

ADMINISTRATIVE REFORMS COMMISSION

# Report

## PERSONNEL ADMINISTRATION



APRIL, 1969

GOVERNMENT OF INDIA



ADMINISTRATIVE REFORMS COMMISSION

# REPORT

ON

# PERSONNEL ADMINISTRATION

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CHAIRMAN

ADMINISTRATIVE REFORMS COMMISSION  
GOVERNMENT OF INDIA

SARDAR PATEL BHAWAN, NEW DELHI

April 18, 1969.

My dear Prime Minister,

I am presenting herewith the report on Personnel Administration, the eleventh report of the Commission. Copies of the three Study Team reports, and a note of "dissent and supplement" by Shri H. V. Kamath, are enclosed. Also attached is a note by Shri V. Shankar. Shri T. N. Singh has also a note, which would be sent on receipt.\*

2. Problems of personnel administration are stupendous as well as delicate. They have recently assumed a complex and controversial character in matters like discipline, morale and benefits. We, therefore, appointed three Study Teams with Shri R. K. Patil, Lt. Genl. S. P. P. Thorat and Shri K. N. Nagarkatti as Chairmen. They have examined the problems elaborately and made exhaustive recommendations. The services rendered by the Chairmen, Members and Secretaries of the three Study Teams deserve appreciation.

3. The personnel in Government service, in numbers, run into millions. In avocation, they have the high responsibility of holding the society together in peace and harmony with regulatory powers and of making it progress and prosper with developmental plans and programmes. Therefore, the work of the Government servant is not merely one of earning a living, but also of serving the nation in the true sense of the term. What a civil servant does and the way he behaves have great bearing on the satisfaction which the citizens derive from administration. We have, therefore, taken the view that the civil servant should be a model citizen, ever ready to serve, and serve with civility.

4. For the last few years, the organised civil servants have become much more self-oriented, pre-occupied with their prospects and emoluments, and have taken to militant methods, like violent demonstrations and strikes, for acceptance of their demands. Discipline and morale have deteriorated. We have, therefore, been compelled to recommend that Government servants should have no right to strike. We have supported the principle underlying the Essential Services Maintenance Act, 1968, and suggested that it should be adopted by the State Governments also. We have urged that every new entrant to Government service should sign a pledge that he will, under no circumstances, resort to strike. As the right to strike will no

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\*attached.

longer be available, it is important that there should be adequate machinery for redress of employees' grievances. We have, therefore, recommended the strengthening of the Joint Consultative Machinery and appointment of Civil Service Tribunals. The parliamentary and party system of democracy has, as one of its foundational principles, the neutrality of permanent services between party and party. Civil Service neutrality must, therefore, be meticulously observed at all levels. Accordingly, no person who is not serving under the Government should be eligible for election to the Joint Consultative Bodies, unions or associations of Government servants.

5. The foundational training that is now being given is not adequate to meet the requirements of the times. Its main aim is to further develop knowledge and skill. But it ignores the instilling of right habits and attitudes. The probationers need to be equipped with wide national outlook, the rich national heritages, moral and spiritual, and dedication to service as an end in itself. Alcoholic drinks should be strictly prohibited in training institutions. India is still overwhelming the land of the rural people. A civil servant ought to know their needs and moods. It is necessary that the trainees should live in villages at least for some weeks for gaining first hand knowledge of rural life and conditions. We consider that the foundational course and its methods needs immediate reform. We have recommended that a committee be appointed for this purpose.

6. In the constitutional set-up which we have, with equality of opportunity guaranteed, it is not possible to sustain monopoly and reservation for one or other class of Government servants. The road to the top must be open to every competent and qualified Government servant. To higher management in the Secretariat, talent must be drawn from every cadre and class of Government servants. Commitment of the Government in a big way to plans of social and economic development and the need for their popular acceptance call for induction of specialised capability and competence of different kinds at the policy making level. It is also necessary to remove the existing anomalies in the present system of remuneration and provide for equal pay for work of equal responsibility and difficulty. These principles, if put into practice, would go a long way to mitigate the existing rivalries and frustrations in the Civil Service.

7. Accordingly, the scheme of reform recommended by us envisages entry into the middle and senior management levels in the Central Secretariat from all services. Where regularly constituted services already exist to attend to specific functions, the middle and senior level posts in the corresponding areas in the Secretariat should normally be manned by the members of the concerned functional service. In non-functional areas, the middle level personnel will be drawn, through a mid-career competitive examination, from all sources on the basis of equal opportunity for all. These persons will be required to develop specialised knowledge of and experience in one

of eight broad areas of specialisation at headquarters, keeping in view their qualifications and previous background. The scheme also provides for special training courses to develop the needed managerial and policy making competence among them. Personnel for the senior management positions outside the functional areas should, as a rule, come from those who have acquired specialised management experience at the middle level and should be deployed taking into account both their previous background and aptitude. Staffing at the top-most levels will be mostly on the basis of general managerial competence. The adoption of a unified grading structure which we have recommended for the entire Civil Service would facilitate the movement of officers from one area to another for which they are qualified and in which they may be required. It will also help define and fix responsibilities and set work norms.

8. Our above recommendations, Madame Prime Minister, are in tune with your own thinking, as stated in your Convocation Address at Roorkee University in November 1967: "It is odd that the greatest doctors and engineers in the country, who would be rated as the leaders of the profession and who save lives or add permanent assets to the nation, can rarely hope to receive the pay or status of Secretaries of Ministries. The brightest of our young men and women choose engineering and medicine. If they happen to go into Government, they are very soon overtaken by the general administrator. This must change and I am trying to change it. The administrative system must reflect an individual's contribution to human welfare and economic gain."

9. We have recommended the introduction of "Performance reports" in place of present system of Confidential reports. Every Government servant will be given an opportunity to give a resume of his performance during the year and get his merits properly assessed for the purpose of promotion.

10. We have also made several recommendations for providing greater opportunities to Government servants of lower ranks to rise rapidly as high as their competence and performance warrant. We have favoured a larger departmental quota for promotion to Class I positions. Again, those already serving in lower ranks and those who are talented should be given a chance to sit for the open competition for the higher services with relaxed age limit. We have also recommended that in making promotions from Class II to Class I Service, a portion of vacancies should be filled through an examination so that qualified younger employees can move up quicker than would normally be the case.

11. We have recommended measures for improvement of recruitment policies and procedures. We have also made recommendations for the pruning of excessive personnel, abolition of unnecessary and ineffective organisations, fixation of work norms, simplification and codification of rules, rationalisation of holidays, and strict limitation of overtime work and transfers.

In order to bring greater satisfaction to the people, we have urged that a complaint book should be kept in all offices having dealings with the public who should be given every facility to enter their complaints in it. The senior officers should periodically scrutinise the complaint book to ensure prompt redress of grievances.

12. The reforms we have recommended are bound to raise resistance from those who are adversely affected. Resistance from within the services is a very difficult problem for the Government to deal with. The declarations made from time to time by the Prime Minister and other Cabinet Ministers have emphasised that reforms of a fundamental character are needed. Resistance based on sectional or personal interests should not be allowed to come in the way of putting them into effect. After all, Government service is primarily meant to serve the people and not the Government servants as such.

Yours sincerely,  
Sd/- K. Hanumanthaiya

Shrimati Indira Gandhi,  
Prime Minister of India,  
New Delhi.

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