

Disadvantages of Direct Recruitment

The disadvantages of direct recruitment are as follows:

1. It brings into service men and women without any administrative experience. To enable the young recruits to discharge their responsibilities in higher positions they have to be given prolonged and intensive training which is expensive.
2. It kills the initiative of the employees, especially those working in lower cadres of service. They are not sure of getting the higher posts since they are thrown open to direct recruitment.
3. It places younger and inexperienced persons against senior and experienced employees. This causes much jealousy and heartburning among the senior employees in lower cadres.
4. It damages the morale of those employees who do not get promotion.

Advantages of Recruitment from Within

Recruitment by promotion has the following advantages:

1. It is essential for the creation of a true career service in government. In the absence of recruitment by promotion there can be no career service.
2. Under this method the employees have ample opportunities for advancement. The promotional opportunities serve as a good incentive to hard-working employees.
3. It secures persons with past administrative experience in higher positions. On appointment to higher positions such persons can discharge their duties and responsibilities with ability and confidence without any fresh training in their work. It is therefore economical as cost of training is saved.
4. It relieves the public service commissions of the burden of conducting examinations, preparing lists of eligibles, etc.
5. This system of recruitment promotes not only administrative efficiency but also the morale of the employees.

Disadvantages of Recruitment from Within

The disadvantages of recruitment from within are as follows:

1. Since this system confines recruitment only to persons who are already in service, it narrows down the area of selection and thus undermines the principle of equality of opportunity.
2. It leads to inbreeding and resultant stagnation and conservative outlook in the public service.
3. Under the system of recruitment by promotion the government may not secure the young and brilliant university graduates for public service.

The two methods of direct recruitment and recruitment by promotion are not mutually exclusive. In practice, the two methods are combined in varying degrees by various countries to meet their particular requirements. For example, in India there is direct recruitment for All India Services and other central services, but a certain percentage of posts is also filled by recruitment by promotion. A sound recruitment policy should make a judicious use of both methods. "Indeed the best solution of the problem lies in a happy blend of the two in the light of administrative experience and the general political outlook."

Qualifications of the Public Employees

Persons who wish to enter into public service are required to possess certain qualifications. On the qualifications required of public employees, cost efficiency and standards of public administration. The qualifications prescribed for public employees also determine the field of recruitment from which the public personnel are to be selected. These qualifications are of two types—general and special. The general qualifications apply to all public employees and include citizenship, domicile, sex and age. The special qualifications deal with education, experience, technical knowledge and personal qualities. Each of these qualifications is described briefly as follows:

General Qualifications

1. **Citizenship:** Every state appoints its own citizens to public services because citizens alone are patriotic and owe allegiance to the state. As Vishnu Bhagwan and Vidya Bhushan have pointed out, "loyalty and faithfulness to the government are necessary for keeping the secrets of office which has become so vital these days". For that reason every applicant for the public service must be the citizen of the state.

2. **Domicile:** Sometimes residential qualifications are required of public employees. The purpose of this qualification is to provide employment to the 'sons of the soil'. In other words, its aim is to give preference to the local people in matters of employment. This qualification was first prescribed by the U.S.A. The requirement of domicile qualification for employment has been in vogue in all the states of India in one form or the other. However, the widespread practice of this stipulation of domicile recruitment goes against the conception of Indian citizenship and affects efficiency in public administration. It is also inconsistent with the constitutional principle of 'equality of opportunity in matters of public employment'.

3. **Sex:** Sometimes sex is a limiting factor in public employment. Not long ago certain types of jobs (e.g. in the armed forces, police, fire services) were meant for able bodied men and other delicate jobs (e.g. teachers and doctors) were given to women. However, the taboo of women's entry into various public services has disappeared with the passage of time. Now women are equally eli-

6. It may also be noted that the examination in some Indian languages, a compulsory paper in the Main Examination, has been waived for candidates belonging to the North-Eastern States.

7. The minimum educational qualification for appearing at the Main Examination is a University Degree. Candidates possessing engineering professional and technical degrees are also eligible for admission to the examination.

Criticism of the New Scheme of Recruitment

It may be noted that it is too early to evaluate the new scheme of competitive examination for recruitment to the higher civil services in India. However, scholars in Indian Administration have noted certain grave weaknesses of the new system of recruitment. These are as follows:

1. It is feared that the conduct of all India competitive examination in the regional languages will impair the common All India outlook in the candidates selected. It will thus also impair national unity and integrity.

2. The percentage of candidates exercising the option to write in the Indian languages is very insignificant. Such low use of Indian languages is attributable to their inadequate development. Since the regional languages are unevenly developed, a broadly uniform competence is very hard to attain.

3. The use of Indian languages in the conduct of competitive examination for the selection of candidates to All India Services may set in motion rather subjective and political criteria of evaluation. Regional and linguistic feelings may come in the way of objective evaluation of answer books. All these have to be stringently guarded against.

4. The preliminary examination has also been criticised on various grounds. It is intended to act as a screening test to weed out those who are obviously unfit. But, the manner in which it has come to be administered has given it the unintended role and character of a gate-keeper. Further, the number of candidates rejected at the stage of preliminary examination itself is very high and harsh. Such high rate of rejection not only narrows down the zone of competition but also even robs the selection process in the civil service of its competitive character.

5. The objective type questions asked in the preliminary examination are also subject to criticism. Objective type questions usually should yield definite and unambiguous answers. But it is not easy to develop such objective type questions in social sciences which are idea intensive. For instance, objective type questions on such topics as democracy and satyagraha can be answered only vaguely. Therefore, the test in certain social sciences is not very reliable.

6. It is said that the objective type questions set in the preliminary examination are not culturally neutral. Therefore, the

screening test favours certain cultural groups in urban areas and discriminates against candidates from rural and backward areas.

7. The present scheme of examination has been criticised as being another anomaly. A candidate is required to qualify in the preliminary examination each time he intends to sit in the main examination. This is criticised as unnecessary and unfair. The success of a candidate at the preliminary examination means that he has already proved that he possessed the minimum potential. He, therefore, should be exempted from it and allowed straightaway to sit at the main examination unharassed by the preliminary examination again.

THE UNION-PUBLIC SERVICE COMMISSION (U.P.S.C.)

The central recruiting agency in India is called the Union Public Service Commission (U.P.S.C.). Its origin may be traced to the Indian Constitutional Reforms of 1919. A Central Public Service Commission was set up in 1926 under the provisions of the Government of India Act of 1919. Its creation was recommended by the Law Commission on the Superior Civil Services (1924). The Commission was also reviewed by the Simon Commission. Following the recommendations of the Simon Commission the Government of India Act, 1935 defined its duties and responsibilities more clearly and streamlined its structure. The 1935 Act also renamed it as the "Federal Public Service Commission". The new constitution of India (1950) provides that "there shall be a public service commission for the Union and a public service commission for each state". Thus the U.P.S.C. is the direct successor to the Central Public Service Commission which came into being in 1926. Its broad profile began to take a clear shape in 1935.

Composition of the U.P.S.C.

The U.P.S.C. is a constitutional body in the sense that it is specifically mentioned in the constitution. The constitution also broadly defined its composition, its duties, responsibilities and functions.

The President of India is empowered by the constitution to fix the number of members of the U.P.S.C. and regulate their terms and conditions of service. At present the U.P.S.C. consists of a Chairman and eight members. Thus its authorised strength is nine, including the chairman. The Minister of State for Home Mr. P. Venkatesh told the Rajya Sabha on 2nd March, 1985 that the Government is considering a proposal to increase the strength of the U.P.S.C. from the present 8 to 10 members.

The Chairman and members of the U.P.S.C. are appointed by the President of India on the advice of the Prime Minister. The constitution provides that at least half the members of the commission must have held office for at least ten years under the Gov-

out that "no element of the career service system is more important than the recruitment policy"

Meaning of Recruitment

Recruitment is the first essential step in the selection process in public personnel administration. Recruitment may be defined as the process of attracting qualified applicants for jobs in the public service. It includes all the processes occurring from advertising of job vacancies upto and including the filing of an application for a particular position. The aim of recruitment is to locate the right type of persons for various government jobs.

Negative and Positive Recruitment

In the beginning, when the spoils system was replaced by the merit system the approach to recruitment was largely negative. The recruitment policy was mainly designed to keep away nepotism and political influence out of appointments in public offices. In other words, its aim was "to keep the doors of government closed to incompetents. But it could not guarantee the appointment of the most fit persons available. Donald Kingsley has rightly commented upon the result of this negative approach, "the results have been kept out, perhaps, but we have many men of talent and ability".

Since the negative approach failed to induce an adequate number of able candidates to apply for government jobs, it has gradually given rise to the tendency to use the positive approach in matters of recruitment. By positive recruitment is meant all the efforts to find the best qualified and most able candidates and induce them to apply for government jobs. It implies that the personnel agency should go out after able candidates for government employment.

Methods of Attracting Able Candidates

The positive approach to recruitment lays emphasis on the use of certain methods in order to attract the best candidates to the service. The following are some of the most important methods employed by personnel agencies and other recruiting agencies.

- (1) Advertisement in the national and regional newspapers and announcement by radio and television concerning existing job vacancies and the type of candidate required.
- (2) Exaggerated publication and distribution of government employment opportunities throughout the country.
- (3) Carrying out publicity drives, visiting individuals and organizations to attract and produce interest in public affairs of employment in government.

Maintaining dramatic and informative exhibits of government careers at places of public gathering such as state fairs, post offices, churches, cinema halls, parks, etc.

Using the services of certain institutions like the Employment Exchanges with which people in need of employment register themselves giving detailed information about their qualifications, age and experience. Whenever vacancies arise, these agencies intimate the candidates registered with them and try to place them in suitable jobs.

By employing these methods the recruiting agencies can bring opportunities in the public service to the attention of qualified persons.

Methods of Recruitment

There are basically two methods of recruitment: (1) Direct recruitment and (2) Recruitment by promotion. Direct recruitment is generally made through open competitive examinations held by an independent public service commission. Before we proceed to judge which of the two methods of recruitment is better, it will do well to analyze the relative merits and demerits of these two methods.

Advantages of Direct Recruitment

Direct recruitment has the following advantages:

1. It is in accord with the principle of democracy. It gives equal opportunity to all persons who wish to enter into public service. It is a fair system as it does not discriminate against any one.
2. It broadens the area of recruitment and makes it possible to select the best candidates from among a large number of applicants.
3. It "brings in new blood" into the service with freshness of outlook and new ideas.
4. It attracts young men of good quality and calibre from universities and colleges to public service.
5. The constant flow of young men with progressive outlook and ideas into the service enables it to adjust to the changing economic conditions of the country. It thus prevents stagnation and the growth of conservative attitude and habits.
6. The entry of young and professionally competent men into the service will enable the government to utilize the latest knowledge in technical fields.
7. Direct recruitment induces and motivates persons already employed to keep themselves in touch with up-to-date knowledge and thus to compete with young people for higher posts.

(iv) **Short answer test** : The short answer test is also known as objective test and is of recent development. In this type a large number of questions are given. Each question requires a very short answer, many a time only 'yes' or 'no'. It consists of several types of items such as multiple-choice, completion type, matching, etc. This type of test makes uniform evaluation possible. Further, the results can be compiled quickly by using electronic scoring machines. But, this type of test cannot judge the reasoning ability of the candidates.

(v) **Performance test** : The performance test requires the candidate to demonstrate his ability to perform the job by actually doing it. To recruit personnel for skilled trades such as stenographic and typing work the use of performance tests is essential.

(vi) **Evaluation of training and experience** : The device of evaluation of training and experience is employed to recruit persons for positions which require experience.

Oral Test

Although written tests avoid favouritism and political influences they are not necessarily the best means for judging the qualifications and abilities of candidates. Therefore oral tests are also made use of as a weighted part of the examination. The oral test is also known as the **Viva Voce** test. In this type of test, the questions are directly put to the candidates and they are required to give answers immediately by word of mouth. Usually the purpose of oral test is to evaluate personality characteristics of the candidates—their eloquence, intelligence, alertness, smartness, ability to argue, emotional stability and so on. Group discussion is also a part of oral test. The marks obtained in the oral test are usually added to the marks obtained in the written test to decide the merit order of the candidates. The oral test also has an element of subjectivity since it involves the evaluation of human beings by other human beings.

Certification

After the completion of various tests, the recruiting agency in India (the Public Service Commission) prepares a list of successful candidates in the order of their merit. Then it submits the list of these eligible candidates for the consideration of the appointing authorities. This is what is known as certification.

Probationary Period

The last stage in the selection process is the probationary period. Persons appointed from the list of eligibles are required to serve a probationary period which varies from one to two years. It measures the candidate's actual performance on the job. This trial period is necessary to know whether the selected candidates can work up to their abilities. During the probationary period the unfit and unsatisfactory employees can be weeded out. But in practice relatively few are dismissed.

The System of Recruitment to Higher Civil Services in India

The present system of recruitment to Higher Civil Services in India is based on the recommendations of the Kothari Committee on Recruitment and Selection Methods. This committee was set up after its chairman D. S. Kothari was appointed by the Public Service Commission in 1975 to suggest suitable changes in the scheme of examination and selection methods of the All India and Central Services. The committee submitted its report in March, 1976.

Kothari Proposals

The Kothari Committee recommended a 3-stage scheme of recruitment to the All India and other class-I Central Services. It consists of the following three sequential stages :

1. Civil Services preliminary screening examination (objective type) for the selection of candidates for the main examination.
2. Civil services main examination (Written and interview) to select candidates for entry to the Lal Bahadur Shastri National Academy of Administration (Mussoorie).
3. There would be a post-training test on completion of a year-long functional course of institutional training at the L.B.S. National Academy of Administration.

The post-training test is to be in the form of an interview by a board constituted by the U.P.S.C. to assess personal qualities and attributes relevant to civil services. The allocation of the trainees to various services will depend on the total of the marks obtained in the main examination and the post-training test, taking also into consideration the candidates' preference for the services.

The government of India, after considering the report of the Kothari Committee, accepted some of its recommendations. The government, however, rejected the recommendation relating to the post-training test for sound reasons.

The New Scheme of Recruitment

The new scheme of civil services competitive examination based on the Kothari Committee recommendations came into force in 1979. It consists of two separated parts : (i) a preliminary examination (objective type) and (ii) the civil services main examination and the personality test (interview).

1. Preliminary Examination

The preliminary examination consists of one compulsory paper (general studies) and one optional paper to be chosen by the candidate out of a list of 19 subjects usually taught in the universities. The general studies paper carries 150 marks, while the optional

examined the marks. Each private candidate appearing at the Main Examination is given a separate card. The examination is held in one hall that is only four days a year.

It may be noted that the preliminary examination is a screening test. It is designed not only to select candidates for the main examination but also to filter out candidates from the province of Jammu and Kashmir. The marks obtained in this examination are not counted for determining the final merit list of the candidates.

2. The Main Civil Services Examination

Those who are declared qualified in the preliminary examination appear at the main civil services examination only once throughout every year. This examination consists of a written part comprising 3 papers and an interview.

Of the 3 papers in the written examination the first 2 are in subjects selected by the candidate out of a list of 40 subjects. The third paper is not subjective (e.g. Agriculture, Energy, Law, Civil Engineering, Commerce, Economics, Indian History, Mathematics, Political Science, Sociology and so on).

The written examination consists of the following 3 papers each carrying 200 marks:

Compulsory Papers

Paper I: One of the Indian Languages to be chosen by the candidates from the languages included in the eighth schedule of the constitution.

Paper II: English

Paper III and IV: General Studies

Optional Papers

Papers V, VI, VII, and VIII: These four papers are to be covered by any two subjects which a candidate can choose from a wide range of optional subjects. Each subject will have two and therefore combinations of optional subjects have been allowed (e.g. Measurement and Public Administration and Finance and International Relations).

The papers on Indian languages and English are of Standard or equivalent standard and are of qualifying nature. The marks obtained in these papers do not count for ranking.

Interview

Those who have qualified in the written part of the examination are eventually called for the personality test. The

interview is usually held on the day following the written examination. The candidates for the interview are selected on the basis of the marks obtained in the written examination. The marks obtained in the written examination are not counted for determining the final merit list of the candidates. The marks obtained in the interview are not counted for determining the final merit list of the candidates. The marks obtained in the interview are not counted for determining the final merit list of the candidates.

After the interview is over, the candidate is asked to wait for the final merit list. The candidate is asked to wait for the final merit list. The candidate is asked to wait for the final merit list. The candidate is asked to wait for the final merit list.

The marks obtained by the candidates in the Main Examination are used as well as interview marks to determine their final ranking. The marks obtained by the candidates in the Main Examination are used as well as interview marks to determine their final ranking.

The salient features of the new system of recruitment to Higher Civil Services in India may be summarised as follows:

1. The new scheme of competitive examination, put into operation in 1974, is a unified one for I.A.S., I.P.S., I.F.S. and Group 'A' Central Services.

2. The civil services examination consists of two sequential parts: (i) a qualifying preliminary examination (objective type) and (ii) the main examination (written test) and the personality test.

3. The candidates are given the choice to answer all the papers in the Main examination, except the language papers, in any language listed in the Eighth Schedule of the Constitution or English. However, the question papers are set in English and Hindi only.

4. The upper age limit from 1986 examination and afterwards is fixed at 35 years. It is relaxable for candidates belonging to scheduled castes and scheduled tribes.

5. Each candidate is allowed 3 choices for the civil services examination. However, this restriction is not applicable to S.C. and S.T. candidates. They can take any number of choices, subject to the prescribed age limits.