

HISTORY OF CIVIL SERVICES IN INDIA AND REFORMS

2.1. History

2.1.1 The Macaulay Committee which gave India its first modern civil service in 1854 recommended that the patronage based system of the East India Company should be replaced by a permanent civil service based on a merit based system through competitive entry examinations. As Macaulay's Report said, "*Henceforth, an appointment to the civil service of the Company will not be a matter of favour but a matter of right. He who obtains such an appointment will owe it solely to his own abilities and industry*".¹ The Report made it clear that only the best and the brightest would do for the Indian Civil Service (ICS). The Report stated, "*It is undoubtedly desirable that the civil servants of the Company should have received the best, the most finished education that the native country affords*".² The Report insisted that the civil servants of the Company should have taken the first degree in arts at Oxford or Cambridge Universities.

2.1.2 After 1855, recruitment to the ICS came to be based totally on merit. The report of the Civil Service Commissioners pointed out that of those who entered the ICS between 1855 and 1878, more than two-thirds were university men, equipped with a liberal and finished education.³ Initially, the ICS sought its recruits from Oxford and Cambridge. It was thus an elite service. Subsequently, it opened its doors to Indians and from 1922 onwards the Indian Civil Service Examination began to be held in India.

2.2 The Design of the Civil Service at Independence

2.2.1 While designing a successor civil service, the Indian political leaders chose to retain elements of the British structure of a unified administrative system such as an open-entry system based on academic achievements, elaborate training arrangements, permanency of tenure, important posts at Union, State and district levels reserved for the civil service, a regular graduated scale of pay with pension and other benefits and a system of promotions and transfers based predominantly on seniority.⁴ The civil services in India can be grouped into three broad categories. Services whose members serve both the Union and the State Governments are termed as All India Services. Services whose members serve only the Union Government are termed Central Civil Services. Apart from these, the State Governments

¹Macaulay Committee Report on the Civil Service (Fulton Committee Report), Vol.1, HMSO, London (1975)

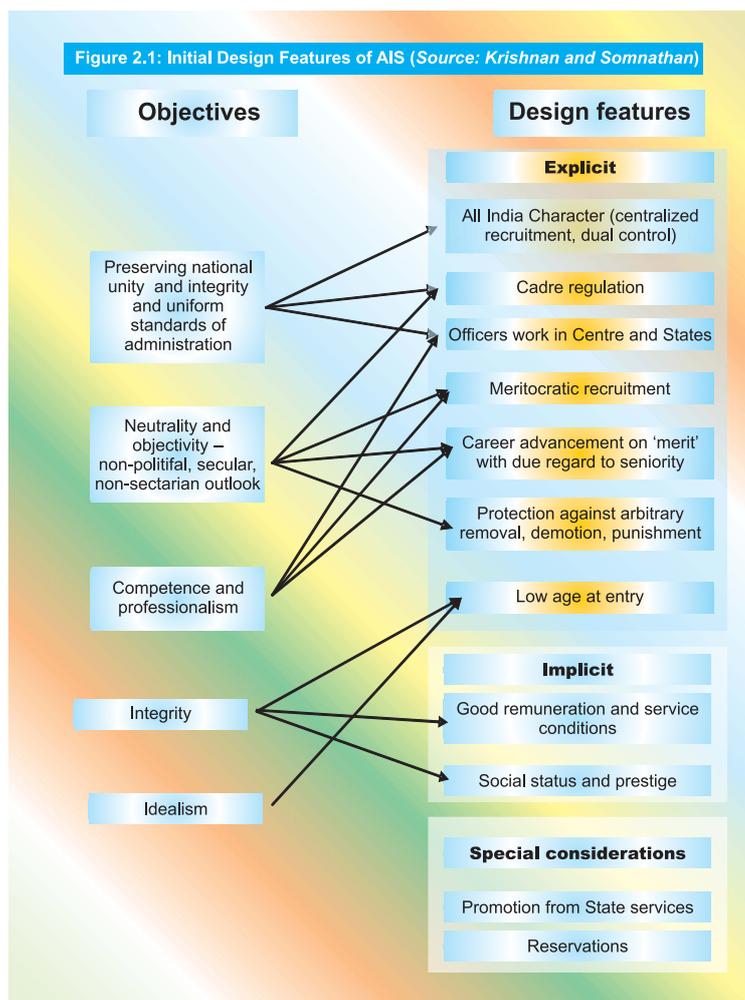
²Macaulay Committee Report

³B B Mishra, The Bureaucracy in India, Oxford University Press, 1977

⁴R B Jain and O P Dwivedi, Bureaucracy in India: The Developmental Context, in R B Jain (ed.), Bureaucratic Politics in the Third World, Gitanjali Publishing House, 1989

have their own group of services – State Civil Services. The posts in the Union and the State Governments are hierarchically arranged into four Groups – Group A to Group D.

2.2.2 Article 312 of the Constitution empowers Parliament to create the All India Services (AIS) on the fulfilment of certain conditions. The Indian Administrative and Police Services are deemed to be services created by Parliament under this Article. Section 3 of the AIS Act, 1951 and the rules and regulations made by the government prescribe the selection process for the IAS. Similar provisions exist for the IPS and the IFoS. The key objectives of government in creating the AIS are (a) preserving national unity and integrity and uniform standards of administration (b) neutrality and objectivity - non-political, secular and non-sectarian outlook (c) competence, efficiency and professionalism - at entry by attracting the best and brightest and throughout the career (d) integrity and e) idealism. Figure 2.1 depicts the key features of the design of the AIS.⁵



2.3 The First Administrative Reforms Commission

2.3.1 Since Independence, there have been about fifty Commissions and Committees at the Union Government level to look into what can be broadly characterised as administrative reforms.⁶

2.3.2. The First Administrative Reforms Commission set up in January, 1966 was asked, in particular, to consider all aspects relating to the following subjects :

The machinery of the Government of India and its procedures of work;

The machinery for planning at all levels;

Centre-State relationship;

Financial administration;

Personnel administration;

Economic administration;

Administration at the state level;

District administration;

Agricultural administration; and

Problems of redress of citizens grievances.

The Commission submitted 20 Reports in all, as per the details given below, before winding up in mid-1970:

Table 2.1: Reports Presented by the First ARC

Sl.No.	Name of the Report	Date of presentation to Government
1.	Problems of Redress of Citizens' Grievances (Interim)	20-10-1966
2.	Machinery for Planning (Interim)	29-4-1967
3.	Public Sector Undertakings	17-10-1967
4.	Finance, Accounts & Audit	13-1-1968
5.	Machinery for Planning (Final)	14-3-1968
6.	Economic Administration	20-7-1968
7.	The Machinery of GOI and its procedures of work	16-9-1968

⁶Department of Administrative Reforms and Public Grievances

8.	Life Insurance Administration	10-12-1968
9.	Central Direct Taxes Administration	6-1-1969
10.	Administration of UTs & NEFA	28-11-1969
11.	Personnel Administration	18-4-1969
12.	Delegation of Financial & Administrative Powers	12-6-1969
13.	Centre-State Relationships	19-6-1969
14.	State Administration	4-11-1969
15.	Small Scale Sector	24-12-1969
16.	Railways	30-1-1970
17.	Treasuries	27-2-1970
18.	Reserve Bank of India	11-3-1970
19.	Posts & Telegraph	15-5-1970
20.	Scientific Departments	1970

These 20 Reports contained 537 major recommendations. Based on the inputs received from various administrative Ministries a report indicating the implementation position was placed in Parliament in November, 1977.

2.3.3 A gist of the recommendations of the First ARC that are relevant to this Report are outlined below:

- a. *Need for specialization:* The first ARC recognized the need for specialization as the functions of Government had become diversified. A method of selection for senior management posts in functional areas and outside functional areas was laid down.
- b. *Unified Grading structure:* A unified grading structure based on qualifications and nature of duties and responsibilities was suggested.
- c. *Recruitment:* On this subject, the ARC recommended:
 - i. A single competitive examination for the Class I services, with the age limit raised to 26 years.

- ii. Lateral entry to technical posts at senior levels.
 - iii. Direct recruitment to Class II services to be discontinued.
 - iv. A simple objective type test to be conducted for recruitment of clerical staff.
 - v. Recruitment to Central Government posts in certain sectors to be made from among the State Government employees.
- d. *Recruitment Agencies:*
- i. A new procedure for appointment of members of the UPSC and the State Public Service Commission was suggested.
 - ii. Setting up of Recruitment Boards for selection of clerical staff was recommended.
- e. *Training:* a national policy on Civil Service Training to be devised.
- f. *Promotions:* Detailed guidelines for promotion were outlined.
- g. *Conduct and Discipline:* Reforms in disciplinary enquiry proceedings and setting up of Civil Service Tribunals was suggested.
- h. *Service Conditions:* The Commission also gave recommendations on matters related to overtime allowances, voluntary retirement, exit mechanism, quantum of pension, government holidays, incentives and awards to be given on timely completion of projects, and establishing work norms for various posts that may be reviewed by the Staff Inspection Unit.

Apart from the First Administrative Reforms Commission, as stated earlier, several other Commissions and Committees were set up over the years to examine various aspects of Civil Services Reforms. The recommendations made by these Committees and Commissions including, of course, of the first ARC are grouped issue-wise and discussed in the following paragraphs.

2.4 Recruitment

2.4.1 In any governance system the quality of its public servants is critical and in this context recruitment of suitable persons is of great importance. Those aspiring to be civil servants

must have not only the required skills and knowledge, but also the right values which would include integrity, commitment to public service and above all, commitment to the ideals and philosophy embodied in the Constitution. Therefore the recruitment process, apart from being transparent, objective, fair and equitable should also ensure that the right type of persons join the civil services. The system of recruitment to the civil services in India has evolved over the years. Several changes have been made in the recruitment process, especially after Independence to reflect the needs of the administration from time to time. A number of Committees and Commissions were set up to make recommendations on various aspects of recruitment. These recommendations are included in the Report on Public Administration by A.D. Gorwala, 1951; Report on the Public Services (Qualifications for Recruitment) Committee, 1956 – also known as Dr. A. Ramaswami Mudaliar Committee Report; Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari, 1962; ARC's Report on Personnel Administration, 1969; Report of the Committee on Recruitment Policy and Selection Methods, 1976 – also known as the D.S. Kothari Committee Report; Report of the Committee to Review the Scheme of the Civil Services Examination, 1989 – also known as the Satish Chandra Committee Report; Report of the Civil Services Examination Review Committee, 2001, also known as Professor Yoginder K. Alagh Committee Report; Report of the Committee on Civil Service Reforms also known as the Hota Committee Report, 2004.

2.4.2 A.D. Gorwala's Report (Report on Public Administration, 1951) recommended that recruitment to all grades of Government service should be conducted in a manner which eliminates scope for patronage and suggested that this principle should also apply to temporary staff. Dr. A. Ramaswami Mudaliar Committee Report, 1956, on Public Services (Qualifications for Recruitment) recommended that a University degree should be the minimum qualification for recruitment into the higher services whereas for secretarial and ministerial services a University degree need not be insisted upon. This Committee also recommended that the age limit for the highest executive and administrative services should be kept between 21-23 years. The Krishnamachari Committee Report (Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari, 1962) analysed the recruitments to Class I and Class II services in the State Governments and recommended that recruitments should be made annually.

2.4.3 The first ARC emphasized the importance of proper personnel planning and cadre management. It recommended that recruitment to the IAS/IFS and other non-technical Class I services should be made only through a single competitive examination. It also recommended that the upper age limit for taking the civil services competitive examinations should be raised to 26 years. The First ARC further recommended that direct recruitment

to Class II posts of Section Officers should be stopped and these posts may be filled by promotion of Assistants. The Commission also suggested that recruitment to clerical and other secretarial posts should be conducted through simple objective tests. The Commission recommended constitution of Recruitment Boards for appointment of Class III and Class IV employees.

2.4.4 The D.S. Kothari Committee Report on Recruitment Policy and Selection Methods, 1976, inter alia recommended a major change in the examination system. They recommended a two stage examination process – a preliminary examination followed by a main examination. This Committee also suggested changes in the training pattern for the civil services.

2.4.5 The Fifth Central Pay Commission suggested that employment on contract basis should be encouraged and Government employees should have the right to retain their lien for two years in case they wish to migrate to the private sector.

2.4.6 The Civil Services Examination Review Committee, 2001 (chaired by Professor Yoginder K. Alagh) recommended major changes in the structure of the examination system for recruitment to the civil services. It favoured testing the candidates in a common subject rather than on optional subjects. The Committee on Civil Service Reforms (Hota Committee Report, 2004) made recommendations, inter alia, on recruitment and recommended that the age for entrants to the higher civil services should be between 21-24 years with a five years' age concession for members of the Scheduled Castes/Scheduled Tribes and three years' for the Other Backward Classes. The Hota Committee also recommended that aptitude and leadership tests may be introduced for selection, and that probationers may be allowed one month's time after commencement of training to exercise their option for Services.

2.5 Training

2.5.1 While a number of Committees have emphasised the importance of training – both induction and in-service, some of the major recommendations are given below:

2.5.2 The Report on Public Administration by A.D. Gorwala (1951) highlighted the fact that in order to have suitable personnel to staff the public services, it is essential that there is proper recruitment and training and an adequate organization and methods set-up. It also recommended an induction training to equip a civil servant with the necessary knowledge and skills to perform his/her duties followed by trainings at designated intervals to refresh his/her knowledge, keep him in touch with new developments and his/her mind active, supple and receptive. The Committee recommended the appointment of a Director of Training to closely monitor all aspects of training.

2.5.3 The Report on Indian and State Administrative Services and Problems of District Administration by V.T. Krishnamachari (1962) emphasised that State Civil Service officers should also undergo a structured training similar to that for IAS officers. It also recommended establishment of training institutes in States with the help of the National Academy of Administration.

2.5.4 The First ARC emphasized that the training should prepare the individual civil servant not only for performing his/her present job, but also for shouldering higher responsibilities and meeting the new and complex challenges in the future. The ARC recommended the formulation of a national policy on civil services training. It also recommended the creation of the Central Training Division in the Department of Personnel. The Commission further recommended changes in the contents of the foundation courses at the National Academy of Administration.

2.5.5 The Committee to Review In-Service Training of IAS officers, (Yugandhar Committee, 2003) examined the efficacy of the in-service training of IAS officers and subsequently made several recommendations to further strengthen and improve these. Its recommendations, inter alia, included the need for three mid-career training programmes in the 12th, 20th and 28th years of service. The training programme in the 12th year of civil service should be for a minimum duration of 8 weeks consisting of 5 weeks of academic content and 3 weeks of study, training and exposure visits to study best practices in India and abroad. The training programme in the 20th year of service should be for a duration of 12 weeks. The duration of training in the 28th year of service was not specified. Trainings at these 3 stages was suggested as there is a “major shift” in the nature of work of the officer, at these stages of their career.

2.6 Domain Expertise

2.6.1 The first ARC had set out its philosophy on domain expertise as follows:

- *Devising a rational basis to fill policy-making positions with those possessing required qualifications and competence. This would involve an optimum use of different Services for secretariat assignments as also the adoption of special measures to build necessary specializations in the secretariat.*
- *Selecting senior management personnel from all relevant sources – generalist and specialist. For the purpose, talent should be identified and nurtured in all the services, specially among those who have not so far been inducted into the higher management positions in the secretariat.*

- *Providing greater opportunities to talented personnel to move to higher positions in the civil services on the basis of competence and performance.*⁷

2.6.2 The first ARC classified higher civil service posts into two categories: (a) posts in the field, and (b) posts at headquarters. The field posts were held by the members of the 'functional' services which included not only the various engineering services but also services such as accounts and income tax. The first ARC noted that the only service that was not functional but occupied most of the higher posts in the civil services was the IAS. The ARC recommended that the IAS should be converted into a functional service.

2.6.3 Consistent with its philosophy of organizing the administrative machinery along functional lines and inducting talent from all sources, the ARC recommended eight broad areas of specialization:⁸

- ✓ Economic Administration
- ✓ Industrial Administration
- ✓ Agricultural and Rural Development Administration
- ✓ Social and Educational Administration
- ✓ Personnel Administration
- ✓ Financial Administration
- ✓ Defence Administration and Internal Security
- ✓ Planning

2.6.4 The first ARC recommended a scheme of reforms to enable entry into middle and senior management levels in the Central Secretariat from all Services on the basis of knowledge and experience in the respective areas of specialization. The ARC also indicated, in broad terms, the knowledge and specialization required for staffing posts in each of these areas. The selection of personnel to the eight areas of specialization was to be made through a mid-career competitive examination. All Class I officers belonging to the All-India and Central Services with experience of eight to twelve years in the functional areas would be eligible. The selection process would consist of a written test to be administered by the UPSC and an interview to be conducted by a committee consisting of the Chairman, UPSC and two senior Secretaries of the Government of India.

2.6.5 The Report of the Group constituted to Review the System of Performance Appraisal, Promotion, Empanelment and Placement for the All India Services and other Group 'A' Services (Surinder Nath Committee Report, 2003) suggested that assigning particular

⁷ARC Report on Personnel Administration, 1969

⁸ARC Report on Personnel Administration, 1969

domains to the officers should be a key step for their selection to the Central Staffing Scheme posts. The Group suggested the following 11 domains:

- ✓ Agriculture and Rural Development
- ✓ Social Sectors (Education, Health, Tribal Welfare, etc.)
- ✓ Culture and Information
- ✓ Natural Resources Management including Environment (green side)
- ✓ Energy and Environment (brown side)
- ✓ Communication Systems and Connectivity Infrastructure
- ✓ Public Finance and Finance Management
- ✓ Industry and Trade
- ✓ Domestic Affairs and Defence
- ✓ Housing and Urban Affairs
- ✓ Personnel and General Administration

2.6.6 The Committee suggested that officers may be assigned to a maximum of three domains out of the eleven listed. The assignment of domains may be a part of the empanelment process at JS/AS levels which would identify officers for posting to the Government of India at levels of JS and above. Officers due for consideration for empanelment may submit a write-up summarising their experience, academic background, training courses undergone, research accomplishments, recognitions relevant to the domain areas, and significant achievements during their career relevant to their areas. These write-ups may be scrutinised by the Empanelment Committee. The output of the empanelment process would be a list of officers found suitable for selection to specific positions under the Central Staffing Scheme, together with their domain assignments.

2.6.7 The Committee also suggested that for the empanelment process, individual batches may be taken up sequentially along with those from the previous batches who are due for review. Thus, there would be a fresh batch to be considered each year and some review batches. Cases of such officers who are not empanelled when their batch is taken up for consideration on the first occasion, may be reviewed twice.

2.6.8 The Hota Committee on Civil Services Reforms, 2004, had recommended that domain assignment should be introduced for civil servants to encourage acquisition of skills, professional excellence and career planning. It had also recommended that empanelment

and posting of Joint Secretaries, Additional Secretaries and Secretaries should be carried out through domain assignment, competitive selection and matching of available skills with the job requirements.

2.7 Grading Reform

2.7.1 The first ARC recommended a unified grading structure so that posts entailing similar qualifications, difficulties and responsibilities are grouped in the same grade. The principle of equal pay for equal work was sought to be recognized for the entire country for both the Union and the State Governments and even the local bodies. It was of the view that in the absence of a careful evaluation of the work content of jobs at certain levels and the matching of scales of pay thereto, the principle of equal pay for equal work cannot be implemented. The imbalance in remuneration attached to headquarters posts and field posts and the multiplicity of pay scales for different groups was sought to be addressed by this unified grading system. For grading, it recommended that the following considerations be taken into account:⁹

- In services that provide for postings in the secretariat and at the field level, the liability for service all over the country should be reflected in the grading system.
- For services that provide only for field postings or postings only in secretariats but not in both, the grades would have to be related to the duties and responsibilities of these posts.
- The fact that the members of the State civil services are required to work only within the State and not outside, should be reflected in their grades.
- Posts involving higher research should be graded high, even though such posts carry little or no administrative responsibility.

The Commission recommended that the number of grades should range between 20 and 25.

2.8 Efficiency

2.8.1 There has been a succession of Committees that were asked to recommend measures for increasing the efficiency of the civil services. The Secretariat Reorganization Committee (1947), under the chairmanship of Sir Girija Shankar Bajpai examined the functions of the existing departments of Government of India with reference to relative priority and necessity of their activities and made recommendations about how these activities were to

⁹ARC Report on Personnel Administration, 1969

be undertaken by the Union Government with the available personnel. In 1949, the Gopaldaswami Ayyangar Committee while recommending restructuring of the Central Secretariat, suggested that a Department should be identified with a Secretary's charge and a Ministry should be identified with a Minister's charge. It also recommended the abolition of the separate grade of Additional Secretary. For better coordination of policy and planning, the Committee suggested grouping of the Departments dealing with economic and social services into four bureaus. It also recommended the creation of an Organization and Methods machinery.

Box 2.1: Attributes of a Good Administrator

- a. Willingness to assume responsibility.
- b. A steadily enlarging ability to deal with more problems.
- c. A strong bent toward action.
- d. A good listener.
- e. Effective with people.
- f. Capacity to build his own strength by building the competence of his organization.
- g. Capacity to use his institutional resources.
- h. Avoiding using power or authority for their own sake.
- i. Welcoming reports of troublesome things.
- j. A good team-worker.
- k. A good initiator.

(Source: Public Administration for a Welfare State- Paul H Appleby), 1961

2.8.2 A.D. Gorwala, in his two reports to the Planning Commission in 1951, recommended that there should be greater understanding between Ministers and civil servants. More concretely, Gorwala asked for an Organization and Methods (O&M) machinery and Whitley Councils.¹⁰ The Appleby Report (1953) also contained recommendations relating to the establishment of O&M machinery and an Institute of Public Administration. These two recommendations were implemented by Government.

2.8.3 The various Reports of the first ARC underscored the significance of an efficient administrative system. Some of the recommendations to enhance efficiency included, suitable awards such as rolling cup/shield to be given as incentives for timely completion of specific projects, cash rewards for valuable suggestions given for simplification of work that led to economies in expenditure and increased efficiency, establishing work norms and examining staff strength on the basis of studies by Staff Inspection Units. The Fifth Central Pay Commission (2000) stressed upon the need to optimise the size of the government machinery. The Expenditure Reforms Commission (2001) emphasised on a drastic downsizing of the government staff strength for securing modern and professional governance and also reducing the increasing salary bill of the Government of India. The Committee on Civil Services Reforms (Hota Committee, 2004) emphasised the use of information and communication technologies (ICT) to transform Government by making it more accessible, effective and accountable. It stressed on the need to recognise that e-governance is about discarding old procedures and transforming the process of decision making and that technology is merely a tool and a catalyst for such transformations.

¹⁰In Great Britain, any of the bodies made up of representatives of labour and management for the promotion of better industrial relations. Source: Encyclopaedia Britannica

2.9 Accountability

2.9.1 The Committee on Prevention of Corruption (Santhanam Committee) made a range of recommendations to fight the menace of corruption. It recommended the constitution of the Central Vigilance Commission, and administrative vigilance divisions in all Departments and major organizations of the Government. The Committee suggested rules to be framed for governing the conduct of civil servants. Some suggested changes in the rules were filing of assets and liabilities statement instead of immoveable property statement by government servants, rules regarding receipt of gifts and raising of contributions, and rules regarding dealing in stocks and speculations. Changes were also suggested in Art. 311 of the Constitution of India for conducting disciplinary proceedings against government servants. The Committee also suggested a systematic review of the laws, rules, procedures and practices of the Ministries so that the possible scope and modes of corruption may be identified and remedial measures prescribed. Changes in the Indian Penal Code were also suggested to strengthen anti corruption measures. Economic offences, evasion of taxes, profiteering, black-marketing, misappropriation of public properties, trafficking in licences and misuse of position by a public servant in making contracts and issuing licenses etc, it was suggested, should find a prominent place in the general criminal law of the country. It was also suggested that the Law Commission should further look into these issues. The definition of public servant was recommended to be widened under the IPC to include Ministers, employees of PSUs etc. It was also recommended that offering of bribes should be made a substantive offence. The Committee further suggested that on completing 25 years of service or 50 years of age, a government servant may be retired without prescribing any reason, if the government thinks it fit. This was subsequently incorporated in Rule 56(j) of the Fundamental Rules.

2.9.2 The first ARC recommended that the departments and organizations which were in direct charge of development programmes should introduce performance budgeting. The ARC also recommended the establishment of two special institutions, the Lok Pal to deal with complaints against the administrative acts of Ministers and Secretaries to the government at the Centre and the Lok Ayuktas to deal with such complaints in States.

2.9.3 The Hota Committee recommended that Sections 13 (1) (d) and 19 of the Prevention of Corruption Act and Section 197 of the Code of Criminal Procedure may be amended to protect honest civil servants from malicious prosecution and harassment. It also recommended that a Code of Ethics should be drawn up for civil servants incorporating the core values of integrity, merit and excellence in public service. Another recommendation of the Hota Committee was that each department should lay down and benchmark services to be delivered, methods of grievance redressal and public evaluation of performance. It

also recommended that a Model Code of Governance should be drawn up benchmarking the standards of governance to be made available to the citizens. It further recommended that an annual State of Governance Report, benchmarking the performance levels of each State/department/Ministry should be brought out.

2.10 Performance Appraisal

2.10.1 The first ARC had recommended several changes in the performance appraisal system as indicated below.¹¹

- *The term ‘performance record’ should be used instead of ‘confidential report’.*
- *At the end of the assessment year, the civil servant should furnish an account of the work done by him/her during the year, to his/her reporting officer and this account should form a part of the performance record. The reporting officer should take note of this account while grading the civil servant.*
- *Grading in the performance report should consist of three categories: (a) fit for promotion out of turn, (b) fit for promotion, and (c) not yet fit for promotion. The category ‘unfit for promotion’ should be scrapped.*
- *Only 5 to 10 per cent of the civil servants engaged in work of a similar nature and at the same level in any organization, should be given the grade “fit for promotion out of turn”.*
- *Adverse remarks should not be communicated to the civil servant. When adverse remarks are recorded, the reviewing officer should, after discussing them with the reporting officer, and, if necessary, with the officer reported upon, either confirm the remarks or suitably modify them.*

2.10.2 The Fifth Central Pay Commission was of the view that the ACR format should follow the rating system based on a 10 point scale as in the Armed Forces. It was also recommended that the final grading in the ACR should be communicated to the employee. The Pay Commission also recommended a quinquennial appraisal of Group A officers, so that a full picture of their personality emerges after every five years. It recommended restoration of the Annual Confidential Report for Group D cadres.

2.10.3 The Report of the Group constituted to review the system of Performance Appraisal, Promotion, Empanelment and Placement of the AIS and Other Services (Surinder Nath Committee, 2003) recommended that -

¹¹First ARC Report on Personnel Administration, 1969.

- Performance appraisal should be primarily used for the overall development of an officer and for his/her placement in an area where his/her abilities and potential can be best used.
- The agency assigned the responsibility of monitoring the timely writing of annual performance reports should put in place a computerized system for more effective monitoring.
- The entire performance record including the overall grade should be disclosed to the officer reported upon. In case the appraisee submits any comments, it would be open to the reporting and reviewing officers to accept the comments and modify the performance report accordingly. In case they do not accept the representation of the appraisee, the report may be placed before a designated referral board that would consider the matter and make changes if required including the overall grading.
- As yet, there is no established modality for evaluation of an officer's performance by peers, subordinates and clients. It would be useful to supplement the formal performance appraisal regime with an institutionalised means of ascertaining the reputation of civil servants consistent with our culture and ethos.
- Only those who can demonstrate a credible record of actual performance and possess the necessary knowledge and skills required for higher responsibilities should be promoted. Promotion norms should be stringent and the process of promotion based on merit and competition rather on a simple attainment of a priori benchmarks. Officers must be evaluated not only on the basis of their performance in the lower positions but also in respect of their level of preparation by way of acquiring the necessary skills and knowledge for the higher level positions.
- There is no benefit in retaining officers who lack demonstrated competence, or who are unqualified, or of doubtful moral or financial integrity or who are in unacceptably poor health. It is important that an effective system of screening with the following norms may be adopted for identifying the officers to be screened out:
 - An officer who has failed to make it to the select list for promotion to the next higher grade three times.

- An officer who has encountered three proceedings resulting from vigilance enquiries or criminal proceedings in respect of alleged lapses of moral or financial integrity in the course of his/her career, even if the officer is cleared on completion of proceedings in each of these, may be screened out for lack of moral or financial integrity.
- An officer who has failed three times to qualify in the requisite career courses for his/her next promotion.
- An officer who is permanently medically unfit to perform the normal duties of the service as revealed from the biennial medical examination.

2.10.4 The Hota Committee on Civil Services Reforms, 2004, recommended replacing the ACR with a system of performance assessment in which greater emphasis is placed on objective assessment against agreed work plans.

2.11 Management of the Civil Services

2.11.1 The first ARC recommended the creation of a separate Department of Personnel to be entrusted with the responsibility for

- Formulation of personnel policies for the Central and All-India Services, and inspection and review of their implementation.
- Talent-hunting, development of personnel for senior management and processing of appointments for senior posts.
- Manpower planning, training and career development, research in personnel administration.
- Discipline and welfare of staff and machinery for redressal of their grievances.
- Liaison with the Union Public Service Commission, State Governments and professional institutions.
- Staffing of middle-level positions in the Central Secretariat.¹²

2.11.2 The first ARC specifically recommended that the Department of Personnel should not administer any service cadre, and that the administrative control of different services should vest with the individual ministries. It also recommended that the administration of the IAS, IPS and the Central Services should be done by the Ministry of Home Affairs while

management of the Indian Economic Service and the Indian Statistical Service should be transferred to the Department of Economic Affairs. While noting that the Department of Personnel should be placed directly under the Prime Minister, the first ARC recommended the creation of an advisory council on personnel administration to act as a feeder line of new thinking on personnel administration. The ARC recommended that the advisory council should consist of official and non-official experts in different aspects of personnel management drawn from all over the country.

2.11.3 The Fifth Central Pay Commission advocated the constitution of a high-powered Civil Services Board both at the Centre and the States. It also recommended fixation of minimum tenure for each post. It suggested that no premature transfer should be allowed. It further recommended that the findings of the Civil Services Board are to be accepted invariably and in case of disagreement the entire proceedings should be laid on the Table of the House.

2.12 Implementation of the Recommendations

2.12.1 As a result of the deliberations of these Commissions and Committees on different aspects of public administration and the recommendations made, there have been incremental reforms-such as creation of a separate Department of Administrative Reforms in the Union and State Governments, setting up of the Indian Institute of Public Administration, setting up of the Central Vigilance Commission, Constitution of Lokayuktas in States, strengthening of citizens' grievance redressal machinery, drawing up of citizens charters, focus on training and capacity building of civil servants, restructuring of the recruitment process and modifications in the performance appraisal system. Many of the recommendations involving basic changes have not been acted upon and therefore, the framework, systems and methods of functioning of the civil services based on the Whitehall model of the mid-nineteenth century remains largely unchanged.