex, ranging from basic administrative tasks such as tax collection and financial record-keeping to sophisticated duties like managing advanced scientific institutions or offering policy advice to the political executive. These functions may broadly be categorised as follows:

► Basic to advanced range of functions

1. Policy Implementation

A primary responsibility of the civil service is to implement governmental policies. This broad function encompasses a variety of tasks involved in the different stages of executing decisions made by the political leadership.

► Implement governmental policies

2. Quasi-Legislative Functions

Civil servants are often empowered to carry out quasi-legislative tasks, such as framing rules and regulations under the authority of delegated legislation. While the formulation of laws is essentially the prerogative of the legislature, the responsibility of detailing procedural or technical aspects is frequently delegated to administrative authorities due to legislative time constraints.

► Delegated legislation

3. Quasi-Judicial Functions

In certain situations, civil servants undertake quasi-judicial responsibilities. These include decisions on the issuance or denial of licences and resolving disputes between parties. Although these functions fall under the judiciary's domain, they are delegated to the administration for reasons of efficiency and expediency, particularly when the issues involve administrative expertise.

► Issues involving administrative expertise

4. Advisory Role in Policy Formulation

► Role in policy-making process

Senior officials in the civil service contribute significantly to the policy-making process by advising political executives. Their insights, grounded in technical knowledge and field experience, help shape effective and pragmatic policies.

5. Public Relations and Communication

► Act as a bridge between the government and the public

An increasingly important function of the civil service is to act as a bridge between the government and the public. At various levels, officials are expected to communicate government policies clearly to the public, fostering awareness and support for administrative initiatives.

We have discussed the role and functions of civil servants in brief note on the above section. Now we will have a detailed discussion on the functions of civil servants in different spectrums of administration:

Implementation of Laws and Policies

► Translating policy objectives into actionable programmes

Civil servants are primarily responsible for the execution of laws and the implementation of government policies. This process involves translating policy objectives into actionable programmes. The implementation begins with drafting legislation to address identified societal needs, which is then subjected to discussion, amendment, and approval by the legislature. Once the legislation is passed, civil servants ensure its enforcement through specific regulations. Mechanisms for monitoring and evaluation are essential to assess the societal impact of these laws and policies. Feedback from stakeholders is also incorporated to refine programmes and adjust them according to changing contexts and emerging challenges.

Public Administration

► Day to day administrative functions

Civil servants oversee the daily administrative functions of both the central and state governments. Organised into distinct categories and departments, such as the Indian Revenue Service and state-level services; they are tasked with converting governmental policies into practical programmes that provide services like education, healthcare, and infrastructure. To meet the evolving demands of governance, training institutions like the Lal Bahadur Shastri National Academy of Administration



(LBSNAA) equip civil servants with skills necessary for diverse administrative responsibilities. Recent reforms, particularly in public administration, have aimed to modernise operations through greater accountability and citizen engagement.

International Representation

Civil servants employed in foreign affairs or international cooperation play a crucial role in representing the country on global platforms and in diplomatic engagements. Their responsibilities include negotiating treaties, trade deals, and international agreements to safeguard national interests. For instance, officers in the Ministry of External Affairs may participate in bilateral or multilateral negotiations at organisations such as the United Nations. They manage foreign relations, operate embassies, and collaborate with other countries on issues like climate change, global trade, and international security. Additionally, they oversee the implementation of foreign aid and development assistance programmes, ensuring proper resource allocation and adherence to international commitments.

► Representing the country on global platforms and in diplomatic engagements

Public Grievance Redressal

Civil servants play an essential role in addressing citizens' complaints and ensuring that they have accessible channels to express concerns. They handle grievances related to service delivery, administrative inefficiencies, or corruption. In their capacity, officers act as mediators between government departments and the public, resolving disputes and ensuring administrative accountability. For example, a District Collector may address land acquisition disputes, working toward equitable resolutions. They also investigate complaints, recommend disciplinary action when necessary, and ensure corrective steps are implemented.

► Resolving disputes and ensuring administrative accountability

Public Service Delivery

The civil services are instrumental in ensuring the provision of essential services such as healthcare, education, sanitation, and social security. They manage key public institutions including hospitals, schools, and transport services, ensuring that these facilities function effectively and meet the needs of all citizens. Civil servants are also responsible for administering social welfare schemes like pensions, food distribution, and unemployment benefits. Special attention is given to

► Administering social welfare schemes

making these services accessible to marginalised and remote communities, often through innovative delivery models such as mobile health units and rural outreach programmes.

Financial Management

► Ensure accountability and transparency

Civil servants are entrusted with the critical task of managing public finances. They are responsible for preparing departmental budgets, allocating resources, and monitoring expenditure in accordance with financial regulations. Their duties include examining financial reports to ensure accountability and prevent misappropriation of funds. In departments like taxation and customs, civil servants oversee revenue collection, determine tax liabilities, and initiate enforcement actions against defaulters. By ensuring transparency and fiscal discipline, they contribute significantly to efficient governance and economic stability.

2.2.3 Challenges in Managing Civil Services

► Emerging challenges and demands

Civil services form the core of public administration in India. They are responsible for policy implementation, service delivery, regulatory functions, and maintaining continuity in governance. However, managing such a vast and complex administrative system is not without challenges. With the evolving socio-political environment, technological advancements, and increasing expectations of citizens, new and pressing issues have emerged that demand structural, procedural, and cultural reforms in the civil service management system.

► Limited inter-departmental collaboration

1. Fragmented Administrative Structures (Working in Silos)

One of the most persistent challenges is the siloed functioning of government departments. Civil servants often operate within the confines of their respective ministries, departments, or geographical jurisdictions, with limited collaboration across units. This compartmentalised approach impedes coordination, duplication of efforts, and weakens the unified pursuit of national development goals. The lack of inter-departmental convergence hampers integrated service delivery and innovation.

► Excessive political interference

2. Political Interference

Excessive political interference in administrative functioning undermines the neutrality and professionalism of civil servants. Transfers and postings often depend on political considerations rather than merit or administrative needs. This affects morale, weakens accountability, and reduces the efficiency of the civil services.



3. Bureaucratic Rigidity and Resistance to Change

- ▶ Adherence to rules over performance

One of the primary challenges in managing civil services is the rigid bureaucratic structure. The traditional system often emphasises hierarchy, formalism, and adherence to rules over performance or innovation. This results in a lack of flexibility and resistance to administrative reforms, technological adoption, or citizen-centric approaches.

4. Seniority-Based Training Model

- ▶ Opportunities for capacity building

The current training framework for civil servants remains largely seniority-driven. Opportunities for capacity building are frequently based on the length of service, availability of funds, and administrative convenience rather than actual training needs or strategic role-based requirements. This results in misalignment between training content and job responsibilities, reducing the relevance and impact of such interventions.

5. Lack of Structured, Continuous Learning

- ▶ Minimal emphasis on periodic skill upgradation

The absence of a structured, lifelong learning framework is another major issue. Training initiatives are often sporadic, ad hoc, and fail to provide consistent learning across an officer's career. There is minimal emphasis on periodic skill upgradation, leading to stagnation in competencies and poor adaptability to new policy challenges and technologies.

6. Inequitable Access to Training Opportunities

- ▶ Uneven training

Training access is uneven across hierarchies and regions. Lower-rung officials, frontline service providers, and those posted in rural or remote areas often have limited exposure to high-quality training. This lack of inclusiveness creates disparities in service delivery capacity and undermines the goal of uniform administrative standards across the country.

7. Resistance to Role-Based and Competency-Based Reforms

- ▶ Traditional training methods

While initiatives like Mission Karmayogi and the National Training Policy (2012) aim to shift the focus from rule-based to role-based and competency-driven training, institutional inertia, rigid hierarchies, and outdated human resource practices continue to slow down reform. The transition from traditional training methods to dynamic, digitally-enabled, needs-based learning is gradual and faces both cultural and administrative resistance.

8. Limited Evaluation and Performance Linkages

- ▶ Absence of outcome-based performance evaluations

Another critical issue is the absence of transparent and outcome-based performance evaluations. Training is rarely linked to job performance, promotions, or postings. Without unbiased systems of appraisal and feedback, there is little incentive for civil servants to actively engage in capacity building or apply new learning in the workplace.

9. Workload and Work-Life Imbalance

- ▶ Excessive workload

Civil servants, especially at the district and state levels, often face an excessive workload, limited support staff, and long working hours. This leads to stress, burnout, and a decline in work efficiency, especially when coupled with unrealistic targets and limited resources.

10. Slow Adoption of Technology

- ▶ Response to emerging changes

Although digital governance is growing, the pace of technology adoption within the civil services is uneven. Many departments still rely on manual processes, leading to delays, inefficiencies, and a lack of transparency in service delivery.

Besides these, there are challenges such as corruption, conflicts of interest, and several others that are often evident in our day-to-day experiences.

Summarized Overview

This unit has provided an understanding of the organisational structure and functions of the civil services in India. The civil service is a well-organised and hierarchical system that operates at the Union, State, and local levels, ensuring effective governance across the country's diverse regions and administrative needs. The unit also examined civil servants' varied functions, highlighting their role in policy implementation, advising political leaders, managing public programs, and delivering essential services to the people. Civil servants are crucial in bridging the gap between policy formulation and on-ground realities, acting as the driving force behind government actions.

Despite their importance, civil services face several management challenges, including political pressures, capacity limitations, ethical issues, and bureaucratic hurdles. These challenges can hinder efficiency and effectiveness but also highlight the need for ongoing reforms to strengthen professionalism, transparency, and accountability. In conclusion,



this unit underscores the significance of understanding both the structural setup and functional roles of civil services. Such knowledge is vital for comprehending how India's administrative system works and the factors that influence its success or shortcomings. A well-managed civil service is fundamental to the country's democratic governance and development.

Self-Assessment

1. What are the three broad categories of civil services in India?
2. Name the three All-India Services and briefly describe their constitutional status.
3. How do State Services differ from All-India Services in terms of structure and roles?
4. What challenges do civil services face in managing their roles effectively?
5. What are the main functions of civil servants in administration?
6. State any two advantages of rank classification system.
7. What do you understand by position classification?
8. What are the key difference between gazetted and non-gazetted officers?
9. How do civil servants contribute to international diplomacy?
10. Compare the scope and responsibilities of Central and State Services.

Assignments

1. Analyze the role and constitutional significance of the All-India Services in India's administrative framework.
2. Discuss the differences between Central Services and State Services, highlighting their respective functions and challenges.
3. Evaluate the impact of the classification of civil services into gazetted and non-gazetted categories on administrative efficiency and accountability.

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Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.

SGOU

UNIT 3

Recruitment and Selection

Learning Outcomes

Upon completion of the unit, the learners will be able to;

- ▶ describe the various recruitment processes used in civil services in India
- ▶ explain the role and functions of the Union Public Service Commission (UPSC) in civil service recruitment
- ▶ identify the key criteria used for the selection of candidates into civil services
- ▶ analyse the challenges faced in the recruitment and selection process of civil services

Background

Recruitment and selection are the foundational steps in building a competent and efficient civil service, which is vital for good governance and effective public administration. The civil services in India serve as the backbone of the country's administrative system, responsible for implementing policies, maintaining law and order, and delivering public services. Therefore, the process of recruiting and selecting the right individuals to serve as civil servants is of paramount importance.

The recruitment process in civil services involves various stages designed to identify capable, dedicated, and skilled individuals who can meet the complex demands of public administration. These processes must be transparent, impartial, and based on merit to ensure that only the best candidates enter the service. The Union Public Service Commission (UPSC), established under the Constitution of India, plays a critical role in conducting recruitment examinations and interviews for various civil services, including the prestigious Indian Administrative Service (IAS), Indian Police Service (IPS), and Indian Foreign Service (IFS), among others. The UPSC's role extends beyond just conducting exams; it ensures fairness and impartiality in recruitment, maintaining the highest standards of integrity and professionalism. Its recruitment procedures are a model of transparency and efficiency, serving as a benchmark for other recruitment



agencies. However, the selection process in civil services is not without its challenges. Issues such as the vast number of applicants, evolving qualifications, changing societal expectations, and the need for diversity and inclusion pose ongoing challenges to recruitment.

Moreover, the criteria for selection have expanded beyond academic knowledge to include qualities like leadership, ethical integrity, decision-making ability, and communication skills. This reflects the dynamic nature of public administration, where civil servants must respond to complex, multifaceted problems in a rapidly changing society.

This unit will explore the different recruitment processes used in India's civil services, the significant role of the UPSC, and the criteria and challenges involved in selecting civil servants. Understanding these aspects will help learners appreciate how the civil services are staffed and the continuous efforts needed to improve the recruitment system to serve the nation better.

Keywords

Union Public Service Commission, Personnel Requirements, Direct recruitment, Merit-Based Selection

Discussion

► A competitive process designed to assess the merit and suitability of candidates

2.3.1 Recruitment Process in Civil Services

The recruitment process for the All-India Services and higher Central Services in India has evolved over time, guided by the recommendations of several important committees. The foundational framework was laid by the Macaulay Committee in 1854, which introduced the principles of open competition and emphasised academic merit in civil service examinations. Building upon this, subsequent reforms were introduced by the Kothari Committee and the Satish Chandra Committee, whose recommendations continue to shape the current system of recruitment. The Union Public Service Commission (UPSC) plays a central role in conducting the Civil Services Examination, a competitive process designed to assess the merit and suitability of candidates. Although additional efforts

at reform were made by the Alagh Committee (2000–2001) and the Hota Committee (2004), their suggestions have not yet fully been implemented. Overall, the recruitment system reflects a combination of historical legacy and modern administrative needs.

2.3.1.1 Process of Recruitment

The recruitment and selection process involves several crucial steps:

1. Identifying Personnel Requirements:

Initially, ministries, departments, and various administrative agencies are asked to submit details regarding their personnel needs.

2. Formulating Recruitment Policy:

At this stage, the recruitment policy is established. It outlines the necessary qualifications and other conditions to be met by the candidates.

3. Designing Application Forms:

Application forms are then prepared to facilitate the collection of candidate information in a structured format.

4. Public Notification of Recruitment:

The announcement of the examination is widely publicised through newspapers and other media platforms to reach potential applicants.

5. Scrutiny of Applications:

Once applications are received, they are carefully examined to ensure they meet the prescribed eligibility criteria.

6. Conduct of Examination:

Examinations are held to assess the candidates' capabilities and to create a merit list based on performance.

7. Certification of Results:

After the examination, the agency responsible for the selection submits a list of successful candidates to the appointing authority. This list includes names in order of merit



and may also feature a waiting list. The appointing authority selects candidates based on this list, though it reserves the right to reject any candidate with valid reasons (such rejections are rare and typically based on adverse background verification or medical grounds). Alternatively, a panel of names may be provided from which the authority selects one candidate.

8. Selection Process:

Selection refers to the act of choosing the most suitable candidates from among those who are qualified and available.

10. Appointment by Competent Authority:

The selected candidate is formally appointed by the authorised authority. The nature of the appointment may vary; it can be permanent, temporary, provisional, probationary, contractual, or for an indefinite period. Before finalising the appointment, character verification and medical examinations are often conducted. Even a candidate whose name appears in the selected list can be excluded based on these verifications, for example, if they are found to have a medical condition that may affect job performance.

► Steps in recruitment

Permanent appointments generally include a probationary period of one or two years, during which the individual's performance is assessed in the workplace, regardless of how well they performed in the exam. If the performance is unsatisfactory, the probationer's service may be terminated at the end of this period.

The probation system allows organisations to relieve underperforming employees without undergoing the complex dismissal procedures. This benefits both the organisation and the employee, as it saves time and resources and provides the employee with the chance to seek alternative opportunities. Since probation is critical, it must be protected from bias or undue influence. This requires systematic documentation of performance and, where appropriate, consultation with an independent body such as the Civil Service Commission.

11. Job Placement:

The next step is placement, which involves assigning the appointed candidate to a specific job. Effective administration depends on placing the right individual in the right position. Placement is not a one-time activity—it is a continuous

process throughout an employee's career. A sound placement policy is one that ensures optimal performance by matching job requirements with employee skills. This requires ongoing evaluation of both positions and personnel.

12. Orientation of New Employees:

The final step is orientation, where new employees are introduced to their roles and organisational environment. Proper orientation helps them adapt to the workplace and motivates them to contribute effectively to organisational goals. It is essential that new employees are made aware of both the human and operational aspects of their jobs.

2.3.1.2 Systems of Recruitment

There are four primary systems used for recruitment in civil services:

- **Cadet System**

▶ Selecting individuals at a relatively young age

The cadet system involves selecting individuals at a relatively young age, typically between 16 and 20 years. After recruitment, the candidates undergo extensive institutional training, which includes both general education and instruction in specialised job-related skills. Historically, this system was followed in countries like Prussia and the former Soviet Union. In present times, it is commonly used in defence services recruitment.

- **General Mental Ability System**

▶ Based on their general educational background and mental capabilities

This system recruits candidates based on their general educational background and mental capabilities. It operates on the principle of building a long-term career in civil service. Usually, individuals are selected after they complete undergraduate studies in disciplines such as liberal arts or basic sciences. This approach is widely adopted in many European countries as well as in India.

- **Expertise System**

▶ Focused on individuals with specific professional qualifications

Under this system, recruitment is focused on individuals with specific professional qualifications, expertise, or specialised knowledge. The age range for recruitment generally spans from 18 to 45 years. The system promotes flexibility by allowing movement between government and non-government sectors, thus ensuring broader career mobility for professionals.



- **Lateral Entry System**

► **Specialised Skills**

In the lateral entry system, a fixed percentage of senior-level positions in civil services are filled by individuals from outside the traditional civil service framework. These candidates, often more experienced and of mature age, are selected through a competitive process. This system is designed to bring in fresh perspectives and specialised skills into the higher administrative structure.

► **An independent and impartial body**

2.3.2 Role of UPSC in Civil Service Recruitment

A fundamental question concerning civil service recruitment is: Which administrative body should be entrusted with conducting the recruitment examinations and overseeing the selection procedures? It is widely recognised that such processes must be carried out by an independent and impartial body. Departmental selection boards are often susceptible to political influence and therefore may not inspire public confidence. Therefore, a neutral, constitutionally protected body is essential to uphold fairness, transparency, and merit in recruitment.

► **Central recruitment agencies**

In India, the Union Public Service Commission (UPSC) and the Staff Selection Commission (SSC) serve as the central recruitment agencies. The UPSC is responsible for Group 'A' and Group 'B' posts, while the SSC handles recruitment for non-technical Group 'C' posts, including exams for Assistant Grade and Stenographer positions in Group 'B' non-gazetted services.

► **Article 315**

The concept of a public service commission was first introduced through the Government of India Act of 1919, which recommended the formation of such a body in the context of constitutional reforms. Later, the Government of India Act of 1935 provided for the establishment of both a Federal Public Service Commission and Provincial Public Service Commissions. After independence, the Constitution of India under Article 315 formally established the Union Public Service Commission (UPSC) at the national level and State Public Service Commissions (SPSCs) at the state level. Additionally, it allows two or more states to form a joint commission if they mutually agree.

Composition and Qualifications of Members

The Constitution does not specify the number of members for the UPSC or SPSCs, leaving this decision to the President

► Structure

of India for the Union Commission and the Governor for State Commissions. The UPSC typically consists of a Chairman and ten members, all appointed by the President. A constitutional requirement states that at least half of the members must have a minimum of ten years of experience in government service. The term of office is set for six years or until the member reaches the age of 65 years (for UPSC) or 62 years (for SPSC), whichever comes earlier.

► Independence and impartiality

Members enjoy constitutional safeguards, ensuring their independence and impartiality. Once a member's term ends, they cannot be reappointed to the same or any other government post, except a higher position within the same commission. The salaries and conditions of service are determined by the President and cannot be changed to the disadvantage of a member after appointment. All expenditures, including salaries, are charged to the Consolidated Fund of India, guaranteeing financial independence.

► Conditions for removal

Removal of Members

A member of the UPSC can only be removed by the President of India, and only on limited grounds such as misbehaviour, insolvency, or physical or mental incapacity. In cases of misbehaviour, the President must refer the matter to the Supreme Court under Article 145, which conducts an inquiry and submits its report. Based on this report, the President may take final action, including suspension of the concerned member.

Functions of the UPSC

As laid down under Article 320 of the Constitution, the UPSC performs a wide range of advisory and executive functions related to civil service recruitment. These include:

1. Advising the Government on matters related to recruitment methods and appointment principles.
2. Conducting examinations for appointments to the All India Services and Central Services (Group A and B).
3. Interviewing candidates for direct recruitment.
4. Advising on the suitability of candidates for promotion and transfer, often based on departmental recommendations.
5. Consultation on temporary appointments, especially those exceeding one year but not more than three years.

6. Advising on extension of services and re-employment of retired officers.
7. Matters related to service regularisation, pension claims, reimbursement of legal expenses, and compensation for injury on duty.
8. Disciplinary matters, such as:
 - Censure
 - Withholding of promotions/increments
 - Reduction in rank or grade
 - Compulsory retirement
 - Removal or dismissal from service
9. Other matters referred to the Commission by the President or Governor.

► Advisory and executive functions

Although the Constitution mandates that the government consult the UPSC in these matters, its advice is not binding. The government may choose to accept or reject its recommendations. For transparency, any exclusion of posts or services from the Commission's purview must be presented before Parliament.

Extension of Functions

Under Article 321, Parliament is empowered to assign additional functions to the UPSC. Over time, several responsibilities have been added, including:

- Decisions related to upgradation or downgrading of posts.
- Formation of Departmental Promotion Committees (DPCs) for promotions to Group A posts.
- Recruitment of personnel for scientific posts through special recruitment schemes.
- Selection for posts based on merit, rather than solely on seniority.

► Additional functions

The UPSC (Exemption from Consultation) Regulations, 1958 specify certain conditions under which consultation is not required. For instance, if rules for a particular post do not require UPSC involvement, or if a temporary appointment is unlikely to exceed one year, consultation is unnecessary.

Annual Report and Accountability

▶ Annual report

The UPSC is constitutionally required to submit an annual report to the President, detailing its activities. This report is accompanied by a memorandum from the government explaining the actions taken on the Commission's recommendations, including reasons for non-acceptance. These documents are then presented before Parliament for scrutiny.

Quasi-Judicial Role of the UPSC

• Quasi-judicial role

The UPSC's quasi-judicial role is limited. It does not have appellate authority and only advises the government on disciplinary matters. Under Article 320(3)(c), the government is required to consult the UPSC on issues such as:

- Disciplinary actions, including dismissal, removal, and demotion.
- Reimbursement of legal expenses for employees defending themselves in an official capacity.

However, the Constitution does not provide civil servants with a right to appeal to the UPSC. The consultation with the UPSC in such matters is intended to assist the government in determining the guilt of the employee and the suitability of the penalty.

2.3.3 Selection Criteria

▶ Guided by principles of merit, fairness, transparency, and inclusiveness

Civil service recruitment in India is a highly rigorous and competitive process aimed at selecting individuals who possess the knowledge, competencies, and ethical values required for effective public service. The selection criteria are structured to ensure that only the most capable and deserving candidates are chosen to serve the nation in various administrative roles. The criteria are guided by principles of merit, fairness, transparency, and inclusiveness.

Educational Qualifications

▶ Graduate degree from a recognised university

A basic requirement for civil service recruitment is a minimum educational qualification. The candidate must possess a graduate degree from a recognised university. This ensures that the candidate has acquired a certain level of academic maturity and general awareness necessary for administrative responsibilities.



► Age limit

Age Limit and Age Relaxation

- The minimum age for applying is usually 21 years, while the maximum age may range from 32 to 37 years, depending on the category of the candidate.
- Age relaxation is provided for candidates from Scheduled Castes (SC), Scheduled Tribes (ST), Other Backward Classes (OBC), Persons with Benchmark Disabilities (PwBD), and ex-servicemen, as per government norms.

Nationality

To be eligible for Indian civil services:

- The candidate must be a citizen of India for All India Services like IAS and IPS.
- For other services, certain allowances are made for citizens of Nepal, Bhutan, or Tibetan refugees who came to India before 1962 with the intention of permanently settling and persons of Indian origin who have migrated from specified countries with the intention of permanent settlement in India.

Number of Attempts

The number of times a candidate can appear for the civil service examination is limited:

- General category: 6 attempts
 - OBC: 9 attempts
 - SC/ST: Unlimited attempts (within the age limit)
- This provision ensures a balance between opportunity and discipline in the selection process.

Competitive Examination and Stages

The selection process involves a multi-stage examination conducted by the Union Public Service Commission (UPSC) for central and All India Services. It comprises:

- a) Preliminary Examination: meant for the selection of candidates for the main examination
 - Objective-type questions to test general awareness and aptitude.
 - Acts as a screening test for the main examination.

► Multi-stage examination

b) Main Examination

- Descriptive papers assessing knowledge, analytical ability, and understanding of socio-economic and political issues.
- Includes papers on essay writing, general studies, and optional subjects.

c) Personality Test (Interview)

- Conducted by a panel to evaluate the candidate's personality, communication skills, leadership qualities, integrity, and suitability for public service.
- It is not a test of specialised knowledge but of overall personality and administrative potential.

Merit-Based Selection

The final selection is based on aggregate marks obtained in the main examination and interview. The system ensures that recruitment is strictly merit-based, with no scope for favouritism or bias. This merit list forms the basis for allocating candidates to various services such as IAS, IPS, IFS, IRS, etc.

► No scope for favouritism

Reservation Policy

To promote social justice and equity, the selection process follows a reservation policy:

- A fixed percentage of seats is reserved for SC, ST, OBC, and PwBD candidates.
- Within the reserved categories, merit is still the determining factor for selection.

Physical and Medical Standards

For services such as Indian Police Service (IPS) and Indian Forest Service (IFS), candidates are required to meet prescribed physical and medical standards, including fitness, vision, and height requirements. This is essential for ensuring that selected candidates are capable of performing physically demanding roles.

The broader selection criteria for civil service recruitment in India are carefully crafted to ensure that individuals entering public service are not only academically qualified and professionally competent but also uphold strong ethical



► Promote inclusivity and equal opportunity

values. The recruitment process is merit-based, structured, and transparent, reflecting the democratic ideals enshrined in the Constitution. Moreover, the system is designed to promote inclusivity and equal opportunity by acknowledging and accommodating candidates from diverse social, economic, and physical backgrounds. This inclusive approach helps create a civil service that is both representative and responsive to the needs of the nation.

2.3.4 Challenges in recruitment

Recruitment to the civil services is one of the most critical functions of public administration, as it determines the quality and efficiency of governance. Despite having a well-established system, several challenges persist in the recruitment process, affecting its effectiveness, inclusiveness, and adaptability to changing administrative needs.

Increasing Competition and Pressure

With lakhs of candidates appearing for a relatively limited number of vacancies each year, civil service examinations in India have become extremely competitive. This often leads to:

- Excessive pressure on candidates, sometimes leading to stress and burnout.
- A growing reliance on rote memorisation and coaching institutes, which tends to overshadow the development of analytical thinking and practical understanding—skills that are crucial for effective public administration.

Socio-Economic Barriers

Despite provisions for reservation and relaxation, candidates from rural, backward, and economically weaker sections often face:

- Lack of access to quality education and coaching facilities.
- The digital divide, especially affecting candidates from remote areas.
- Difficulty in competing with urban and well-resourced candidates.

Delays and Administrative Inefficiencies

The recruitment process, especially for All India and Central



► Challenges

Services, often faces long delays due to:

- Time-consuming stages (prelims, mains, interview, result declaration).
- Administrative bottlenecks in processing results and appointments.
- Legal challenges and disputes affecting recruitment timelines.

Inadequate Adaptation to Changing Needs

The recruitment process has been slow to adapt to:

- Emerging areas like digital governance, environmental management, and data analytics.
- Changing skill requirements in administration due to technological and policy shifts.
- The need for domain-specific expertise in modern public service.

Limited Career Awareness and Motivation

Many potential candidates from rural or underprivileged backgrounds:

- Lack awareness of opportunities and procedures involved in civil service recruitment.
- Do not receive adequate guidance or motivation, which reduces diversity and inclusiveness in public services.

Recruitment to State Civil Services

State Public Service Commissions (PSCs) often face more serious challenges such as:

- Frequent delays, sometimes leading to vacancies being unfilled for years.
- Accusations of corruption, nepotism, and lack of transparency.
- Inconsistency in standards across different states.

Summarized Overview

In this unit, we have explored the critical processes involved in recruiting and selecting civil servants in India. Recruitment forms the foundation for building a capable and efficient civil service, which is essential for effective governance and administration. The Union Public Service Commission (UPSC) plays a pivotal role in ensuring that recruitment is conducted in a fair, transparent, and merit-based manner, safeguarding the integrity of the selection process.

The unit discussed the various stages of recruitment, including the preliminary examination, main examination, and interview, each designed to test different qualities and competencies of candidates. We also examined the role of UPSC not only as an examination body but as a guardian of the highest standards in civil service recruitment.

Furthermore, the unit highlighted the selection criteria that go beyond academic knowledge to assess leadership skills, ethical values, communication ability, and decision-making capacity. These criteria reflect the diverse and complex challenges faced by civil servants in today's administrative environment.

Finally, the unit addressed the challenges encountered in recruitment and selection, such as managing a large number of applicants, ensuring diversity and inclusiveness, and adapting to changing societal and administrative needs. These challenges require continuous reforms to maintain and enhance the quality of civil services.

Overall, this unit provides a comprehensive understanding of how recruitment and selection shape the quality and effectiveness of India's civil services, emphasising the importance of a rigorous, fair, and evolving process to build a competent administrative workforce dedicated to public service.

Self-Assessment

1. What are the main stages in the recruitment process for civil services in India?
2. Explain the role of the Union Public Service Commission (UPSC) in civil service recruitment.
3. What are the key selection criteria used to evaluate candidates for civil services?
4. What challenges does UPSC face in recruiting civil servants in India?
5. Define the Cadet System of recruitment.
6. How does the UPSC uphold neutrality and merit in the selection of civil servants?

7. Why the independence of the UPSC essential in civilservice recruitment?
8. Briefly explain the Selection of Criteria for Indian Civil Services.
9. What are the four primary systems of recruitment.
10. Briefly explain the composition of UPSC.

Assignments

1. Discuss the key stages of the civil service recruitment process in India and explain how each stage contributes to selecting competent candidates.
2. Analyse the role of the Union Public Service Commission (UPSC) in maintaining transparency and fairness in civil service recruitment.
3. Examine the selection criteria used by UPSC and explain why qualities such as leadership and ethics are essential for civil servants.
4. Identify and critically evaluate the major challenges faced by UPSC in recruiting civil servants in the current administrative environment.

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Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.

SGOU

BLOCK 3

Issues in Civil Service Management



UNIT 1

Ethical Issues and Integrity in Civil Service

Learning Outcomes

Upon completion of the unit, the learners will be able to

- ▶ describe the foundational concepts of administrative ethics and their relevance
- ▶ explain the principles of ethics that guide civil service conduct
- ▶ identify and interpret the ethical codes and conduct rules applicable to Indian civil servants
- ▶ critically analyse the structural and situational challenges to maintaining integrity and transparency in the Indian civil services
- ▶ evaluate the effectiveness of existing legal, institutional, and procedural mechanisms designed to ensure accountability

Background

In every democratic society, the civil service plays a central role in translating policies into action and delivering essential services to the people. As public servants are entrusted with significant power, resources, and decision-making responsibilities, their conduct must be guided by strong ethical values and a deep commitment to the public interest. This unit explores the ethical foundations of civil service and the practical challenges involved in maintaining integrity and accountability in public administration.

Administrative ethics refers to the moral principles and standards that govern the behaviour of individuals working in public institutions. These ethical standards are not only about personal honesty but also include professional integrity, impartiality, transparency, and a sense of responsibility toward the public. In the Indian context, civil servants are expected to follow well-defined codes of conduct and ethical norms

that uphold constitutional values and democratic ideals. The principles of ethics in civil service, such as objectivity, neutrality, integrity, and dedication to public service, are essential to maintaining public trust. However, civil servants often face difficult ethical dilemmas, such as conflicts between political loyalty and public interest, or pressure to act in favour of personal or institutional gain. These challenges can weaken the ethical fabric of governance if not addressed effectively.

Moreover, issues like corruption, lack of transparency, misuse of authority, and political interference continue to pose serious threats to ethical governance. In response, various legal and institutional mechanisms have been developed to ensure accountability and promote ethical conduct. This unit provides a comprehensive understanding of ethical codes, conduct rules, and accountability mechanisms within the Indian civil service. It encourages learners to reflect on real-life ethical situations, understand the causes of ethical decline, and explore ways to strengthen integrity in public institutions.

Keywords

Integrity, Neutrality, Anonymity, Accountability, Ethical codes, Procedural Delays

Discussion

3.1.1 Administrative Ethics

Administrative ethics refers to the moral framework that guides the conduct of individuals in the civil services. It encompasses a set of professional values, traditions, precedents, and behavioural standards that public servants are expected to uphold in the discharge of their official responsibilities. These ethical principles serve as a compass for civil servants to act in ways that are just, responsible, and in alignment with the public interest.

► Ethical compass in administration

► Ethics rooted in conscience

Chester Barnard, a noted management thinker, defined ethical conduct as behaviour that is shaped by one's sense of right and wrong, independent of personal gain or the immediate consequences of one's decisions. This definition highlights that ethical decisions are rooted in conscience and principles, rather than convenience or pressure.

Paul H. Appleby, a prominent figure in public administration,



► Moral foundation of administration

strongly believed that administration and morality are inseparable. According to him, ethical conduct in administration is essential for good governance. He emphasised that a morally sound administration rests on values like patience, honesty, loyalty, and courtesy. Appleby also identified certain key attributes that define a morally upright administrator:

- A strong sense of responsibility.
- The ability to effectively utilise institutional resources.
- Competence in communication and managing personnel.
- A collaborative mindset and a problem-solving approach.
- Personal confidence.
- Responsiveness to public needs and sensitivity towards societal issues.

Historically, Prussia, a part of modern-day Germany, was the first state to institutionalise a professional civil service. However, it was Britain that introduced a democratic and ethically sound code of conduct for civil servants. The British civil service is often held up as a model for administrative ethics because of its strong emphasis on integrity and neutrality.

In the Indian context, there is no specific codified ethical code for civil servants. Instead, their conduct is governed by a set of rules, notably:

- The *All-India Services (Conduct) Rules, 1968*.
- The *Central Civil Services (Conduct) Rules, 1955*.
- The *Railway Services (Conduct) Rules, 1956*.

These rules outline what constitutes misconduct and help regulate behaviour, especially in situations that raise ethical concerns.

A number of factors influence how well civil servants adhere to ethical standards. Some of the key determinants include:

- The ethical behaviour and example set by top-level administrators, ministers, and legislators.
- The strength and fairness of disciplinary mechanisms.
- The quality of communication within the administrative system.
- The nature of service conditions and internal work

relationships.

- The attitude of political leaders towards bureaucrats.
- The prevailing moral values in society.
- Public perception and expectations of civil servants.

When these factors are positive and supportive, they create an environment in which ethical conduct can flourish. However, when the system is plagued by favouritism, bribery, nepotism, lawlessness, political interference, and lack of accountability, it becomes difficult for public servants to act ethically, even if they intend to do so.

Importance of Ethics in Civil Service

Administrative ethics plays a crucial role in promoting a culture of responsibility, fairness, and transparency within the public sector. When civil servants follow ethical principles, it helps:

► Ethics for public trust

- Curb arbitrary or biased decision-making.
- Instil public confidence in government institutions.
- Encourage higher standards of public conduct.
- Strengthen the relationship between the government and citizens.
- Enhance the effectiveness of the administrative process.
- Promote social welfare and uphold the public interest.

Ultimately, ethics is not just about individual morality but about institutional integrity. A public administration that values and upholds ethical behaviour is better equipped to serve the people, maintain legitimacy, and respond to the complex challenges of governance in a democratic society.

3.1.2 Principles of Ethics in Civil Service

3.1.2.1 Core ethical principles

► Guiding public servants to perform their duties

Ethical principles form the moral foundation of civil services, guiding public servants to perform their duties with integrity, fairness, and a sense of responsibility. In a democratic nation like India, civil servants are expected to act not merely as administrators but as custodians of public trust. Ethical conduct ensures that public resources are managed honestly, laws are enforced fairly, and citizens are treated with dignity.

Here is a detailed examination of the core principles of ethics in civil service, particularly in the Indian context:



Integrity

► Upholding ethical integrity

Integrity is one of the most fundamental values in public administration. It refers to a civil servant's steadfast adherence to moral and ethical principles such as honesty, fairness, and consistency. A civil servant with integrity acts in the public interest, resists corruption, and upholds the law even in difficult situations. In India, civil servants often hold authority over substantial public funds, developmental programmes, and regulatory functions. The integrity of such officers is critical to ensuring that policies like MGNREGA or PMAY are implemented effectively, without misappropriation or favouritism. Institutions such as the Central Vigilance Commission (CVC) help uphold integrity by investigating unethical practices and promoting transparency in governance.

Accountability

► Ensuring responsible governance

Accountability ensures that civil servants are answerable for their decisions, actions, and use of public resources. It demands transparency and justification in official conduct, particularly in relation to policy execution, budget allocation, and service delivery. In India, accountability mechanisms include the Right to Information Act, CAG audits, Parliamentary oversight, and internal vigilance systems. For example, an officer implementing the Public Distribution System (PDS) must explain how food grains are being allocated and distributed. This not only helps check corruption but strengthens public trust in administration. Moreover, high-profile scams such as the 2G spectrum case have demonstrated the importance of robust accountability frameworks in preserving the integrity of civil services.

Neutrality

► Political impartiality in service

Neutrality is the ethical principle that public servants must remain politically impartial and non-ideological while executing their responsibilities. Regardless of their personal views, civil servants are expected to serve the government in power with loyalty and efficiency. This value becomes especially important in contexts like election administration or law enforcement. For example, civil servants posted on election duty must remain unbiased to ensure free and fair voting. Neutrality helps maintain the legitimacy of democratic institutions and prevents misuse of administrative machinery for political ends. In India, the Civil Services Conduct Rules and constitutional provisions reinforce the importance of neutrality in upholding the rule of law and equal treatment of all citizens.

Anonymity

- ▶ Without seeking personal recognition or publicity

Anonymity refers to the principle that civil servants should perform their duties quietly and efficiently, without seeking personal recognition or publicity. It preserves the collective nature of administrative responsibility and avoids unnecessary politicisation or media influence. A civil servant implementing flood relief or welfare schemes, for instance, should not become the focal point of media attention. Instead, the credit should go to the institutional framework and public systems. Anonymity also helps maintain objectivity and guards against personal bias or favouritism. In the Indian context, where media and public opinion can significantly influence perception, the principle of anonymity safeguards the dignity and neutrality of the civil service.

Impartiality and Fairness

- ▶ Fair and equal treatment

Impartiality ensures that all citizens are treated equally under the law, regardless of caste, religion, political affiliation, or socio-economic status. Fairness implies making decisions on the basis of merit, justice, and equity. This value is essential in delivering social welfare schemes, enforcing laws, and resolving conflicts. For example, a police officer must act impartially while handling a communal dispute or enforcing curfews. Similarly, in awarding government contracts or appointments, fairness in selection criteria helps prevent nepotism and strengthens the credibility of public institutions.

Humility

- ▶ Modesty in public service

Humility is the ethical quality of being modest, respectful, and open-minded. A humble civil servant recognises their role as a public servant; not a ruler, and engages with citizens with empathy and understanding. In a country like India, where many citizens perceive bureaucracy as intimidating, humility helps bridge the gap between government and the public. An IAS officer managing a rural employment scheme, for instance, should be accessible and respectful to local communities. This fosters participatory governance and enhances service delivery.

Perseverance

- ▶ Ability to remain committed to public service despite obstacles

Perseverance is the ability to remain committed to public service despite obstacles, setbacks, or external pressure. Civil servants in India often face bureaucratic delays, political interference, and resource constraints while implementing



large-scale initiatives. For example, officers involved in the Smart Cities Mission or National Highway projects must persist through challenges related to land acquisition, budget approvals, and public resistance. Perseverance ensures sustained efforts toward long-term national goals and reflects a deep commitment to governance.

Adaptability

► Responsiveness to changing needs

Adaptability refers to the ability of civil servants to respond effectively to changing circumstances, new challenges, and evolving societal needs. It includes openness to innovation, digital technologies, and interdisciplinary collaboration. Civil servants today must adapt to e-governance platforms, digital payment systems, and real-time grievance redressal mechanisms. The Digital India initiative, for instance, required officers to quickly adopt IT-enabled service delivery systems. Adaptability enables public administration to remain relevant and responsive in a dynamic environment.

Magnanimity

► Noble conduct in service

Magnanimity is the quality of being generous, noble, and forgiving, especially in situations where one holds power. A magnanimous civil servant puts public welfare above personal grievances, treats stakeholders with compassion, and seeks inclusive solutions to conflicts. In communal or caste-based tensions, for instance, a civil servant must act as a mediator who listens, empathises, and fosters peace. Even when subjected to public criticism, magnanimous officers use it as an opportunity to improve governance rather than retaliate. This value promotes trust-building and social harmony in India's diverse society.

Ethical codes and conduct rules for civil servants (Indian context)

► Ethical framework for conduct

A structured set of rules and values guides the ethical conduct of civil servants in India. These are primarily laid out in the Central Civil Services (Conduct) Rules, 1964 (CCS Rules) and are supplemented by general ethical expectations of integrity, impartiality, and dedication to public service. These frameworks serve to uphold high moral standards in public administration and ensure accountability, discipline, and transparency in the functioning of government personnel.

1. Ethical Code for Civil Servants: Key Values

The ethical code for civil servants encompasses broad

principles which serve as a moral compass for their conduct. Rule 3 of the CCS (Conduct) Rules outlines the general expectations from every government servant. These include:

► Core principles of conduct

- Absolute integrity and devotion to duty
- Commitment to the Constitution and democratic values
- Upholding sovereignty, public order, and morality
- High ethical standards and honesty in all dealings
- Political neutrality and impartiality
- Transparency and accountability in decisions and use of public resources
- Responsiveness to the needs of the public, particularly weaker sections
- Courtesy and fairness in official dealings
- Merit-based decision-making and avoidance of discrimination
- Avoidance of conflict of interest and declaration of private interests
- Protection of confidential and sensitive information
- Professionalism and dedication in public duty

These ethical principles form the foundation of administrative ethics in India.

2. Scope and Application of the Conduct Rules

The Central Civil Services (Conduct) Rules, 1964, apply to all civil servants working in the Union government, including civilians in the Defence Services, unless specifically exempted. However, they do not apply to:

► Scope of CCS Rules

- Railway employees (covered under separate rules)
- Members of All India Services (governed by the All India Services Conduct Rules)
- Employees exempted by specific presidential orders

The CCS Rules define the duties and restrictions on government servants in both their professional and personal lives, aiming to prevent misconduct and protect public interest.

3. Key Areas Covered Under Conduct Rules

The Conduct Rules detail behavioural expectations and restrictions in various areas. Some major provisions include:



► Major Provisions

- Political Activities (Rule 5): Government servants are prohibited from engaging in political activities or associating with political parties. They are allowed to vote but cannot display their political preferences publicly.
- Expression of Views (Rule 9): Civil servants must refrain from criticising government policies publicly or through the media. Any public statements should align with their official responsibilities.
- Media and Publications (Rule 8): Government servants need prior approval to be involved in editing, managing, or contributing to publications, especially if they express personal opinions.
- Gifts and Hospitality (Rule 13): Acceptance of gifts is restricted based on value limits. Lavish or frequent hospitality, especially from individuals or organisations with official dealings, is discouraged.
- Prohibition of Dowry (Rule 13-A): Civil servants are strictly prohibited from giving or receiving dowry, in line with the Dowry Prohibition Act.
- Property Transactions (Rule 18): All movable and immovable property transactions must be disclosed, and prior permission is required for dealings with persons who have official connections with the government servant.
- Engagement in Trade or Business (Rule 15): Government servants cannot engage in private trade, business, or secondary employment without prior sanction. Honorary or charitable work may be allowed under certain conditions.
- Sexual Harassment Prevention (Rule 3-C): The rules explicitly prohibit sexual harassment at the workplace and mandate preventive measures by supervisory officials.
- Consumption of Intoxicants (Rule 22): Civil servants are expected to strictly follow laws regarding intoxicants and refrain from appearing in public under the influence.
- Joining Associations (Rule 6): Membership in associations with objectives contrary to public order or integrity is prohibited.
- Demonstrations and Strikes (Rule 7): Participation in demonstrations or strikes that are prejudicial to national

security, public order, or morality is forbidden.

- Financial Dealings and Investments (Rule 16): Speculative investments and financial transactions that could influence official judgment are restricted.
- Private Employment of Family Members (Rule 4): Government servants must avoid conflict of interest if family members are employed in companies with which the official has dealings.

4. Supervisory Responsibility and Reporting Requirements

Supervisory duties:

- Monitor the ethical conduct of subordinates.
- Issue directions in writing and confirm oral instructions where necessary.
- Ensure promptness, courtesy, and fairness in administrative work.

Reporting obligations for individuals:

- Legal proceedings related to insolvency or indebtedness.
- Employment of family members in companies with official dealings.
- Acceptance of gifts beyond the prescribed limit.
- Involvement in trade, business, or any private work.

► Duties and Responsibilities

All India Services (Conduct) Rules, 1968

The All India Services (Conduct) Rules, 1968 lay down the code of conduct for members of the Indian Administrative Service (IAS), Indian Police Service (IPS), and Indian Forest Service (IFS). These rules aim to ensure that officers maintain professional integrity, political neutrality, and high ethical standards, reinforcing the public's trust in civil services.

Key Provisions

1. General Conduct Rule 3(1): Officers must maintain absolute integrity and devotion to duty and refrain from conduct unbecoming of a member of the service.
2. Political Neutrality Rule 5: Officers are prohibited from being associated with any political party or taking part in political activities, including public demonstrations or expressing political opinions.



► Key Provisions

3. Public Communication and Media Rule 6: Officers must obtain prior sanction before publishing any book, article, or delivering a lecture that may relate to their service or official work.
4. Participation in Radio/TV/Media Rule 6(1): Officers may not appear on TV, radio, or similar platforms without prior government approval, particularly if the subject relates to governance or policy.
5. Joining Associations or Societies Rule 8: Officers must not join or participate in activities of any organisation not connected with official duties, especially those that may affect neutrality or government image, unless permitted.
6. Acceptance of Gifts Rule 11: Officers are prohibited from accepting gifts exceeding the monetary limit (currently ₹25,000 in India) without reporting them. Gifts from foreign dignitaries must be reported and deposited if their value exceeds the set limit.
7. Engaging in Trade or Business Rule 13: Officers are generally not allowed to engage in trade or business, undertake private employment, or hold honorary positions in private organisations unless the government grants prior permission.
8. Property Declarations Rule 16: Officers must submit an annual return of their assets and liabilities, including property owned by themselves and their family members.
9. Investments and Lending/Borrowing Rules 14 & 15: Officers must exercise caution while making investments or lending and borrowing money. Any major financial transaction must be reported to the competent authority.
10. Behaviour with Public and Subordinates Rule 3A: Officers must behave courteously with the public and their subordinates, upholding values of respect and dignity.

► Challenges are deeply rooted

3.1.3 Challenges to Integrity and Transparency

Integrity and transparency are the foundational principles of ethical governance. While they are essential for building public trust and ensuring accountability in administration, both are frequently undermined by systemic and behavioural challenges in public service. In the Indian context, these challenges are

deeply rooted and multifaceted.

► Historical Legacy and Colonial Influence

A significant challenge to integrity in Indian civil services stems from its colonial past. During British rule, the administration was structured to serve imperial interests rather than public welfare. While the legacy systems provided a framework for governance, they also institutionalised hierarchical control and bureaucratic discretion, which left little room for participatory or transparent governance. Low remuneration for Indian officers during colonial times encouraged corrupt practices, setting unhealthy precedents.

► Rapid Urbanisation and Socio-economic Pressures

With the rapid pace of urbanisation and industrialisation, material wealth and social status have become powerful markers of success. Civil servants, especially those from middle or lower economic backgrounds, often face social pressure to display economic prosperity. When public service salaries fail to match the rising cost of living, some officials may resort to unethical means to maintain their social standing. This economic disparity poses a serious threat to integrity in administration.

► Inadequate Remuneration and Work Conditions

Low salaries and limited incentives are key contributors to unethical behaviour in public service. When honest effort is not adequately rewarded, it becomes difficult to attract and retain individuals who are committed to ethical standards. Poor working conditions and lack of motivation further contribute to a culture of indifference and apathy, weakening the ethical foundation of the civil services.

► Complexity of Procedures and Excessive Discretion

Cumbersome administrative procedures, lack of clarity in rules, and overlapping jurisdictions create confusion among both public servants and citizens. This complexity not only delays decision-making but also opens up space for manipulative practices like bribery and "speed money" to expedite services. Excessive discretionary power in the hands of officials, without effective oversight mechanisms, makes the system vulnerable to misuse.

► Weak Legal Enforcement and Procedural Delays

Although there are laws like the Prevention of Corruption Act, 1947, and Conduct Rules for civil servants, their enforcement remains weak. Legal processes are often lengthy, and punishments for unethical conduct are either inadequate or delayed. This slow response undermines the deterrent effect of these legal measures, allowing unethical practices to continue unchecked.

► Weak Legal Enforcement and Procedural Delays

One of the most significant challenges to integrity and transparency is the political interference in administrative affairs. When political elites themselves engage in corrupt practices or exert undue pressure on civil servants, it erodes institutional integrity. Moreover, when top leaders fail to demonstrate ethical conduct, it sets a poor example for others within the administrative structure.

► Absence of Strong Public Opinion Against Corruption

A general societal tolerance towards unethical behaviour further complicates the issue. Many citizens prefer offering bribes to avoid procedural hurdles rather than demanding accountability. The lack of strong public resistance and civil society engagement against corruption weakens societal support for transparency.

► Influence of Interest Groups and Private Sector Collusion

Pressure groups, trade associations, and industrial lobbies often attempt to influence decision-making through unethical means. By offering bribes or favours, they secure preferential treatment, thus distorting the fairness and neutrality of administration. The collusion between public officials and private actors undermines both transparency and the public interest.

► Misuse of Legal Protections

Legal provisions like Article 311 of the Indian Constitution, which protect civil servants from arbitrary dismissal, are sometimes misused to shield corrupt officials from accountability. Reluctance among senior officers to initiate disciplinary action, due to personal or political affiliations, further complicates the enforcement of ethical standards.

3.1.4 Mechanisms to Ensure Accountability

Legal and Regulatory Frameworks for Ensuring Accountability in Civil Services

The legal and regulatory frameworks in India form a crucial part of the mechanisms designed to ensure accountability and integrity among civil servants. These frameworks include laws, conduct rules, investigative bodies, and procedural mechanisms aimed at checking corruption, misconduct, and arbitrary use of power. The following are the key components:

Prevention of Corruption Act, 1947

This Act lays down the legal foundation to tackle corruption in public offices. It defines various forms of corrupt behaviour

and prescribes penalties for them. A public servant is said to commit the offence of criminal misconduct if they:

► Legal foundation to tackle corruption in public offices

- Habitually accept or attempt to accept any gratification, other than legal remuneration, as a reward for official acts;
- Accept valuable things from persons related to their official functions without proper consideration;
- Misuse their official position to obtain pecuniary benefits or favours for themselves or others.

Prevention of Corruption Act 1988

► Comprehensive legal framework designed to combat corruption among public officials

The Prevention of Corruption Act, 1988 stands as a comprehensive legal framework designed to combat corruption among public officials in India. Enacted to consolidate earlier anti-corruption laws, the Act defines various forms of corrupt practices and prescribes stringent punishments to deter such behaviour. At its core, the Act criminalises the acceptance or solicitation of undue advantages by public servants for the improper performance of their duties. It also penalises those who offer bribes, whether individuals or commercial organisations. Over the years, key amendments, particularly in 2018, have broadened the scope to include private sector complicity and introduced the concept of "undue advantage," replacing the narrower term "gratification."

► Outlines criminal misconduct

The Act provides for the appointment of Special Judges to ensure speedy trials and allows summary trials for certain cases. It outlines criminal misconduct, including the misappropriation of public resources and possession of disproportionate assets, and mandates prior government sanction for prosecuting serving and former public servants. Further, it incorporates provisions for the attachment and forfeiture of property acquired through corrupt means. Importantly, the Act balances accountability with safeguards for decision-making in public administration. Section 17A, for instance, protects honest public servants from harassment by requiring prior approval before investigating decisions made in the course of official duties.

Overall, the Prevention of Corruption Act, 1988, reflects India's commitment to upholding integrity in public service while evolving to address emerging forms of corruption in governance and commerce.



Prevention of Corruption Act 2018

- ▶ Align with international best practices and contemporary governance challenges

The Prevention of Corruption (Amendment) Act, 2018 marked a major overhaul of India's anti-corruption law to align with international best practices and contemporary governance challenges. It amended the original 1988 Act to refine definitions, streamline procedures, and bring clarity to offences involving corruption. A key feature of the amendment is the clear definition of "undue advantage," expanding the scope beyond monetary bribes to cover any form of illegal gratification. The Act criminalises both the demand and acceptance of bribes by public servants, and for the first time, it specifically holds individuals and commercial organisations accountable for offering bribes. Companies found guilty of bribing public officials can now face fines, and their senior management can be held liable if found complicit.

- ▶ Safeguard honest decision-making

To safeguard honest decision-making, the amendment introduced Section 17A, which mandates prior government approval before initiating investigations against public servants for actions taken in the discharge of their official duties. This aims to protect officers from undue harassment while ensuring accountability. The Act also emphasises expeditious trials, directing that corruption cases be disposed of within two years, extendable only under recorded reasons. Furthermore, it updated punishments, increased penalties for habitual offenders, and introduced provisions for the attachment and forfeiture of properties gained through corrupt practices.

In sum, the 2018 Amendment modernised India's anti-corruption law, balancing deterrence against corruption with protection for bona fide public servants while holding private sector actors accountable for corrupt engagements.

Civil Services Conduct Rules

To regulate the day-to-day conduct of government officials, several conduct rules have been framed for different categories of civil servants. These include:

- ▶ Regulate the day-to-day conduct of government officials

- All India Services (Conduct) Rules, 1968
- Central Civil Services (Conduct) Rules, 1955
- Railway Services (Conduct) Rules, 1956

These rules outline what constitutes misconduct and guide civil servants in upholding ethical standards. They address areas such as:

- Acceptance of gifts
- Speculative investments
- Engagement in private trade
- Indebtedness or insolvency
- Restrictions on post-retirement employment
- Association with political activities
- Public expression of views critical of government policies

These conduct rules are enforced through departmental inquiries and disciplinary procedures. While comprehensive, they also contain gaps that sometimes limit their effectiveness in curbing unethical behaviour.

Rules and Instructions on Specific Situations

In addition to general conduct rules, various instructions and rules have been issued over time to address specific administrative situations. These include:

► To address specific administrative situations

- Lending and borrowing regulations for gazetted and non-gazetted officers
- Rules on acceptance of gifts (introduced in 1876)
- Restrictions on property transactions (from 1881)
- Prohibitions on speculative investments and commercial employment
- Norms for resignations for pecuniary benefit (introduced in 1883)

Such rules were introduced to address unethical practices that had emerged in specific administrative contexts. However, they have been criticised for loopholes that sometimes allow unethical practices to continue.

Article 311 of the Indian Constitution

Article 311 provides protection to civil servants against arbitrary dismissal, removal, or reduction in rank. While it safeguards the rights of honest officials, it has also been cited as a challenge in taking swift disciplinary action against corrupt or non-performing officials. The interpretation of this provision by courts has, in some cases, created procedural hurdles in dismissing or penalising guilty civil servants.



Institutional mechanisms

- **Central Vigilance Commission (CVC):**

The Central Vigilance Commission (CVC) is the apex body established by the Indian government in 1964 to combat corruption within the government. In 2003, Parliament granted the CVC statutory status, making it an autonomous body independent of any executive control. The CVC is responsible for overseeing vigilance activities in central government organisations, offering advice on planning, executing, reviewing, and reforming vigilance efforts.

▶ Apex body

The Commission was formed under a Government of India Resolution dated February 11, 1964, following the recommendations of the Committee on Prevention of Corruption, chaired by Shri Santhanam. The CVC's Annual Report outlines the work carried out by the Commission and highlights systemic failures, areas for improvement, and the preventive measures taken. It also addresses instances where the Commission's recommendations were not implemented.

▶ Santhanam Committee

The Central Vigilance Commission (CVC) is led by a Central Vigilance Commissioner, supported by two Vigilance Commissioners. The CVC operates with its own Secretariat, Chief Technical Examiners' Wing (CTE), and a wing dedicated to Commissioners for Departmental Inquiries (CDI). The Secretariat includes an officer of the rank of Additional Secretary to the Government of India, a Joint Secretary to the Government of India, ten officers at the level of Director/Deputy Secretary, four Under Secretaries, and other office staff. The Chief Technical Examiners' Wing, which functions as the technical arm of the CVC, is headed by two engineers of Chief Engineer rank (designated as Chief Technical Examiners) and supported by engineering staff. The primary roles of this wing include:

1. Conducting technical audits of construction projects within government organisations.
2. Investigating specific complaints related to construction works.
3. Assisting the Central Bureau of Investigation (CBI) in technical investigations and property evaluations in Delhi.
4. Supporting the CVC and Chief Vigilance Officers in

▶ Structure and Composition

handling vigilance cases involving technical issues.

The Commissioners for Departmental Inquiries (CDI) consist of fourteen positions, with eleven at the rank of Director and three at the rank of Deputy Secretary. The CDI serves as Inquiry Officers, overseeing inquiries in departmental proceedings against public servants.

The Central Vigilance Commissioner and the Vigilance Commissioners shall be appointed by the President on recommendation of a Committee consisting of the Prime Minister (Chairperson), the Minister of Home Affairs (Member), and the Leader of the Opposition in the House of the People.

The Central Vigilance Commissioner (CVC) or Vigilance Commissioner (VC) can only be removed from office by an order from the President, based on proven misbehaviour or incapacity. This removal can occur after the Supreme Court, upon a reference from the President, conducts an inquiry and reports that the CVC/VC should be removed. The President has the authority to suspend the CVC/VC from office and, if necessary, prevent them from attending office during the inquiry. The President may also remove the CVC or any VC from office if they:

1. is adjudged an insolvent; or
2. has been convicted of an offence, which in the opinion of the Central Government, involves moral turpitude; or
3. engages, during his/her term of office, in any paid employment outside the duties of his/her office; or
4. is, in the opinion of the President, unfit to continue in office by reason of infirmity of mind or body; or
5. has acquired such financial or other interest, as is likely to affect prejudicially his/her functions, as a CVC or a VC.

Limitations of the Central Vigilance Commission (CVC):

- 1. Advisory Role:** The CVC serves primarily as an advisory body, and its recommendations may or may not be followed by central government departments.
- 2. Resource Constraints:** The CVC is a small organisation with limited staff, numbering around 299. This is insufficient when compared to the over 1,500 central government establishments it is expected to oversee.



► Limitations

3. **Inability to Direct CBI Investigations:** The CVC cannot independently instruct the Central Bureau of Investigation (CBI) to initiate inquiries against officers at the level of Joint Secretary and above. Permission from the concerned department is required for such actions.
4. **Limitations on Legal Action:** The CVC does not have the authority to register criminal cases. Its jurisdiction is limited to handling vigilance and disciplinary matters.
5. **Supervisory Powers over CBI:** While the CVC holds supervisory authority over the CBI, it cannot request files from the CBI or direct specific investigations. The CBI operates under the administrative control of the Department of Personnel and Training (DoPT), which has the authority to appoint, transfer, and suspend CBI officers.
6. **Appointment Process:** Although the Leader of the Opposition in the Lok Sabha is part of the committee that selects the CVC and VCs, appointments to the CVC are indirectly influenced by the central government.

► India's premier investigative agency

• **Central Bureau of Investigation**

The Central Bureau of Investigation (CBI) is India's premier investigative agency, tasked with investigating and enforcing laws related to corruption, economic offences, and other serious crimes. It was established in 1963 and its role in anti-corruption emerged more prominently after it was given jurisdiction to investigate cases under the Prevention of Corruption Act, 1988.

The CBI functions as an autonomous agency under the Ministry of Personnel, Public Grievances, and Pensions. It has a Director, who is appointed by the Central Government and enjoys the status of a senior civil servant. The Director is assisted by several officers of varying ranks, including Joint Directors, Deputy Inspectors General (DIGs), Superintendents of Police (SPs), and other investigative staff.

► Nature and Structure

- The CBI is organised into specialised units to handle different categories of cases, including corruption, economic offences, cybercrimes, and terrorism.
- Its Anti-Corruption Division specifically deals with cases related to public sector corruption, including those involving government officials, public servants,

politicians, and police personnel.

- **Investigation of Corruption Cases:** CBI investigates allegations of corruption against public servants under the Prevention of Corruption Act, 1988. This includes officials in the central and state governments, as well as public sector enterprises.
- **Prosecution:** After investigation, the CBI has the authority to file charge sheets in courts, initiating the legal process to prosecute the accused. It can also seek to seize ill-gotten assets linked to corruption.
- **Supervisory Role:** The CBI acts as the supervising authority for investigating corruption cases across various state agencies, often assisting state police forces and other investigative bodies.
- **Coordination with Other Agencies:** The CBI works in close coordination with various national and international agencies, including the Income Tax Department, ED (Enforcement Directorate), Interpol, and others to track and investigate corruption that involves cross-border elements.

► Duties and Powers

The CBI plays a crucial role in addressing corruption by:

- **Investigating High-Profile Cases:** It handles high-profile corruption cases involving politicians, bureaucrats, and business tycoons, ensuring that no individual is above the law.
- **Upholding the Rule of Law:** By investigating allegations and pursuing prosecutions, the CBI ensures that public servants are held accountable for their actions.
- **Preventive Measures:** Through awareness campaigns and advisory roles, the CBI also seeks to educate government officials about the consequences of engaging in corrupt practices.

► Role in Anti-Corruption

Appointment and Term:

- The Director of the CBI is appointed by a selection committee, which includes the Prime Minister, the Leader of the Opposition, and the Chief Justice of India. The Director's term is



► Appointment and Term

typically 2 years, but it can be extended by the government.

- Officers within the CBI are appointed based on merit and seniority from various services, including the Indian Police Service (IPS), Indian Revenue Service (IRS), and other departments.

Limitations and Criticism:

- Despite its importance, the CBI often faces criticism regarding its lack of autonomy, as it operates under the control of the Central Government, which may influence its investigations.
- There are concerns that the CBI is sometimes used for political purposes, with some investigations being dropped or delayed under political pressure.
- The limited resources and heavy workload also restrict its ability to handle the growing number of corruption cases efficiently.

► Limitation

- **Enforcement Directorate (ED):**

The Enforcement Directorate (ED) is a specialised financial investigation agency in India, primarily responsible for enforcing laws related to economic offences, including money laundering, foreign exchange violations, and other financial crimes. It plays a significant role in the fight against corruption, especially in cases involving illicit wealth accumulation and financial mismanagement.

► Evolution and Structure

The Enforcement Directorate was established in 1956 under the Foreign Exchange Regulation Act (FERA), 1947. Its mandate was expanded in 2002 with the enactment of the Prevention of Money Laundering Act (PMLA), which gave it broader powers to investigate and enforce laws related to money laundering and financial crimes. The ED is a part of the Department of Revenue under the Ministry of Finance, and its head is the Director of Enforcement, who is appointed by the Government of India. The ED operates through a network of regional offices, with its headquarters located in New Delhi.

Duties and Powers:

- **Investigation of Money Laundering:** Under the PMLA, the ED is empowered to investigate cases involving the concealment of proceeds from crime, including corruption-related offences. This includes tracing and attaching

► Key Duties

properties acquired through corrupt practices or other illegal means.

- **Attachment of Assets:** The ED has the authority to attach property and assets that are believed to be the proceeds of crime. It can seize movable and immovable assets linked to money laundering activities and corrupt practices.
- **Prosecution of Financial Crimes:** After investigation, the ED can file charges in court for money laundering, and it plays a key role in the prosecution of those found guilty of financial crimes.
- **Coordination with Other Agencies:** The ED works closely with other agencies such as the Central Bureau of Investigation (CBI), Income Tax Department, Directorate of Revenue Intelligence (DRI), and Interpol to trace the financial trail of corruption and illicit wealth.
- **International Cooperation:** The ED has the authority to cooperate with foreign governments and agencies to track down cross-border money laundering activities, assisting in repatriating assets that have been moved abroad.

Role in Anti-Corruption:

The ED plays a pivotal role in combating corruption by:

- **Tracing Black Money:** It investigates financial transactions and structures used by corrupt public servants to hide illicit wealth, helping to expose the proceeds of corruption.
- **Forfeiting Corrupt Gains:** The ED's power to attach and seize assets linked to corruption acts as a deterrent against illegal accumulation of wealth.
- **Strengthening Financial Accountability:** By investigating financial crimes, the ED ensures that corrupt individuals cannot launder money or conceal their criminal wealth, thus maintaining integrity within the financial system.

Appointment and Term:

- The Director of Enforcement is appointed by the Central Government from a pool of senior



Indian Revenue Service (IRS) officers or other senior officers with experience in enforcement and financial crimes.

- The term of the Director is typically 2 years, with the possibility of an extension.

Limitations and Criticism:

- The ED often faces criticisms regarding its autonomy, as it operates under the Ministry of Finance and is perceived to be influenced by political considerations.
- The bureaucratic setup and lack of resources can lead to delays in investigations and inefficiency in dealing with the large number of cases.
- The ED's focus on financial aspects may sometimes limit its ability to address broader issues of corruption, which may not always involve financial transactions.

- **Lokpal**

► Evolution

The concept of the Lokpal was first proposed in around 1963. Over the years, this idea gained support, especially during the 1970s and 1980s, due to rising concerns over corruption in public offices. The Lokpal and Lokayuktas Act, 2013 was enacted to establish the Lokpal as an independent body to address corruption at the central level.

► Nature and Structure

The Lokpal is an independent statutory body at the central level, designed to investigate complaints against public officials, including the Prime Minister, ministers, MPs, and government employees. It is a multi-member body, consisting of a Chairperson and members appointed by a selection committee.

The selection committee includes:

- Prime Minister
- Speaker of the Lok Sabha
- Leader of the Opposition in the Lok Sabha
- Chief Justice of India
- An eminent jurist

The Lokpal can have up to 8 members, with at least 50% of the members being from the judiciary or having experience in governance, law, or public administration.

Duties and Powers:

- **Investigation:** The Lokpal has the authority to investigate complaints of corruption against public servants, including the Prime Minister (except in specific matters).
- **Prosecution:** It can recommend prosecution and disciplinary actions against the accused.
- **Complaint Handling:** The Lokpal accepts complaints from any individual against public servants, including MPs and ministers.
- **Asset Seizure:** It has powers to attach properties acquired through corrupt means and recommend actions to recover such assets.

The role of the Lokpal is to act as an independent body overseeing corruption-related complaints and ensuring accountability and transparency in the functioning of the central government. It helps restore public trust by ensuring that public servants are held accountable for corruption.

Appointment and Term:

- **Appointment:** The Lokpal is appointed by a selection committee, which includes the Prime Minister, Speaker of the Lok Sabha, Leader of the Opposition, Chief Justice of India, and an eminent jurist.
- **Term:** The term of the Chairperson and members of the Lokpal is 5 years or until the age of 70, whichever is earlier. Members are eligible for reappointment for one more term.

- **Lokayukta**

The concept of the Lokayukta emerged after the creation of the Lokpal at the central level. Lokayuktas are the state-level counterparts of the Lokpal, designed to address complaints of corruption in state government offices. The idea was first proposed in 1966 and has been adopted by most states in India, with some states creating their own Lokayukta laws.

► Evolution

► Nature and Structure

The Lokayukta is an independent body at the state level, formed to investigate complaints of corruption in state government departments, including public servants and elected officials such as the Chief Minister, ministers, and legislators. The structure of the Lokayukta varies across states, but it generally mirrors



the Lokpal at the national level.

- **Chairperson:** A retired judge of a high court or a person with experience in public administration or law.
- **Members:** The Lokayukta consists of members who may include retired judges, civil servants, or experts in governance.

Duties and Powers:

- **Investigation:** The Lokayukta investigates allegations of corruption in state government offices, public servants, and elected officials.
- **Prosecution and Action:** It can recommend disciplinary action or prosecution of the accused public servants and officials.
- **Complaint Handling:** Similar to the Lokpal, the Lokayukta accepts complaints of corruption from any individual and can initiate investigations based on these complaints.
- **Asset Attachment:** In some states, the Lokayukta has powers to attach assets accumulated through corrupt means.

Role:

The primary role of the Lokayukta is to ensure that public servants and elected officials at the state level are held accountable for their actions, promoting transparency, fairness, and integrity within the state government. By addressing corruption complaints and taking necessary action, it upholds good governance.

Appointment and Term:

- **Appointment:** The Lokayukta is appointed by the Governor of the respective state, usually on the advice of a selection committee. The composition of this committee may include the Chief Minister, Leader of the Opposition, and the Speaker of the State Legislature.
- **Term:** The term of the Lokayukta is generally 5 years, or until the age of 70, whichever is earlier. The term may vary slightly depending on state-specific laws.

The Lokayukta plays a crucial role in the decentralisation of anti-corruption efforts, acting as a watchdog over state government activities and ensuring that state resources are not misused.

Summarized Overview

This unit has provided a foundational understanding of ethical issues and the importance of integrity in the functioning of civil services. It began by introducing the concept of administrative ethics, which serves as a moral compass for civil servants in their decision-making and everyday conduct. The unit emphasised the vital role of ethical principles—such as honesty, impartiality, objectivity, and commitment to public service—in ensuring that governance remains accountable, fair, and citizen-centric.

The discussion on principles of ethics in civil service highlighted how these values form the backbone of public trust and institutional credibility. The unit further explored the ethical codes and conduct rules specific to the Indian civil service, providing clarity on the behavioural expectations and professional responsibilities of civil servants under constitutional and legal frameworks.

In examining the challenges to integrity and transparency, the unit addressed issues such as corruption, political interference, and conflict of interest—factors that often weaken ethical governance. To counter these challenges, the unit outlined various mechanisms to ensure accountability, including legal provisions, institutional oversight bodies, conduct regulations, and public grievance redressal systems.

Overall, the unit encourages learners to critically engage with real-world ethical dilemmas and recognise the importance of maintaining high ethical standards in public service. By internalising these values and understanding the systems that promote ethical conduct, future administrators can contribute meaningfully to building a more transparent, responsible, and people-oriented governance system.

Self-Assessment

1. What do you understand by the term *administrative ethics*?
2. List and briefly explain at least four core ethical principles expected of a civil servant?
3. What is the meaning of integrity in civil service?
4. What does the term “accountability” mean in the context of civil service?
5. Name any two mechanisms used in India to ensure accountability in the civil services.
6. Name any one core ethical principle in civil services.
7. What is the role of the CVC?



8. What is the difference between integrity and neutrality in civil services?
9. Mention two key challenges to integrity in Indian administration
10. Explain how political interference can erode administrative ethics.

Assignments

1. Define administrative ethics. How does it contribute to strengthening good governance in India?
2. Discuss the core principles of ethics in civil service. Illustrate their relevance in the Indian administrative context.
3. Critically evaluate the importance of integrity in public service. What are the consequences of its absence?
4. What role do institutional mechanisms like the Central Vigilance Commission and Lokpal play in promoting ethical governance? Assess their effectiveness.

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Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.

SGOU



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UNIT 2

Gender and Civil Service

Learning Outcomes

Upon completion of the unit, the learners will be able to:

- ▶ explain the current status of gender representation in the Indian civil services
- ▶ identify and discuss the institutional, social, and administrative challenges commonly experienced by women officers at various levels of public administration
- ▶ evaluate key government initiatives, such as reservation policies, training programmes, and support systems, designed to improve gender equity in civil services

Background

When Ira Singhal topped the UPSC Civil Services Examination in 2014, it wasn't just a personal victory: it was a powerful statement about breaking barriers in Indian bureaucracy. As a woman and a person with physical challenges, her achievement symbolised the evolving face of India's civil services, which men have long dominated. Stories like hers are inspiring, but they also bring into focus a deeper and more complex issue: gender representation and equity in public administration.

The Indian civil services are one of the most prestigious and influential instruments of governance. They play an important role in policy execution, public service delivery, and maintaining law and order in a democratic society. Given their wide-reaching influence, it is essential that they represent the diversity of the population they serve. Women make up nearly half of India's population, yet they continue to be underrepresented in the higher echelons of administrative structures. This underrepresentation is not due to a lack of capability or interest. Instead, it reflects the deep-rooted social norms, gender stereotypes, and institutional barriers that women encounter both before and after



entering public service. Female officers often find themselves balancing the demands of a bureaucratic career with family responsibilities, facing subtle biases in postings and promotions, or working in environments that are not always supportive or safe.

Imagine a young woman officer posted in a remote district, where resources are limited and social attitudes are conservative. Apart from managing the usual administrative duties, she may face resistance simply for being a woman in authority. Her male counterparts might not encounter the same scrutiny or isolation. These are not isolated incidents; they are part of the lived realities of many women in administration.

Recognising these challenges, the government and civil society have introduced a range of initiatives to promote gender equity. From gender sensitisation training in service academies to policies on maternity leave, flexible postings, and the Sexual Harassment of Women at Workplace Act, efforts are being made to level the playing field. Yet, the journey toward a truly gender-balanced civil service is ongoing and requires more than policy; it requires a shift in organisational culture and societal attitudes.

This unit invites learners to explore the intersections of gender and governance. Through data analysis and critical discussions, learners will examine the current state of women's participation in civil services, the structural and social challenges they face, and the reforms that seek to address them. More importantly, the unit encourages learners to think constructively about what a more inclusive and equitable administrative system might look like, and how we can work toward achieving it.

Keywords

Representative bureaucracy, Gender-sensitive environments, Cultural resistance, Gender equity, Public service delivery

Discussion

► Means of strengthening the legitimacy and effectiveness of democratic institutions

3.2.1 Introduction to Gender and Civil Service

In contemporary public administration, the issue of gender inclusion in civil services has emerged as a significant area of concern and reform. As societies worldwide strive toward equity, justice, and responsive governance, the representation of all genders in the administrative framework becomes crucial, not only as a matter of fairness but also as a means of strengthening the legitimacy and effectiveness of democratic institutions. Civil services, as instruments of governance,

must reflect the diversity of the populations they serve. Yet, historically, they have mirrored existing societal inequalities, particularly concerning gender. The inclusion of women and the dismantling of gender-based barriers in the civil service are essential for building an administration that is both equitable and responsive.

Historical Overview of Gender in Civil Services

► Colonial Legacy and Male Dominance

In India, the civil services have their roots in the colonial administrative apparatus, which was designed to serve imperial interests and remained largely inaccessible to women. For decades after Independence, the civil services continued to be dominated by men, with women's participation largely confined to subordinate roles in sectors traditionally viewed as extensions of women's domestic responsibilities such as health, education, and social welfare.

► Slow Progress in Representation

It was not until the mid-20th century that women began to enter elite services such as the Indian Administrative Service (IAS) and Indian Police Service (IPS). However, even today, their representation in senior leadership and decision-making roles remains limited, highlighting the persistence of structural barriers.

► Understanding Gender as a Social Construct

Gender is not merely a biological distinction but a social and cultural construct that defines expected roles, behaviours, and attributes of individuals based on their sex. These socially defined roles shape personal aspirations, professional opportunities, and institutional dynamics. In civil services, gender roles intersect with workplace norms, cultural expectations, and policy frameworks, often producing discriminatory outcomes. Women are frequently perceived as less capable of handling administrative challenges, particularly in areas like law enforcement, finance, or district-level governance. Such biases limit their career growth and influence within the system.

Representative Bureaucracy

► Demographically mirror the societies

The concept of representative bureaucracy provides a useful lens to understand the importance of gender diversity in civil services. This theory posits that public institutions should demographically mirror the societies they serve, both to enhance legitimacy and to improve responsiveness.

- Passive representation refers to the presence of women in administrative roles.



- Active representation involves the ability and willingness of female officials to advocate for and influence policies that address gender-specific concerns.

Studies suggest that when women are adequately represented, they are more likely to champion causes such as maternal health, gender-based violence prevention, and equitable access to services, thus contributing to inclusive governance.

Importance of Gender Diversity in Civil Services

► Reflecting Societal Diversity

As women constitute nearly half of the population, their inclusion in civil services ensures that governance structures reflect the true composition of society. This is fundamental to democratic accountability.

► Improving Policy Outcomes

Female civil servants often bring perspectives grounded in their lived experiences. Their engagement in policy design and implementation has been shown to improve outcomes in areas like women's education, child welfare, reproductive health, and social safety nets.

► Transforming Institutional Culture

The presence of women contributes to creating inclusive and empathetic work environments. Female leadership often prioritises gender-sensitive reforms such as flexible work arrangements, childcare support, and mechanisms to address workplace harassment.

Challenges to Gender Equality in Civil Services

Despite affirmative action policies and constitutional guarantees, women continue to face multiple barriers:

Socio-Cultural Norms

Deep-rooted patriarchal attitudes often discourage women from pursuing careers in public service or from aspiring to leadership roles. Domestic responsibilities and societal expectations often restrict their mobility and professional growth.

Institutional Barriers

Recruitment and promotion systems may not adequately accommodate women's life cycles (such as childbirth, maternity leave, etc.) or challenges. Unconscious bias in performance evaluations, exclusion from informal networks, and male-centric workplace cultures hinder equal participation.

Policy Gaps and Implementation Failures

Although policies promoting gender equality exist, their poor implementation dilutes their impact. For instance, guidelines on preventing sexual harassment may be present but under-enforced, and gender sensitisation may be tokenistic rather than transformative.

Recent Initiatives and Positive Trends

India has taken several steps to promote gender inclusion in public administration:

- **Reservation Policies:** Introduction of quotas for women in local governance (Panchayati Raj Institutions) has empowered many women at the grassroots level.
- **Gender Budgeting:** Government departments are encouraged to allocate budgets specifically for gender-based programmes.
- **Sensitisation and Training:** Institutions like LBSNAA and state training academies now include gender-sensitisation modules to foster inclusive mindsets.
- **Legal Frameworks:** Laws like the POSH Act, 2013 aim to provide a safer working environment for women.

These initiatives, while valuable, require sustained political will, monitoring, and cultural change to yield long-term benefits.

3.2.2 Gender Representation in Civil Services

The presence of women in civil service has become an essential measure of democratic values and administrative responsiveness. Beyond the question of fairness, gender representation in public institutions is increasingly seen as a vital tool for advancing inclusive governance. It is no longer sufficient to address gender concerns through policy alone; what matters equally is who formulates and implements these policies.

Research indicates that increased representation of women in administrative roles can contribute to more gender-sensitive environments within public institutions. Female bureaucrats often act as catalysts for developing inclusive workplace practices, challenging existing biases, and fostering a supportive environment for other women. Moreover, their presence can influence broader social norms and institutional cultures, gradually reducing barriers to women's participation in public life.

► Challenges and initiatives

► Tool for inclusive governance

► Gender-sensitive environments



► More than achieving numerical parity

Thus, the inclusion of women in the civil service is not merely about achieving numerical parity; it is about transforming institutions to be more responsive, equitable, and effective. The movement toward a gender-representative civil service underscores a deeper commitment to diversity management and social justice within governance frameworks.

► Limited representation

3.2.2.1 Representation of Women in the Civil Services of India

Civil services in India are integral to governance and public service delivery, yet women's presence in these institutions remains limited. Despite constitutional provisions guaranteeing equality, women's participation in civil services continues to reflect historical underrepresentation. Women entering the Indian Civil Services before independence was rare. Yet, even today, their visibility in the services is modest. According to the 2011 data, although women make up around 48.5% of the total population, they represent only around 25.5% of the workforce, and even lower, at 15%, in senior civil service roles.

Women in Civil Services by Cadre (2015)

Service	Representation of women (%)
Indian Postal Service	23.0
Indian Audit & Accounts	18.3
Indian Administrative Service (IAS)	12.0
Indian Police Service (IPS)	5.6
Indian Forest Service (IFoS)	Lowest

Source: Department of Personnel and Training (DoPT), Government of India Table 3.2.1

Women in the Indian Administrative Services at Higher Administrative Grade (HAG)

The Indian Administrative Service (IAS) is one of the most prestigious civil services in the country. Although the service formally opened its doors to women in 1972 by removing discriminatory rules, de facto barriers continue to restrict their advancement. As of 2016, only 15 out of 95 secretaries (15.7%) in various ministries at the Union level were women. Further, positions of significant influence, such as those in the Prime Minister's Office (PMO) and Cabinet Secretariat, remain male-dominated.

Women in Senior IAS Positions (as of 01.08.2016)

Designation	Total Officers	Women	% of Women
Secretary (President)	2	1	50.0
Secretary in PMO	3	0	0.0
Cabinet Secretariat	5	0	0.0
Secretaries in Union Ministries	85	14	16.4
Chief Secretaries in States/ UTs	36	2	5.5

Source: DoPT, Ministry of Personnel, Public Grievances and Pensions, GOI Table 3.2.2

Women are typically confined to stereotypically “feminine” departments such as education, health, and social welfare, reflecting societal perceptions of their “innate” roles as caregivers. Strategic ministries such as finance, defence, and home affairs largely exclude women at the top level, creating a persistent “glass ceiling.”

India’s First Woman IAS Officer: Anna Rajam Malhotra



Anna Rajam Malhotra holds the distinction of being India’s first woman to join the Indian Administrative Service (IAS), paving the way for generations of women in civil services. Born in Kerala, she completed her early education in Kozhikode and later earned a degree in English literature from the University of Madras. In 1951, during a time when few women pursued careers in governance, Anna Rajam cleared the civil services examination. Though she was initially encouraged to join the Indian Foreign Service, she was determined to enter the IAS—a decision that faced significant resistance due to prevailing societal norms and institutional biases against women in administrative positions. Nonetheless, she persisted and was appointed

as the Sub-Collector of Tirupattur in the then Madras State, under the leadership of Chief Minister C. Rajagopalachari.

Throughout her career, Anna Rajam Malhotra held several key administrative roles. She served as Deputy Secretary in the Department of Revenue and as Additional Secretary in the Ministry of Agriculture. One of her most significant contributions was as Chairperson of the Nhava Sheva Port Trust, where she led the development of India's first computerized port in Mumbai. Her leadership and administrative acumen were also instrumental in the successful organization of the 1982 Asian Games.

She worked closely with two Prime Ministers and seven Chief Ministers of Tamil Nadu, gaining recognition for her commitment, efficiency, and quiet strength. In 1989, she was awarded the Padma Bhushan, one of India's highest civilian honors, for her outstanding service in public administration.

Anna Rajam Malhotra passed away in September 2018 at the age of 91. Her career remains a powerful example of courage, professionalism, and dedication. As the first woman in the IAS, she not only broke gender barriers but also inspired countless women to pursue leadership roles in governance and public service.

Women in the Indian Police Services (IPS)

The IPS, traditionally a male-dominated domain, exhibits stark gender disparity. Although the first woman joined the Travancore Royal Police in 1933, regular recruitment of women began only post-independence. As of 2015, women made up only 6.4% of the total police force in India. Despite state-level efforts to implement 33% reservation for women at the entry level, their representation in senior ranks remains poor. Cultural resistance, irregular working hours, and lack of support systems contribute to attrition and underrepresentation.

3.2.2.2 Changing Aspects of Women in Civil Services in India

The participation of women in Indian civil services has

► Evolving space for women

undergone a significant transformation over the decades, reflecting broader social changes and the ongoing struggle for gender equity in public administration. Initially, the Indian Civil Service was an exclusive male domain, both in colonial and early post-independence periods. Although the Constitution of India guaranteed equal opportunities in public employment, practical barriers continued to restrict women's participation. For example, until the early 1970s, service rules allowed the government to demand the resignation of a woman officer after marriage on grounds of efficiency. This regulation was eventually abolished due to pressure from women's rights advocates and parliamentarians, paving the way for more equitable conditions.

► Persistent gender disparity

Despite such legal reforms, women continue to remain underrepresented in higher administrative positions. Data from recent years reveal that women occupy only around 12 per cent of positions in the Indian Administrative Service (IAS) and about 6.4 per cent in the Indian Police Service (IPS). Even within these services, their presence is often limited to departments traditionally associated with caregiving roles, such as education, health, and social welfare, reinforcing existing gender stereotypes. Very few women are found in leadership roles in critical ministries like home, finance, and defence, and the apex positions of power, such as Chief Secretaries or Cabinet Secretaries, are still predominantly held by men. The phenomenon of the 'glass ceiling' remains evident, where women find it difficult to ascend beyond a certain hierarchical level despite equal or better qualifications.

► Barriers to women's advancement

Multiple factors contribute to the limited presence of women in civil services. Personal constraints, such as family responsibilities, societal expectations regarding marriage and motherhood, and unequal access to educational opportunities, often influence women's career decisions. Organisational barriers, including male-dominated decision-making structures, informal networks that exclude women, and the lack of mentoring opportunities, further hinder women's progress. Institutional and cultural biases, including the perception that leadership is a male attribute, continue to affect recruitment, postings, and promotions.

Nevertheless, several positive developments are also shaping the changing landscape of women's representation in civil services. The theory of representative bureaucracy suggests that a civil service that mirrors the demographic composition

► Gains from women's inclusion

of society is more likely to produce inclusive and responsive governance. Research shows that even passive representation, having more women present in bureaucratic positions, can lead to symbolic and substantive benefits. Women civil servants often bring empathetic perspectives and a deeper understanding of the challenges faced by women in society. Their presence has been linked to the formulation and implementation of gender-sensitive policies, increased responsiveness to issues like domestic violence and sexual harassment, and improvements in service delivery in sectors like education and health.

► Women leaders inspire inclusion

Moreover, when women hold leadership positions, they tend to advocate for more inclusive and fair workplace practices, benefiting other women within the organisation. They act as role models and mentors, encouraging younger women to aspire to civil service careers. Female representation also helps in creating work environments that are more sensitive to the needs of women employees, such as policies on maternity leave, childcare, and workplace safety. Inclusive work cultures have been shown to reduce perceptions of discrimination and increase job satisfaction and organisational commitment among women.

► Policy push for inclusion

Government policies such as gender reservations in police recruitment and gender sensitisation in training institutions like LBSNAA have started to show results. The presence of women in top positions, though still limited, has inspired greater societal acceptance and support for women in leadership roles. Media coverage, academic research, and civil society efforts have further highlighted the contributions of women officers, encouraging a slow but meaningful cultural shift.

► Towards gender-equitable governance

In conclusion, while the journey toward gender parity in civil services is far from complete, the presence of women in Indian public administration is gradually increasing and evolving. Women are no longer just passive participants but are actively shaping the administrative landscape through their leadership, empathy, and commitment. To sustain and strengthen this trend, continuous efforts are required to dismantle systemic barriers, create supportive institutional frameworks, and promote a culture that values diversity and inclusion. Enhancing women's representation in civil services is not only a matter of equity but also a strategic imperative for better governance and social progress.

Other key developments in gender representation in civil services can be listed as:

a. Legal and Policy Reforms:

- Abolition of discriminatory service rules (e.g., the 1954 rule allowing dismissal of married women).
- Gender parity formally introduced in 1972.
- Policies supporting gender reservations in recruitment, especially in police services.

b. Increased Representation:

- Though still low, there has been a gradual increase in women's entry into IAS and IPS.
- More women appearing in and topping the UPSC Civil Services Examination in recent years.

c. Substantive Contributions:

- Women officers are contributing to gender-sensitive policymaking, especially in areas like health, education, and social welfare.
- Female police officers have increased the number of arrests and reporting in domestic violence and sexual assault cases.

► Positive Developments

d. Empathetic and Inclusive Leadership:

- Women in leadership roles tend to promote diversity, fairness, and empathetic workplace practices.
- Female civil servants serve as role models and mentors, encouraging younger women.

e. Organizational Improvements:

- Enhanced workplace inclusion and support systems like maternity leave and childcare facilities.
- Positive impact of diversity management and inclusive culture in civil service institutions.

f. Changing Attitudes and Societal Impact:

- Female participation in civil services challenges gender stereotypes.
- Visibility of successful women officers in media and public discourse is reshaping perceptions.

g. Performance and Governance:

- Studies (e.g., by UNDP and McKinsey) show a positive



correlation between female participation in public administration and improved service delivery, economic performance, and gender equality in society.

3.2.3 Challenges Faced by Women in Administration

Despite progress in gender representation, women in public administration continue to face several interconnected challenges that affect their participation, performance, and career advancement. These barriers emerge from deeply rooted social norms, institutional limitations, and structural inequalities that span all levels of administration.

a. Social and Cultural Barriers

In Indian society, traditional gender roles continue to shape expectations about what women should or should not do. Many people still believe that a woman's primary duty lies in caregiving and managing household responsibilities. As a result:

- Families may discourage women from joining or continuing in public service.
- Long work hours, frequent transfers, and field postings are often considered unsuitable for women.
- Societal definitions of the "ideal woman" often clash with professional ambition.

Such beliefs reduce not only the number of women who enter public administration but also the extent to which they can thrive in their roles.

b. Institutional Challenges

Administrative systems are often designed without taking into account the specific needs and realities of women. This leads to several institutional-level problems:

- Gender bias in recruitment and promotion: Even with equal qualifications, women may be overlooked for leadership roles.
- Lack of gender-sensitive policies: Many organisations do not offer flexible work hours, parental leave, or support for dual-career couples.
- Inadequate facilities: The absence of safe

transportation, on-site childcare, and women-friendly infrastructure limits accessibility.

- Workplace harassment and discrimination: Women may face harassment, be given fewer field assignments, or be sidelined in decision-making.

These gaps create an environment where women struggle not only to enter administrative services but also to stay and grow within them.

c. Lack of Role Models and Mentorship

There are relatively few women in top administrative roles, which leads to a shortage of mentors for new or aspiring women officers. This has several consequences:

- Young women may feel discouraged from pursuing a career in civil services.
- Without guidance and support, new recruits find it harder to navigate challenges.
- The absence of strong female voices at the top means that gender-related issues are often overlooked in policy-making.

d. Organisational and Structural Limitations

Women often work in environments that are male-dominated and lack inclusive practices. Structural barriers include:

- Male-dominated workplaces: Women may be the only female officer in a department, leading to exclusion or underrepresentation in decision-making.
- Lack of support systems: Few government offices have crèches, childcare support, or flexible scheduling.
- Tokenism: In some cases, women are appointed just to show diversity but are not given real responsibilities or leadership opportunities.

This not only limits their professional growth but also leads to dissatisfaction and burnout.

e. Cultural Norms and Gender Expectations

Cultural attitudes continue to associate leadership with masculinity. As a result:



- Women’s authority may be questioned by colleagues and the public.
- They often carry the dual burden of administrative duties and domestic responsibilities.
- Safety concerns and lack of secure accommodation or transportation often discourage women from accepting field assignments or rural postings.

These limitations reduce their exposure to diverse administrative experiences, which are critical for career advancement.

f. Psychological and Career-Related Challenges

The emotional and mental toll of working in an unequal system adds another layer of difficulty:

- **Work-life imbalance:** Managing both work and home can lead to stress and burnout.
- **Lack of Networking Opportunities:** Women may be excluded from informal networks, which are important for career growth.
- **Unfair Evaluations:** Gender stereotypes can affect performance reviews, promotions, and access to prestigious postings.

These issues affect women’s confidence, visibility, and progression in the administrative hierarchy.

► Challenges that affect participation, performance, and career advancement.

g. Personal and Educational Factors

Personal background and early socialisation also play a role:

- From a young age, many girls are taught to prioritise marriage and caregiving over careers.
- Girls in rural or conservative families may lack access to quality education or encouragement to pursue competitive exams.
- This leads to a gender gap in literacy and higher education, reducing the pool of women eligible for civil service roles.

The challenges faced by women in administration are multi-dimensional. They are not limited to the workplace but are deeply rooted in societal beliefs, organisational structures, and cultural norms. Even as more women succeed in civil service exams, they must navigate systems that often do not support or recognise their full potential.

3.2.4 Initiatives to Promote Gender Equity in Public Administration

Promoting gender equity in public administration is not merely a question of justice; it is central to good governance, inclusive development, and effective public service delivery. Recognising this, the Government of India has initiated several programs, policies, and legal reforms aimed at bridging gender disparities and ensuring that women participate fully and equally in public life.

Beti Bachao, Beti Padhao (BBBP)

Among the flagship programs, the Beti Bachao, Beti Padhao (BBBP) campaign has played a significant role in addressing female foeticide and promoting girls' education. This initiative has helped shift public discourse toward valuing the girl child and ensuring their right to education and survival. A direct result has been the improvement in the Sex Ratio at Birth, from 918 to 937 according to the NFHS-5 (National Family Health Survey).

One Stop Centres (OSCs) and Women's Helplines

The One Stop Centres (OSCs) have provided critical support to women affected by violence, offering integrated services such as medical care, legal aid, psychological counselling, and temporary shelter. More than 5.4 lakh women have been supported through OSCs as of 2023. Complementing these are 24/7 helplines and the Himmat mobile application, enhancing women's safety in public and private spaces.

Economic Empowerment and Entrepreneurship Support

In the economic sphere, initiatives like Mahila E-Haat, Skill India, Startup India and the Women Entrepreneurship Platform have promoted women's financial independence by supporting them in entrepreneurship and skill development.

Sukanya Samridhi Yojana and PMMVY

Schemes such as Sukanya Samridhi Yojana and Pradhan Mantri Matru Vandana Yojana (PMMVY) have helped secure the future of girl children and improved maternal health outcomes by offering financial and nutritional support to pregnant and lactating women.

► Major initiatives



Mahila Shakti Kendras (MSKs) and SWADHAR Greh

To bring services closer to women, the government launched Mahila Shakti Kendras (MSKs) and SWADHAR Greh programs, ensuring access to healthcare, legal assistance, and vocational training at the grassroots level. These interventions aim to support women in distress and enable their reintegration into society with dignity and self-reliance.

STEP and National Rural Livelihoods Mission (NRLM)

The STEP (Support to Training and Employment Programme) and the National Rural Livelihoods Mission (NRLM) have focused on enhancing women's employability and economic participation. The NRLM, in particular, has helped millions of women organise into Self-Help Groups (SHGs), giving them access to financial services and collective bargaining power.

Legal Safeguards and Gender Budgeting

Importantly, legal and policy reforms have created enabling frameworks. The Sexual Harassment of Women at Workplace (Prevention, Prohibition, and Redressal) Act, 2013 stands as a critical legal safeguard. Moreover, gender budgeting, now practiced by over 40 ministries and departments, ensures that financial allocations reflect gendered needs, thus institutionalising equity in planning and resource distribution.

Gender Sensitisation and Champions Initiative

The Gender Champions initiative and reforms in school curricula have sought to sensitise young people—especially boys—to gender equality, fostering a culture of mutual respect.

Women in STEM and Leadership Programs

Programs to encourage women's leadership in science and governance, like Vigyan Jyoti and reservations in Panchayati Raj Institutions, have resulted in greater visibility of women in decision-making roles, setting examples for future generations.

Improved Access and Autonomy

Data from NFHS-5 shows encouraging trends: more than 78% of women now operate their own bank accounts, nearly half own mobile phones, and 88.7% report involvement in household decision-making. These indicators reflect growing autonomy and changing societal attitudes.

Yet, the road ahead remains challenging. As per the Global Gender Gap Report 2022, India ranks 135th out of 146 countries, showing that structural inequalities still persist, especially in political representation and economic participation. Only about 13% of parliamentary seats are occupied by women, and their labour force participation is just 22% compared to 78% for men.

Summarized Overview

This unit has explored the vital and evolving role of gender in India's civil service system. It highlighted how women's representation in public administration has increased over the years, yet remains limited, particularly in decision-making and leadership roles. While there has been notable progress reflected in the growing number of women qualifying for services like the IAS and IPS gender parity, especially in higher ranks, remains a work in progress.

The unit examined the multiple challenges women continue to face within the system, including societal expectations, work-life balance pressures, gender-based discrimination, limited access to mentorship, and unequal opportunities for promotions and postings. These barriers are often compounded in rural or conservative regions, where the presence of women in authority may still be socially resisted. At the same time, the unit showcased important initiatives and reforms aimed at addressing these inequalities. Government measures such as reservation policies, institutional support systems, gender sensitisation programs, and workplace safety laws are efforts to make the administrative system more inclusive and supportive. More importantly, the unit encourages critical reflection on how public administration can become a vehicle for social change by promoting gender equality within its own ranks. As future scholars and practitioners of public administration, learners are now better equipped to contribute to building a more balanced, fair, and gender-sensitive bureaucracy.

Self-Assessment

1. What do you understand by gender representation in civil services? Why is it important in a democratic society?
2. How has the participation of women in Indian civil services changed over the years?
3. List any two challenges faced by women in civil services.
4. Name any two initiatives introduced to support women in public administration
5. What is meant by 'representative bureaucracy'?



6. What does ‘glass ceiling’ refer to in the context of gender equity?
7. How does institutional culture impact women’s participation in administration?
8. What is the significance of gender budgeting?

Assignments

1. Discuss the trends in gender representation in Indian civil services over the past three decades. What factors have contributed to the changes?
2. Examine the major challenges faced by women officers in civil services, especially in rural or conservative regions. Support your answer with real-life examples.
3. “Representation of women in civil services is essential for inclusive governance.” Comment with reference to current statistics and administrative practices.

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Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.

SGOU



UNIT 3

Civil Service Reforms

Learning Outcomes

Upon completion of the unit, the learner will be able to:

- ▶ explain the significance and need for civil service reforms
- ▶ identify and describe the key objectives of civil service reform initiatives undertaken in India
- ▶ analyse the major reform measures introduced in India
- ▶ critically assess the impact of reform efforts on improving efficiency, transparency, and accountability in the Indian bureaucracy

Background

The Indian civil service, though shaped by its 19th-century origins, has undergone significant evolution but still struggles to fully meet the complex demands of a 21st-century democracy. While the bureaucracy has been the backbone of governance since independence, ensuring stability, continuity, and policy implementation, it has also been criticised for being slow, rigid, and at times, disconnected from the evolving needs of the people it serves. This is where the story of civil service reforms begins. Civil service reforms are not just about changing rules or reshuffling departments. In fact, they represent a deeper shift in how governance works. These reforms aim to make the bureaucracy more transparent, efficient, accountable, and responsive to citizens. At their core, they seek to transform public service from a process-heavy system into a purpose-driven one, where outcomes matter more than procedures.

This unit opens with an introduction to the meaning and scope of administrative reforms, before diving into the specific need for civil service reforms in India. It highlights why reform is no longer a choice, but a necessity driven by rising citizen expectations, digital transformation, and the demands of inclusive and sustainable development. We explore landmark initiatives such as the First and Second Administrative Reforms Commissions, which provided comprehensive recommendations on everything from recruitment and training to ethics and accountability. We also examine contemporary

reforms like Mission Karmayogi, which marks a paradigm shift by focusing on building the capacities and behavioural skills of civil servants through continuous learning.

Of course, no reform journey is without its hurdles. Resistance from within the system, political pressures, and lack of coordination often slow down or dilute reform efforts. Understanding these challenges is as important as understanding the reforms themselves. Through this unit, learners will gain a holistic view of how civil services in India are evolving, and why these changes matter not just for administrators, but for every citizen. By critically engaging with reform initiatives and their impact, students will be better prepared to imagine and build a public administration system that truly serves the people.

Keywords

Administrative reform, Capacity Building, Professionalism, Transparency, Disciplinary procedures, Performance assessment mechanisms

Discussion

3.3.1 Administrative Reforms: Meaning and Definitions

Administrative reform refers to the process of bringing improvements to the machinery and functioning of government administration. At its core, it is closely linked to the concept of change and innovation within the administrative system. To understand administrative reform properly, we must first examine its nature. Next, we need to consider the external and internal conditions that give rise to the need for reforms. Reform strategies also vary depending on the administrative challenges being faced. Finally, one of the most difficult stages in the reform process is implementation, often more challenging than simply making recommendations. Administrative reform is not a one-time event but a continuous and evolving process. It must adapt to the changing needs of society and governance. Elements such as reform, innovation, and reorganisation are naturally embedded in administrative development. According to Dwight Waldo and other scholars, one of the key goals of administrative reform is to improve the effectiveness of public organisations.

► Reform as ongoing innovation

Renowned scholar Mosher outlined four main objectives for organisational reform:



► Objectives for organisational reform

1. Modifying public policies and programmes,
2. Enhancing administrative efficiency,
3. Resolving personnel-related challenges, and
4. Responding to external pressures on the organisation. Among these, improving the effectiveness of administration is often seen as the most comprehensive aim.

Paul Appleby classified administrative changes into two categories:

- Constant Change, which refers to gradual and ongoing adjustments made in response to evolving circumstances, and
- Episodic Change, which involves larger-scale transformations and is often referred to as 'reorganisation'. These changes are more extensive and are usually carried out when major reforms in governance structures are necessary.

While terms like *administrative reform*, *administrative change*, and *administrative reorganisation* are often used interchangeably, they carry slightly different meanings. For instance:

- Reform usually implies removing inefficiencies or corrupt practices from the existing system.
- Reorganisation involves restructuring administrative processes to better meet new demands.
- Change refers more broadly to any adjustment made to align administration with current socio-economic or ideological needs.

► Administrative reform and administrative development

It is also important to distinguish between administrative reform and administrative development. Scholar Fred Riggs defines administrative development as the growing ability of administrative systems to make informed choices and take deliberate actions that can positively influence the environment. In contrast, administrative reform focuses more specifically on modifying structures and processes within administration.

From a modern perspective, administrative reform can be seen as part of a larger rationalisation effort that gained momentum with the rise of bureaucratic systems. According to Gerald E. Caiden, administrative reform involves the deliberate initiation

► Reform as deliberate change

of change within administrative structures, often in the face of resistance. John Montgomery views administrative reform as a political process aimed at reshaping relationships within the bureaucracy or between the bureaucracy and the wider society, with the goal of improving how public services function.

► Purposeful change for improvement

In essence, administrative reform covers a wide range of activities, from sweeping structural changes in government to smaller improvements in the functioning of individual departments or ministries. Its broader aim is to strengthen values such as transparency, accountability, decentralisation, ethical conduct, and citizen satisfaction in public administration. However, it is important to note that not every change qualifies as a reform. Reforms are usually evaluative and purposeful, aimed at achieving specific improvements rather than change for its own sake.

3.3.2 Introduction to Civil Service Reforms

Meaning and Scope of Civil Service Reforms

► Civil service in history

Civil service refers to the cadre of public officials engaged in non-political and non-judicial government roles. These officials form the administrative machinery that ensures the execution of government policies and programmes. The idea of civil service is not new to India. In ancient times, during the Mauryan period, officials like *adhyakshas* and *rajukas* were appointed based on merit (not purely based on merit; loyalty and royal favour also played a role in the appointment), with strict qualifications as mentioned in Kautilya's *Arthashastra*. Over time, especially during British rule, civil service evolved into a more structured institution with the creation of the Indian Civil Services (ICS), which were designed to maintain administrative continuity across India's vast and diverse regions. Post-independence, the civil service continued to function as the 'steel frame' of Indian administration, expected to provide stability and governance irrespective of the political climate.

Civil service reforms involve purposeful interventions by the government to improve the capacity, accountability, efficiency, and service orientation of the bureaucracy. These reforms are comprehensive and aim at institutional, procedural, and ethical transformation within civil services to align them with democratic governance and developmental priorities.

Evolution and Significance of Reforms

► Keep pace with societal changes and rising public expectations

Civil service in India has historically been a cornerstone of governance, providing consistency and a strong administrative foundation. While it played a key role in post-independence nation-building and socio-economic planning, over time, it became increasingly evident that the system was not keeping pace with societal changes and rising public expectations. Despite its resilience, the civil service has often been criticised for being static and resistant to change. Issues such as bureaucratic inertia, lack of innovation, and failure to deliver citizen-centric services began to surface prominently. Reform became necessary not only to improve administrative performance but also to make governance more participatory, transparent, and efficient.

The importance of civil service reform lies in its potential to bridge the gap between policy intent and implementation. A reformed civil service is crucial for enhancing policy formulation, ensuring timely service delivery, maintaining public trust, and achieving national development goals.

Components of Civil Service Reforms

Civil Service Reforms aim to make the administrative machinery more efficient, accountable, and responsive to public needs. The core components of these reforms include:

a. Size and Structure of Government

Over time, the government has expanded by increasing ministries and departments, often driven by political considerations rather than administrative efficiency. This expansion has led to redundancy, coordination issues, and weakened implementation capacity. Reforms must focus on “rightsizing” the civil service—streamlining roles, avoiding duplication, and ensuring optimal use of human resources.

b. Recruitment

Although India has a merit-based recruitment system through the UPSC, biases and political influence still affect the system. There is a growing need for lateral entry, inclusion of specialists, and testing for modern competencies like technology, human rights, and managerial ability. Recruitment should be based on transparent, meritocratic, and inclusive procedures.

c. Capacity Building and Human Resource Development

Training institutions must regularly update content to meet new technological and social demands. Human resource systems should emphasise merit-based promotions, work environment improvements, and gender inclusivity. Encouraging cross-sector mobility and continuous skill enhancement is essential.

d. Performance and Promotion

The current Annual Confidential Report (ACR) system is outdated, non-transparent, and ineffective. Performance appraisals must become more objective, feedback-oriented, and tailored to departmental goals. A civil service board (CSB) can help delink promotions from political interference.

e. Professionalism and Modernity

Reforms should strengthen the neutrality, objectivity, and integrity of civil servants. Civil servants should act as advisors and policy contributors, not just executors. Promotion of e-governance, domain expertise, and research-based skills is critical to ensuring professionalism.

► Core components of reforms

f. Accountability

Greater transparency, service charters, grievance redress systems, and use of technology are vital for accountability. Legal frameworks like the Right to Information Act, code of conduct, and whistleblower protection are key enablers. Accountability should be enforced through managerial, financial, legal, and public mechanisms.

3.3.3 Importance and Objectives of Civil Service Reforms

The overarching goal of civil service reform is to transform the bureaucracy into a dynamic, professional, and accountable institution that serves the public effectively. The key objectives include:

- Enhancing administrative efficiency: Reforms aim to simplify processes, modernise systems, and eliminate red tape to make governance responsive and effective.
- Ensuring accountability and transparency: Establishing mechanisms such as performance appraisals, Right to Information (RTI), and citizen charters helps monitor bureaucratic actions and fosters openness.



► Key objectives

- Promoting ethical standards and integrity: Reforms also emphasise the importance of values like neutrality, impartiality, honesty, and public service orientation in civil servants.
- Building professionalism and competency: Capacity building through training, merit-based recruitment, and exposure to new technologies are vital aspects of reform.
- Improving service delivery: Reforms focus on citizen-centric administration that is sensitive to the needs of diverse groups, especially the marginalised.

A well-functioning civil service contributes to effective policy-making, coordination among governance institutions, and the efficient use of public resources, all of which are critical to the ideals of good governance.

Civil Service Reforms are vital for improving governance and ensuring that government institutions deliver effectively. Their importance lies in the following:

► For improving governance

- Promoting efficiency and effectiveness in public service delivery.
- Enhancing citizen satisfaction and trust in public institutions.
- Ensuring continuity and stability in governance despite political changes.
- Facilitating coordinated policymaking and institutional integration.
- Contributing to socio-economic development by aligning public administration with developmental goals.
- Fostering accountability, transparency, and rule of law.
- Strengthening the civil service's role in decentralisation, innovation, and stakeholder engagement.

A reformed civil service is not only a pillar of administration but also a driver of transformation in a modern democratic society.

► Adapting to evolving demands

In recent decades, rapid technological advancements, economic liberalisation, and increasing social awareness have significantly altered the landscape of governance. Citizens now demand faster services, greater transparency, and stronger

accountability from public institutions. The civil service, being the primary instrument of policy execution and public service delivery, must adapt to these changing demands. The idea of reform is therefore not a one-time effort but an ongoing process that responds to evolving socio-economic realities.

► Reforming for responsive governance

There is a pressing need to modernise recruitment methods, improve human resource management, ensure performance-based evaluation, and instil a culture of innovation and ethics within the civil services. Equally important is the need to reduce political interference, streamline bureaucratic structures, and foster an environment where civil servants are motivated and empowered to deliver results. Civil service reform, when effectively planned and implemented, strengthens governance and contributes directly to sustainable development and public welfare. It ensures that civil servants remain relevant, responsive, and responsible in a complex and dynamic administrative environment.

3.3.4 Key Reform Initiatives in India

3.3.4.1 Administrative Reforms Commission (1966)

► Revamp the Indian bureaucracy and make it more responsive

The First Administrative Reforms Commission (ARC) was constituted by the Government of India in 1966 under the chairmanship of Shri Morarji Desai, and later Shri K. Hanumanthaiya, to examine the entire administrative structure of the country. The aim was to revamp the Indian bureaucracy and make it more responsive, efficient, and development-oriented in the post-independence context, and the committee has submitted about 20 reports.

► Meet the needs of a modern, democratic welfare state

At that time, India was undergoing a major socio-economic transformation with the implementation of the Five-Year Plans, rising public expectations, and growing complexities of governance. It was increasingly evident that the inherited bureaucratic system, largely designed for regulatory and colonial governance, was ill-equipped to meet the needs of a modern, democratic welfare state.

Objectives of the First ARC

The First ARC was tasked with making recommendations to improve:

1. The efficiency and integrity of public administration.
2. The quality of personnel management in civil services.
3. Coordination between central and state administrative systems.



4. Service delivery mechanisms and citizen satisfaction.

In its Eleventh Report titled “Personnel Administration” (1969), the Commission provided comprehensive recommendations on recruitment, training, promotion, conduct, discipline, and restructuring of services.

Key Recommendations of the First ARC on Civil Services

a. Civil Service Conduct and Ethics

- The Commission emphasised the role of the civil servant as a model citizen, dedicated to public service.
- It recommended that civil servants should not have the right to strike.
- To safeguard employee interests, it proposed strengthening the Joint Consultative Machinery and establishing Civil Services Tribunals for grievance redress.

b. Recruitment and Career Progression

- The ARC called for equal opportunity in career advancement for all qualified government servants, regardless of their service or background.
- It advocated for open competition and relaxed age limits to allow lower-rank employees with merit to rise through the system.
- A shift from seniority-based to performance-based promotion was proposed to ensure meritocracy.

c. Training and Capacity Building

- Foundational training was considered inadequate. The ARC stressed the importance of instilling values, national outlook, and service orientation.
- It recommended exposure to rural realities for trainees and proposed a reform committee to revamp training programmes.

d. Specialisation and Mid-Career Entry

- Recognising the growing complexity of administration, the ARC proposed that specialisation be introduced in key functional areas like economic administration, planning, agriculture, etc.
- It also supported mid-career competitive entry into senior

management positions in the central secretariat from various services through a fair and open process.

e. Unified Grading and Functional Integration

- The Commission proposed a unified pay structure to reflect responsibility and competence, and to reduce inter-service rivalry.
- It recommended that senior administrative roles, particularly in policy-making, should be open to technical and domain experts, not just generalist civil servants.

f. Performance Appraisal

- The ARC proposed replacing the existing confidential reports with more transparent performance reports, allowing officials to present their achievements annually.
- This was intended to promote accountability and provide a fair basis for promotion and training.

g. Organisational Reforms and Efficiency Measures

- The Commission suggested pruning redundant positions, simplification of rules, and fixation of work norms.
- It emphasised the need to improve grievance redress mechanisms by introducing complaint books in all public offices and encouraging regular inspections by senior officers.

Impact of the First ARC on Civil Services

The First ARC laid the foundation for modern administrative reform in India. While not all recommendations were implemented in full, its influence was significant in several areas:

- Introduction of performance appraisal reforms like self-assessment and more structured evaluation.
- Formation of new training institutions and revamp of existing ones, especially the redesign of the foundational and mid-career training for IAS and other services.
- Wider representation in higher civil services through expanded promotion quotas and lateral entry discussions.
- Creation of new all-India services, such as the Indian Forest Service (IFS), following the ARC's suggestions.
- Inspired later initiatives like the Second ARC (2005) and Mission Karmayogi, which continue to build on



the themes of specialisation, performance management, and ethics in civil services.

3.3.4.2 Administrative Reforms Commission (2005)

► Second ARC for systemic reform

The Second Administrative Reforms Commission (ARC) was established by the Government of India in 2005 as a follow-up to various reform efforts undertaken since independence. The commission was chaired by Veerappa Moily and was tasked with preparing a detailed blueprint for revamping public administration in the country to make it more efficient, transparent, and accountable. The need for such a commission arose due to growing concerns about administrative inefficiencies, declining public trust in civil services, and increasing corruption. The commission has submitted about 15 reports.

Prior to the ARC's establishment, a Committee on Civil Service Reforms (2004) chaired by P.C. Hota laid the foundation by exploring issues related to performance, integrity, and citizen-centric service delivery. This committee's findings significantly influenced the terms of reference for the Second ARC.

Objectives

The Second ARC was mandated to review and suggest reforms in:

1. Accountability and transparency in governance
2. Performance evaluation and results-based management
3. Citizen-centric administration
4. Promotion of ethics in governance
5. E-governance and service delivery
6. Civil service structure, recruitment, and training
7. Disciplinary procedures and protection against undue influence

It aimed to transform the civil services into a professional, ethical, and citizen-friendly system capable of meeting contemporary governance challenges.

Key Recommendations Related to Civil Services

The Commission submitted 15 reports, many of which were directly related to the civil services. Key recommendations

include:

a. Ethics and Accountability

- Establishment of a Code of Ethics for civil servants to promote integrity and public trust.
- Formation of Ethics Commissions in both the Union and the States to investigate ethical violations.
- Amendment of Article 311 of the Constitution to allow swift removal of corrupt officials with post-decisional hearings.

b. Civil Service Structure and Personnel Management

- Ensuring fixed tenure for civil servants to prevent arbitrary transfers and encourage accountability.
- Encouragement of specialisation in specific administrative domains through mid-career entry and targeted training.
- Strengthening the Civil Services Board for objective postings and promotions.

c. Recruitment and Training

- Reduction in upper age limit for civil service entry to attract younger, more adaptable candidates.
- Making foundational and mid-career training compulsory, with a focus on field exposure, ethics, and domain knowledge.
- Enhancing the role of training institutions like LBSNAA and proposing linkage of training to promotions.

d. Performance Management

- Introduction of Results Framework Documents (RFDs) to align departmental goals with measurable outcomes.
- Reform of the Annual Confidential Reports (ACRs) with greater emphasis on objectivity, transparency, and feedback.
- Proposal for a 10-point rating scale and public performance reporting of government departments.

e. Safeguards for Civil Servants

- Protection of honest officers through implementation of



the Single Directive against arbitrary investigations.

- Establishment of independent advisory committees to review commercial decisions taken in good faith.
- Prevention of political pressures by disallowing post-retirement appointments for at least two years in sensitive roles.

Impact of the Second ARC on Civil Services

The Second ARC provided a comprehensive reform agenda that significantly influenced government policy. Its impact includes:

- The launch of Mission Karmayogi in 2020, drawing from ARC's recommendations to enhance civil service capacity through continuous learning and digital training platforms.
- Greater emphasis on citizen-centric administration, reflected in improved grievance redressal systems and public service delivery reforms.
- Adoption of e-Governance initiatives and digital service delivery models in various departments, based on ARC's e-Governance roadmap.
- Institutional reforms such as the development of Civil Services Boards in several states to streamline transfers and postings.
- Revival of performance-based appraisal systems like SPARROW (Smart Performance Appraisal Report Recording Online Window).

However, some recommendations, especially those related to lateral entry, tenure reforms, and political neutrality, faced resistance or were only partially implemented.

The Second Administrative Reforms Commission played a crucial role in reshaping the vision and structure of the Indian civil service. By addressing core issues such as ethics, accountability, training, and performance, it laid a strong foundation for future administrative reform. While implementation has been uneven, the ARC's reports remain a valuable reference for ongoing efforts to build an efficient, transparent, and citizen-focused civil service in India.

3.3.4.3 Reforms in Recruitment and Training

A. UPSC Reforms

► Reforming UPSC;
recruitment system

The Union Public Service Commission (UPSC) is the central agency responsible for recruiting officers to the All India Services and other Group 'A' Central Services. While it has historically maintained a reputation for impartiality and fairness, several reforms were recommended to make the recruitment system more inclusive, responsive, and aligned with the needs of a modern administrative state. Over the years, concerns were raised about: the high age limit of entry, which made it difficult to mould candidates through training; the long duration and coaching dependency of the exam process; a lack of emphasis on aptitude, ethics, and attitude during the recruitment phase; and the limited intake of specialised candidates in scientific and technical domains.

Key Reform Recommendations

Several committees, particularly the Hota Committee (2004) and the Second ARC, made crucial suggestions to modernise UPSC recruitment:

- a. **Reduction of Upper Age Limit:** The Hota Committee recommended reducing the age of entry for general category candidates from 30 to 26 years, arguing that younger candidates are more adaptable and easier to train in administrative values and ethics.
- b. **Incorporation of Ethics and Aptitude Testing:** It was suggested that the recruitment exam should place greater emphasis on ethical reasoning, decision-making ability, and public service orientation. This was later implemented as the CSAT (Civil Services Aptitude Test) in the Preliminary stage.
- c. **Diversification of Backgrounds:** The reforms aimed to widen participation from rural areas, under-represented communities, and candidates from different educational disciplines.
- d. **Induction of Specialists:** The reports encouraged a discussion on lateral entry, especially to bring in candidates with domain expertise in areas such as health, education, economics, and IT, while still preserving meritocracy and



integrity.

- e. Digitalisation and Transparency: Recommendations were made to enhance the transparency of examination procedures, including publishing model answers, setting clearer evaluation criteria, and allowing candidates to access their answer sheets.

Impact

Some of these recommendations were implemented:

- Introduction of CSAT in 2011 to test analytical ability and aptitude.
- Online systems for application and result processing were strengthened.
- Periodic changes to the Main Examination structure and interview processes. However, the reduction of the upper age limit and full integration of ethics in recruitment remain contentious and are yet to be implemented.

B. LBSNAA and Institutional Training Reforms

The Lal Bahadur Shastri National Academy of Administration (LBSNAA) in Mussoorie is the premier training institute for the Indian Administrative Service (IAS) and other All India Services. Training plays a vital role in inculcating values like integrity, neutrality, and commitment to public service, equipping officers with knowledge of law, policy, economics, and governance systems, preparing them for the complexities of rural and urban administration. Despite its significance, concerns were raised about the outdated curriculum and lack of field exposure, minimal focus on ethics, citizen engagement, and technology, and infrequent or superficial mid-career training.

► Strengthening civil service training

Key Recommendations for Training Reform

The 2004 Hota Committee and the Second ARC made strong recommendations, including:

- Revamping Foundational Training: Training should not only focus on academics but also instil values, civic empathy, and ethical grounding. Probationers must be sensitised to rural issues, poverty, and marginalised communities.
- Field Attachments and Rural Immersion:

Officers must spend part of their training in remote rural areas to understand real-life administrative challenges. This includes conducting night halts, engaging with local governance, and documenting field issues.

- **Mandatory Mid-Career Training (MCT):** Officers at different stages of service (after 7, 15, and 25 years) should undergo compulsory training focusing on:
 - Policy analysis
 - Sectoral specialisation
 - Leadership and change managementFailure to undergo or complete such training could affect eligibility for promotion.
- **Training Linked to Performance:** Promotion and empanelment decisions should consider an officer's training performance, including classroom participation, discipline, and fieldwork.
- **Use of Technology in Training:** Institutions should adopt e-learning modules, simulation-based training, and global best practices. Training institutes were encouraged to partner with IIMs, IITs, and foreign universities.
- **Restructuring Training Institutions:** It was proposed that LBSNAA and other institutes be granted functional autonomy, upgrade their infrastructure, and be subject to external evaluation and audit.
- Similar reforms were recommended for other training bodies like the Sardar Vallabhbhai Patel National Police Academy (for IPS) and the Indira Gandhi National Forest Academy (for IFS).
- Strengthening of state-level Administrative Training Institutes (ATIs) was also advised, with central support and standardised curriculum.

Impact and Progress

- Mid-Career Training Programs (MCTPs) for IAS officers were introduced in 2007.
- Greater emphasis is now placed on rural immersion and fieldwork at LBSNAA.
- Training has become more multi-disciplinary, involving faculty from diverse sectors.
- However, concerns remain about uneven implementation across services and lack of integration of training outcomes with actual service delivery.



3.3.4.4 Mission Karmayogi

► Rule-based to role-based system of governance.

Mission Karmayogi, officially known as the National Programme for Civil Services Capacity Building (NPCSCB), was launched in 2020 by the Government of India. It represents a landmark reform initiative aimed at overhauling the training, capacity building, and human resource management of civil servants. The goal is to build a future-ready, professional, ethical, and citizen-centric civil service through a shift from a rule-based to a role-based system of governance.

► Shortcomings in the traditional system

With increasing complexity in governance, rapid technological advancement, and rising public expectations, the Indian bureaucracy must continuously upgrade its competencies. Several shortcomings were identified in the traditional system:

- Fragmented and inconsistent training practices
- Lack of linkage between training and job roles
- Minimal integration of digital learning
- Ineffective performance assessment mechanisms

The need to build a civil service that is agile, transparent, efficient, and citizen-focused led to the formulation of Mission Karmayogi. Its vision aligns with the broader national goal of building an *Atmanirbhar Bharat* and ensuring *Ease of Living* for all citizens.

Objectives

1. Shift from rule-based to role-based personnel management
2. Build a comprehensive and continuous learning ecosystem for all civil servants
3. Strengthen behavioural, functional, and domain competencies
4. Promote citizen-centric and transparent governance
5. Leverage digital platforms to democratise access to learning and training

Key Components

- a. iGOT Karmayogi Platform

The Integrated Government Online Training (iGOT) platform is the digital backbone of Mission Karmayogi. It enables:

- Anytime-anywhere learning on digital devices
- Personalised learning journeys based on assigned roles
- A content marketplace including public and private creators
- Tracking of competencies and learning outcomes through data analytics

b. FRACs Framework

The Framework of Roles, Activities, and Competencies (FRAC) is central to capacity building. It involves:

Identifying job roles and tasks across ministries and departments

Mapping necessary behavioural, functional, and domain competencies

Designing training content tailored to these competencies
This allows civil servants to be trained according to their actual job roles, rather than generic modules.

c. Competency-based HR Management

The programme seeks to integrate:

- Probation confirmation, promotion, deployment, and performance appraisals with competency-based evaluations
- Data-driven decision making in personnel management
- Annual Capacity Building Plans by ministries based on departmental needs

Institutional Architecture of Mission Karmayogi

The implementation of Mission Karmayogi is supported by a well-defined institutional structure that ensures coordination, oversight, and strategic guidance. The key components of this architecture are as follows:

a. Prime Minister's Human Resource Council (PMHRC)

This is the apex decision-making body of Mission Karmayogi, chaired by the Prime Minister. It is responsible for setting the overall strategic direction for civil services capacity building in India. The Council also approves key national capacity building plans and policies, making it central to the reform's vision and objectives.



b. Capacity Building Commission (CBC)

Established in 2021 as an independent body, the Capacity Building Commission plays a vital role in standardising and monitoring training across all government departments. It oversees the implementation of the FRAC (Framework of Roles, Activities, and Competencies) system, conducts human resource audits, and publishes the *Annual State of Civil Services Report*, thereby ensuring quality and consistency in capacity-building efforts.

c. Special Purpose Vehicle – Karmayogi Bharat

Karmayogi Bharat is a not-for-profit company registered under the Companies Act. It is tasked with managing the digital and technological aspects of Mission Karmayogi. Its responsibilities include the operation and maintenance of the iGOT (Integrated Government Online Training) platform, validation of learning content, and the governance of data and digital infrastructure.

d. Cabinet Secretariat Coordination Unit

This unit functions under the Cabinet Secretariat to ensure effective coordination among various ministries and departments. It also serves as the secretariat for the Prime Minister's Human Resource Council and facilitates smooth implementation of the Mission's objectives across different levels of government.

Salient Features of the Programme

- Blended learning: Combination of online (70%), on-the-job (20%), and classroom learning (10%)
- Democratised access: All civil servants, regardless of rank or location, can access training
- Incentivised learning: Future performance and promotion pathways may be linked to learning milestones
- Competency allowance: Proposed as an incentive for certified skill acquisition
- Multilingual support: Content delivery in Hindi, English, and other Indian languages

Mission Karmayogi is not just a training reform but a paradigm shift in how civil services are conceptualised and managed:

- Breaks departmental silos and fosters inter-ministerial

► Not just a training reform but a paradigm shift

collaboration

- Enables data-backed HR decision-making
- Brings Indian civil services closer to global best practices
- Empowers civil servants to own their career development
- Encourages lateral thinking, innovation, and stakeholder collaboration

► Transforming governance through competencies

Mission Karmayogi marks a historic turning point in Indian administrative reforms. It recognises that the quality of governance depends heavily on the capacity and commitment of the people who serve the nation. By shifting to a competency-driven, role-based, and technology-enabled system, the programme seeks to build a modern civil service that is responsive to the needs of a dynamic and aspirational society. Its success lies in sustained implementation, strong political and administrative will, and continuous adaptation based on real-time feedback. Financial constraints, such as limited budgets for training institutes, and the digital divide, particularly in rural areas, hinder the implementation of technology-driven reforms like Mission Karmayogi. If implemented effectively, Mission Karmayogi has the potential to make the Indian bureaucracy one of the most agile, accountable, and citizen-oriented public services in the world.

3.3.5 Challenges to Implementing Reforms

Although administrative reforms are essential for improving governance and public service delivery, their implementation often faces significant obstacles. These challenges arise from both internal systemic issues and external pressures. The key barriers are outlined below:

a. Political and Bureaucratic Resistance

One of the major roadblocks to reform is the lack of consistent political commitment and resistance from within the bureaucracy. Civil servants may fear that reforms could lead to a loss of authority, benefits, or job security. This fear often results in hesitation or opposition to change, weakening reform efforts.

b. Institutional and Structural Barriers

Structural problems within the administrative system—such as politically motivated appointments, frequent and



arbitrary transfers, and excessive politicisation—undermine the effectiveness of reform measures. Additionally, outdated regulations, overlapping responsibilities among departments, and rigid procedures prevent flexibility and slow down innovation within institutions.

c. Deficits in Capacity and Coordination

Many government departments and ministries lack the institutional capacity to design, implement, and monitor reform initiatives effectively. The absence of adequate skills, resources, and planning mechanisms weakens reform execution. Furthermore, poor inter-agency coordination leads to fragmented and inconsistent implementation across different levels of government.

d. Limited Public Engagement and Communication

Administrative reforms are often not communicated clearly or widely to the public and other key stakeholders. Without proper outreach, public awareness and understanding remain low, resulting in limited support and reduced pressure for accountability. This lack of engagement diminishes the legitimacy and effectiveness of reform efforts.

e. Weak Incentive Structures

The current administrative system often lacks strong performance-based incentives. Meritorious work is not always rewarded, and inefficiency or misconduct may go unpunished. Without clear links between performance and career progression, civil servants have little motivation to embrace reforms or innovate in their roles.

f. Cultural and Attitudinal Resistance

A deeply entrenched mindset favouring the status quo poses a major cultural barrier to reform. Many officials are reluctant to adopt new practices unless they perceive clear personal or professional benefits. Without a shift in values and attitudes, reforms may be viewed as threats rather than opportunities.

► Challenges from both internal systemic issues and external pressures

Summarized Overview

This unit has offered a comprehensive exploration of civil service reforms as a critical component of administrative transformation in India. It began by establishing the concept of administrative reforms and highlighting the specific role of civil service reforms in enhancing the effectiveness, accountability, and responsiveness of governance systems. We examined the importance and objectives of reform, recognising that a modern civil service must move beyond rigid rules and hierarchical structures to embrace adaptability, citizen-centricity, and performance-based functioning. Civil services must evolve to meet the growing demands of a diverse and dynamic democracy, and reforms provide the roadmap for this transformation.

The unit also traced the history of reform efforts in India, including the far-reaching recommendations of the First (1966) and Second (2005) Administrative Reforms Commissions, which set the stage for systemic improvements across recruitment, training, ethics, and service delivery. Recent initiatives like Mission Karmayogi mark a significant step forward by promoting continuous learning, behavioural competencies, and technology-driven capacity building within the bureaucracy. At the same time, the unit also critically engaged with the challenges that hinder reform implementation, such as political resistance, bureaucratic inertia, and institutional fragmentation. These hurdles serve as reminders that reform is not merely a technical exercise but a deeply political and institutional process.

In conclusion, the unit encourages learners to see civil service reform not as an isolated event, but as an ongoing process essential for building a transparent, efficient, and citizen-focused administration. By understanding both the possibilities and limitations of reform, future public administrators can play an active role in shaping a more responsive and ethical governance system.

Self-Assessment

1. What are the key objectives of civil service reforms?
2. What was the primary focus of the Second Administrative Reforms Commission (2005)?
3. Why are civil service reforms considered essential for a modern democratic state like India?
4. What is the main objective of Mission Karmayogi?
5. Who chaired the First Administrative Reforms Commission in India?
6. What does the term 'civil service reform' refer to?



7. What does the acronym iGOT stand for?
8. Mention one challenge to implementing civil service reforms in India
9. Why is a shift from rule-based to role-based governance necessary
10. Discuss the role of the First and Second Administrative Reforms Commissions in reshaping Indian civil services.

Assignments

1. Discuss the importance of civil service reforms in strengthening democratic governance in India.
2. Mission Karmayogi represents a shift from rule-based to role-based governance. Discuss this statement with reference to its structure and objectives.
3. Why is the Indian civil service often seen as in need of reform? Provide a critical perspective supported by recent examples.
4. Identify the institutional and structural barriers that affect the implementation of civil service reforms in India.

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Suggested Reading

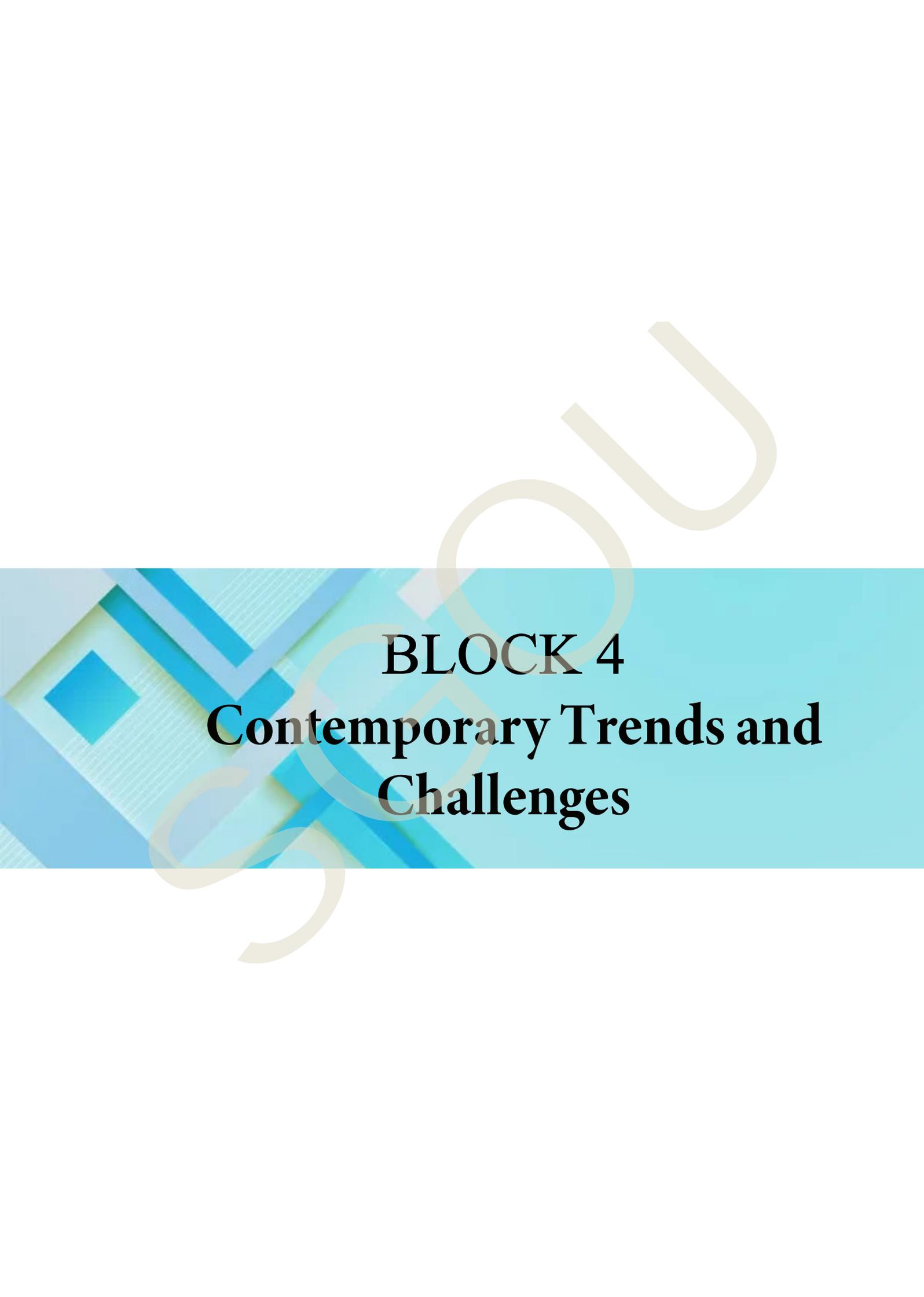
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Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.

SGOU





BLOCK 4
**Contemporary Trends and
Challenges**

UNIT 1

E-Governance and Civil Service

Learning Outcomes

Upon completion of the unit, the learners will be able to:

- ▶ define e-Governance and explain how it differs from e-Government
- ▶ identify the main benefits of e-Governance
- ▶ explain the role of civil services in implementing e-Governance
- ▶ recognise the challenges facing the implementation of e-Governance

Background

In the digital age, governance is no longer confined to traditional files, long queues, and manual legal procedures. With the increasing use of Information and Communication Technology (ICT) in public administration, governments across the world are transforming the way in which they interact with citizens, deliver services, and ensure transparency. This shift towards technology-enabled governance is what we now call e-Governance.

In India, the journey of e-Governance has evolved gradually but meaningfully, from basic computerisation of government offices to integrated platforms that offer citizen services online. Initiatives like Digital India, e-Kranti, and various state-level reforms have redefined the relationship between the state and its citizens, making governance more accessible, efficient, transparent, and accountable. However, behind every successful e-Governance initiative lies a dedicated administrative machinery. This is where civil services play a critical role. Civil servants are not only responsible for implementing digital policies and managing such platforms but also for guiding the transformation of institutions, processes, and public expectations. From ensuring technical feasibility and legal compliance to building trust with citizens and coordinating with multiple stakeholders, their role in e-Governance is both dynamic and indispensable.

This unit aims to provide a clear understanding of the concept and significance of e-Governance, its evolution and benefits, and most importantly, the role played by the civil services in its planning and implementation. The unit also introduces learners to the real-

world challenges of adopting e-Governance, such as infrastructure gaps, administrative resistance, coordination hurdles, and data security concerns. The unit prepares learners to critically explore how technology and governance intersect in shaping modern public administration through a balanced blend of conceptual clarity, administrative insight, and practical examples. As digital tools continue to reshape the governance landscape, understanding how e-Governance works and how civil servants make it work is essential for future administrators, scholars, and policy thinkers.

Keywords

Accountable, Transparent, Citizen Engagement, Digital Inclusion, Re-engineering

Discussion

4.1.1 Introduction to E-Governance

4.1.1.1 Concept and Meaning of E-Governance

E-Governance can be simply referred to as the application of Information and Communication Technology (ICT) to the processes and structures of government functioning, with the objective of delivering governance that is Simple, Moral, Accountable, Responsive, and Transparent (SMART). It embodies a shift from the conventional mode of governance to a system that utilises digital tools to achieve better communication, storage, retrieval, and processing of data. This transformation facilitates the efficient delivery of services to citizens, improved decision-making, and greater transparency and accountability in administrative functions.

► ICT-Enabled
SMART Governance

► ICT in
Administrative
Reforms

Initially, the role of ICT was limited to automating tasks like word processing and data tabulation. However, with rapid computerisation and increasing internet connectivity, ICT began to support complex administrative reforms through business process re-engineering. This enabled faster and more accurate processing of information, improved decision-making, expanded service reach, and optimised resource utilisation, all of which are integral to good governance.



► Citizen-Oriented Governance Model

From a citizen's perspective, e-Governance represents a paradigm where access to government services becomes more transparent, timely, and efficient. The model enhances citizen-government interaction and provides platforms for participatory governance, where individuals, businesses, civil society, and institutions engage more directly in administrative processes.

► Perspectives on e-Governance

Globally, various organisations have defined e-Governance in ways that reflect their institutional contexts. The World Bank highlights its role in transforming relations between governments and citizens, businesses, and internal agencies through better service delivery, empowerment, transparency, and cost reduction. UNESCO emphasises the use of electronic media for efficient, speedy, and transparent dissemination of information and administrative actions. The Council of Europe identifies three key areas: interaction between authorities and civil society, the functioning of democracy, and the provision of public services. The US E-Government Act (2002) underscores the use of ICT to improve access, efficiency, service quality, and overall transformation of public administration. The Indian perspective, as articulated by Dr. A.P.J. Abdul Kalam, envisions e-Governance as a transparent and smart system marked by seamless access, secure and authentic information flow, and unbiased service delivery, seamlessly integrating interdepartmental functions.

► Transformative Role of ICT

In essence, e-Governance is not just about technology but about transforming governance itself. It realigns government processes with the help of ICT to improve public service delivery, enhance efficiency, and ensure that governance becomes more citizen-centric and accountable.

► Trajectory of Digital Governance

4.1.1.2 Evolution of E-Governance in India

The evolution of e-Governance in India has been shaped by technological advancements, administrative reforms, and the state's growing emphasis on service delivery and citizen engagement. The trajectory of this evolution can be traced through a series of institutional and policy milestones, reflecting a gradual but steady transformation in the way government uses technology. The earliest recognition of the importance of electronic systems in governance was evident in 1970, with the establishment of the Department of Electronics. A major breakthrough came in 1977 with

the founding of the National Informatics Centre (NIC). This marked a shift from the general use of electronics to a focused approach toward managing information and communication within government structures.

► Initial ICT Applications

By the early 1980s, computers began appearing in a few government departments, although their usage was largely limited to basic word processing. The advent of personal computers expanded capabilities in data storage, retrieval, and processing. As ICT tools matured, they were employed for a broader range of administrative tasks such as tracking file movement, monitoring development programmes, and generating employee payrolls and reports.

► Digital Infrastructure Expansion

The real push came with the launch of NICNET (National Informatics Centre Network) in 1987, a national satellite-based computer communication network. This was followed by the District Information System of NIC (DISNIC) programme, aimed at computerising district-level offices. Free hardware and software were provided to state governments, and by the 1990s, NICNET had connected state capitals to all district headquarters, laying the foundational infrastructure for a nationwide e-Governance ecosystem.

► Policy Momentum in 1990s

In the 1990s, the e-Governance movement gained further momentum. A National Task Force on IT and Software Development was set up in 1998, which recommended the universalisation of computer literacy and proposed initiatives like 'Operation Knowledge'. The creation of the Ministry of Information Technology in 1999 formalised these developments and centralised efforts towards technology-driven governance.

► Direct citizen engagement through digital platforms

By 2000, a 12-point Minimum Agenda for E-Governance was issued for all ministries and departments. This included provisions for LAN setups, office automation software, digital communication for meetings and leave applications, and the creation of departmental websites. The agenda also encouraged the electronic publication of acts, rules, circulars, and citizen forms, thereby setting the stage for direct citizen engagement through digital platforms.

A major turning point came with the formal launch of the National e-Governance Plan (NeGP) in 2006. This plan institutionalised e-Governance through Mission Mode Projects (MMPs) and provided a structured framework for implementation across various sectors and administrative levels.

► Digital India
Paradigm Shift

In the following decade, rapid technological advancements and the growing digital literacy among citizens created new opportunities for transforming public service delivery. Recognising these shifts, the Government of India launched the Digital India programme in 2015, marking a paradigm shift in the country's approach to e-Governance. This flagship initiative sought to integrate various government services on a unified digital platform, promote digital infrastructure as a core utility to every citizen, and empower individuals through digital literacy and service access.

► Contemporary
e-Governance
Initiatives

Over the years, the scope of e-Governance has continued to evolve through the introduction of new Mission Mode Projects, such as the Ayushman Bharat Digital Mission, e-HRMS 2.0, and expanded phases of the e-Courts and One Nation One Ration Card (ONORC) initiatives. These efforts reflect a growing commitment to citizen-centric governance, where technology is not merely a tool for internal process automation but a catalyst for enhancing transparency, accountability, and ease of access for the common citizen.

► Integrated Citizen-
Centric Governance

India's e-Governance journey has transitioned from isolated departmental initiatives to an integrated and citizen-centric digital governance framework, supported by infrastructure, policies, and institutional mechanisms. The emphasis is now on inclusive access, participatory governance, and responsive service delivery.

► Administrative
reform and
Democratic
responsiveness

4.1.1.3 Objectives and Scope of E-Governance

The core objectives of e-Governance are rooted in the broader vision of administrative reform and democratic responsiveness. As outlined in the ARC report, e-Governance aims to transform public administration by leveraging ICT to promote efficiency, accountability, citizen empowerment, and transparency.

The primary objectives of e-Governance include:

- **Improved Service Delivery:** Enhancing the quality and efficiency of public services through reduced delays, simplified procedures, and direct citizen interface.
- **Transparency and Accountability:** Providing access to information, reducing discretion and corruption, and enabling auditability in government operations.
- **Citizen Empowerment:** Equipping people with timely,

► Objectives of e-Governance

- reliable, and easily accessible information so they can participate more meaningfully in governance processes.
- **Process Re-engineering:** Transforming internal workflows to make them simpler, more citizen-centric, and technology-enabled.
 - **Enhanced Government Efficiency:** Improving inter-departmental coordination, data sharing, and decision-making capacity through ICT integration.
 - **Business Facilitation:** Streamlining interactions between government and the business sector to foster ease of doing business and reduce regulatory bottlenecks.

The scope of e-Governance is comprehensive and multi-dimensional. It covers various types of interactions:

► Types of interactions

- **Government to Citizen (G2C):** Direct delivery of public services such as tax filing, licences, certificates, etc., through accessible platforms like Common Service Centres (CSCs).
- **Government to Government (G2G):** Facilitating internal data exchange, communication, and collaboration between departments, both vertically and horizontally.
- **Government to Business (G2B):** Enabling smoother business-government transactions, such as e-procurement, licences, and compliance reporting.
- **Government to Employee (G2E):** Automating internal processes such as payroll, service records, and grievance redressal systems.

► Local Impact and Inclusion

Importantly, the ARC emphasises that the impact of e-Governance is most significant at the local government level, where proximity to citizens ensures better uptake and relevance of digital services. However, the report also warns that unless deliberately addressed, digital initiatives may predominantly benefit the urban elite. Thus, the scope of e-Governance must include inclusive access and social equity, especially for rural and disadvantaged groups.

We can say that the objectives and scope of e-Governance go beyond technology adoption. They encapsulate a vision for responsive, citizen-driven, and participatory governance built on the backbone of digital innovation.

4.1.1.4 E-Governance and E-Government

Although often used interchangeably, the concepts of *e-Governance* and *e-Government* differ significantly in scope and purpose. E-Government typically refers to the use of electronic systems by government agencies to facilitate administrative functions and deliver services. It is largely concerned with the automation of internal processes, such as data management, record-keeping, and back-office operations. In this sense, e-Government is more about enhancing the efficiency of existing bureaucratic structures through the deployment of ICT.

► E-Government

On the other hand, e-Governance represents a broader paradigm shift. It encompasses not just the application of ICT, but the transformation of governance itself. E-Governance focuses on citizen-centric delivery, interactive platforms, accountability mechanisms, and institutional reforms. While e-Government may digitise procedures, e-Governance seeks to redefine public service delivery, reshape institutional roles, and ensure greater participation, transparency, and responsiveness in government functioning.

► e-Governance

4.1.2 Benefits of E-Governance

Promoting Transparency and Accountability

Digital platforms have transformed the way citizens interact with government systems by making processes more open and trackable. One of the most notable benefits is the ability for individuals to monitor the progress of their applications or service requests in real-time. This level of visibility significantly reduces the information gap between the government and citizens, ensuring that public officials are more answerable for delays or irregularities. Additionally, public access to data such as budget allocations, infrastructure projects, and performance reports promotes a culture of transparency. This openness strengthens democratic accountability and allows for greater civic oversight. Moreover, digital trails created through ICT systems enable easier monitoring and auditing, helping to identify and correct inefficiencies or misconduct in public administration.

► Enhancing
Transparency
through Digital
Platforms



Enhancing Efficiency and Service Delivery

► Enhancing operational efficiency

The integration of ICT into administrative processes enhances operational efficiency by reducing human error, manual paperwork, and redundancies. Automation facilitates faster processing of applications, renewals, and approvals, while interlinked departmental systems eliminate the need for repeated data entry and fragmented workflows. Government departments, once functioning in isolated silos, are now able to coordinate better through shared digital platforms. This consolidation not only saves time but also reduces delays in decision-making and policy implementation. As a result, service delivery becomes more predictable, timely, and efficient.

Improving Accessibility and Citizen Convenience

► Bridges physical and logistical barriers

E-Governance bridges physical and logistical barriers by bringing services directly to citizens' homes through online portals, mobile apps, and other digital channels. Citizens can access services such as tax payments, document applications, and welfare schemes without visiting government offices. This is particularly beneficial for individuals living in remote or rural areas. The availability of services 24/7 offers added convenience. People can interact with government systems outside of traditional working hours, thereby accommodating diverse schedules and enhancing overall user satisfaction.

Reducing Costs and Resource Optimisation

► Avoids both overuse and underutilisation of public resources

The shift to digital platforms results in significant cost savings for both the government and the public. E-Governance reduces reliance on physical infrastructure, paperwork, and administrative staff for routine tasks. It also lowers transaction costs by minimising the time and effort required to access services. Furthermore, with centralised digital databases and analytics tools, resource allocation becomes more targeted and efficient. Governments can assess demand patterns and respond with better planning, avoiding both overuse and underutilisation of public resources.

Strengthening Citizen Engagement and Participation

E-Governance tools encourage active citizen participation through feedback forms, surveys, and interactive portals. These mechanisms help the government understand public needs more effectively and improve policy responsiveness. By

► Active citizen participation

giving citizens a voice in service evaluation and development, e-Governance fosters a more participatory approach to governance. Some platforms also facilitate direct involvement in decision-making processes, such as participatory budgeting or online consultations on developmental projects. Such initiatives promote democratic engagement and enhance trust between the state and its citizens.

► Data-Driven Decision-Making

Enabling Data-Driven Decision-Making

Digital governance systems generate and store vast amounts of data from various administrative functions. This data, when properly analysed, provides valuable insights into citizen behaviour, service performance, and policy outcomes. Decision-makers can use these insights to refine strategies, predict service demands, and identify problem areas. Data-driven governance helps ensure that public policies are evidence-based, timely, and tailored to real needs, thereby improving governance outcomes and institutional effectiveness.

► Translating digital governance policies into practical

4.1.3 Role of Civil Services in E-Governance Implementation

The successful implementation of e-Governance depends not only on technology but also on the commitment and capability of the civil services. As the backbone of public administration, civil servants play a crucial role in translating digital governance policies into practical, citizen-focused outcomes. Their leadership, coordination, and adaptability are essential for ensuring that technology enhances service delivery, transparency, and accountability. Let us analyse it in detail:

► Act as bridge between policy design and citizen expectations

Civil Servants as Catalysts of Digital Transformation

Civil servants play a foundational role in driving the digital transformation of governance. Positioned at the core of policy and service delivery structures, they translate broad policy frameworks into action by adapting technology to local realities. As e-Governance evolves from mere digital presence to a complete transformation of governance processes, civil servants act as bridges between policy design and citizen expectations. They are no longer expected to act merely as rule enforcers or controllers. Instead, their role is shifting toward facilitators, coordinators, and change agents, guiding public institutions through the challenges of process re-engineering, technology

adaptation, and citizen outreach. Digital transformation requires a fundamental shift in the bureaucratic mindset—something only motivated, well-positioned civil servants can facilitate. Their ability to align institutional goals with citizen needs defines the success of most e-Governance initiatives.

Administrative Leadership in Planning and Policy Execution

Strategic leadership is crucial in planning, initiating, and sustaining e-Governance projects. Administrative leaders are tasked with setting priorities, managing inter-departmental coordination, mobilising resources, and ensuring political and institutional support. Civil servants must work across functional boundaries to enable policy continuity and consistency while also responding flexibly to local challenges. Leadership involves building consensus, ensuring accountability, and institutionalising innovation. For instance, successful initiatives in Gujarat, such as SWAGAT and Jan Sewa Kendras, flourished due to sustained administrative leadership and policy commitment.

► Strategic leadership

Moreover, planning and execution should not be linear or one-size-fits-all. E-Governance must be locally adapted, respecting regional diversity in geography, culture, and institutional maturity. Civil servants play a crucial role in making these contextual adjustments while keeping the larger goals of reform intact.

Promoting Digital Inclusion by Helping Citizens Access and Use Online Services Effectively

One of the key responsibilities of civil servants in implementing e-Government is to ensure digital inclusion, making sure that all citizens, regardless of their location, income, literacy, or social background, can access and benefit from online public services. While digital platforms have improved efficiency and transparency, they can unintentionally exclude those who lack access to technology or the skills to use it. Civil servants play a crucial role in bridging this digital divide. They help identify population groups that face barriers, such as people in rural or tribal areas, women, senior citizens, or those with low digital literacy, and develop strategies to reach and support them. For example, administrators can set up Common Service Centres (CSCs) or local help desks in villages and urban slums to provide assisted access to online services.

► Ensure digital inclusion

► Promoting digital literacy

In addition, civil servants coordinate with local institutions such as panchayats, schools, and NGOs to spread awareness about available digital services and demonstrate how to use them. They may also organise digital literacy campaigns or public training programmes, especially during the launch of new portals or schemes. Promoting digital inclusion also involves ensuring that services are available in local languages, are mobile-friendly, and are designed with user-friendly interfaces. Civil servants work with IT teams to ensure that technology platforms are not just efficient but accessible and inclusive.

► Overcome digital barriers

Ultimately, digital inclusion is not just a technical issue; it is a matter of social equity and democratic access. By actively supporting citizens to overcome digital barriers, civil servants uphold the true spirit of e-Governance: governance that is open, inclusive, and citizen-centric.

► Rethinking and redesigning

Ensuring Re-engineering to Simplify and Modernise Service Delivery Systems

Another active role of civil servants in implementing e-Governance is to lead and oversee process re-engineering. This means rethinking and redesigning existing administrative procedures to make them simpler, faster, and more responsive to public needs. In many cases, old procedures were designed for manual, paper-based systems and are often time-consuming, rigid, and complex. Merely digitising these outdated processes without reforming them results in limited impact and poor service outcomes.

► Eliminating redundancies

Civil servants play a key role in analysing existing workflows, identifying unnecessary steps, and eliminating redundancies. Their institutional knowledge helps in determining which procedures can be merged, shortened, or made citizen-friendly. For instance, in a service like issuing a caste certificate, re-engineering may involve reducing the number of visits, documents required, or internal approvals and then designing an online platform that reflects this simplified process. Effective process re-engineering also ensures that services become more transparent and accountable. When steps are clearly defined and automated, it reduces the scope for delays, discretion, and corruption. Civil servants help map these processes, define service timelines, and embed them within citizen charters or service guarantee laws. In essence, without proper re-engineering, e-Governance risks becoming a cosmetic exercise. Civil servants ensure that the shift to digital governance is not

just about using computers but about changing how government works, making it more efficient, transparent, and citizen-focused.

Coordination with Technology Partners and Stakeholders

The implementation of e-Governance involves multiple stakeholders, including private vendors, domain experts, civil society, and local governments. Civil servants act as the central coordinators, ensuring alignment between technical capabilities and administrative requirements. They must facilitate procurement, establish performance metrics, oversee service-level agreements (SLAs), and maintain transparency and accountability in vendor relationships. Moreover, civil servants ensure that technological solutions are inclusive, accessible, and compatible with local administrative workflows.

► Central coordinators

Beyond external coordination, internal collaboration across departments and levels of government is also essential. A citizen seeking a service does not view the government as a cluster of departments; rather, they see it as a single entity. Civil servants must ensure that departments inter-operate effectively and provide services through integrated platforms.

► Internal collaboration

Performance Monitoring

Civil servants are responsible for tracking the progress and quality of e-Governance services to ensure they meet the expected standards. By using digital tools and performance indicators, they monitor timelines, service usage, grievance redressal, and user satisfaction. This helps in identifying delays, bottlenecks, or misuse. Regular monitoring not only improves efficiency but also builds transparency and accountability, as both citizens and officials can access real-time data on service delivery outcomes.

► Regular monitoring

Addressing Challenges like Resistance to Change, Lack of Infrastructure, and Digital Skill Gaps

Civil servants play a key role in identifying and overcoming barriers that hinder the success of e-Governance. They help manage resistance to change by motivating staff, building trust, and promoting the benefits of digital systems. They also work to improve infrastructure by coordinating with departments and ensuring basic facilities like internet connectivity and power supply. Additionally, they address digital skill gaps through training programmes and support systems, enabling both

► Identifying and overcoming barriers

employees and citizens to confidently use technology-driven services.

The role of civil servants in e-Governance implementation can be briefly noted as:

► Civil servants and e governance

- Plan and design e-Governance projects based on citizen needs and administrative priorities.
- Lead implementation by coordinating between government departments, technology partners, and service providers.
- Ensure process re-engineering to simplify and modernise service delivery systems.
- Promote digital inclusion by helping citizens access and use online services effectively.
- Build awareness and trust among staff and the public about the benefits of digital governance.
- Manage change by guiding teams through the shift from manual to digital systems.
- Monitor performance and ensure that services are delivered efficiently and transparently.
- Address challenges like resistance to change, lack of infrastructure, and digital skill gaps.
- Maintain data security and privacy by following ethical and legal standards.
- Support training and capacity building to improve digital competence within government institutions.

4.1.4 Challenges in Adopting E-Governance

The implementation of e-Governance in India, while progressive in ambition, is often constrained by a range of structural, technological, human, and institutional challenges. A critical dimension of this reality is the set of practical difficulties faced by civil servants, the very actors responsible for translating policy vision into action. Understanding these challenges is essential to designing more realistic, effective, and sustainable e-Governance strategies.



Technological and Infrastructure Gaps

► Uneven distribution of digital infrastructure

One of the foremost challenges is the uneven distribution of digital infrastructure across the country. While urban areas may benefit from advanced connectivity and access to ICT tools, rural and remote regions often struggle with poor internet penetration, erratic power supply, and limited access to hardware. This hinders civil servants in these areas from executing digital initiatives uniformly and equitably. The lack of interoperable systems further compounds the problem, preventing seamless communication between different government departments and platforms.

Resistance to Change and Lack of Process Re-engineering

► Rigid procedural norms

E-Governance requires a fundamental rethinking of administrative processes, not just digitisation of existing procedures. However, many departments continue to automate outdated workflows without revisiting their logic or relevance. This leads to superficial changes without real impact. Civil servants often find themselves caught between rigid procedural norms and the pressure to digitise, making their task more difficult. Moreover, many officials, especially those with years of service under legacy systems, may perceive digital transformation as a threat to established hierarchies, roles, or authority. This fosters passive resistance or reluctance to experiment with new models. Civil servants may lack the confidence or clarity to lead the change unless supported by adequate reorientation.

Coordination and Role Ambiguity

► Complex, multi-stakeholder environment

Civil servants frequently operate in complex, multi-stakeholder environments, involving IT consultants, private vendors, NGOs, and multiple levels of government. Ensuring coordination between all these actors is a demanding task. Lack of clarity in roles, frequent transfers, overlapping jurisdictions, and the absence of empowered decision-making structures can delay or derail project implementation. Field-level officers often find themselves under pressure to deliver results with limited autonomy, fragmented instructions, or insufficient resources, leading to operational constraints.

Data Privacy, Accountability, and Ethical Concerns

In a digitally driven environment, civil servants also bear the responsibility of protecting sensitive citizen data and

► Data security

ensuring its ethical use. However, most departments lack adequate frameworks, both technical and legal, to handle these responsibilities. Officers may face dilemmas related to data security, consent, and access control without clear guidelines or institutional safeguards to support decision-making. The lack of accountability mechanisms for private technology partners further increases the risk of data misuse or technical failures, for which the onus often unfairly falls on the administrative officers themselves.

► Overburdened with routine administrative work

Resource and Time Constraints

E-Governance implementation is often resource-intensive, requiring time, funds, and human capital. Civil servants, especially at the district or sub-district level, are frequently overburdened with routine administrative work, limiting the time they can devote to learning, designing, or monitoring digital projects. Budgetary allocations are also often fragmented, delayed, or insufficient for the sustained implementation and maintenance of e-Governance platforms.

► Legal frameworks

Inadequate Legal and Policy Support

Another significant challenge faced by civil servants is the absence of comprehensive legal frameworks that address issues such as digital signatures, data privacy, cybercrime, and service delivery standards. While legal provisions for digital signatures and cybercrime exist under the IT Act, their enforcement and operational clarity remain weak, leaving officers uncertain in their application.

► Need of sustained investment

The implementation of e-Governance is not merely a technological challenge but a human and institutional transformation. Civil servants face multiple, layered difficulties ranging from infrastructure gaps and skill deficits to role ambiguity and ethical dilemmas. Addressing these challenges requires not only improved infrastructure and policy clarity but also sustained investment in training, change management, decentralisation, and trust-building within the administrative apparatus. Only then can e-Governance fulfil its promise of accessible, accountable, and inclusive governance.

Summarized Overview

The integration of technology into governance has opened new possibilities for improving public service delivery, transparency, and citizen participation. This unit explored the concept of e-Governance, its evolution in the Indian context, and how it differs from e-Government. It also highlighted the wide-ranging benefits of e-Governance, from faster service delivery and better accessibility to cost savings and enhanced public accountability. A central theme of this unit was the crucial role of civil servants in making e-Governance a reality. Civil servants are not just implementers of policy; they act as leaders, facilitators, and change-makers in the digital transformation of governance. Their involvement is vital in planning and designing digital systems, re-engineering administrative processes, managing change, and promoting digital inclusion. However, implementing e-Governance is not without its challenges. Issues such as inadequate infrastructure, skill gaps, resistance to change, and data privacy concerns continue to pose barriers. Civil servants are often at the frontline of addressing these issues, balancing policy goals with ground realities.

In sum, e-Governance represents a significant shift in how governments function and interact with citizens. Its success depends not just on technology, but on the capacity, commitment, and creativity of the civil services. As future administrators and scholars, understanding this intersection between governance and technology is essential to building an inclusive and responsive public administration.

Self-Assessment

1. What is e-Governance?
2. Mention any two objectives of e-Governance.
3. How do civil servants contribute to e-Governance implementation?
4. List any two challenges civil servants face while adopting digital systems?
5. Name any one flagship e-Governance initiative launched in India?
6. Mention any one difference between e-government and e-Governance.
7. What does G2C Stand for?
8. Mention two benefits of e-Governance for citizens.
9. What role do Civil Servants Play in Promoting digital Literacy?
10. What is the Full Form of NIC?

Assignments

1. Discuss the evolution of e-Governance in India.
2. Examine the major benefits of e-Governance in public service delivery. How does it improve citizen–government interaction?
3. Explain the role of civil services in implementing e-Governance initiatives. Why is their involvement critical?
4. Identify the challenges faced in adopting e-Governance in India. How can these challenges be addressed?
5. Select any one successful e-Governance initiative from India. Critically assess the role of civil servants in its planning, execution, and outcomes.

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Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.

SGOU

UNIT 2

Crisis Management and Public Administration

Learning Outcomes

Upon completion of the unit, the learners will be able to:

- ▶ explain the concept, types, and evolution of crisis management
- ▶ identify and analyse the role and functions of civil services at various stages of crisis management
- ▶ assess best practices in crisis management through relevant case studies

Background

Crises have become an unavoidable reality in the world, disrupting daily life, undermining public safety, and straining governance capacities. Whether triggered by natural disasters, industrial accidents, pandemics, or socio-political unrest, crises disrupt normal life, threaten public safety, and challenge the capacity of governments to respond swiftly and effectively. In such scenarios, public administration plays a pivotal role, not just as a reactive force, but as the foundation for proactive risk reduction, coordinated emergency response, and sustainable recovery.

In India, the complexity of crisis management is magnified by its vast geography, socio-economic diversity, and high vulnerability to both natural and human-induced hazards. The country has faced a wide range of crises over the years, from the Gujarat earthquake and the Indian Ocean tsunami to the COVID-19 pandemic and regional conflicts. Each of these events has highlighted both the strengths and limitations of India's administrative apparatus in dealing with emergencies. They have also underscored the importance of institutional preparedness, decentralised governance, and the leadership of civil servants in safeguarding lives and livelihoods during times of upheaval.

Traditionally, crisis response in India was limited to relief and rehabilitation, often initiated after the damage had already occurred. However, the growing frequency and scale of emergencies have necessitated a paradigm shift toward a more holistic and



integrated approach. This transformation was institutionalised with the enactment of the Disaster Management Act, 2005, which established a multi-tiered disaster management framework involving national, state, and district-level authorities. Public administration has since evolved to include risk assessment, early warning systems, inter-agency coordination, community participation, and long-term rehabilitation as key components of crisis governance.

This unit introduces learners to the critical intersection between crisis management and public administration. It explores the structural and functional role of civil services in planning for and responding to emergencies. It examines the challenges that administrators face in real-world crisis scenarios, ranging from logistical bottlenecks to political interference and communication breakdowns. It also presents best practices and successful case studies that illustrate how proactive governance, community engagement, and adaptive strategies can strengthen crisis resilience.

Keywords

Disaster Preparedness, Emergency Response, Risk Reduction, Post-Crisis Recovery

Discussion

4.2.1 Crisis: Meaning and Types

4.2.1.1 What is a Crisis?

In public administration, a *crisis* refers to a significant disruption, either sudden or gradually emerging, that poses a serious threat to human life, property, and the stable functioning of society. These events test the responsiveness, adaptability, and resilience of administrative systems, often demanding immediate and coordinated intervention. Crises may be triggered by natural phenomena such as earthquakes or floods, or arise from human-induced circumstances like industrial accidents, public health emergencies, or social unrest. Some crises erupt without warning, while others build up over time due to neglect, policy failure, or institutional inertia.

► Crisis

The Second Administrative Reforms Commission (2nd ARC) defines a crisis as “*an emergency situation arising out of natural or human activity which poses a threat to human*”

► Defining Crisis

life and property or leads to large-scale disruption of normal life.” This definition reflects the multidimensional character of crises, highlighting their capacity to destabilise communities and overwhelm existing governance structures. From a conceptual perspective, the term “crisis” conveys a turning point; an unstable or decisive moment in which outcomes are uncertain, often carrying the possibility of grave consequences. In governance terms, a crisis is not merely an incident but a situation that challenges the limits of institutional capacity. It calls for timely decision-making, efficient mobilisation of resources, and seamless inter-agency coordination.

► Not limited to immediate, visible shocks

Importantly, crises are not limited to immediate, visible shocks. Many stem from slow-moving risks such as climate change, infrastructural decline, or systemic inequities that go unaddressed until they reach a tipping point. When left unmanaged, such situations may escalate into full-scale disasters, resulting in widespread loss, displacement, and long-term developmental setbacks. Therefore, crisis management is not solely a reactive function; it encompasses a proactive and integrated approach that includes early warning, preparedness, institutional resilience, and a people-centred administrative response. Effective crisis governance plays a vital role in safeguarding public trust, ensuring continuity of services, and sustaining democratic legitimacy during times of uncertainty.

Types of Crises

Crises can be categorised into several types depending on their causes and effects:

- **Natural Crises:** These stem from environmental and geological factors and include earthquakes, cyclones, floods, tsunamis, droughts, landslides, and avalanches.
- **Technological and Industrial Crises:** These involve accidents such as chemical spills, nuclear leaks, industrial explosions, and structural collapses (e.g., Bhopal Gas Tragedy (1984)).
- **Biological and Health Crises:** Pandemics, epidemics, and public health emergencies such as COVID-19 or the avian flu fall under this category.

- **Social and Political Crises:** These involve civil unrest, large-scale protests, communal violence, insurgencies, or terrorism.
- **Infrastructure and System Failures:** Breakdowns in critical services like power grids, water supply, communications, or transport systems may lead to administrative paralysis.
- **Crowd-Related Crises:** Unruly gatherings, stampedes during mass events, or religious congregations can result in emergencies requiring swift intervention.
- Depending on their causes and effects

4.2.1.2 Importance of Crisis Management in Governance

► Government's ability to protect citizens

Crisis management is integral to effective governance. It reflects a government's ability to protect citizens, sustain stability, and maintain trust during emergencies. Efficient crisis management ensures:

- **Protection of Lives and Property:** Quick responses help minimise human and economic losses.
- **Continuity of Public Services:** Maintaining law and order, health services, and supply chains is crucial.
- **Prevention of Escalation:** Timely interventions prevent manageable crises from becoming disasters.
- **Strengthening Institutional Trust:** Public confidence in government grows when crises are handled transparently and effectively.
- **Promotion of Resilience:** A responsive crisis management system fosters preparedness and societal resilience.

In India, where vulnerabilities are high due to geography, demography, and infrastructure challenges, crisis management is not just a bureaucratic function; it is a cornerstone of public administration.

4.2.1.3 Evolution of Crisis Management in India

India's journey in the field of crisis management has undergone a significant transformation over the past few decades. In the earlier years, the state's approach was largely reactive and limited to post-disaster relief and rehabilitation. Crises were managed on an ad hoc basis, typically through short-term responses led by local administrations or state authorities. This model, while helpful in emergency relief, proved insufficient for managing large-scale or recurrent disasters, especially those requiring inter-sectoral and inter-governmental coordination. Major national crises such as the Gujarat Earthquake (2001), the Indian Ocean Tsunami (2004), and more recently the COVID-19 pandemic highlighted severe institutional and operational gaps in India's crisis response mechanisms. These events catalysed a shift in the administrative mindset, from reactive relief work to a more integrated, proactive, and risk-sensitive approach.

► Reactive to proactive approach

Institutional and Legal Reforms

The most important milestone in this evolution was the enactment of the Disaster Management Act, 2005, which laid the legal foundation for a coordinated national framework. The Act led to the creation of the National Disaster Management Authority (NDMA), chaired by the Prime Minister, and empowered corresponding State Disaster Management Authorities (SDMAs) at the state level. These institutions were tasked with comprehensive disaster management, encompassing prevention, mitigation, preparedness, response, relief, rehabilitation, and recovery.

► Disaster Management Act, 2005

This marked a transition from relief-centric thinking to a life-cycle approach, ensuring that disaster management is woven into planning, governance, and development processes. Importantly, the NDMA's role expanded beyond crisis handling to policy formation, capacity building, and laying down operational guidelines for all ministries and departments.

► Crisis handling to policy formation

Integration of Global Frameworks and Risk Reduction

India's evolution was also shaped by its adoption of international frameworks like the Yokohama Strategy (1994), the Hyogo Framework for Action (2005), and the Sendai Framework for Disaster Risk Reduction (2015-2030). These frameworks advocated the importance of mainstreaming risk reduction into national development plans. In line with this,

► Adoption of international frameworks



India began to focus on vulnerability assessment, institutional strengthening, and the integration of safety norms into infrastructure, urban planning, and environmental management.

Emphasis on Technology and Scientific Capacity

Modern disaster management in India has increasingly harnessed the power of science and technology. Programmes such as the Disaster Management Support (DMS) initiative under the Department of Space have enabled the use of satellite data, GIS-based risk mapping, and mobile-based early warning systems. These tools have strengthened India's ability to anticipate and respond to crises effectively. Furthermore, the Government has recognised the need for a formal interface between science and public policy, urging platforms for cooperation between scientific institutions and administrative agencies.

▶ Anticipate and respond to crises effectively

Community Participation and Capacity Building

Another critical dimension of India's evolving strategy has been the growing emphasis on community-based disaster management. Recognising that local communities are often the first responders, the government has encouraged decentralised planning, capacity building at the grassroots, and involvement of Panchayati Raj Institutions in training and risk awareness initiatives. Disaster education has been introduced in school curricula, and tailored training has been extended to civil servants, health workers, and local leaders.

▶ Community-based disaster management

Institutionalising Crisis Governance

The Second Administrative Reforms Commission (2nd ARC), in its report, underlined the need to move away from bureaucratic rigidity and develop a transparent, accountable, and professionally managed crisis governance system. It emphasised the importance of clearly defined roles, multi-level coordination, and pre-assigned responsibilities across departments and agencies. It also advocated for greater investment in early warning, preparedness, and policy-backed institutional resilience.

▶ Greater investment in early warning & preparedness

4.2.2. Role of Civil Services in Crisis Management

Civil services play a central and multifaceted role in managing crises, acting as the backbone of government response systems. Their functions span across all phases of

► Backbone of government response systems

crisis management: prevention, preparedness, response, and recovery. As permanent executives of the state, civil servants are uniquely positioned to ensure continuity, coordination, and implementation of emergency measures under challenging circumstances.

► Ensure strategic planning and institutional readiness

Strategic Planning and Preparedness

One of the primary responsibilities of civil services is to ensure strategic planning and institutional readiness before a crisis occurs. This includes identifying vulnerable regions, preparing contingency plans, conducting mock drills, and coordinating with scientific and technical institutions for early warning systems. Officers at district and sub-district levels are expected to update disaster management plans regularly and ensure that all stakeholders, including local bodies, health institutions, and emergency responders, are well oriented with their roles. Administrative officers also oversee training programmes for various departments and frontline workers to enhance institutional capacity. Ensuring the availability of resources such as emergency shelters, food supplies, medical stockpiles, and communication tools is part of their preparedness mandate.

► Coordinating relief and rescue operations

Coordination and Leadership During Emergencies

During crises, civil servants serve as the principal coordinators of relief and rescue operations. They are responsible for activating emergency control rooms, facilitating inter-agency coordination, and ensuring rapid mobilization of resources. At the district level, the District Collector or District Magistrate typically leads the crisis response, supported by officials from police, fire services, health, revenue, and rural development departments. Effective crisis leadership involves quick decision-making under pressure, transparent communication with the public, and managing field-level complexities such as accessibility, logistics, and crowd control. Civil servants are also tasked with maintaining law and order, especially during crises that trigger panic, unrest, or migration.

Interface with Other Institutions and Stakeholders

Crisis management often involves coordination across multiple levels of government and with external stakeholders. Civil servants act as a bridge between national disaster management authorities, state agencies, local self-governments,



► Coordination across multiple levels

non-governmental organisations, and community-based groups. This coordination ensures that technical inputs, financial resources, and operational support are channelled efficiently. Moreover, civil servants engage with media, civil society, and international aid agencies to provide updates, clarify misinformation, and harness support for ongoing relief and rehabilitation efforts.

► Disseminating accurate and relevant information

Public Communication and Trust Building

In times of crisis, public communication becomes a critical administrative function. Civil servants are responsible for disseminating accurate, timely, and relevant information to prevent panic, encourage cooperation, and guide public behaviour. Whether through press briefings, social media updates, or local announcements, the goal is to maintain public trust and ensure compliance with emergency directives. They also play a role in addressing citizen grievances, monitoring rumours, and taking corrective actions to counter false narratives that may undermine public safety or institutional credibility.

► Recovery and Rehabilitation

Post-Crisis Recovery and Rehabilitation

Once the immediate crisis subsides, civil services transition into the recovery and rehabilitation phase. This involves conducting damage assessments, coordinating financial compensation, rebuilding infrastructure, and restoring essential services. They also facilitate long-term rehabilitation efforts including psychosocial support for those who have faced the harsh realities of the crisis, housing reconstruction, and livelihood restoration. Furthermore, post-crisis reviews and evaluations conducted by civil servants help in identifying gaps in preparedness and response, which are vital for updating plans and policies.

► Crisis management at the district level

District Collector in Crisis Management

The District Collector (or District Magistrate) plays a central role in disaster and crisis management at the district level. As per the Disaster Management Act, the District Collector is the chairperson of the District Disaster Management Authority (DDMA) and acts as the nodal officer responsible for all emergency-related administrative actions.

Key responsibilities include:

- Leading the district's disaster preparedness, response, and rehabilitation efforts.
- Activating control rooms and emergency operation centres during crises.
- Coordinating with police, health, fire services, and public works departments.
- Overseeing evacuation, relief distribution, and rehabilitation activities.
- Maintaining law and order, managing public communication, and addressing grievances.

► Functions and Responsibilities of Civil Servants During Crises

The Collector is empowered to take immediate decisions during emergencies and acts as the link between the state government, local bodies, and the community. Their leadership, adaptability, and coordination skills significantly influence the effectiveness of the crisis response.

Civil servants are central to crisis management, ensuring timely action, coordination, and recovery. Their key responsibilities include:

- **Preparedness:** Developing local disaster plans, conducting risk assessments, and organising drills.
- **Emergency Activation:** Mobilising control rooms, deploying teams, and coordinating inter-agency response.
- **Relief Operations:** Overseeing rescue, evacuation, and equitable distribution of essential services.
- **Law and Order:** Maintaining public safety and countering misinformation during emergencies.
- **Stakeholder Coordination:** Linking government bodies, NGOs, and communities for efficient response.
- **Public Communication:** Issuing advisories, addressing grievances, and managing public expectations.
- **Accountability:** Monitoring operations, documenting actions, and managing funds transparently.

► Key responsibilities



- Rehabilitation: Leading post-crisis recovery, rebuilding infrastructure, and restoring livelihoods.

4.2.3 Key Challenges During Emergencies

Crises often arrive without warning, disrupting the normal functioning of society and placing immense strain on administrative systems. While governments may have legal frameworks and institutional arrangements in place, real-world emergencies reveal several persistent challenges. These challenges operate at various levels: administrative, communicative, political, social, and psychological, and they determine how effectively a crisis is managed.

► Challenges at various levels

Administrative Challenges: Resource Allocation, Coordination, and Logistics

One of the most pressing concerns during a crisis is the efficient mobilisation and use of available resources. Often, relief supplies, health infrastructure, and emergency personnel fall short of actual needs. Bureaucratic delays, unclear lines of authority, and a lack of integrated planning can result in wasted resources or slow deployment. At the local level, poor infrastructure and outdated inventories aggravate the problem. Effective crisis response demands strong leadership, decentralised decision-making, and robust coordination mechanisms that bring together different departments and stakeholders in real time.

► Efficient mobilisation and use of available resources

Inadequate Preparedness and Unrealistic Planning

A common shortfall lies in the quality and realism of crisis management plans, especially at the district and local levels. Many such plans are drafted as formalities without considering ground realities, specific vulnerabilities, or the involvement of relevant stakeholders. Plans that remain static and are not validated through periodic drills become ineffective when actual emergencies unfold. Without updated and practical planning, administrative response becomes reactive and disjointed.

► Crisis management plans

Communication and Information Gaps

Communication breakdowns during emergencies can severely hinder response efforts. Public alerts may not reach vulnerable populations in time, or may lack clarity. Internally, government departments often suffer from delayed data sharing and lack of real-time situational awareness. These information

► Communication breakdowns

voids create confusion, duplication of effort, and missed opportunities to mitigate harm. Additionally, the absence of clear and empathetic communication with the public erodes trust and increases panic.

► Complex bureaucratic procedures

Political and Bureaucratic Bottlenecks

Complex bureaucratic procedures and political sensitivities can slow down emergency response. In some cases, administrators hesitate to take timely action for fear of procedural scrutiny or blame. The coexistence of multiple levels of authority; national, state, and local, without well-defined command structures often leads to jurisdictional confusion. Turf wars and lack of role clarity reduce accountability and fragment the collective response.

► Critical services

Disruption of Essential Services

Emergencies often damage critical services such as electricity, water supply, transport, and communication. When these systems collapse, they worsen public hardship and impair coordination among responders. Unfortunately, many essential service providers lack internal crisis management protocols or backup systems, leading to prolonged disruptions. Planning for continuity of these services is still a weak link in many administrative systems.

► Trustworthy communication

Public Trust, Misinformation, and Social Unrest

Misinformation spreads rapidly during crises, especially in the absence of consistent and trustworthy communication. Rumours, fake news, and panic responses can trigger social unrest or non-compliance with safety measures. A lack of transparency in decision-making or unequal distribution of aid can deepen public dissatisfaction. Maintaining trust and social stability during crises requires clear messaging, community engagement, and fairness in all administrative actions.

► Lack of adequately trained personnel

Shortage of Trained Human Resources

Local administrations often lack adequately trained personnel who are equipped to deal with unpredictable, high-pressure situations. While institutions like the NDRF exist at the national level, district administrations still rely heavily on generalist staff with limited disaster-specific skills. Regular training, simulation exercises, and human resource development for frontline staff remain critical gaps.

Mental Health and Well-being of Frontline Administrators

Crises place a heavy emotional burden on civil servants, health workers, and emergency responders. Working long hours under pressure, making life-and-death decisions, and dealing with public grievances can lead to burnout, anxiety, and psychological distress. Despite this, mental health support for administrators is often overlooked. Recognising and supporting their well-being is essential for sustaining morale and performance during prolonged crises.

► Emotional burden

Issues of Equity, Transparency, and Grievance Redressal

In the rush to provide relief, equitable distribution is not always achieved. Vulnerable groups such as women, children, the elderly, and marginalised communities may be overlooked. Political interference or inadequate tracking systems can result in unfair aid allocation. Moreover, effective grievance redress mechanisms are often missing, limiting accountability. Ensuring transparency in procurement and distribution processes builds legitimacy and public confidence.

► Unfair aid allocation

Lack of Institutional Memory and Post-Crisis Learning

Each crisis offers lessons, yet institutional mechanisms for learning and improvement are often weak. Post-crisis assessments may be ad hoc or superficial, leading to repeated errors in future events. There is a need for systematic documentation, training updates, and continuous review of crisis protocols. Learning from past mistakes and successes is key to building a more resilient administrative system.

► Post-crisis assessments

4.2.4 Best Practices in Crisis Management

Effective crisis management is not just about responding to disasters; it is about building resilience, anticipating risks, strengthening institutions, and empowering people. Over time, India has transitioned from a relief-oriented approach to a more comprehensive strategy that includes preparedness, mitigation, rapid response, and sustainable recovery. The following best practices, drawn from both national frameworks and global insights, represent the pillars of sound crisis governance:

► Building resilience

Comprehensive Risk Reduction Strategy

Modern crisis management must begin with risk reduction. This involves assessing vulnerabilities, forecasting hazards, and designing plans to reduce potential damage before a

► Risk reduction

crisis occurs. Integrated planning that combines early warning systems, environmental safeguards, and social protection mechanisms ensures a proactive approach rather than reactive firefighting.

Community Participation and Capacity Building

A resilient society is built from the ground up. One of the most effective practices is the involvement of local communities in disaster planning and response. Panchayati Raj institutions, urban local bodies, and community-based organisations must be actively engaged. Localised training programmes and simulation exercises empower communities to serve as the first line of defence. Traditional knowledge and locally adapted solutions should also be incorporated into preparedness strategies.

► Community Participation

Mainstreaming Crisis Awareness in Education and Training

Disaster preparedness must be woven into the fabric of society through formal and informal education. Introducing disaster management in school curricula, technical training programmes, and civil service induction courses ensures long-term societal awareness. Continuous capacity-building for civil servants, health workers, and elected representatives helps create a culture of preparedness and professionalism.

► Formal and informal education

Decentralised and Coordinated Institutional Mechanisms

The effectiveness of crisis response depends heavily on decentralised decision-making coupled with strong coordination. State and district-level authorities must be empowered with resources and autonomy to act swiftly, while central institutions like NDMA and NIDM support policy, research, and inter-agency coordination. Clearly defined roles and integrated command structures avoid overlaps and confusion during emergencies.

► Decentralised decision-making

Institutionalisation of Standard Operating Procedures (SOPs)

Standard Operating Procedures ensure that all stakeholders, from local health workers to national security personnel, understand their roles before, during, and after a crisis. Regular updating and testing of SOPs through mock drills is vital for seamless execution during real emergencies.

► Standard Operating Procedures



► Psycho-social support

Mental Health Support and Psychosocial Care

Effective crisis management addresses not just physical but emotional trauma. Providing psychosocial support to both victims and frontline workers must be a core part of response strategies.

► Updating with global standards

Learning from Global and Local Best Practices

India's crisis management strategy has benefited from frameworks like the Yokohama Strategy, the Hyogo Framework for Action, and the Sendai Framework. Bilateral learning agreements, exposure visits, and documentation of domestic success stories ensure that administrators remain updated with global standards while adapting them to local contexts.

► Gujarat earthquake of 2001

4.2.5 Case Studies

4.2.5.1 From Relief to Recovery – The Gujarat Earthquake Experience (2001)

The Gujarat earthquake of 2001 was a devastating event that caused widespread damage across the Kutch region. Over 13,000 to 20,000 people lost their lives, hundreds of thousands were injured, and infrastructure, homes, hospitals, schools, and public buildings, were reduced to rubble. While the initial impact was catastrophic, the response and recovery that followed are widely recognised as a turning point in India's disaster management journey.

What Made the Response a Best Practice?

1. Creation of a Dedicated Institutional Framework

In the aftermath of the earthquake, the Government of Gujarat established the Gujarat State Disaster Management Authority (GSDMA), a special purpose vehicle tasked with coordinating all aspects of relief, recovery, and reconstruction. This institution brought together multiple stakeholders under a unified command, enabling faster decisions, fund management, and policy implementation.

2. Community Participation in Reconstruction

The recovery strategy consciously avoided top-down reconstruction. Instead, it promoted owner-driven housing, where affected families were involved in rebuilding their homes with technical support and financial assistance. This fostered local ownership, resilience, and community empowerment.

► Crisis response and learnings

3. Technical and Sustainable Planning

The rebuilding process integrated earthquake-resistant construction techniques. Local artisans and masons were trained in hazard-resilient building methods. Urban planning guidelines were revised, and new building codes were enforced to reduce vulnerability in future disasters.

4. Holistic Recovery Approach

The recovery went beyond physical infrastructure. It focused on restoring livelihoods, providing psycho-social support, and reviving the local economy. The transition from relief to development included establishing self-help groups, micro-finance initiatives, and vocational training.

5. Public-Private Partnerships

The reconstruction effort effectively leveraged partnerships between government agencies, international organisations (such as UNDP and the World Bank), NGOs, and the private sector. This model demonstrated the importance of shared responsibility in crisis recovery.

6. Learning and Replication

The success of the Gujarat model influenced the national disaster management policy. It became a learning ground for future responses and played a role in shaping the Disaster Management Act, 2005, and the formation of NDMA at the national level.

4.2.5.2 Adaptive Use of Cyclone Shelters During the COVID-19 Pandemic

► COVID-19 pandemic

The COVID-19 pandemic posed an unprecedented challenge to India's administrative and public health systems. Unlike natural disasters, it was prolonged, uncertain, and required innovative use of existing disaster management infrastructure. A notable example of administrative adaptability emerged from India's coastal states, where cyclone shelters constructed under the National Cyclone Risk Mitigation Project (NCRMP) were repurposed to support pandemic response efforts.

► Adaptive measures

Under NCRMP, states like Odisha, Andhra Pradesh, and Tamil Nadu had developed a network of cyclone shelters to protect vulnerable coastal populations during cyclonic storms. These structures, built to withstand extreme weather, had basic facilities, space for large gatherings, and access to health and sanitation services.



► Proactive and flexible practices

Crisis Response Innovation

When the COVID-19 crisis escalated, particularly during the first and second waves, the regular healthcare infrastructure was overwhelmed. In response, these cyclone shelters were converted into temporary quarantine centres, isolation wards, and community support spaces. This shift demonstrated a proactive and flexible use of disaster infrastructure to meet evolving challenges.

► Best Practices

Key Elements of Best Practice

- **Multi-Hazard Infrastructure:** The shelters, although designed for cyclone-related emergencies, were structurally and logistically capable of accommodating large numbers of people for extended periods, making them ideal for health-related emergencies.
- **Community-Based Management:** Local disaster management committees; many of which included women, youth volunteers, and representatives of marginalised groups; played an active role in managing the shelters. Their familiarity with the community enabled smooth coordination and culturally sensitive service delivery.
- **Administrative Convergence:** This practice reflected a high level of coordination between health departments, disaster management authorities, local administration, and Panchayati Raj institutions, showcasing the value of inter-sectoral governance during emergencies.
- **Efficient Use of Resources:** Repurposing existing infrastructure avoided the delays and costs of constructing new facilities, which would have been unfeasible during the peak of the crisis.

This approach demonstrated how preparedness for one type of hazard can be leveraged for another, provided that infrastructure is designed with flexibility and community involvement. It also highlighted the importance of decentralised decision-making and local-level institutional capacity in responding to evolving crises. The practice is now cited as a model for multi-hazard preparedness and integrated emergency planning.

Summarized Overview

This unit explores the critical role of public administration in managing crises of various kinds; natural, technological, biological, and socio-political. It begins by introducing the concept of crisis and its evolution in India's governance framework, particularly the shift from reactive relief measures to a more proactive, institutionalised approach following the Disaster Management Act, 2005. The unit highlights the pivotal functions of civil servants across all phases of crisis management—planning, response, coordination, and recovery; while also examining the institutional mechanisms such as the State Disaster Management Authority and the role of District Collectors. Key challenges encountered during emergencies are analysed in depth, including administrative bottlenecks, resource constraints, communication gaps, and the psychological toll on frontline officials. The unit also outlines best practices drawn from national experiences, such as the Gujarat earthquake recovery model and the adaptive use of cyclone shelters during the COVID-19 pandemic, to demonstrate the importance of resilience, community participation, and inter-agency coordination.

Self-Assessment

1. What is meant by a crisis?
2. List any four major types of crises commonly encountered in India.
3. Mention any three functions of the District Collector during a crisis.
4. What are the major administrative challenges faced by civil servants during emergencies?
5. What does NDMA Stand for?
6. Name one International framework adopted by India for disaster risk reduction.
7. Why are early warnings critical in crisis governance?
8. Explain the Significance of Public Communication during crises.
9. Outline key lessons From the Gujarat earthquake experience?
10. State any two reasons Why the Crisis management approach shifted From reactive to proactive in India.



Assignments

1. Discuss the major types of crises that India has encountered in recent decades. How should public administration respond differently to each type?
2. Critically examine the role of civil services in disaster preparedness, response, and post-crisis rehabilitation
3. Identify and discuss the key challenges faced by administrators during emergencies. Suggest strategies to overcome them.
4. Explain the evolution of crisis management in India. How has the Disaster Management Act, 2005 transformed the country's approach

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Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.

SGOU



UNIT 3

International Perspectives on Civil Service

Learning Outcomes

Upon completion of the unit, the learners will be able to:

- ▶ explain the concept, significance, and scope of civil service in an international context
- ▶ describe the structure and functioning of civil services in different countries (United Kingdom, United States, France, and Japan)
- ▶ critically analyse the strengths and limitations of major international civil service models and assess their relevance to reform-oriented countries like India
- ▶ identify and evaluate key lessons that India and other developing nations can adopt from global civil service experiences to improve administrative efficiency and accountability

Background

In every nation, the civil service plays a central role in translating the vision of governance into practical outcomes for citizens. While the goals of public administration may be broadly similar across countries, such as delivering public services, maintaining law and order, and ensuring equitable development, the methods, values, and institutional arrangements adopted by different governments vary considerably. These variations reflect each country's historical experiences, political systems, socio-economic conditions, and administrative traditions. Understanding civil service from an international perspective allows us to appreciate this diversity and draw meaningful lessons for reform and innovation.

This unit is designed to introduce students to the global landscape of civil service systems. It begins by exploring the concept and evolution of civil services across national boundaries, with particular attention to why comparative analysis is both relevant and necessary in today's interconnected world. In an era where challenges such as climate change, public health crises, and digital transformation transcend national borders, no

civil service system can operate in isolation. Learning from the experiences of other countries can help governments adopt tested approaches and avoid repeating past mistakes.

A core component of this unit is a comparative analysis of civil service systems in four major countries: the United Kingdom, the United States, France, and Japan. These nations represent distinct models of bureaucracy: from the career-based, neutral civil service of the UK to the politically appointed, decentralised system in the US; from France's legalistic and elite-oriented administration to Japan's hybrid model balancing tradition and innovation. Each system offers valuable insights into how recruitment, accountability, professionalism, and responsiveness are shaped by cultural and political contexts.

Moving beyond comparison, the unit also draws attention to lessons that countries like India can learn from international models. While administrative reforms must always be sensitive to national contexts, exposure to global practices can help identify strategies to strengthen meritocracy, responsiveness, and institutional efficiency. The final section addresses global trends reshaping civil service management. These include a shift from permanence to performance, greater emphasis on digital governance, leadership development, and increased transparency. Together, these changes reflect a broader transition in the role of civil services from traditional bureaucracies to more dynamic, citizen-oriented institutions.

By engaging with international perspectives, this unit encourages students to think critically about the future of public administration and the kinds of reforms that can support more accountable, effective, and inclusive governance.

Keywords

Comparative Public Administration, Generalist, Specialist, Spoils System, Ministerial Responsibility, Centralisation

Discussion

4.3.1 Understanding Civil Service in an International Context

Civil services form the core of contemporary administrative systems, functioning as the permanent, non-political machinery that ensures continuity and effectiveness in governance. At its essence, the civil service comprises a body of trained professionals who are appointed by the state to translate public



► Civil servants:
the non-political
machinery

► Merit-based
recruitment

policies into action, manage public services, and oversee the routine functioning of government institutions. Unlike elected representatives, who may change with each political or electoral cycle, civil servants remain in place, offering a sense of consistency and stability, as well as institutional memory and technical expertise that are essential for effective administration.

Historically, many civil services evolved from patronage-based systems. For example, in the United States during the 19th century, the "spoils system" rewarded political supporters with public jobs. Over time, reform movements led to the establishment of merit-based recruitment, notably through the Pendleton Act of 1883 in the U.S. and similar reforms in the UK. By the 20th century, most democratic states had institutionalised civil services with competitive examinations, fixed tenure, and professional codes of conduct.

The scope of civil service has expanded in response to growing state responsibilities. Today's civil servants are not only implementers of policy but also play a significant role in policy formulation, regulatory governance, public accountability, and crisis response. Moreover, with the rise of digital governance and international cooperation, civil servants are increasingly required to manage complex, technology-driven environments that go beyond traditional administrative functions.

Rationale for Comparative Analysis

► Comparative analysis
of civil service

A comparative analysis of civil service systems provides valuable insights into the diverse institutional arrangements and governance models across the world. Such an approach helps scholars and practitioners understand how different historical, political, and socio-economic contexts shape administrative practices. For instance, a comparative perspective can reveal why a career-based model works well in Japan due to its cultural emphasis on seniority and loyalty, while the United States prefers an open-entry system to encourage flexibility and responsiveness.

► Learning from
examples

In addition, comparative public administration provides tools to examine how bureaucracies deal with similar challenges such as corruption, politicisation, gender disparity, or administrative inefficiency under different institutional settings. It also allows countries like India to learn from successful reforms elsewhere, such as the UK's executive agency model or Sweden's transparent, decentralised administrative system.

► Sharing of best practices

Furthermore, global institutions like the OECD (Organisation for Economic Co-operation and Development), UNDP (United Nations Development Programme), and the World Bank regularly encourage cross-national benchmarking and sharing of best practices in civil service reforms. For policymakers, comparative analysis is not only a matter of academic interest but also a practical necessity in the era of globalisation, interdependence, and governance innovation.

4.3.2 Comparative Analysis of Civil Services in Different Countries

4.3.2.1 United Kingdom

The British Civil Service has evolved over time into a well-established and respected administrative system, known for its professionalism, neutrality, and commitment to public service. Some of its key features are outlined below:

Diversified Structure

One of the most notable features of the British Civil Service is its diversification, through the recruitment of a large number of staff with specialist qualifications. New institutions and procedures have also been developed to supplement the traditional practices. Over the years, the service has expanded by recruiting professionals with specialised skills, thereby reducing its earlier dependence solely on generalist administrators.

► Diversification

The Generalist Administrator

The idea of the generalist civil servant is a distinctive legacy of the British system. The Northcote-Trevelyan Report laid the foundation for a merit-based civil service and strongly endorsed the role of generalists, who could be deployed across various departments based on administrative need. However, this idea came under criticism from the Fulton Committee, which argued for more professionalism and specialisation.

► Role of generalists

Principle of Ministerial Responsibility

A central aspect of the British administrative tradition is the doctrine of ministerial responsibility. While civil servants are responsible for policy implementation, ministers remain accountable to Parliament and the public for their departments. This arrangement keeps civil servants out of public scrutiny, while ministers take both credit and blame for departmental performance.

► Ministerial responsibility



► Administrative continuity

Career-Based Service

The British Civil Service operates as a long-term career for many individuals. It offers structured promotion pathways that balance merit and seniority, particularly in the lower ranks. This career-oriented nature helps maintain administrative continuity, institutional memory, and employee morale. It also ensures a steady pipeline of experienced officers capable of adapting to changing policy needs without compromising professionalism.

► Political Neutrality

Political Neutrality

One of the defining characteristics of the British Civil Service is its political neutrality. Civil servants serve the government of the day, regardless of political affiliation. This means that they may be involved in both implementing and later dismantling the same policy, depending on the party in power. Former Prime Minister Clement Attlee once remarked how the same officials who helped design Labour's transport reforms were later tasked with dismantling them under a Conservative government.

► Retaining senior officials

Unlike systems such as the United States, where top positions change with political leadership, the British model retains the same senior officials, with only ministers and their special advisers being politically appointed. However, there have been concerns in recent decades about the growing influence of political advisers, especially under the Labour government of the 1990s. Despite this, most ministries have only a handful of advisers, and official inquiries have generally defended their role as supporting the civil service rather than undermining its neutrality.

► Anonymity

Anonymity of Civil Servants

Another traditional feature of the British Civil Service is the principle of anonymity. Civil servants work behind the scenes, and their actions are officially attributed to the ministers. This practice protects civil servants from public or parliamentary scrutiny and allows them to function without political pressure. However, in recent years, this tradition has undergone change. The Civil Service Code of 2006 redefined the core values of the service as integrity, honesty, objectivity, and impartiality, notably omitting anonymity. This reflects a gradual shift toward greater openness and accountability in public administration.

Job Security and Employee Representation

Civil servants in the UK enjoy a high level of job security. They are supported by well-organised employee associations

► High level of job security

that represent their interests and safeguard their rights. A significant contribution in this area has been the development of the Whitley Councils, joint consultative bodies that promote dialogue between the government and civil service staff on matters such as working conditions and pay structures. These mechanisms help maintain industrial harmony and a positive work environment within the civil service.

Overall, the British Civil Service has played a foundational role in shaping public administration not just in the UK, but also in many Commonwealth countries. Its emphasis on neutrality, professionalism, and long-term service continues to be a benchmark for other civil service systems around the world.

4.3.2.2 United States of America

The U.S. Civil Service system is known for its unique structure and distinct evolution. It combines merit-based appointments with political elements at the top, reflecting the country's democratic values and administrative diversity. The key features are as follows:

Legacy of the Spoils System

Historically, the U.S. civil service began with the spoils system, where appointments were based on political loyalty rather than merit. This system gained prominence under President Andrew Jackson in 1828, who replaced many officials with his supporters. Though this practice continued for decades, it led to inefficiency and instability. The assassination of President Garfield in 1881, by a disgruntled job seeker, led to widespread public outcry and the passing of the Pendleton Civil Service Act of 1883, which introduced competitive exams and merit-based appointments. Even today, top positions like department heads are often political appointees, while lower ranks follow career service norms.

► Appointments based on political loyalty rather than merit

Managerial Recruitment Approach

The U.S. civil service uses a managerial approach to recruitment. Selection is based on multiple methods such as written exams, oral tests, performance assessments, and ranking. Importantly, there is no fixed minimum educational qualification; merit in competitive exams is the main criterion. Pay and promotion for senior civil servants are often linked to performance evaluations, which is a distinctive feature in the USA when compared to India, the UK, and France.

► Managerial approach to recruitment



Restrictions on Political Activities

- ▶ Remain loyal to the government rather than any political party

To maintain neutrality, U.S. civil servants are prohibited from engaging in partisan politics. While they can vote and express opinions, they cannot join political parties or campaign for candidates. This restriction is enforced through the Hatch Acts of 1939 and 1940, which apply to federal, state, and local employees. This ensures that civil servants remain loyal to the government rather than any political party.

Preference for Specialists

- ▶ Priority to specialists

Unlike systems that rely on generalist administrators, the U.S. civil service gives priority to specialists. Officials are typically recruited for roles that match their academic background and work experience. This technical expertise is viewed as essential for administrative efficiency. There is limited scope for generalist careers in U.S. public administration.

Unionization in Public Services

- ▶ Employee representation

Although initially resisted, unionization of public employees in the U.S. gained legal acceptance from 1912 onwards. Today, public sector unions are active, although public employees in many jurisdictions do not have the right to strike. Still, employee representation is now a recognised part of the system.

Interchangeable Between Public and Private Sectors

- ▶ Flexibility

In the U.S., it is common for professionals to interchange between government jobs and non-government jobs. Civil service is not necessarily seen as a lifelong career. This allows for flexibility and fresh perspectives in public service.

Role of Political Executives

- ▶ Bridge between politics and administration.

The political executive system involves around 2,500 high-level federal positions that are filled through presidential appointments. These officials hold significant policy-making authority and are not part of the regular civil service. They serve as a bridge between politics and administration.

Position Classification System

- ▶ Position classification system

All levels of U.S. government use a position classification system, which organises jobs based on duties and responsibilities. This helps ensure fairness in recruitment, pay, and promotion.

Use of Service Ratings

► Service ratings

Service ratings are used to evaluate employee performance. These ratings influence promotions, salary adjustments, and disciplinary actions. Two main types are used: trait ratings (personality qualities) and performance ratings (job effectiveness). The latter is more widely adopted in federal and state agencies.

Emphasis on Privatization

► Role of private entities

U.S. governments frequently contract out services to private and quasi-private entities. This reflects a belief that the private sector can often deliver services more efficiently. A significant portion of public spending flows through such contracts, especially at the federal level.

In conclusion, the U.S. civil service combines professional competence with political oversight. Its emphasis on merit, specialisation, and administrative flexibility continues to shape public administration in a dynamic governance environment.

Structure of the U.S. Civil Service

► Structure of the U.S. Civil Service

The U.S. Civil Service is primarily structured around the General Schedule (GS) pay system, which covers most white-collar federal employees and ranges from GS-1 to GS-15. Employees move through steps within each grade based on tenure and performance. Career progression often follows a defined ladder, with higher-level promotions requiring open competition. The Senior Executive Service (SES), created in 1978, includes top-level executives who operate just below presidential appointees. To ensure regional equity, locality pay was introduced in 1994, adjusting salaries based on employment costs, while employees posted abroad receive non-taxable allowances instead. Though GS ranks are civilian, they are aligned with military ranks for protocol purposes. Federal pay raises are politically influenced, and attempts to shift toward performance-based pay systems have met with resistance and controversy.

4.3.2.3 France

► Centralized administrative system

The French civil service is among the oldest and most structured in the world, with its foundations rooted in the Napoleonic era. The institution of Prefects, introduced in 1800, marked the beginning of a centralized administrative system, replacing earlier provincial Intendants. France continues to



function as a unitary state, with a strong central government supported by a well-organised bureaucracy.

A defining feature of the French system is the presence of elite administrative groupings known as the *grands corps*, whose members often occupy top positions in ministries, the judiciary, and public enterprises. These corps are mainly recruited through competitive examinations and training at prestigious institutions such as the *École Nationale d'Administration (ENA)*. The ENA plays a critical role in shaping the administrative elite, with only the top-ranking students gaining entry into the most prestigious corps, such as the *Conseil d'État* or the *Court of Auditors*. Though the ENA was originally intended to democratise recruitment, it remains largely dominated by individuals from privileged and Paris-based backgrounds.

► Elite administrative groupings

The French civil service follows a career-based model, offering job security and a defined promotion system within various corps and grades. Civil servants are organised into categories (A to C), depending on qualifications and responsibilities. Higher positions are limited in number, ensuring a hierarchical structure with clear distinctions between ranks.

► Career-based model

French civil servants enjoy the right to unionise and participate in strikes, though restrictions apply to essential services and senior officials. Political participation is also permitted; civil servants may join political parties or contest elections, with conditions requiring them to take temporary leave from their administrative posts if elected.

► Political participation

One of the most unique aspects of the French model is the strong presence of civil servants across all major sectors. Many have held top posts in government, public enterprises, and even private industries, an interconnection often described as *pantouflage*. This mobility between public and private roles has drawn both admiration for administrative versatility and criticism for potential conflicts of interest.

► Presence of civil servants across all major sectors

Administrative courts form another cornerstone of the system. The *Conseil d'État*, France's top administrative court, serves as both a legal advisor to the government and the highest forum for disputes involving state officials. Civil servants must act within legal and hierarchical boundaries, and their actions can be challenged in these courts by affected citizens.

► Legal and hierarchical boundaries

In essence, the French civil service is characterised by elite formation, legal structure, career stability, and a deep-rooted influence across the political, economic, and administrative spheres of the country. It combines tradition with institutional complexity and remains a powerful pillar of the French state.

4.3.2.4 Japan

Chitoshi Yanaga once described Japan as a “bureaucrat’s paradise” and “the wonderland of bureaucracy.” The Japanese civil service has evolved significantly since World War II, shaped by historical traditions and democratic reforms. The following are its key features:

Democratisation of the Bureaucracy

Post-war reforms aimed to democratise Japan’s civil service. Article 15 of the 1947 Constitution clarified that public officials serve the entire community, not specific groups. The National Public Service Law (1947) established the legal foundation for civil service reform and led to the creation of the National Personnel Authority (NPA), a semi-autonomous agency overseeing appointments, promotions, and discipline.

► Post-war reforms

Process of Reforming the Bureaucracy – Decreasing Size of the Government

Between 1940 and 1975, Japan saw an eightfold increase in civil service employment. However, the 1980s marked the beginning of serious reform. These efforts included downsizing government functions, decentralising power to local governments, deregulating administrative controls, and privatising public services. Today, public servants constitute around 9% of the labour force, significantly lower than in other industrialised nations.

► Decentralising power

The Higher Civil Service – A Small Group

The higher civil service in Japan consists of a small group of elite administrators. Around 2,500 hold top posts in ministries and agencies. When mid-level elite officials are included, this number expands to about 10,000, just 1% of all national government employees.

► Elite administrators

Career-Based Services

Japan maintains a career-based civil service, attracting bright, young candidates. Entry is highly competitive, and only 300–400 candidates qualify annually. Those selected typically

► Career-based civil service



remain within the government for most of their careers, benefiting from job stability and professional growth.

Dominance of Law Background Graduates

Most senior civil servants hold degrees in law. The recruitment exams are shaped by law faculties and emphasise legal and administrative knowledge. Over two-thirds of top officials are law graduates, though they are also exposed to political science, economics, and basic management skills.

Wide Social Base

Despite a narrow educational channel, the social background of civil servants is more diverse. Recruits come from all parts of Japan, mostly from urban areas like Tokyo. Many are from middle-class families. There is little evidence of hereditary entry into the higher civil service or political favouritism in recruitment.

Lesser Number of Women in Civil Services

Gender disparity remains an issue in the Japanese bureaucracy. Although a few women qualify for the higher civil service, they face major barriers to advancement. A 1982 survey showed that few expected to rise beyond the rank of section chief.

Low Interministerial Mobility

Civil servants usually remain within the same ministry throughout their careers. Transfers between ministries are rare. This limits cross-departmental experience and often results in a compartmentalised administrative structure rather than coordinated policy action.

► Remain within the same ministry

Early Age of Retirement

Japan's civil servants typically retire early, often around age 50. While the formal retirement age is now 60, early exit is common. Many retirees transition into second careers in business, semi-public corporations, or professional roles, often with higher pay and influence than in government service.

Political Activism

The distinction between politicians and bureaucrats is less rigid in Japan. Top bureaucrats often play active roles in policymaking and even enter politics. Around 90% of legislation

► Distinction between politicians and bureaucrats

since 1955 has originated within government agencies. Former civil servants also make up a significant proportion of members in the Diet (parliament), and several post-war Prime Ministers were once bureaucrats.

► Oversees recruitment, training, promotion, pay, discipline, and employee rights

The National Personnel Authority (NPA)

The NPA was created by the 1947 law to regulate the national civil service. It oversees recruitment, training, promotion, pay, discipline, and employee rights. It operates independently of political interference, ensuring merit-based and impartial administration.

The Japanese civil service is known for its continuity, administrative influence, and elite character. Judicial checks are limited, and the bureaucracy has often played a stronger role in legislation and policy than elected bodies. As some scholars note, Japan's post-war bureaucracy has, in many ways, governed from behind the scenes, firmly embedded within the broader political power structure.

► Adapting to global standards

4.3.3 Lessons from International Models of Civil Service

Civil service systems across the globe have evolved in different ways, shaped by each country's history, governance structure, and administrative needs. These systems vary in how they are organised, how civil servants are selected, how they are held accountable, and the values they uphold. Studying such international models does not mean copying them blindly. Rather, it helps countries like India learn useful practices that can be adapted to improve their own administrative systems.

Looking at civil services globally provides three key benefits:

- It broadens our understanding by showing that there is no perfect system.
- It offers practical solutions to common challenges such as inefficiency, political interference, or lack of public trust.
- It reminds policymakers that context matters; what works in one country may require adjustments in another.



United Kingdom: Integrity, Neutrality, and Gradual Reform

The British civil service is widely regarded as a model of professionalism and impartiality. Its strength lies not just in its structures and laws, but in the culture of ethical public service: honesty, accountability, and neutrality.

► Lessons from UK

One important lesson from the UK is the value of incremental and carefully planned reforms. Over the years, changes such as the creation of executive agencies through the “Next Steps” initiative and the use of performance agreements were introduced gradually, allowing time for evaluation and adjustment. The civil service operates under a clear code of conduct and is overseen by independent bodies, ensuring high standards of accountability and performance. At the same time, reforms like agencification brought some concerns about reduced oversight. For countries like India, the UK model shows that reforms should not undermine public trust and institutional integrity. A balanced approach that maintains core values while encouraging innovation is crucial.

United States: Balancing Political Appointments and Bureaucratic Stability

The US follows a unique approach where a large number of senior administrative positions are filled through political appointments. This is a result of its presidential system, which allows elected leaders to influence key administrative roles directly.

This model highlights the ongoing challenge of balancing political control with bureaucratic stability. Political appointments can help implement the elected government’s agenda, but they may also disrupt continuity, especially during leadership changes. To address this, the US has developed strong institutions like the Office of Personnel Management (OPM) and systems for performance management within the permanent civil service.

Another noteworthy practice is the use of employee surveys and performance assessments to understand motivation and effectiveness. These tools, despite the system’s decentralisation, help track organisational health and support reform.

However, the risks of excessive politicisation are real, as it

► Independence and professionalism of bureaucracy

can weaken long-term administrative effectiveness. The lesson for India is to preserve the independence and professionalism of its bureaucracy, while allowing space for limited and structured political appointments that support policy delivery.

France: Elite Training, Centralisation, and the Need for Diversity

France's civil service stands out for its strong centralisation and the significant role of elite training. Senior administrators often come from highly respected institutions such as the former École Nationale d'Administration (ENA), now restructured as the Institut National du Service Public (INSP). This has nurtured a tradition of technically skilled, policy-oriented leadership.

► Rigorous leadership training

The French model demonstrates the benefits of rigorous leadership training in public law, administration, and ethics. A centralised structure also allows for quick policy implementation and consistency across sectors.

However, this system has also faced criticism. The dominance of a small, elite group in higher positions can lead to a disconnect from society and reduced diversity. Recent reforms have aimed to promote wider access and movement between public and private sectors.

► Leadership development

India, being a socially diverse country, must take a balanced approach and invest in leadership development without creating exclusive circles. Opportunities should be open to people from varied social and regional backgrounds to ensure inclusive governance.

Japan: Cohesion, Seniority, and Public Trust

Japan's civil service is characterised by a high degree of internal unity, long-term employment, and a strong sense of commitment to public service. Entry into the civil service is highly competitive, and once recruited, officers usually spend their entire careers within the system, moving up through a seniority-based hierarchy.

► High degree of internal unity

One valuable takeaway from the Japanese system is the emphasis on teamwork and institutional loyalty. Ministries function with a shared sense of mission, which supports coordinated policy implementation. Japan's bureaucracy has also traditionally enjoyed significant public trust, largely due to its professionalism and insulation from political interference.

► Teamwork and institutional loyalty



► Value-driven and publicly trusted civil service

Nevertheless, the reliance on seniority can lead to rigidity and slow adaptation. It may also limit opportunities for younger officers or those with fresh perspectives. Recognising this, Japan has begun promoting more flexible career paths and mobility. For India, Japan's experience offers guidance on how to build a value-driven and publicly trusted civil service, while also emphasising the need for generational renewal and innovation.

► Estonia: Leading in Digital Governance

Useful Innovations from Other Countries

In addition to the major civil service systems, several countries have adopted innovative practices that offer specific lessons for public sector reforms. These do not represent complete models but provide focused insights.

Estonia has become a global example of digital transformation in government. Its civil service uses technology to deliver most services online, creating a highly transparent and efficient system. Public servants are trained in digital skills, and departments share data securely.

► Singapore: Strategic Talent and Competitive Pay

Key Lesson: Digital competence within the civil service can significantly improve efficiency, responsiveness, and citizen satisfaction.

Singapore has developed a meritocratic system where promising individuals are identified early and trained for leadership. The government also offers competitive salaries that match private sector standards to attract and retain talent.

► Brazil and Chile: Open and Transparent Hiring

Key Lesson: A well-structured HR system with clear career development paths and fair compensation strengthens administrative capacity.

Brazil and Chile have improved the credibility of their civil services through open recruitment practices. By using publicly announced examinations and structured selection processes, they have reduced political interference in appointments.

► Innovative practices : Globally

Key Lesson: Transparent and fair hiring practices build public confidence and enhance professionalism, especially in politically sensitive contexts.

Key Takeaways for Reform-Oriented Countries like India

Drawing from the above experiences, several actionable insights emerge for improving India's civil service. While each system has developed under unique conditions, the following lessons are broadly applicable:

1. Strengthen Professionalism Alongside Accountability

- Promote integrity through ethics training and adherence to service codes, as seen in the UK.
- Develop mechanisms for citizen accountability through transparent evaluations and public feedback systems.

2. Pursue Reform without Disrupting Stability

- Learn from France and Japan, which value continuity but are adapting to new challenges.
- Use lateral entry, contract positions, and skill-based recruitment to bring flexibility without undermining the core bureaucracy.

3. Focus on Talent and Leadership Development

- Inspired by Singapore, India can invest more in mid-career training, mentoring, and succession planning.
- Leadership should be nurtured systematically to ensure consistent policy implementation.

4. Advance Digital Governance in a Coordinated Manner

- Building on India's own platforms like DigiLocker and Aadhaar, integration across ministries and departments can further reduce delays and increase transparency.
- Capacity-building in digital tools among civil servants is essential.

► Adapting to the global framework



5. Ensure Transparency in Recruitment and Promotions

- Following the examples of Brazil and Chile, recruitment and career progression must be seen as fair and rule-based.
- Reducing discretionary transfers and ensuring objective promotion criteria will build morale and trust.

6. Limit Politicisation to Protect Bureaucratic Neutrality

- The US experience shows that excessive political appointments can weaken administration.
- In India, maintaining the independence of institutions like the UPSC and state commissions is essential to preserve neutrality and efficiency.

This comparative review underlines that no civil service system is without flaws, but each has elements worth adapting. For a country like India, reforms must be context-sensitive, people-centred, and institutionally grounded, drawing the best from global experience while respecting national diversity and democratic values.

4.3.4 Global Trends in Civil Service Management

The civil services across the globe are witnessing a period of rapid transformation. As governance challenges multiply and public expectations grow more complex, governments are rethinking how civil services are structured, managed, and deployed. From traditional, rule-bound bureaucracies to agile, citizen-centric institutions, civil service management is evolving in diverse and meaningful ways.

1. From Permanence to Performance: Changing Administrative Paradigms

Historically, civil services were designed to provide continuity, neutrality, and procedural compliance in governance. Permanence, seniority, and rigid hierarchies defined their core identity. However, modern demands now call for results-oriented, flexible, and accountable public administrations. A growing number of countries are shifting toward performance-based systems where results, outcomes, and public value are as important as rule-following.

► Permanence to Performance

► Process-driven bureaucracies to impact-driven administrations.

In this context, tools such as performance evaluations, key performance indicators (KPIs), and results-based budgeting are being increasingly adopted. Countries like the United States, the United Kingdom, and France have tied performance to rewards and promotions, although the effectiveness of these systems varies. The overall direction of the governance framework, however, is clear; governments want to move from process-driven bureaucracies to impact-driven administrations.

► Eliminate patronage and informal hiring practices

2. Strengthening Meritocracy and Transparency

Merit-based recruitment remains a foundational principle of civil service management. Competitive examinations, written tests, and competency-based interviews continue to dominate selection processes in countries such as Japan, Canada, and the UK. However, newer democracies and reforming states are working to eliminate patronage and informal hiring practices by enhancing transparency.

Efforts such as public advertisement of vacancies, digital recruitment portals, and independent civil service commissions are helping to institutionalise fairness and inclusiveness. In many Latin American and Eastern European countries, these reforms have been vital in strengthening legitimacy and public trust in government employment.

► Digital Transformation

3. Embracing Digital Governance and Innovation

Digital transformation is among the most defining trends in global civil service reform. Governments are turning to technology to streamline service delivery, improve internal processes, and make administration more transparent. Estonia's digital ID system and paperless public services are globally admired, while countries like South Korea, Singapore, and the UK have created specialised digital innovation units within the civil service.

Digitisation has also changed the skill requirements of civil servants. Today's officials are expected to be tech-savvy, data-literate, and capable of navigating complex digital platforms. Digitalisation is no longer just a tool; it is shaping the very identity and functioning of the civil service.

4. Enhancing Capacity and Leadership

Another significant trend is the focus on capacity-building and leadership development. While earlier training focused on rules and procedures, contemporary programmes prioritise



► Capacity-building and leadership development

strategic thinking, adaptive leadership, ethical reasoning, and collaborative problem-solving. Countries like Canada and Singapore have introduced structured leadership academies, while the UK Civil Service has launched tailored programmes for different levels of administration. These efforts reflect the growing recognition that competent leadership is essential for effective governance, especially in uncertain and dynamic environments.

► Bringing new perspectives

5. Promoting Agility and Workforce Flexibility

The concept of lifelong, hierarchical civil service careers is giving way to more flexible employment models. Governments are introducing contract-based positions, lateral entry from private sectors, and inter-agency mobility schemes. For example, France and Japan are enabling smoother transitions between public and private employment, while countries like Brazil are adopting project-based staffing for specialised tasks. This approach brings in new skills and fresh perspectives while breaking bureaucratic silos. However, it also raises concerns about equity, institutional memory, and the fragmentation of service norms, making it essential to balance flexibility with coherence.

► Keeping ethical standards high

6. Reinvigorating Ethics and Public Trust

With growing concerns about corruption, inefficiency, and politicisation, ethical governance has become a central pillar of civil service reform. Countries are reinforcing codes of conduct, strengthening anti-corruption frameworks, and establishing independent oversight bodies. Sweden's Ombudsman model and South Korea's integrity training systems serve as good examples. Beyond legal mechanisms, public trust also hinges on the values and motivation of civil servants. Studies have shown that officials who view their roles as socially meaningful are more likely to act ethically. Therefore, promoting a values-driven culture within the bureaucracy is as important as enforcing rules.

► Improve responsiveness

7. Institutional Innovation through Agencification

In an effort to improve responsiveness and specialisation, many countries have adopted the model of agencification, creating semi-autonomous bodies responsible for specific administrative tasks. These agencies operate with operational independence but remain under strategic oversight. The UK's executive agencies and Sweden's dual system are noteworthy examples.

Agencification aims to deliver services more efficiently and reduce political interference. However, it requires clear governance frameworks to ensure that decentralisation does not lead to confusion or weakened accountability.

8. Blending Global Best Practices with Local Realities

► Transparency, efficiency, and responsiveness

While many countries share common reform goals such as transparency, efficiency, and responsiveness, the paths they follow differ widely. Political systems, administrative legacies, and institutional capacities influence how reforms are implemented. Some nations adopt hybrid models, combining traditional values with modern tools. For instance, Singapore retains hierarchical structures while embracing innovation and performance culture. For countries, including India, the key lesson is not to copy any model blindly but to adapt reforms to suit local contexts, capacities, and citizen needs.

Global trends in civil service management reveal a clear shift toward more responsive, ethical, and citizen-focused governance. While foundational principles like neutrality and merit still matter, the way civil services operate is being redefined by technology, public expectations, and a changing governance landscape. The future of public administration lies in building institutions that are not only competent and efficient but also inclusive, adaptive, and trustworthy.

Summarized Overview

This unit has provided a comprehensive understanding of civil service systems from an international perspective. By examining the administrative models of countries such as the United Kingdom, United States, France, and Japan, learners have gained insight into how historical, political, and cultural contexts shape public service institutions. The comparative analysis has highlighted both the strengths and challenges of different approaches to recruitment, accountability, professionalism, and administrative efficiency.

The unit also explored key lessons that reform-oriented countries like India can draw from international experiences, with an emphasis on context-sensitive adaptation. In addition, emerging global trends such as the shift towards performance-based systems, digital governance, leadership development, and institutional innovation have been discussed to show how civil services worldwide are evolving to meet contemporary governance needs. Overall, the unit encourages critical reflection on how global practices can inform local reforms and supports the development of a more responsive, transparent, and effective civil service system.



Self-Assessment

1. List the salient features of the British Civil Service.
2. What are the main functions of the National Personnel Authority (NPA) in Japan?
3. What role does digital governance play in transforming civil services?
4. Write any three innovative trends in civil service development mentioned in the global context.
5. List any three reasons why civil service systems globally are moving toward greater accountability.
6. What is Spoils System?
7. Mention one feature of Japan's Civil Service.
8. Why comparative public administration important?
9. How does the principle of political neutrality manifest in the UK Civil Service?
10. Discuss two administrative lessons India can learn from the French and Japanese Civil Service System?

Assignments

1. What are the major lessons that India can learn from the civil service systems of the UK, USA, France, and Japan? Discuss with examples.
2. Critically analyse the global trends in civil service management, focusing on the shift from permanence to performance. What are the implications for developing countries like India?
3. Discuss the relevance of digital governance and international best practices in shaping modern civil services. How can these be effectively adapted in the Indian context?

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Suggested Reading

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4. UNDP. (2004). *Public administration reform: Practice note*. United Nations Development Programme.

Space for Learner Engagement for Objective Questions

Learners are encouraged to develop objective questions based on the content in the paragraph as a sign of their comprehension of the content. The Learners may reflect on the recap bullets and relate their understanding with the narrative in order to frame objective questions from the given text. The University expects that 1 - 2 questions are developed for each paragraph. The space given below can be used for listing the questions.



SGOU

MODEL QUESTION PAPER SETS





MODEL QUESTION PAPER- SET- A

SREENARAYANAGURU OPEN UNIVERSITY

QP CODE:

Reg. No :

Name :

SREENARAYANAGURU OPEN UNIVERSITY

M.A PUBLIC ADMINISTRATION

Semester III - Discipline Course

M23PA10DC

CIVIL SERVICE AND PERSONNEL ADMINISTRATION

MODEL QUESTION PAPER - SET 1

Time: 3 Hours

Max Marks: 70

SECTION A

Answer any ten questions in a word or a sentence. Each question carries one mark.

(10X1 = 10 Marks)

1. Define Public Personnel Administration
2. Name one core function of Public Personnel Administration.
3. Who defined Personnel Administration as “recruitment, development, compensation, integration, and maintenance of employees”?
4. What is the full form of HRM?
5. Who is regarded as the “Father of the Indian Civil Service”?
6. Mention one All-India Service apart from the IAS.
7. What is the constitutional article that protects civil servants' tenure?
8. Name any one of the core ethical principle in civil service.
9. What does the acronym CVC stand for?
10. What is the main objective of Mission Karmayogi?



11. What does the term e-Governance mean?
12. Name one flagship programme that promotes e-Governance in India.
13. What is the full form of NDMA?
14. In which year was the Central Vigilance Commission (CVC) established?
15. In which year was the Second Administrative Reforms Commission formed?

SECTION B

Answer any five questions in two or three sentences. Each question carries two marks.

(5X2 =10 Marks)

16. Briefly explain the nature of Public Personnel Administration.
17. Write two challenges associated with external recruitment.
18. Differentiate between line and staff functions in an organization
19. Write two features of the Mauryan administrative system.
20. List two key developments in civil services during the British period.
21. Explain the principle of neutrality in civil services.
22. State the functions of the Lokpal.
23. State the structural barriers to implementing civil service reforms in India
24. Write the features of the United Kingdom civil service model.
25. Briefly explain the key constitutional articles that deal with the formation and protection of civil services in India.

SECTION C

Answer any five questions in one paragraph. Each question carries four marks.

(5X4 = 20 Marks)

26. Analyse the advantages and limitations of internal recruitment in the public sector
27. Explain the structural classification of Indian civil services into All-India, Central, and State Services.
28. Compare internal recruitment and external recruitment
29. Examine the role of administrative ethics in promoting accountability in Indian civil services.
30. Describe the key features and objectives of the Mission Karmayogi initiative.



31. Examine the challenges in the implementation of e-Governance in India.
32. Explain the key roles and responsibilities of civil services during disaster management.
33. Describe the barriers to gender equality in Indian civil services.

SECTION D

Answer any three questions in two pages. Each question carries ten marks.

(3X10 =30 Marks)

34. Critically examine the meaning, nature, and scope of Public Personnel Administration.
35. Discuss the role of civil services in policy formulation and implementation, with suitable examples
36. Evaluate the significance and role of the Union Public Service Commission in civil service recruitment and administration.
37. Examine the role of institutions like the CVC, CBI, ED, and Lokpal in ensuring accountability and ethical governance
38. Analyse the role of civil servants in crisis preparedness, response, and post-crisis recovery with relevant examples
39. Assess the relevance of international civil service models for reforming the Indian civil services.



MODEL QUESTION PAPER- SET- A

SREENARAYANAGURU OPEN UNIVERSITY

QP CODE:

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SREENARAYANAGURU OPEN UNIVERSITY

M.A PUBLIC ADMINISTRATION

Semester III - Discipline Course

M23PA10DC

CIVIL SERVICE AND PERSONNEL ADMINISTRATION

MODEL QUESTION PAPER - SET 2

Time: 3 Hours

Max Marks: 70

SECTION A

Answer any ten questions in a word or a sentence. Each question carries one mark.

(10X1 = 10 Marks)

1. What is the primary objective of Human Resource Planning?
2. Name the constitutional body responsible for recruiting All-India Services.
3. Which classification system is followed in the Indian civil service?
4. What does the acronym LBSNAA stand for?
5. Mention one key function of the Union Public Service Commission.
6. What was the main contribution of the Macaulay Committee in 1854?
7. What is administrative ethics?
8. Who chaired the First Administrative Reforms Commission?
9. Mention any one benefit of e-Governance
10. What is the purpose of the NDMA?
11. Name the programme launched in 2015 to promote digital governance in India.
12. Name the institution in France responsible for training top civil servants.
13. What is the full form of CBI?



14. Name one common challenge faced by women in Indian civil services.
15. In which year was the first Administrative Reforms Commission (ARC) constituted?

SECTION B

Answer any five questions in two or three sentence. Each question carries two marks.

(5X2 =10 Marks)

16. What are the challenges faced by Personnel Administration ?
17. State the key objectives of public personnel administration.
18. What do you understand by internal recruitment
19. Mention two requisites for successful Human Resource Planning
20. What was the role of Kautilya's Arthashastra in ancient Indian civil service?
21. Write two distinct features of All-India Services.
22. What is meant by civil service reform?
23. State the differences between e-Governance and e-Government
24. Mention the functions of the District Collector in crisis situations.
25. Mention the administrative challenges faced during disaster management.

SECTION C

Answer any five questions in one paragraph. Each question carries four marks.

(5X4 = 20 Marks)

26. Describe the advantages and disadvantages of external recruitment in civil services.
27. Explain the scope of Public Personnel Administration in the context of modern governance.
28. Describe the constitutional provisions that safeguard the rights and duties of civil servants in India.
29. Explain the challenges faced by women civil servants in balancing professional responsibilities and societal expectations.
30. Examine the role of administrative ethics in promoting accountability in Indian civil services.
31. Describe the evolution of e-Governance in India and its contribution to administrative efficiency.
32. Compare the core features of the civil service systems of the United Kingdom and France
33. Describe the role of civil servants in policy advice and implementation.

SECTION D

Answer any three questions in two pages. Each question carries ten marks.

(3X10 =30 Marks)

34. Discuss the significance of Human Resource Planning in ensuring efficiency in public sector organisations
35. Trace the historical evolution of civil services in India from the Mauryan period to the post-independence era.
36. Critically examine the constitutional provisions related to civil services and their role in ensuring neutrality and accountability
37. Discuss the status of women in Indian civil services and assess the effectiveness of initiatives promoting gender equity
38. Compare the structures and functioning of civil services in the United Kingdom, the United States, France, and Japan.
39. Examine the role of civil servants in promoting digital inclusion and citizen engagement through e-Governance.



സർവ്വകലാശാലാഗീതം

വിദ്യായാൽ സ്വതന്ത്രരാകണം
വിശ്വപൗരരായി മാറണം
ശ്രദ്ധപ്രസാദമായ് വിളങ്ങണം
ഗുരുപ്രകാശമേ നയിക്കണേ

കുതിരുട്ടിൽ നിന്നു ഞങ്ങളെ
സൂര്യവീഥിയിൽ തെളിക്കണം
സ്നേഹദീപ്തിയായ് വിളങ്ങണം
നീതിവൈജയന്തി പറണം

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ബോധരശ്മിയിൽ തിളങ്ങുവാൻ
ജ്ഞാനകേന്ദ്രമേ ജ്വലിക്കണേ

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NO TO DRUGS തിരിച്ചിറങ്ങാൻ പ്രയാസമാണ്



Civil Service and Personnel Administration

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